Translation from French

UNIVERSAL POSTAL UNION

DOCUMENTS OF THE 1984 HAMBURG CONGRESS

VOLUME I

PART 2 (PAGES 921 TO 1866)

MISCELLANEOUS DOCUMENTATION

BERNE 1985

INTERNATIONAL BUREAU OF THE UNIVERSAL POSTAL UNION

This volume should be quoted with the following reference:

Documents of the 1984 Hamburg Congress, volume I

Miscellaneous documentation

I. Rules of Procedure of Congresses, as amended by the 19th Congress

II. List of delegates and other persons taking part in the work of Congress

III. Documents published for Congress (Congress – Docs)

I. Rules of Procedure of Congresses, as amended by the 19th Congress[1]

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

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 a Head of delegation and, if appropriate, his deputy, 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 14, paragraph 2, of the Constitution if in possession of credentials which comply with the conditions laid down in article 3 of these Rules.

3 Attached officials shall be admitted to meetings, and shall have the right to participate in the proceedings, but they shall not normally have the right to vote. However, they may be authorized by the Head of their delegation to vote on behalf of their country at Committee meetings. Such authorizations shall be handed, in writing, to the Chairman of the Committee concerned, before the beginning of the meeting.

Article 3

Delegates' credentials

1 Delegates' credentials shall be signed by the Head of State, the Head of Government or the Minister for Foreign Affairs of the country concerned. They shall be drawn up in due and proper form. 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.

2 Credentials shall be deposited at the opening of Congress with the authority designated for that purpose.

[1] For the amendments to the Rules of Procedure of Congresses, see 3rd, 4th and 5th plenary meetings and PVs 4, 5 and 7 of Committee 3.

3 Delegates who are not in possession of credentials or who have not deposited their credentials may, provided their names have been communicated by their Government to the Government of the host country, take part in the debates and vote from the moment they participate in the work of Congress. The same shall apply to those whose credentials are found to be not in order. Such delegates shall cease to be empowered to vote from the time Congress approves the report of the Credentials Committee establishing that their credentials have not been received or are not in order until such time as the position is regularized.

4 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.

5 Credentials and proxies sent by telegram shall not be admissible. However, telegrams sent in reply to requests for information relating to credentials shall be accepted.

6 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 country, provided that notice in writing is given to the Chairman of the meeting concerned. However, a delegation may represent only a single country other than its own.

7 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 4

Order of seating

1 At Congress and Committee meetings, delegations shall be seated in the French alphabetical order of the member countries represented.

2 The Chairman of the Executive Council 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 5

Observers

1 Representatives of the United Nations may take part in the debates of Congress.

2 Observers from intergovernmental international organizations shall be admitted to meetings of Congress or of its Committees when questions of interest to these organizations are being discussed. In the same cases, observers from non-governmental international organizations shall be admitted to meetings of Committees.

3 Qualified representatives of the Restricted Unions established in accordance with article 8, paragraph 1, of the Constitution shall also be admitted as observers when the Unions concerned express a wish to that effect.

4 The observers referred to in paragraphs 1 to 3 shall take part in the debates without the right to vote.

Article 6

Doyen of Congress

1 The postal administration of the host country of Congress shall suggest the person to be appointed as Doyen of Congress in agreement with the International Bureau. The Executive Council shall approve this appointment in due course.

2 At the opening of the first plenary meeting of each Congress, the Doyen shall act as Chairman until Congress has elected one. He shall also exercise the functions assigned to him under the present Rules.

Article 7

Chairmanships and vice-chairmanships of Congress and Committees

1 At its first plenary meeting, Congress shall elect, on the proposal of the Doyen, the Chairman of Congress and then approve, on the proposal of the Executive Council, the appointment of the member countries which are to assume the vice-chairmanships of Congress and the chairmanships and vice-chairmanships 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 Chairmen 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 Chairmen shall see that the present Rules are observed and that order is maintained at meetings.

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

5 Should the member country appointed to the chairmanship be no longer able to exercise this function, one of the Vice-Chairmen shall be appointed by Congress 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 Chairman and Vice-Chairmen of Congress and the Chairmen of the Committees. It shall meet periodically to review the progress of the work of Congress and its Committees and to make recommendations designed to facilitate such progress. It shall assist the Chairman 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, paragraph 1, 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, the Convention and its Detailed Regulations.

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 Delegations which are not members of Committees dealing with the Agreements and their Detailed Regulations may attend meetings of those Committees and take part in the debates without the right to vote.

Article 10

Working parties

Each Committee may set up working parties to study special questions.

Article 11

Secretariat of Congress and of Committees

1 The Director-General and the Deputy Director-General of the International Bureau shall act as Secretary-General and Assistant Secretary-General of Congress, respectively.

2 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.

3 The work of the Secretariat of Congress, the Bureau of Congress and the Committees shall be performed by the staff of the International Bureau in conjunction with the administration of the host country.

4 Senior officials of the International Bureau shall act as Secretaries of Congress, of the Bureau of Congress and of the Committees. They shall assist the Chairman during meetings and shall be responsible for writing the minutes or reports.

5 The Secretaries of Congress and of the Committees shall be assisted by Assistant Secretaries.

6 Rapporteurs proficient in French shall take the minutes of Congress and of the Committees.

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 installing and maintaining the technical equipment shall be borne by the Union.

5 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 of Congress.

2 To this end, documents produced by delegations of member countries shall be submitted in French, either direct or through the intermediary of the translation services attached to the Congress Secretariat.

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 handed in 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 Congress 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 case of difficulty, in any other language used for debates. The Chairman concerned shall read it out or have it read out.

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).

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 Congress 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 International Bureau has no doubt as to their nature (a list of such proposals shall be drawn up for the Drafting Committee by the International Bureau), or, if the International Bureau 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 Congress or by other Committees, the Drafting Committee shall postpone consideration of them until after Congress 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 International Bureau, 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 International Bureau for the Committees concerned.

2 If the same question is the subject of several proposals, the Chairman 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.

4 Any proposal withdrawn in Congress 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 Chairman 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 Chairman of Congress and the Chairmen 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 Chairman of the meeting. They shall be urged to speak slowly and distinctly. The Chairman 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 Chairman shall be authorized to interrupt any speaker who exceeds the said authorized time. He may also ask the delegate not to depart from the subject.

3 During a debate, the Chairman 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, he shall declare the debate closed, although even after the closing of the list he may grant the originator of the proposal under discussion the right to reply to any of the speeches delivered.

4 The Chairman 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 he asks to do so in order to make new points in reply to the speeches of other delegations, so that he may, if he wishes, be the last speaker.

5 With the agreement of the majority of the members present and voting, the Chairman 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:

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

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

2 The Chairman shall immediately give the desired clarifications or take the decision which he considers advisable on the subject of the motion on a point of order. In the event of an objection, the Chairman'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:

a the suspension of the meeting;

b the closure of the meeting;

c the adjournment of the debate on the question under discussion;

d 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.

Article 18

Quorum. General provisions concerning voting

1 Half the member countries represented at Congress or on the Committee and having the right to vote shall constitute a quorum. Regarding the Agreements, the quorum shall be formed by the presence or representation at the meeting of at least half of the member countries represented which are parties to the Agreement concerned.

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

3 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 regarded as being absent for the purpose of determining whether a quorum is formed as required in paragraph 1.

4 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 19

Voting procedures

1 Votes shall be taken by the traditional system or by the electronic voting system. They shall normally be taken by the electronic system when that system is available to the assembly. However, in the case of a secret ballot, the traditional system may be used if one delegation, supported by a majority of the delegations present and voting, so requests.

2 For the traditional system, the methods of voting shall be as follows:

a by show of hands. If there is doubt about the result of such a vote, the Chairman, if he so wishes or if a delegation so requests, may arrange for an immediate roll-call vote on the same question;

b by roll-call, at the request of a delegation or if so decided by the Chairman. The roll shall be called according to the French alphabetical order of the countries represented, beginning with the country whose name is drawn by lot by the Chairman. The result of the vote, together with a list of the countries grouped according to the way they voted, shall be included in the minutes of the meeting;

c by secret ballot, using ballot papers, if requested by two delegations. In this case, the Chairman of the meeting shall appoint three tellers and make the necessary arrangements for the holding of a secret ballot.

3 For the electronic system, the methods of voting shall be as follows:

a non-recorded vote: it replaces a vote by show of hands;

b recorded vote: it replaces a roll-call vote; however, the names of the countries shall not be called unless one delegation, supported by a majority of the delegations present and voting, so requests;

c secret ballot: it replaces the secret ballot by ballot papers.

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 Chairman 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:

a in the case of the Constitution, be approved by at least two thirds of the member countries of the Union; two thirds of the latter shall be present when the vote is taken;

b in the case of the General Regulations, be approved by a majority of the member countries represented in Congress; two thirds of the member countries of the Union shall be present when the vote is taken;

c in the case of the Convention and its Detailed Regulations, be approved by a majority of the member countries present and voting;

d in the case of the Agreements and their Detailed Regulations, be approved by a majority of the member countries present and voting which are parties to the Agreements.

2 Procedural matters which cannot be settled by common consent shall be decided by a majority of the member countries present and voting. 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.

3 Subject to article 18, paragraph 4, "member countries present and voting" means member countries voting "for" or "against", abstentions being ignored in counting the votes required to constitute a majority as well as 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.

Article 21

Election of the members of the Executive Council or the Consultative Council for Postal Studies

In order to decide between countries which have obtained the same number of votes in elections of members of the Executive Council or the Consultative Council for Postal Studies, the Chairman 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 Chairman.

Article 23

Minutes

1 The minutes of the meetings of Congress and Committees shall record the course of the meetings, briefly summarize speeches, and mention proposals and the outcome of the debates. Minutes shall be prepared of the plenary meetings and summarized minutes of the Committee meetings.

2 The minutes of Committee meetings may be replaced by reports to Congress if the Executive Council so decides. As a general rule, Working Parties shall prepare a report for the body that set them up.

3 Each delegate, however, shall be entitled to ask for any statement made by him to be included in the minutes or in the report either verbatim or in summary form, provided the French 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 minutes or the draft report 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 Chairman of the meeting in question.

5 As a general rule and subject to the provisions of paragraph 4, at the beginning of each meeting of Congress, the Chairman shall submit the minutes of a previous meeting for approval. The same shall apply in regard to those Committees whose proceedings are recorded in the form of minutes or a report. The minutes or reports of the last meetings which it has not been possible to approve in Congress or in a Committee shall be approved by the respective Chairmen 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 minutes to them.

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

Article 24

Approval by Congress of draft decisions (Acts, resolutions, etc)

1 As a general rule, each draft Act submitted by the Drafting Committee shall be studied article by article. It can only be regarded as adopted after an overall favourable vote. Article 20, paragraph 1, shall apply to such a vote.

2 During this study, any delegation may reopen a proposal which has been carried or rejected in Committee. An appeal relating to a rejected proposal shall be subject to the delegation's having notified the Chairman of Congress accordingly, in writing, at least one day before the meeting at which the relevant provisions of the draft Act is to be submitted to Congress for approval.

3 Nonetheless, it shall always be possible, if the Chairman considers it desirable for the progress of Congress work, to consider appeals before considering the draft Acts submitted by the Drafting Committee.

4 When a proposal has been adopted or rejected by Congress, it can only be reconsidered by the same Congress if the appeal has been supported by at least ten delegations and approved by a two-thirds majority of the members present and voting. This possibility is limited to proposals submitted direct to plenary meetings, it being understood that a single question cannot give rise to more than one appeal.

5 The International Bureau shall be authorized to correct in the final Acts any material errors which have not come to light during the study of the draft Acts, the numbering of articles and paragraphs and references.

6 Paragraphs 2 to 5 shall also apply to draft decisions other than draft Acts (resolutions, formal opinions, etc).

Article 25

Assignment of studies to the Executive Council and the Consultative Council for Postal Studies

On the recommendation of its Bureau, Congress shall assign studies to the Executive Council and the Consultative Council for Postal Studies, as follows, taking account of the respective compositions and responsibilities of these two bodies:

a as a rule, to the Executive Council when they concern the structure, organization and general administration of the Union. The same shall apply to questions with major financial repercussions (charges, transit charges, basic airmail conveyance rates, parcel-post rates, etc) and which may involve amendment of the Acts;

b to the Consultative Council for Postal Studies when such studies relate to technical, operational, economic and technical cooperation matters.

Article 26

Reservations to Acts

Reservations must be submitted in writing in French (proposals concerning the Final Protocol), in order that they may be considered by Congress before the signing of Acts.

Article 27

Signature of Acts

Acts finally approved by Congress shall be submitted to the plenipotentiaries for signature.

Article 28

Amendment of the Rules

1 Each Congress may amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by a UPU body empowered to put forward proposals, shall be supported in Congress by at least ten 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.

II. List of delegates and other persons taking part in the work of Congress

Country	Designation of delegates and attached officials
Afghanistan	Messrs KHOSHAL Z., President of Postal Department, Ministry of Communications, Head of delegation CHOWDBURY I.A., Conseiller, delegate BASSIR A., delegate ZAMAN B., delegate
Albania	Messrs DERSHA H., Vice-Directeur général des postes et des télécommunications, Head of delegation KATUNDI M., Spécialiste en chef des services postaux internationaux, delegate MUÇA A., Spécialiste des postes, delegate
Algeria	Messrs BESSAÏH B., Ministre des postes et télécommunications, Head of delegation FERGANI Y., Secrétaire général du ministère des postes et télécommunications, Joint head of delegation GADOUCHE M., Directeur général des postes, Assistant head of delegation TANDJAOUI R., Directeur général des ressources, delegate SALAOUATCHI A., Inspecteur général, delegate LOUANCHI, Membre du Cabinet, delegate MEKKAOUI, O., Directeur des services postaux, delegate BERRAÏRIA M., Directeur des services financiers postaux, delegate BARKATI L., Directeur des études et de l'action commerciale, delegate MALOUM M., Sous-directeur des acheminements et de la distribution, delegate HAMMOUCHE C., Sous-Directeur de l'organisation des bureaux de poste, delegate YOUNSIOUI A., Sous-Directeur des chèques et mandats postaux, delegate SAOUDI S., Sous-Directeur de l'épargne, delegate KERMAD M., Sous-Directeur des études et des programmes, delegate BENMILOUKA M., Sous-Directeur de l'action commerciale, delegate BENDJABALLAH A., Attaché der Kulturabt., attached official GASMI R., attached official
Germany, Fed Rep of	Messrs SCHWARZ-SCHILLING C., Dr ès lettres, Ministre fédéral des postes et télécommunications, Head of delegation FLORIAN W., Dr en droit, Secrétaire d'Etat, Assistant head of delegation SCHÖLL F., Directeur ministériel, Assistant head of delegation

Country	Designation of delegates and attached officials
Germany, Fed Rep of (continued)	Messrs KOLLER F., Dr en droit, Vice-Directeur ministériel, delegate
	JANSSEN R., Dr en droit, Vice-Directeur ministériel, delegate
	HILGERS H.J., Conseiller ministériel, delegate
	WEISSER K.-J., Ing. diplômé, Conseiller ministériel, delegate
	LEINUNG H.F., Conseiller ministériel, delegate
	GIESDER M., Dr en droit, Conseiller 1re classe au Ministère des affaires étrangères, delegate
	SPERL G.-F., Dr en droit, Premier Conseiller au Ministère des affaires étrangères, delegate
	ENGELKE H., Dr en droit, Directeur supérieur des postes, delegate
	BENDER W., Directeur des postes, delegate
	SOLDA K., Directeur des postes, delegate
	BRAUN A., Premier Secrétaire au Ministère des affaires étrangères, delegate
	JÖBGES R., Conseiller, delegate
	FRIES H., Conseiller, delegate
	HASLÖWER K., Conseiller, delegate
	Mrs JOSTEN-KRISOR G., Secrétaire du Président du Congrès, attached official
United States of America	Messrs BOLGER W.F., Postmaster General, Head of delegation
	FINCH J., Deputy Postmaster General, Joint head of delegation
	BIGLIN F.X., Senior Assistant Postmaster General, Administration Group, Assistant head of delegation
	DUKA W.E., Assistant Postmaster General, International Postal Affairs Department, Assistant head of delegation
	JELLISON J.V., Senior Assistant Postmaster General, Operations Group, delegate
	McCAFFREY E.J., Assistant Postmaster General, Rates and Classification Department, delegate
	ORLANDO J.E., Director, Transportation and International Services, delegate
	REGAN M.J., Manager, International Postal Relations, delegate
	Mrs HARRISON I., Adviser, International Postal Affairs, delegate
	Messrs WINSTON S.J., Director, International Economics, International Postal Affairs, delegate
	LEAVEY T.E., General Manager, International Mail Processing, delegate
	FOWLER S. III, International Relations Officer, International Postal Affairs, delegate
	VanDERNOOT P.G., Program Manager, International Postal Affairs, delegate
	NORTON D.C., Foreign Service Officer, Department of State, delegate
	SCHEINBAUM G.H., Telecommunications Attaché, US Mission to the European Office of the UN, Geneva, delegate
	BOND S.R., Legal Affairs Officer, US Mission, Geneva, delegate
	GRIFFIN G.L., International Law Counsel, attached official
	WALKER E.S., General Manager, International Mail Classification, attached official
	Mrs MULLIN K.M., International Mail Specialist, attached official
	Mrs MITCHELL J.M., International Postal Affairs Specialist, attached official

Country	Designation of delegates and attached officials
United States of America (continued)	Messrs DELEHANTY D.M., International Postal Affairs Specialist, attached official ADAMS R., Postal Inspector, attached official KINZLER L., Postal Inspector, attached official Miss DEAN J.E., Secrétaire, attached official Mrs HAUSER K., Office of the US Trade Representative Executive Office of the President, delegate Mrs GREULICH L., US Foreign Service Liaison, delegate Mrs ZELLER, Private Secretary to the Postmaster, attached official
Angola	Messrs TAVARES RIBEIRO L., Vice-Ministre des communications, Head of delegation CASTRO GUIMARÃES J.J., Directeur national des postes et télécommunications, Assistant head of delegation TEIXEIRA C.F., Directeur du Département des postes, delegate DA CUNHA M.H., Directeur adjoint des services centraux postaux, delegate MARQUES DE FARIA V., Conseiller au Ministère des relations extérieures, delegate RUI PINTO E., Directeur du Centre de formation postal et télégraphique, delegate
Saudi Arabia	Messrs KAYAL A.D., Minister of PTT, Head of delegation BANAJAH S.H., Director General of Posts, Assistant head of delegation ABU MANSOUR F., Assistant Deputy Minister, delegate AL FAHD BIN ALY A., Assistant Deputy Minister, delegate KARKADAN M.S., Director General of Planning, Training and Budgeting, delegate SAMOUN A.M., Director General of Postal Transportation, delegate KHAHTANI S.A., Director of Postal Services, delegate ZAMZAMI N.A., Director of Bureau of the Director General of Posts, delegate SAMMAN A.R., Directeur général, delegate REMY, delegate
Argentina	Messrs ORTIZ I.E., Dr, Administrateur général de l'Entreprise nationale des postes et télégraphes, Head of delegation NIETO E.T., Dr, Administrateur général adjoint de l'Entreprise nationale des postes et télégraphes, Assistant head of delegation BRUNO I.I., Gérant d'exploitation, Assistant head of delegation GARGANTINI A.J., Directeur général, chargé du Secrétariat général, Assistant head of delegation BEREAU J., Assesseur honoraire, delegate EGUREN A.C., Dr, Chef de la Division des affaires internationales, delegate HERRERA H.A., Spécialiste supérieur, delegate
Australia	Messrs ELTRINGHAM D.H., Managing Director, Australian Postal Commission, Head of delegation BRADY J.L., Secretary to the Australian Postal Commission and General Manager, Corporate Affairs, Joint head of delegation SMITH Peter J., Manager, International Postal Affairs, delegate

Country	Designation of delegates and attached officials
Australia (continued)	Mr McKEOWN K.J.S., Assistant Manager, International Postal Affairs, delegate
	Mrs MORRIS E.M., Senior International Relations Officer, delegate
	Mr CRIMMINS C., Principal Project Officer, Operations Department, delegate
	Miss JONES E., Assistant Manager, Liaison Branch, Corporate Affairs Department, delegate
	Mr BROWN H., Membre de l'Ambassade d'Australie
	Mrs SHWABSKY S., Second Secretary of the Australian Embassy, Bonn, attached official
	Mr SMITH Paul, delegate
Austria	Messrs ÜBLEIS H., Dr en droit, Directeur général des postes et des télégraphes, Head of delegation
	BROSCH W., Dr en droit, Conseiller ministériel, Chef de la Division "Postes et autocars postaux", Assistant head of delegation
	NACHTNEBEL E., Dr en droit, Conseiller ministériel, Chef du Service international des postes, Assistant head of delegation in the absence of Mr Brosch
	MITTERMAIER F., Dr en droit, Conseiller ministériel, Directeur au Service international des postes, delegate
	SEIFERT W., Dr en droit, Consul général d'Autriche à Hamburg, delegate
	WOLF V., Dr en droit, Premier Vice-Gouverneur de la Caisse d'épargne postale, delegate
	KROTTENMÜLLER G., Dr en droit, Chef du Bureau international de la Caisse d'épargne postale, delegate
	TOIFL R., Directeur, fonctionnaire du Service international des postes, delegate
	Mrs KITTLER A., traductrice, attached official
Bahamas	Messrs BETHEL P.M., MP, Minister of Transport, Head of delegation
	SAUNDERS J.V., Postmaster General, Joint head of delegation
Bahrain	Messrs AL-HOUMAIDAN I.M.H., Minister of Communications, Head of delegation
	MATTAR A.E., Director of Posts, Assistant head of delegation
	DALLAL F.A., Chief of International Postal Relations, Assistant head of delegation
	FOULAD A.M., Minister's Office Manager, delegate
Bangladesh	Messrs AHMED F., Director General, Bangladesh Post Office, Head of delegation
	AHMED MUHIUDDIN A., Deputy Director General, Bangladesh Post Office, Assistant head of delegation
	CHOWDBURY I., Conseiller à l'Ambassade du Bangladesh à Bonn, delegate
	HERINGER M., delegate
Barbados	Messrs BARROW N., Minister of Information and Culture, Head of delegation
	WEEKES L., Postmaster General, Assistant head of delegation
	GILL C., Assistant Postmaster General, delegate
	BENJAMIN G., Postal Superintendent, delegate
	Mrs HAYNES A., Senior Administrative Officer, Ministry of Information and Culture, delegate

Country	Designation of delegates and attached officials
Belgium	Mr DE CROO H., Ministre des communications et des PTT Mrs D'HONDT-VAN OPDENBOSCH P., Secrétaire d'Etat aux PTT Messrs BERTELS J., Chef du Cabinet du Ministre SCHOUPPE E., Chef du Cabinet du Secrétaire d'Etat aux PTT GILLET J.-C., Conseiller au Cabinet du Ministre des communications et des PTT VAN USSEL M., Ambassadeur de Belgique à Bonn, Head of delegation MASSART A., Administrateur général a.i. de la Régie des postes, Head of delegation MANISE J., Directeur général, Direction de l'exploitation et des services extérieurs, Assistant head of delegation BONNIJNS H., Directeur général, Direction générale de la programmation financière, delegate WINDELS G., Inspecteur général, Chef du service des affaires internationales, delegate BRUGGEMAN A., Inspecteur général honoraire, delegate DEBRAEKELEER H., Inspecteur général, delegate LEFEBURE C., Inspecteur général, delegate Miss SIMOENS A., Consul général de Belgique à Hamburg, delegate Messrs LOKKER C., Inspecteur en chef à la Société nationale des chemins de fer belges, delegate REYNIERS J., Agent de Direction à la Société nationale des chemins de fer belges, delegate
Belize	Represented by Great Britain
Benin	Messrs BOURAÏMA T., Ministre des transports et des communications, Head of delegation HOUNDADJO C.S., Directeur général adjoint de l'Office des postes et télécommunications, Assistant head of delegation AIDOMONHAN F.C., Directeur des services postaux et financiers, delegate ASSOGBA A., Chef de la Section philatélie, delegate Mrs ALINDE J., Chef de la Division des services financiers, delegate Mr DANSOU G.B., Chef de la Division Poste, delegate
Bhutan	Messrs PENJOR L.S., Minister for Communications and Tourism, Head of delegation KATWAL D.D.N., Director, Posts and Telegraphs, Alternate head of of delegation TENZIN J., Zonal Superintendent of Posts, P and T Directorate (UPU Section), delegate
Byelorussia	Messrs ULASIK, Vice-Ministre, Head of delegation VYTCHEGJANINE E., Deuxième Secrétaire au Ministère des affaires étrangères, Assistant head of delegation
Burma	Messrs LIN THAIN MOUNG, Director General, Posts and Telecommunications Department, Head of delegation MAUNG MAUNG LIN, Director, Posts and Telecommunications Department, delegate

Country	Designation of delegates and attached officials
Burma (continued)	Mr KYAW SOE, Communications Officer, Foreign Post Division, Posts and Telecommunications Corporation, delegate
Bolivia	Messrs CARASCO M., Directeur général des postes, Head of delegation SANCHEZ J.E., Consul général de Bolivie à Hamburg, delegate BAZURCO BUSCHAGLIONE C., Traducteur, delegate Mrs FICK J., Traductrice, Consulat général de Bolivie à Hamburg, attached official
Botswana	Messrs BLACKBEARD C.W., Minister of Works and Communications, Head of delegation LEKAUKAU C.M.T., Permanent Secretary, Ministry of Works and Communications, Assistant head of delegation BUTALE P.N., Director of Postal Services, delegate LEJOWA B., Chief Investigation Officer, delegate
Brazil	Messrs CORRÊA DE MATTOS H., Ministre d'Etat des communications BOTTO DE BARROS A.C., Président de l'Entreprise brésilienne des postes et télégraphes, Head of delegation SOUZA CUNHA A., Secrétaire des services postaux au Ministère des communications, Assistant head of delegation LOPES LANDEIRA N., Directeur coordonnateur des opérations postales et de la correspondance groupée, delegate CARNEIRO CILENTO M.F., Chef du Département des relations internationales, delegate ITUASSU A., Chef du service international, delegate DELVIZDO CHAUDON A.E., Technicien d'administration, attached official DE PAIVA SICILIANO P.V., Chef de la Section de contrôle des crédits internationaux, attached official Mrs LOUVISON M.H., Chef de la Section de la législation et des études, attached official Messrs MARCIANO RAUBER J., Directeur régional de l'ECT à Rio de Janeiro, attached official DE BARROS D.C., Consul adjoint au Consulat général du Brésil à Hamburg, delegate BRASEY J., Assesseur du Président, attached official DA SILVA E SOUZA G., Assesseur du Président, attached official Mrs CÂMARA PORDEUS M., Assesseur du Président, attached official VREULS D., Assesseur du Président, attached official Messrs MELO VASCONCELOS L., Assesseur du Président, attached official ALMIR MENDES J., Assistant du Président, attached official PORTELLA O.E.B.
Bulgaria (People's Rep)	Messrs VANTCHEV P., Ing., Ministre des postes et télécommunications, Head of delegation MARINOV I., Ing., Vice-Ministre des postes et télécommunications, Assistant head of delegation

Country	Designation of delegates and attached officials
Bulgaria (People's Rep) (continued)	Messrs GOTCHEV G., Ing., Directeur des affaires internationales, delegate PETKOV S., Directeur des services postaux, delegate ATANASSOV P., Spécialiste principal des services postaux internationaux, delegate GANTCHEV G., Deuxième Secrétaire au Ministère des affaires étrangères, delegate
Burundi	Messrs NTAWIGAYA B., Conseiller du Ministre des transports, postes et télécommunications, Head of delegation
Cameroon	Messrs MBELLA MBAPPE R., Ministre des postes et télécommunications, Head of delegation ENOCK NKWAYEB, Ambassadeur du Cameroun en RFA, Bonn, Assistant head of delegation KENGNE NGUIFFO A., Conseiller du Ministre des postes et télécommunications, delegate NKOLO FANGA J.B., Directeur des postes, delegate AMOUGOU MFOMO J., Sous-Directeur de l'exploitation postale, delegate KONNA A., Premier Conseiller à l'Ambassade du Cameroun à Bonn, delegate ATEBA E., Deuxième Conseiller à l'Ambassade du Cameroun à Bonn, delegate
Canada	Messrs WARREN R.M., President and Chief Executive Office, Head of delegation CLERMONT G.C., Vice-President, Corporate and Legal Affairs, Deputy head of delegation KLASSEN H.J., Vice-President, Financial and Rate Planning, Deputy head of delegation HALPIN J.G., Senior Director, International Postal Affairs, Assistant head of delegation BULLOCK D.G., Senior Advisor, International Postal Affairs, delegate FALLU A.A., Advisor, International Postal Affairs, delegate BERLET R.J.L., Consul General of Canada at Hamburg, attached expert GAUDETTE B., Director, International Mail Network, attached expert Miss LAPOINTE G., Assistant Director, UN Affairs, Department of External Affairs, attached expert Mrs LIBERA M.S., Advisor, International Postal Affairs, attached official Mrs HORTON D., Vice-Consul of Canada at Hamburg, attached official BOURDEAU N., Secretary to the Senior Director, attached official
Cape Verde	Mrs SAGNA M.V.E., Directeur général de l'Entreprise des postes et télécommunications, Head of delegation Messrs PIRES A., Ambassadeur de Cap-Vert à Rome, Head of delegation ALMEIDA H.M., Directeur des services d'exploitation, Assistant head of delegation Mrs ALMEIDA E.B., Chef de la Division d'exploitation postale, delegate

Country	Designation of delegates and attached officials
Central African Rep	Messrs GAIKOUMA S., Ministre des postes et télécommunications, Head of delegation NZENGOU E., Chargé de missions, Assistant head of delegation BAO B., Directeur général des postes, delegate
Chile	Messrs DELANO B.P., Gérant général, Head of delegation CARGILL J.H., Ministre-conseiller, Conseiller général du Chili à Hamburg VICUNA Z.C., Assesseur des relations internationales, Assistant head of delegation Mrs URRUTIA M., Chef du Département de planification, delegate Mr RIVEROS ROMO M., Technicien au Département des opérations internationales, delegate Mrs VALENZUELA M., Technicienne au Département des relations internationales, delegate
China (People's Rep)	Messrs WEN M., Ministre des postes et télécommunications, Head of delegation LIU Y., Vice-Directeur du Département des affaires extérieures du Ministère des postes et télécommunications, Assistant head of delegation WANG K., Vice-Directeur général des postes du Ministère des postes et télécommunications, Assistant head of delegation PENG M., Chef adjoint de la Division des organisations internationales du Département des affaires extérieures, delegate Mrs TANG G., Chef adjoint de la Division du service international de la Direction générale des postes, delegate Mrs HU S., Deuxième Secrétaire au Ministère des affaires étrangères, delegate Messrs CONG Y., Chef adjoint de la Division du service international de la Direction générale des postes, delegate LIANG Z., Deuxième Secrétaire à l'Ambassade de Chine en RFA, delegate LIU H., Fonctionnaire chargé des affaires des organisations internationales du Département des affaires extérieures Mrs SHI X., Fonctionnaire chargée du service postal international de la Direction générale des postes, delegate Messrs ZHI L., Secrétaire du Ministre des postes et télécommunications, attached official ZOU S., Fonctionnaire du Ministère des postes et télécommunications, attached official Mrs HUANG L., Fonctionnaire du Ministère des postes et télécommunications, attached official Mrs TIAN H., Fonctionnaire du Ministère des postes et télécommunications, attached official Messrs SUN B., Fonctionnaire du Ministère des postes et télécommunications, attached official QU D., Fonctionnaire du Ministère des postes et télécommunications, attached official
Cyprus	Messrs SPATHARIS K., Director of the Department of Postal Services, Head of delegation PIRISHIS A., Conseiller, Assistant head of delegation

Country	Designation of delegates and attached officials
Colombia	Messrs URREA M.D., Directeur général, Head of delegation ALVARADO L.M., Sous-Directeur des opérations, Assistant head of delegation SILVA VASQUEZ E., Consul général de Colombie à Hamburg, delegate RASCH ISLA A., Consul auxiliaire, delegate OSPINA BARAYA J., Vice-Consul, delegate Mrs GORI V., Vice-Consul de Colombie à Hamburg, delegate Messrs ALVARADO CAORAIO L.M., Jefe Alterno, Consulat de Colombie à Hamburg, delegate MALAGON F., Dr, Premier Secrétaire, Ambassade de Colombie, delegate
Comoros	Messrs ABDILLAH M., Secrétaire d'Etat aux PTT, Head of delegation SOUFFIANE M., Directeur général de l'Office des postes et télécommunications, Assistant head of delegation AHMED S.H., Directeur des services postaux et financiers, delegate ABDALLAH AHAMADI K., Chef des services financiers, delegate LOUFTI S., Chef du service des affaires internationales, delegate
Congo (People's Rep)	Messrs ABIBI D., Ministre de l'information et des postes et télécommunications, Head of delegation DJEMBO-TATY A., Conseiller du Ministre des postes et télécommunications, Deputy head of delegation OMBAKA-EKORI V.R., Directeur général, Président de l'Office national des postes et télécommunications, Deputy head of delegation YANDZA G.F., Ambassadeur de la République populaire du Congo DEFOUNDOUX C., Directeur des services postaux et financiers, Deputy head of delegation MOUMBOU L., Attaché aux postes auprès du Ministère de l'information et des postes et télécommunications, delegate BALOUNDA B., Conseiller du Directeur général, Président de l'Office national des postes et télécommunications, delegate Mrs MABIALA L., Chef du Bureau des acheminements postaux, delegate
Korea (Rep)	Messrs OH M., Dr, Vice-Ministre des communications, Head of delegation SHIN Y.S., Directeur général des postes, Joint head of delegation KIM Seung-eui, Premier Secrétaire à l'Ambassade de la République de Corée à Hamburg, delegate KWON Y.S, Directeur Division postale internationale, delegate KIM Young-won, Consul, Consulat général de la République de Corée à Hamburg, delegate HA C.H., Division des organisations internationales, Ministère des affaires étrangères, delegate CHUNG Y.H., Section-Chief, Division postale internationale, delegate LEEM J.T., Section-Chief, Division postale internationale, delegate SHIN M.H., Section-Chief, Postal Planning Division, delegate SUH Y.K., Section-Chief, Telecommunications Planning Division, delegate YU K.T., Assistant Section-Chief, Division postale internationale, delegate YANG S., General Manager, attached official KIM D.K., Director of Planning & Coordination, attached official

Country	Designation of delegates and attached officials
Costa-Rica	Messrs CASTRO CHAVES R., Lic., Directeur national des communications, Head of delegation ULRICH J., Consul général du Costa-Rica à Hamburg, Joint head of delegation Mrs CASTRO ARROYO N., Directrice des postes et télégraphes a.i., delegate Mr PIEDRA A., Chef du Département des affaires internationales, delegate
Ivory Coast (Rep)	Messrs BARRY BATTESTI A., Ministre des travaux publics, de la construction et des postes et télécommunications, Head of delegation KOUAMELAN J.-B., Directeur général des postes, Assistant head of delegation EFIENNE D., Ambassadeur DIARRA HADJI, Directeur général de la caisse nationale d'épargne, delegate AMBEMON V., Directeur des services postaux, delegate OHOUO APPIA, Directeur des services financiers, delegate MIMI LOGBO B., Chef du service des relations extérieures, delegate ABI AKA E., Chef du service des affaires internationales, delegate
Cuba	Mr PEÑA SUÁRES M., Directeur des postes et télégraphes, Head of delegation Mrs SEGRERA ARANDA O.C., Directrice des relations internationales, Assistant head of delegation Messrs MARTY VALDES F., Directeur adjoint des postes et télégraphes, delegate BENITES MORE A., Sous-Directeur de l'Entreprise des postes, de la presse et de la philatélie, delegate ESPRONCEDA VEGA R., Spécialiste des organismes internationaux, delegate Mrs CURI BACARAT G., Spécialiste au Ministère des relations extérieures, delegate
Denmark	Messrs WÜRTZEN H., Directeur général des postes et des télégraphes, Head of delegation ANDERSEN B.M., Directeur délégué, Assistant head of delegation MYRVIG H., Directeur, Chef de la Division de l'exploitation et de la commercialisation postale, Assistant head of delegation NIELSEN L., Directeur adjoint, Chef du secteur d'exploitation postale et des relations internationales, delegate HANSEN M.T., Chef des services financiers, delegate NORDBO B., Chef du Bureau des relations internationales, delegate CHRISTENSEN G.T., Contrôleur principal, delegate
Djibouti	Messrs WAISS E.O., Directeur adjoint, Head of delegation ISMAEL A.M., Chef de la Division de l'exploitation postale, Assistant head of delegation
Dominican Rep	Mr GROUSSET L.G., Sous-Directeur général des postes, Head of delegation
Dominica	Mr SHILLINYFORO R.A., Ambassadeur de la Dominique à Hamburg, delegate
Egypt	Messrs SOKKAR H.A.A., Ing., Président du Conseil d'administration de l'Organisme national des postes, Head of delegation SALEM I.F., Vice-Président de l'Organisme, delegate FOUAD C.Y., Ministre plénipotentiaire, Ministère des affaires étrangères, delegate

Country	Designation of delegates and attached officials
Egypt (continued)	Mr AHMED K.A.H., Chef du Secteur du Secrétariat général des services centraux, delegate Mrs ABDEL MASSIH S.A.S., Directrice, Service postal international, delegate Mrs KHALIL S.M., Directrice, Section des Accords internationaux et des Congrès, delegate Messrs LOUFTI A.M., Directeur général pour les finances, delegate KILING A.A., Directeur du Département du transport et du trafic, delegate KHOULOUSSI R., Directeur général des relations publiques, attached official
El Salvador	Not represented
United Arab Emirates	Messrs BU-HASSAN A.S., Director General of Posts, Head of delegation AL-SHARHAN M.S., Head of International Relations Section, delegate BELHAJ Y.M., Inspector General, Eastern Region, delegate
Ecuador	Mr STACEY MORENO D., Dr en droit, Consul au Consulat général de l'Equateur à Hamburg, Head of delegation
Spain	Messrs ENTRENA G., Sous-Secrétaire du Ministère des transports, tourisme et communications, Head of delegation SOLER R., Dr ès sciences économiques, Directeur général des postes et télécommunications, Assistant head of delegation RIVERO A.M., Secrétaire général des postes et télécommunications, Assistant head of delegation VIDAL L., Sous-Directeur général des postes, delegate GONZALEZ L., Sous-Directeur général de la coopération internationale, Ministère des transports, tourisme et communications, delegate ASCANDONI J., Dr en droit, Directeur des affaires internationales, delegate GARCIA CEREZO L., Directeur d'organismes techniques et du développement du Ministère des affaires étrangères, delegate CIQUE A., Chef du service de l'exploitation postale, delegate DEOGRACIAS DE LA ROSA, Chef de la Section des mandats, delegate DE FRUTOS J., Chef adjoint de la Direction des affaires internationales, delegate SALAFRANCA J.I., Chef de la coopération internationale sectorielle au Ministère des transports, tourisme et communications, delegate COLLADA J.L., Chef de Bureau à la Direction des affaires internationales, delegate MONTALBAN M.J., delegate
Ethiopia	Mr GEBRE WOLD G., General Manager, Head of delegation Mrs RETTA L., Communications Team Leader, Ministry of Transport and Communications, delegate Messrs KIDANE T., Manager, Postal Service Department, delegate TESFAY K.B., Manager, Northern Region, delegate
Fidji	Not represented

Country	Designation of delegates and attached officials
Finland	Messrs TARJANNE P., Dr en technique, Directeur général des postes et des télécommunications, Head of delegation SAVIAHO A., Directeur supérieur des postes, Assistant head of delegation NIKKILÄ J., Chef de la Division des relations internationales, Assistant head of delegation ALLARDT J., Inspecteur supérieur, Chef de la Section des affaires postales, delegate WALLENIUS M., Inspecteur du trafic postal, delegate JÄRVINEN H., Directeur à la Direction des finances, attached official KOVERO J., Directeur à la Direction du trafic postal, attached official ELOVAINIO M., Senior Inspector, attached official TRÄSKMAN C.-G., Inspecteur du trafic postal, attached official BLOMQVIST C., Inspecteur du trafic postal, attached official LÄHDESMÄKI E., Consul, Ministère des affaires étrangères, delegate Mrs LUOSTARINEN P., Attachée, Ministère des affaires étrangères, delegate
France	Messrs MEXANDEAU L., Ministre délégué auprès du Ministre de l'industrie et de la recherche, chargé des PTT HERITIER B., Consul général de France à Hamburg DAUCET J., Directeur général des postes PROFIT A., Directeur de la prospective et des affaires internationales à la Direction générale des postes, Joint head of delegation MIGONE F., Chef du Service des affaires internationales à la Direction de la prospective et des affaires internationales, Joint head of delegation PÉRIER D., Sous-Directeur au Service des affaires internationales à la Direction de la prospective et des affaires internationales, Assistant head of delegation GENET R., Conseiller des affaires étrangères, relations avec l'ONU et les organisations internationales, delegate LE VERT L., Conseiller à l'Ambassade de France auprès de la RFA, delegate DREYFUS G., Attaché d'Ambassade, delegate REDON J., Attaché d'Ambassade, delegate MOSTACCHI J.-C., détaché au Consulat général de France à Hamburg, delegate DARDELET P., Responsable des affaires de l'UPU au Ministère des relations extérieures, delegate MEYNIE G., Directeur de la production, delegate MICHAUDET J., Directeur de la promotion, delegate DELMAS G., Inspecteur général des PTT, Directeur général du BEPTOM, delegate MATHIEU G., Sous-Directeur au Service des affaires internationales à la Direction de la prospective et des affaires internationales, delegate BRENTA J., Administrateur, Affaires générales et tarification de la poste aux lettres internationale, delegate GUYADER M., Administrateur, Acheminements et comptes internationaux, delegate MOUZIN J., Administrateur, Colis postaux, delegate BILLARD M., Administrateur, Services financiers internationaux, delegate VIRGILE L., Administrateur, Coopération technique, delegate

Country	Designation of delegates and attached officials
France (continued)	Messrs ROBERT J., Inspecteur principal, Affaires générales et tarification, delegate DAYAN E., Inspecteur principal, Comptabilité postale internationale, delegate Mrs BATIFOL M., Attachée d'administration, delegate
Gabon	Messrs MYBOTO Z., Ministre de l'information, des postes et télécommunications, Head of delegation SOUAH T., Directeur général de l'Office des postes et télécommunications, Assistant head of delegation MACKONGO C., Chef du Cabinet du Ministre de l'information, des postes et télécommunications, delegate ROMBOGOUERA GOUZELE G., Directeur général adjoint, chargé des services postaux et financiers, delegate NGUEMA ALLOGO A., Directeur des relations techniques internationales, delegate BIYOGHE-BI-NDONG F., Directeur des services financiers, delegate MIHINDOU J., Inspecteur principal, Instructeur à l'Ecole nationale des postes et télécommunications, delegate IVORA-MANONZO V., Inspecteur principal à la Direction des relations techniques internationales, delegate MBOULOU MVÉ M., Représentant du Ministre des affaires étrangères et de la coopération, delegate DENGUE A., Attaché de Cabinet, delegate
Gambia	Not represented
Ghana	Messrs BENTIL A.O., Acting Deputy Director-General, Postal Services, Head of delegation TETTEH E.Y., Acting Chief Controller of Posts, International Services, delegate
Great Britain	Messrs KINGSBURY L.H., Director of International Postal Affairs, Post Office, Joint head of delegation GEORGE A.A., Head of Postal Branch, Department of Trade and Industry, Joint head of delegation DEARING Sir R., Chairman, Post Office COCKBURN W., Post Office Board Member for Royal Mail Operations, delegate FOOT D.G., Assistant Head of International Postal Affairs, Post Office, delegate Miss SMITH S.J., Head of Overseas Postal Section, Department of Trade and Industry, delegate Messrs FERGUSON I.C., Head of Section, International Postal Affairs Department, Post Office, delegate KING P.K., Assistant Head of Section, International Postal Affairs Department, Post Office, delegate BIGGS N.W., Official, International Postal Affairs Department, Post Office, delegate CHISNALL S.J., Official, International Postal Affairs Department, Post Office, delegate

Country	Designation of delegates and attached officials
Great Britain (continued)	Messrs LANGFORD R.J., Statistician, Post Office, attached expert FAIRS M.R., Head of Group, Accounting, Post Office, attached official Mrs DOWLING G., Official, International Postal Affairs Department, Post Office, attached official Messrs CAWTHORNE T., Deputy Head of Overseas Postal Section, Department of Trade and Industry, attached official HONE G.J., Official, International Postal Affairs Department, Post Office, attached official ORBELL M., Director, Department of Postal Administration, Jersey, attached expert YOUNG J., Consul général à Hamburg, delegate DIBBEN M.A.C., Consul à Hamburg, attached official ROBERTS P.J., Premier Secrétaire, delegate
Overseas Territories (United Kingdom of Great Britain and Northern Ireland)	Miss SMITH S.J., Head of Overseas Postal Section, Department of Trade and Industry, Head of delegation Messrs PHILLIPS G.L., Postmaster General, Bermuda Post Office, attached expert ARDLEY H.G., Postmaster General, Hong Kong Post Office, attached expert LI S.K., Assistant Postmaster General, Hong Kong Post Office, attached expert WEBB H.H.A., Assistant Postmaster General, Hong Kong Post Office, attached expert
Greece	Messrs TSIMAS K., Directeur général, Head of delegation DELIYANNIS D., Directeur de l'exploitation postale, Assistant head of delegation MATHIOUDAKIS M., Chef de la Sous-Direction des relations internationales, delegate XENELLIS E., Chef de la Section des relations internationales, delegate POTAMIANOS S., Consul à Hamburg, delegate Mrs MYTILINEOU M., Secrétaire du Directeur général, attached official
Grenada	Not represented
Guatemala	Messrs LANGE FUMAGALLI E.J., Vice-Ministre des communications, Head of delegation ANZUETO D.N., Directeur général des postes et télégraphes, Assistant head of delegation MUÑOZ GARCIA M.A., Sous-Directeur général des postes et télégraphes, delegate MUÑOZ ORDÓNEZ C.R., Chef de département, Délégué du Gouvernement du Guatémala, delegate
Guinea	Messrs KOUYATE A., Ministre des PTT, Head of delegation CONDÉ S., Directeur des services centraux, Assistant head of delegation BALDÉ M.F., Inspecteur PTT, delegate
Guinea-Bissau	Represented by Portugal

Country	Designation of delegates and attached officials
Equatorial Guinea	Messrs NSE NSUGA C., Ministre des communications et transports, Head of delegation ONDO MITOGO AVOMO P., Directeur général des postes, delegate
Guyana	Messrs GREEN H., Vice-Président, Gouvernement de Guyane, Head of delegation DORIS G.A., Postmaster General, Assistant head of delegation NOBLE E.A., Assistant Postmaster General (Operations), delegate
Haiti	Messrs FERAILLEUR C., Directeur général de l'Administration générale des postes, Head of delegation MERORES H., Responsable de la Divison des affaires internationales, Assistant head of delegation JEAN-BAPTISTE J.E., Chargé de la Division de la planification, delegate
Upper Volta	Messrs GUIBO T.S.C., Chef de la Division de l'exploitation postale, Head of delegation BONCOUNGOU R., delegate
Honduras (Rep)	Messrs HANDAL C.H., Ing., Ministre des communications, travaux publics et transports, Head of delegation LOPEZ D.C., Directeur général des postes, Joint head of delegation DAVILA N.S., Chef du Département international, Assistant head of delegation
Hungarian People's Rep	Mr TÓTH I., Secrétaire d'Etat, Président des postes et télécommunications, Head of delegation Mrs JUHARI I., Directeur des services postaux, Assistant head of delegation Messrs OLÁH L., Dr en droit, Chef du service des affaires internationales, Assistant head of delegation MOLNÁR C., Administrateur au service des affaires internationales, delegate SZIKSZAY F., Administrateur au service des affaires internationales, delegate SZÁVA I., Collaborateur principal à la Division postale, delegate DUBINYI A., Collaborateur principal au service des affaires internationales, attached official
India	Messrs GADGIL V.N., Minister of State for Communications, Head of delegation TALUKDAR N.C., Member (Postal Operations), Posts and Telegraphs Board, Head of delegation KORA K.T., Secretary, Ministry of Communications, Assistant head of delegation MURTHY K.R., Member (Postal Development), Posts and Telegraphs Board, delegate DEVARAJAN V., Member (Finance), Posts and Telegraphs Board, delegate DEY R.N., Deputy Director General (International Relations), delegate DEO P., Private Secretary to the Minister of State for Communications, delegate GOPINATH P.K., Assistant Director General (International Relations), delegate MAMLESH KUMAR K., Consul général de l'Inde, delegate

Country	Designation of delegates and attached officials
Indonesia	Messrs ABDULRACHMAN S., Director General of Posts and Telecommunications, Head of delegation SOEPAAT D., Deputy Director General for Posts and Giro, Directorate General of Posts and Telecommunications, Assistant head of delegation MUSTAFA A., Director of Operations, Public Corporation for Posts and Giro, delegate HAQ A., Head of Postal Convention Section, Directorate General of Posts and Telecommunications, delegate NOTOPRAJITNO M.S., Official of the Public Corporation for Posts and Giro, delegate ISKANDAR D., Ministre-conseiller, delegate SURAHMAN, Conseiller, delegate
Iran (Islamic Rep)	Messrs SOTOUDEH MANESH H., Deputy Minister for Postal Affairs, Head of delegation VAEZI H., President of the Iran Telecommunication Co., delegate SAFAVI HAMAMI S.M., General Director for Frequency Management, delegate JAFARI M., Director of Analyse and Exchange Department, delegate RAHIMIAN H., Expert, Postal Affairs, delegate HADJI TEHRANI M., Expert, Postal Affairs, delegate SHAFIE B., Expert, Postal Affairs, delegate YAZDANI H., Director of Repair and Maintenance, delegate MOSTASHARI S.A.A., Expert, delegate FARHADINIA H., Consulat général à Hamburg, delegate MOUSSAVI M.R., Consulat général à Hamburg, delegate OLAD-DAMESGHIEH A., delegate
Iraq	Messrs RADHWAN GHASSAN A.A., Secrétaire d'Etat pour les affaires de planification, Head of delegation AL-SALMAN N.S., Directeur général de l'Organisme des postes, Joint head of delegation WAFIQ A.M., Assistant du Président de l'Entreprise pour les affaires administratives, delegate HAMOUD H.J., Directeur du trafic postal, delegate AL AAZAMI R., Conseiller, affaires étrangères, delegate KUWAIT M., fonctionnaire à l'Office de la planification et de poursuite, Entreprise des postes, delegate
Ireland	Messrs WARREN P.A., Assistant Secretary General, Department of Communications, Head of delegation HINDS D.R., Director of Postal Operations Division, Post Office, Joint head of delegation COADY M., Head of Postal Operations Division, Post Office, Assistant Head of delegation Miss HEENAN D., Assistant Head of Postal Operations Division, Post Office, delegate

Country	Designation of delegates and attached officials
Ireland (continued)	Messrs AARPER M., Head of Postal Affairs Section, Department of Communications, delegate FARRELLY C., Head of International Affairs Section, Post Office, delegate Mrs BARRINGTON A., Premier Secrétaire, Département des affaires étrangères, delegate
Iceland	Messrs SKÚLASON J., Directeur général des postes et télécommunications, Head of delegation KRISTJÁNSSON B., Directeur, Chef de la Division des services des postes et télécommunications, Assistant head of delegation JÚLÍUSSON R., Chef de bureau, delegate
Israel	Messrs LACHMAN E., Directeur des services postaux, Head of delegation ELIAV P., Ambassadeur extraordinaire et plénipotentiaire, Sous-Directeur général, Ministère des affaires étrangères, Assistant head of delegation DOWEK E., Ambassadeur extraordinaire et plénipotentiaire, Représentant permanent d'Israël auprès des Nations Unies à Genève, delegate EYLON E., Ministre plénipotentiaire, Ambassade d'Israël à Bonn, delegate ISSACHAROFF J., Assistant du Conseiller juridique, Ministère des affaires étrangères, delegate EDERY S., Directeur, Services postaux, delegate ZEMEL I., Directeur adjoint des services postaux, delegate KUGELMANN O., delegate
Italy	Messrs MONACO U., Directeur général des PTT, Head of delegation MAZZEI A., Vice-Directeur général des PTT, Assistant head of delegation BUFARDECI L., Directeur central des services financiers, Assistant head of delegation VESCHI E., Directeur central des services postaux, Assistant head of delegation GRAZIOSI G., Directeur du bureau des relations internationales, delegate CONTURSI M., Vice-Directeur central des services postaux, delegate LEGROTTAGLIE D., Chef de la Division du trafic international à la Direction centrale des services postaux, delegate DE FRANCHIS A., Inspecteur général à la Direction centrale des services postaux, delegate GIANNETTI V., Directeur de division à la Direction centrale des services postaux, delegate PANGALLO U., Directeur de division au bureau des relations internationales, delegate CUTILLO A., Directeur de division à la Direction centrale des services financiers, delegate RAGUSA L., Directeur de section au bureau des relations internationales, delegate CIRIACONO P., Vice-Dirigeant administratif, delegate PERGAMI R., Directeur d'exploitation, delegate
Libyan Jamahiriya	Not represented
Jamaica	Not represented

Country	Designation of delegates and attached officials
Japan	Messrs MIYAZAKI H., Ambassadeur extraordinaire et plénipotentiaire du Japon en RFA, Head of delegation NAGAOKA S., Directeur général des postes au Ministère des postes et télécommunications, Joint head of delegation KAJITANI Y., Chef du Service international à la Direction générale des postes, Ministère des P et T, replacement of Head of delegation IGUCHI Y., Chef adjoint du Service international à la Direction générale des postes, Ministère des P et T, delegate OZAWA T., Chef adjoint du Service international à la Direction générale de la caisse d'épargne postale, delegate EGUCHI H., Consul au Consulat général du Japon à Hamburg, delegate Miss AOKI E., Directeur suppléant du Service des institutions spécialisées à la Direction générale des affaires des Nations Unies, Ministère des affaires étrangères, delegate Messrs FUJINO T., Premier Secrétaire à l'Ambassade du Japon en Suisse, delegate NAKAMURA K., Chef adjoint du Service international à la Direction générale des postes, Ministère des P et T, delegate Miss NAKAYAMA T., Secrétaire des affaires étrangères au Service des conventions internationales à la Direction des traités, Ministère des affaires étrangères, delegate Messrs SOMA M., Chef de Section au Service international à la Direction générale des postes, Ministère des P et T, delegate FUJIOKA T., Chef de Section au Service international à la Direction générale des postes, Ministère des P et T, delegate SENOO H., Vice-Consul au Consulat général du Japon à Hamburg, delegate
Jordan	Messrs BEN TARIF M., Ing., Sous-Secrétaire d'Etat, Ministère des communications, Head of delegation EL-QUDAH H., Directeur des affaires postales, delegate QUNASH M., Directeur des affaires postales auprès de la compagnie aérienne ALIA, attached official
Democratic Kampuchea	Not represented
Kenya	Messrs KOSGEY H.K.M.P., Minister of Transport and Communications, Head of delegation SHITAKHA G.A., Deputy Permanent Secretary, Assistant head of delegation MWAKITELE Z.D., Head of Postal Services, Joint Assistant head of delegation MUDESHI N.M., Assistant Head of Postal Services, delegate ORUCCOSON G.R.E., Chief Postal Controller, delegate JUMA S., Chief Public Relations Officer, delegate KAMOTHO R.K., Principal Postal Controller, delegate
Kuwait	Messrs AL-MAZIDI I.M., Minister of Communications, Head of delegation EID A.M.Y., Director, Posts Department, delegate AL-HAQQAN S.A., Director of Operations Services, delegate KHALIFA H.M., Secretary of Minister's Office, delegate AL EDAN S., Mail Manager, delegate

Country	Designation of delegates and attached officials
Lao People's Dem Rep	Not represented
Lesotho	Messrs MAPHATHE K.T., Dr, Minister of Transport and Communications, Head of delegation PHOOFOLO M.P., Permanent Secretary of Transport and Communications, Joint head of delegation DE SILVA M.P., Director of Postal Services, delegate MONYANE S.N., Assistant Administrative Secretary, delegate PITSO L.P., Deputy Finance Manager, delegate Mrs RALEBESE H.L., International Mails Officer, delegate Mr TEKATEKA M., Ambassadeur, delegate
Lebanon	Messrs TABBARAH O., Chef du Service postal, Head of delegation ABOU JAWDE G., Chef adjoint du Service postal, delegate
Liberia	Messrs TOWEH S.G., Minister of Posts and Telecommunications, Head of delegation KPAMU-SIE T., Director-General of Posts, Assistant head of delegation Miss TOWAH C.G., Assistant Minister for Administration, delegate Mr PAYNE N.D., Director of International Postal Organizations and Public Affairs, delegate Miss WISSEH E.T., Assistant Director of International Postal Organizations and Postal Affairs, delegate Mr JOHNSON D.T., Consul général du Libéria à Hamburg, delegate Mrs EKAH I., Special Assistant to the Minister, delegate
Liechtenstein	Represented by Switzerland
Luxembourg	Messrs HEINEN J., Directeur, Head of delegation DONDELINGER C., Directeur adjoint, Assistant head of delegation VALENTIN A., Directeur adjoint, delegate KIHN P., Chef de la Division des postes, delegate WAGNER S., Attaché de gouvernement, Premier en rang au Ministère des transports, des communications et de l'informatique, delegate HOFFMANN J., Chef du service de la réglementation postale, delegate
Madagascar	Messrs RAKOTOVAO A., Ministre des postes et télécommunications, Head of delegation RATOVONDRAHONA P., Secrétaire général du Ministère des postes et télécommunications, Joint head of delegation RAVELOMANANTSOA-RATSIMIHAH R., Directeur des postes, delegate RABEMANANTSOA F., Chef de la Division des relations postales internationales, delegate
Malaysia	Messrs MOGGIE D.L., Ministre de l'énergie, des télécommunications et des postes, Head of delegation RAJASINGHAM M., Directeur général des postes, Assistant head of delegation HAJA ALAWDIN S.M., Director of Posts (International), delegate KUDU N.L., Political Secretary to the Minister, delegate WONG C. Sr., delegate

Country	Designation of delegates and attached officials
Malawi	Messrs HARA S.C., MP, Ministre des transports et communications, Head of delegation MBEKEANI J.A., Postmaster General, Assistant head of delegation MSISKA L.S.K., Ambassadeur du Malawi, delegate MAYAYA A.L., Secrétaire adjoint, Ministère des transports et communications, delegate KADZUWA P.E., Acting Deputy Postmaster General, delegate KAVALO F.A., Senior Postal Controller, delegate LUNDU W.N., Assistant Postal Controller, delegate
Maldives	Mr VAJEEH M., Postmaster, Head of delegation
Mali	Mrs GAKOU F.N., Ministre de l'information et des télécommunications, Head of delegation Messrs KEBE L., Directeur général de l'Office des postes et télécommunications, Assistant head of delegation FAU J.F., Directeur des postes, delegate YATTARA A., Directeur adjoint des postes, delegate
Malta	Not represented
Morocco	Messrs LAENSER M., Ministre des postes et télécommunications, Head of delegation WAKRIM M., Secrétaire général, Assistant head of delegation AOUJIL M., Directeur des postes et des services financiers, Assistant head of delegation ALI H., Chef de Cabinet de M. le Ministre, delegate AIT HSIKO A., Chef de la Division des services postaux, delegate OUGMENSSOR O., Chef de la Division des services financiers, delegate OUHADDOU A., Chef du service des relations internationales, delegate HASSIKOU A., delegate
Mauritius	Not represented
Mauritania	Messrs LOUT O.S.M., Chef du service des affaires générales et sociales, Head of delegation DIENG O., Chef des services postaux, Assistant head of delegation MOHAMED O.A., Chef de l'exploitation postale, delegate
Mexico	Messrs JIMÉNEZ ESPRIÚ J., Sous-Secrétaire des communications et du développement technologique, Head of delegation OLAVARRÍA MORENO R., Directeur général des postes, Assistant head of delegation JUÁREZ VÁZQUEZ G., Directeur de l'exploitation et des services, Assistant head of delegation ORTIZ Y ORTIZ R., Conseiller auprès du Sous-Secrétaire des communications, delegate GARRIDO MUÑOZ J., Chef du Département des affaires internationales, delegate ARRIAGA-GARCIA A., Vice-Consul du Mexique à Hamburg, delegate

Country	Designation of delegates and attached officials
Monaco	Mr CROVETTO H., Directeur de l'Office des émissions de timbres-poste, Head of delegation
Mongolian People's Rep	Messrs NOROVJAV I., Ministre des télécommunications, Head of delegation NATSAGDORJ L., Leading Specialist, International Cooperation and Accounts Division, Assistant head of delegation Mrs ERDENETSETSEG SH., Spécialiste, Division des services postaux, delegate
Mozambique	Represented by Congo (People's Rep)
Nauru	Mr WESTON M., Représentant de Nauru à Londres, Head of delegation
Nepal	Messrs LOHANI P.C., Minister of Communications, Head of delegation SHRIVASTAVA S.N., Director General, Postal Services Department, Assistant head of delegation GURUNG N.V., Personal Assistant, Ministry of Communications, delegate
Nicaragua	Not represented
Niger	Messrs SALAOU B., Ministre des postes et télécommunications, Head of delegation NAMEOUA D., Chef du service de l'inspection itinérante, Assistant head of delegation ALI B., Directeur des services postaux et financiers, delegate ALOU S.A., Chef de la Division études et programmes, delegate DIAMBALLA I.M., attached official
Nigeria	Messrs ABDULLAHI A. (Lt. Col.), Minister of Communications, Head of delegation EWEDEMI E.A., Director of Postal Services, Assistant head of delegation OGUNRINDE A.O., Assistant Director of Postal Services (International Services and Philately), delegate IKE T.N., Chief Postal Controller, delegate MATILUKURO I., Principal Postal Controller (UPU), delegate OMONIJO P.B., Principal Secretary, Ministry of Communications, attached official ANOPUECHI A.A., Chargé d'affaires, Ambassade du Nigéria à Bonn, delegate NWANZE V.C.O., Acting Consul General, Consulat général du Nigéria à Hamburg, delegate
Norway	Messrs BRU R.R., Directeur général des postes, Head of delegation HISDAL I.J., Vice-Directeur général, Directeur des services postaux, Head of delegation STRØMSNES K., Directeur, Chef du service international, Assistant head of delegation AARAK T., Chef adjoint du service international, delegate JOHNSEN A., Conseiller supérieur, delegate

Country	Designation of delegates and attached officials
New Zealand	Messrs WILLIAMS F.C.W., Director of Postal Services, Head of delegation EVANS J.E.B., Manager, Postal Operations, Alternate head of delegation McCLEOD N., Conseiller à l'Ambassade de Nouvelle-Zélande à Bonn, delegate LAWLEY M.B., Assistant Manager, Postal Operations, delegate McNIVEN A., Section Head, Postal Operations, delegate
Oman	Messrs AL BALUSHI A.S., Minister of Posts, Telegraphs and Telephones, Head of delegation AL SAID S.G.B.K., Director General, Ministry of PTT, Assistant head of delegation AL HAREMI M.M.S., Inspector General of Posts, Assistant head of delegation TAQI M.H., Director, Minister's Office, delegate AL-KHANJARI B.H.S., Director, Finance and Administration, Ministry of PTT, delegate AL-ZUHR M.M., Director of Posts, Southern Region, delegate AL QABTAN T.A., Director, Postal Divisions, delegate AL MOHAMMED Y.A., Director, International Relations, Ministry of PTT, delegate AL ARAIMY N.M.S., Inspector of Posts at Sur, delegate AL-RUWAHY S.S., Expert (Counterpart), International Relations, delegate EL HENDAWI M.N.A., Expert for Post, delegate
Uganda	Not represented
Pakistan	Messrs KHURSHEED M., Director General (Head of Department), Head of delegation MALIK G.N.Z., Deputy Director General (Postal Operations), Assistant head of delegation SHAH S.A.H., Director, International Postal Services, delegate
Panama (Rep)	Mrs DE SALAMANCA M., Directrice générale des postes et télégraphes, Head of delegation Mr BELL F., Directeur des services postaux, delegate
Papua New Guinea	Messrs EVARA R., MP, Minister, Post and Telecommunication Corporation, Head of delegation WARI K., Chairman, Post and Telecommunication Corporation Board, Assistant head of delegation MANIKOT S.S., General Manager, Postal Services, Assistant head of delegation KAMARA D.P., Managing Director, Post and Telecommunication Corporation, delegate KAMENG P.V., Manager, ACTS and Regulations, delegate TAMARUA M., Acting Executive Manager, International Postal Relations, delegate NIBA J., Special Project Officer, Postal Services, delegate IKIVARI L., International Postal Relations, delegate PAGUN P., Executive Officer to the Minister for Post and Telecommunication, attached official DOI A., Parliamentarian (MP), attached official IGO S., Counsellor P.N.G., High Commission, London, attached official

Country	Designation of delegates and attached officials
Paraguay	Messrs ESQUIVEL M.M., Directeur général des postes, Head of delegation Mrs RAMIREZ SANCHEZ M.C., Dr, Directrice des affaires internationales, Assistant head of delegation
Netherlands	Messrs WIT C., Directeur général des postes, télégraphes et téléphones, Head of delegation VAN OMMEREN A.W., Directeur principal des postes, Acting head of delegation KRIJGER J.B., Chef du Service des affaires postales internationales, Acting head of delegation in the absence of Mr Van Ommeren KOSTER J.J., Consul général à Hamburg, delegate PIJNENBURG J.A.A., Inspecteur pour les services spéciaux des PTT, delegate BETHE J.G., Inspecteur, delegate BRONGERS J.D., Inspecteur adjoint, delegate RÖVEKAMP P.F.L., Référendaire, delegate DE JONGE C.L.F., Référendaire, delegate VAN DE WEERT L., Référendaire, delegate FEITH P.C., Chef de section, delegate
Netherlands Antilles	Messrs HERNANDEZ G., Postmaster General, Head of delegation van REIJEN H.J., Dr, delegate
Peru	Messrs MELGAR SAAVEDRA J.A., Directeur général des postes, Head of delegation MONTALVAN VERA S.A., Directeur exécutif de la Direction générale des postes, Assistant head of delegation DAVILA PESSAGNO J.C., Consul adjoint à Hamburg, delegate Mrs RONQUILLO DE BLODORN C., Consul adjoint du Pérou à Hamburg, delegate
Philippines	Messrs LAVINA N.D., Consul General, Consulate General of the Philippines in Hamburg, Head of delegation INTIA I.V., Jr., Chief Postal Planning Division and Concurrent Chief, Operations Division, Assistant head of delegation Mrs BONUS R.G., Consul, Consulate General of the Philippines in Hamburg, delegate Mr BUHAT R.G., Administrative and Legal Officer, Consulate General of the Philippines in Hamburg, delegate
Polish People's Rep	Messrs MAJEWSKI W., Ministre des postes et télécommunications, Head of delegation GURGUL W., Sous-Secrétaire d'Etat au Ministère des postes et télécommunications, Joint head of delegation DEMSKI K., Directeur du Département des services postaux, Assistant head of delegation KALICKI G., Chef de la Division de l'exploitation postale internationale, delegate RABCEWICZ H., Spécialiste principal au Département des services postaux, delegate KOPER M., Spécialiste principal au Département de la coopération avec l'étranger, delegate

Country	Designation of delegates and attached officials
Polish People's Rep (continued)	Mr SINIAKIEWICZ A., Vice-Directeur du Département des services postaux, delegate Mrs HAJDUH J., Expert au Département des organisations internationales du Ministère des affaires étrangères, delegate
Portugal	Messrs JUNQUEIRO R., Secrétaire d'Etat aux communications, Head of delegation MARTINS J.M.L.O., Président du Conseil d'administration des postes et télécommunications, Head of delegation MENDES V.D.S., Administrateur/Directeur général des postes, Assistant head of delegation COSTA M.A.I.H., Administrateur, Assistant head of delegation MATOS E.P.C., Directeur général adjoint des postes, Assistant head of delegation REIS A.M., Directeur du service des affaires internationales, delegate ANDRADE S.S., Chef de la Division des relations internationales, delegate DE GONVEIA J.P., Directeur régional, delegate FERNANDO R., Ambassadeur à la Mission permanente du Portugal à Genève, delegate FORTES ROCHA V.H., Consul général du Portugal à Hamburg, delegate MARTINS E., Chef de Cabinet, Ministère de l'équipement social à Lisbonne, delegate
Qatar	Messrs AL-MOHDADI M.S., Directeur général de l'Administration des postes, Head of delegation MOBARAK M.A., Chef des relations internationales, delegate
German Dem Rep	Messrs SCHULZE R., Vice-Président du Conseil des Ministres et Ministre des postes et télécommunications, Head of delegation SCHUNKE H., Directeur supérieur, Chef de la Direction postale au Ministère des postes et télécommunications, Assistant head of delegation PAUBEL W., Dr ès sciences économiques, Directeur, Chef du Secteur des organisations internationales au Ministère des postes et télécommunications, Assistant head of delegation SCHUMANN E., Conseiller principal, Chef de l'exploitation postale internationale au Ministère des postes et télécommunications, delegate LOOS M., Premier Secrétaire au Ministère des affaires étrangères, delegate SCHRAMM K.-H., Dr en droit, Directeur, Chef de division à l'Office central du trafic postal et des télécommunications, delegate HEILMANN E., Conseiller principal, Responsable des relations avec l'UPU au Ministère des postes et télécommunications, delegate BINIOK K., Conseiller, Interprète diplômé au Ministère des postes et télécommunications, attached official
Democratic People's Rep of Korea	Messrs KIM Re Hyon, Directeur du Département des relations internationales, Head of delegation PAK Dek Houn, fonctionnaire, delegate PAK Tschang Lim, Secrétaire de la Représentation de la Rép. pop. dém. de Corée à Genève, delegate KIM Dae Hong, Interprète, delegate RYEU Oun Djou, fonctionnaire, delegate

Country	Designation of delegates and attached officials
Romania	Messrs CEAUSESCU C., Directeur général adjoint, Head of delegation VOICESCU M., Conseiller, Assistant head of delegation TANASE I., Conseiller, delegate MARINESCU A., Directeur adjoint, delegate Mrs SITARU M., Expert, delegate
Rwanda	Messrs NTAGERURA A., Ministre des transports et des communications, Head of delegation NDISANZE J., Directeur général des postes, Assistant head of delegation NTIBASHIRUMUJINYA A., Chef de division, services postaux, Assistant head of delegation
Saint Lucia	Represented by Canada
San Marino	Messrs PASOLINI G., Ministre des postes et télécommunications, Head of delegation CAPICCHIONI L., Directeur général des postes et télécommunications, Assistant head of delegation GRANDONI I., Sous-Directeur général des télécommunications, delegate PALMUCCI S., delegate GISCOMINI P., Abteilungsleiter des Sekretariats, delegate
Saint Vincent and the Grenadines	Mr THOMAS C.C., High Commissioner pour Saint-Vincent-et-Grenadines à Londres, Head of delegation
Solomon Islands	Messrs OLEA B.L., Minister of Transport, Communication and Government Utilities, Head of delegation SIMISTER L.J., Controller of Posts and Telecommunications, delegate SIVE S., Senior Postal Officer, delegate
Sao Tome and Principe	Represented by Brazil
Senegal	Messrs KA D., Ministre de l'information, des télécommunications et des relations avec les Assemblées, Head of delegation SY E.M., Directeur général de l'OPT, Assistant head of delegation LEYE C., Ambassadeur, Assistant head of delegation GUEYE A., Directeur des postes, delegate LEYE E.H.M., General Director der Postbehörden, delegate DIA A.A., Directeur des chèques postaux et de la caisse d'épargne, delegate DIENG M., Directeur des services financiers, delegate NDIAYE D., Chef de la division des affaires générales, delegate FALL S., Conseiller à l'Ambassade du Sénégal à Bonn, delegate
Seychelles	Mr QUATRE R., Director of Postal Services, Head of delegation
Sierra Leone	Not represented
Singapore	Messrs WONG L.H., Assistant General Manager (Postal Services), Head of delegation LIM K.Y., Divisional Manager (Mail Operations), Assistant head of delegation CHEE K.T., Departmental Manager (Philatelic and International Relations), delegate CHUA C.H., Administrative Officer (International Postal Relations), delegate

Country	Designation of delegates and attached officials
Somalia	Messrs MURSAL M.S., Assistant Minister of Posts and Telecommunications, Head of delegation HUSSEIN C., Dr., Ambassadeur de Somalie à Bonn, Joint head of delegation WARSAMA A.H., Director of Postal Department, Assistant head of delegation ADEN A.H.H., Diplomate à l'Ambassade de Somalie à Bonn
Sudan	Messrs BESHIR H.I., Président du Conseil d'administration et Directeur général de la Corporation publique des postes et télégraphes, Head of delegation MOHAMMED G.B., Directeur adjoint des services postaux, delegate
Sri Lanka	Messrs HAPUDENIYA A.P., Postmaster General, Head of delegation PERERA H.L., Controller, Central Mail Exchange and International Mails, delegate
Sweden	Messrs ZACHRISSON B., Directeur général des postes, Head of delegation ZILLÉN T., Directeur du Secrétariat des relations internationales, Assistant head of delegation KLEVBORN B., Directeur supérieur des services financiers et des guichets et Directeur général adjoint, delegate SANDRÉN P.O., Directeur supérieur des services du courrier, delegate JONSSON K., Administrateur, Secrétariat des relations internationales, delegate ALLARD N.U., Conseiller au Ministère des affaires étrangères, delegate HOLST B., Chef de service, attached official EKLUND B., Chef adjoint à la Section des affaires générales et internationales de l'Office des chèques postaux, attached official Mrs RUNSTEN M.-S., Administrateur, Secrétariat des relations internationales, attached official Mr SENNERFORS L., Administrateur, attached official
Switzerland	Messrs BINZ H.-W., Président de la Direction générale des PTT, Head of delegation NOBEL G., Directeur général des PTT, Head of delegation in the absence of Mr Binz CAPREZ O., Directeur des services postaux, Acting head of delegation BURN E., Chef de la Division du service postal international, Acting head of delegation DUCOMMUN L.-P., Adjoint du Département de la poste, delegate HÄNGGI U., Chef de la Section des services financiers internationaux, delegate CORDEY M., Chef de la Section du trafic international, delegate RÖTHLISBERGER F., Suppléant du Chef de la Section des relations internationales, delegate VON GRAFFENRIED A., Chef de la Section des Nations Unies et des Organisations internationales du Département fédéral des affaires étrangères, delegate Miss NÜTZI G., Collaboratrice diplomatique à la Direction des organisations internationales du Département fédéral des affaires étrangères

Country	Designation of delegates and attached officials
Suriname	Messrs LEDE E.G., Directeur général des postes, Head of delegation BLACKMAN J.R., Chef des affaires internationales, Assistant head of delegation
Swaziland	Messrs SHONGWE S., Minister for Works and Communications, Head of delegation SIKHONDZE J.S., Director of Posts and Telecommunications, Assistant head of delegation JELE W.M., Assistant Director of Postal Services, delegate MASEKO P.M., Assistant Postal Controller, delegate
Syrian Arab Rep	Messrs EL KURDI R., Ing., Ministre des communications, Head of delegation DALLOUL M., Directeur général des postes, Joint head of delegation EL SHAMY M., Directeur des services postaux, delegate SARDAR A., Directeur des affaires administratives, delegate EL-KADERI S., Directeur de la planification et de la statistique, delegate KIKI K., Directeur du Cabinet du Ministre des communications, delegate Mrs AYOUBI H., Chief Office of Postal Parcels, attached official
Tanzania (United Rep)	Messrs ITATIRO G.A.M., M.P., Minister of State for Communications and Works, Head of delegation MALECELA J., Minister of Communications and Transport. Head of delegation MSAMBICHAKA J.A., Director of Communications, Ministry of Communications and Transport, Assistant head of delegation MAEDA J.W.J., Director General of Tanzania Posts and Telecommunications Corporation, delegate CHENGULA F.M., Director of Postal Services, delegate BATALLA C.
Chad	Messrs ASSILECK H., Ministre des postes et télécommunications, Head of delegation KHAYAR I., Ambassadeur du Tchad en RFA, Assistant head of delegation AHMED M.S., Inspecteur principal, représentant du Directeur général de l'ONPT, delegate RODOUMTA M.B., Directeur des services postaux et financiers, delegate
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Vatican	Messrs CORDISCHI A. (Rév.), Inspecteur des postes et télégraphes, Head of delegation ANDREANI P.G., Fonctionnaire de la Section des postes, Assistant head of delegation PENTRELLA S., Fonctionnaire de la Section des postes, delegate

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Country	Designation of delegates and attached officials
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Country	Designation of delegates and attached officials
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United Nations Educational, Scientific and Cultural Organization (UNESCO)	Mrs ZAHER C.R., Directeur de la Division de la promotion du livre et des échanges internationaux du Secteur de la communication
World Health Organization (WHO)	Mr OVIATT V.R., Coordonnateur du Programme spécial OMS de mesures de sécurité en microbiologie
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International Telecommunication Union (ITU)	Messrs BUTLER R.E., Secrétaire général BURTZ L., Directeur du CCITT TRAUB P.A., Fonctionnaire du Secrétariat général
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	Mrs	STOEPHASIUS I., Excursions
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	Mrs	SANDERS S.,Excursions; Service de loisirs
	Mrs	KNAUF I., Programme pour les dames
	Mrs	STUTZ I., Réceptions

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100 100/Add 1 100/Add 2 100/Add 3 100/Add 4 100/Add 5 100/Add 6 100/Add 7 100/Add 8/Rev 1 100/Add 9 100/Add 10 100/Add 11 100/Add 12 100/Add 13 100/Add 14 100/Add 15 100/Add 16 100/Add 17 100/Add 18 100/Add 19 100/Add 20 100/Add 21 100/Add 22 100/Add 23 100/Add 24 100/Add 25 100/Add 26 100/Add 27 100/Add 28 100/Add 29 100/Add 30 100/Add 31 100/Add 32 100/Add 33 100/Add 34 100/Add 35	Declarations made on signature of the Acts	See volume III, pages 65 to 77	—
101/Rev 1	Declaration of Hamburg on the role of the UPU in the integration of national postal networks		1849
102	Timetable of meetings from Monday, 23 July to Thursday, 26 July 1984	Not reproduced	—
103	Final report of Committee 2 (Finance)		1851
104	Final report of Committee 9 (Technical Cooperation)		1855

Congress – Doc No	Subject	Remarks	Page
105	Appeal in plenary – Indemnities for registered items		1859
106	Communication from the Secretariat – Signing of the Acts	Not reproduced	–
107	Appeal in plenary – Numbering of airmail bag labels		1860
108/Rev 1	Reservations not included in the Final Protocol to the Universal Postal Convention		1861
109	Closing meeting – Agenda		1862
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112	Statement by the delegation of the United States of America		1866

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1979–1984

Comprehensive report on the work of the Executive Council

List of abbreviations used in the Union

ACABQ	Advisory Committee (of the General Assembly) on Administrative and Budgetary Questions
ACAST	Advisory Committee on the Application of Science and Technology to Development
ACC	Administrative Committee on Coordination
ACCIS	Advisory Committee on Coordination of Information Systems
APTU	African Postal and Telecommunications Union
APPU	Asian-Pacific Postal Union
APU	African Postal Union
BIS	Bank for International Settlements
CAPTAC	Conference of Posts and Telecommunications Administrations of Central Africa
CCAQ	Consultative Committee (of the ACC) on Administrative Questions
CCC	Customs Co-operation Council
CCIR	International Radio Consultative Committee (ITU)
CCITT	International Telegraph and Telephone Consultative Committee (ITU)
CCPS	Consultative Council for Postal Studies
CCSQ	Consultative Committee (of the ACC) on Substantive Questions
CDCC	Caribbean Development and Co-operation Committee
CEPT	European Conference of Postal and Telecommunications Administrations
CESI	Centre for Economic and Social Information (UN)
CPC	Committee for Programme and Coordination (ECOSOC)
CSTD	Committee on Science and Technology for Development
EC	Executive Council
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLA	Economic Commission for Latin America
ECOSOC	Economic and Social Council (UN)
ECPA	Expert Committee on Post Adjustments
ECWA	Economic Commission for Western Asia
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
FICSA	Federation of International Civil Servants Associations
FID	International Federation for Documentation
FIPP	International Federation of the Periodical Press
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
IAT	Institute of Air Transport
IATA	International Air Transport Association
IB	International Bureau
IBRD	International Bank for Reconstruction and Development
ICAB	Inter-Agency Consultative Board of UNDP
ICAO	International Civil Aviation Organization
ICC	International Chamber of Commerce
ICC	International Computing Centre (UN)
ICRC	International Committee of the Red Cross
ICS	International Chamber of Shipping
ICSC	International Civil Service Commission
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation (IBRD)
ILO	International Labour Office
ILO	International Labour Organisation
ILPO	International List of Post Offices
IMC	International Maritime Committee
IMO	International Maritime Organization
IMF	International Monetary Fund
IPDC	International Programme for the Development of Communication
ISBI	International Savings Banks Institute
ISO	International Organization for Standardization
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
JSPB	Joint Staff Pension Board (UN)
JSPF	Joint Staff Pension Fund (UN)
JUNIC	Joint United Nations Information Committee
LDC	Least Developed Countries
NGO	Non-Governmental Organizations
NPU	Nordic Postal Union
OAU	Organization of African Unity
OPI	Office of Public Information (UN)
PAPU	Pan African Postal Union
PTTI	Postal, Telegraph and Telephone International
PUAS	Postal Union of the Americas and Spain
PWG	Programme Working Group (UNDP)
SC	Security Council
TC	Trusteeship Council
TCDC	Technical Cooperation among Developing Countries
UIC	International Union of Railways
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEF	United Nations Emergency Force
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNITAR	United Nations Institute for Training and Research
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNVP	United Nations Volunteers Programme
UPA	Arab Postal Union
UPU	Universal Postal Union
WCY	World Communications Year
WFP	World Food Programme (UN-FAO)
WFUNA	World Federation of United Nations Associations
WGAFM	Working Group on Administration and Finance Matters (UNDP)
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Tourism Organization

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II List of Executive Council resolutions and decisions 1979–1984

1 Introduction

This comprehensive Report on the work of the Executive Council is submitted to Congress in accordance with General Regulations, article 103, paragraph 2.

It covers all the work done by the Executive Council over the past five years, reporting on the duties assigned to the Executive Council by the 1979 Rio de Janeiro Congress, in the form of resolutions or decisions, and those devolving on it under the Acts of the Union or originating in a proposal by an administration or group of administrations.

It should be pointed out, however, that certain studies assigned to the Executive Council are the subject of documents separate from this report because they require special explanation. The necessary references will, however, be found in this report.

2 General information about the Executive Council

1 The Executive Council elected by the 1979 Rio de Janeiro Congress consisted of the following 40 members: Algeria, Argentina, Bangladesh, Barbados, Brazil, Canada, Chile, China (People's Rep), Cuba, Czechoslovakia, Denmark, Egypt, France, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), India, Iraq, Ireland, Ivory Coast (Rep), Jordan, Kenya, Liberia, Libyan Jamahiriya, Malaysia, Mali, Mexico, Mongolian People's Rep, Saudi Arabia, Senegal, Spain, Sri Lanka, Sudan, Syrian Arab Rep, Thailand, USSR, United States of America and Yugoslavia. Brazil was Chairman and China (People's Rep), Liberia, Spain and USSR, Vice-Chairmen. Table I below gives all the information about the duration of the Executive Council sessions and the participants therein.

2 For the study of most of the questions within the purview, the Council set up ten committees, some of which in turn set up working parties. Table II below gives information about the meetings and composition of these bodies. In addition, it also reports on the work of the joint bodies which the Executive Council re-established or set up for the study of matters common to the UPU and other international organizations. These joint bodies are: IATA-UPU Contact Committee and Joint IATA-UPU Working Party, CCC-UPU Contact Committee, ICS-UPU Contact Committee, CCITT-UPU ad hoc Sub-group - Tariffs. In addition, the Council adopted a protocol of agreement providing for cooperation between the ISBI and the UPU.

3 In accordance with the decision of the 1979 Rio de Janeiro Congress, several studies were carried out by the Executive Council in cooperation with the CCPS. In addition, as in the past, a large number of studies have been brought to a successful conclusion with the cooperation of postal administrations which are not members of the Executive Council. This cooperation has been done by means of questionnaires, which have enabled the Council to find out the views of a large number of administrations and, occasionally, to find solutions coinciding with the views of most member countries.

4 Regarding the Executive Council's work, administrations have already been exhaustively informed each year by the Summary Record, resolutions and decisions and Executive Council documents sent to them after each session, in accordance with General Regulations, article 103, paragraph 1. Administrations have also received the Compendium of resolutions and decisions adopted by the Executive and Liaison Committee and then by the Executive Council, which were still valid when the 1979 Rio de Janeiro Congress closed.

5 The results of the work assigned to the Executive Council by the Rio de Janeiro Congress are summarized in annex I to this report, which also mentions the Congress – Docs and proposals which have resulted from these studies. Annex II gives the classification key and the list of resolutions and decisions adopted by the Executive Council between 1979 and 1984. These resolutions and decisions, together with the Congress – Docs and proposals submitted by the Council to the Hamburg Congress, reflect the results of the work done by this Council.

Meetings of the Executive Council

Table I

Sessions	Dates	Chairman	Secretary-General	Member countries		Observers	Invited countries
				represented	not represented		
1979 (Constituent)	22 October	A C Botto de Barros	M I Sobhi	40	–	Switzerland and UPA	–
1980	5 to 16 May	A C Botto de Barros	M I Sobhi	39	Liberia	UN, CCPS Chairman, Vice-Chairman, and 7 Committee Chairmen, Switzerland, CEPT, APTU, UPA, PUAS, APU, APPU, FAO, ICAO, LAS[1]	–
1981	27 April to 14 May	A C Botto de Barros	M I Sobhi	40	–	UN, CCPS Chairman, Vice-Chairman, and of 7 Committee Chairmen, Switzerland, CEPT, APTU, UPA, PUAS, APU, PAPU, APPU, NPU, ICAO, LAS	–
1982	29 April to 13 May	A C Botto de Barros	M I Sobhi	38	Chile, Honduras (Rep)	UN, CCPS Chairman, Vice-Chairman, and 7 Committee Chairmen, Switzerland, CEPT, APTU, UPA, PUAS, APU, PAPU, APPU, NPU, ICAO, LAS	–
1983	28 April to 13 May	A C Botto de Barros	M I Sobhi	38	Chile, Iraq	UN, CCPS Chairman, Vice-Chairman, and 6 Committee Chairmen, Switzerland, CEPT, APTU, UPA, PUAS, APU, APPU, NPU, ICAO, LAS	–
1984	27 February to 8 March	A C Botto de Barros	M I Sobhi	39	Libyan Jamahiriya	UN, CCPS Chairman, Vice-Chairman, and 5 Committee Chairmen, Switzerland, CEPT, APTU, UPA, PUAS, APU, PAPU, APPU, NPU, ITU, LAS, OAU	–

CCPS Consultative Council for Postal Studies
CEPT European Conference of Postal and Telecommunications Administrations
FAO Food and Agriculture Organization of the United Nations
LAS League of Arab States
ICAO International Civil Aviation Organization
UN United Nations
OAU Organization of African Unity
APTU African Posts and Telecommunications Union
UPA Arab Postal Union
PUAS Postal Union of the Americas and Spain
APU African Postal Union
PAPU Pan-African Postal Union
APPU Asian-Pacific Postal Union (AOPU up to 1980)
NPU Nordic Postal Union

[1] The League of Arab States was represented by the UPA.

Meetings of Executive Council Committees, Working Parties, etc

Table II

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
1	Committee 1 (Personnel)	Bangladesh, Brazil, Canada, Chile, China (People's Rep), Cuba, Egypt, France, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Iraq, Ireland, Jordan, Kenya, Liberia, Libyan Jamahiriya, Mali, Saudi Arabia, Spain, Sri Lanka, Syrian, Arab Rep, Thailand, USSR, United States of America, Yugoslavia	Sudan Mexico	1980 1981	12 May 7 May	Berne Berne	52–60, 103
		All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS, International Bureau Staff Association		1982[1] 1983 1984	10 May 9 May 2 March	Berne Berne Berne	
2	Committee 2 (Finance)	Algeria, Argentina, Barbados, Brazil, Canada, Chile, China (People's Rep), Cuba, Czechoslovakia, Egypt, France, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Iraq, Ireland, Ivory Coast (Rep), Jordan, Kenya, Liberia, Malaysia, Mali, Mexico, Mongolian People's Rep, Saudi Arabia, Spain, Sudan, Syrian Arab Rep, Thailand, USSR, Yugoslavia	United States of America Bangladesh	1980 1981	7 and 12 May 8 May	Berne Berne	66–73

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
2	Committee 2 (Finance) (cont)	All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, PAPU, APU, APPU, NPU, LAS		1982[1] 1983 1984	10 May 10 May 6 March	Berne Berne Berne	
3	Committee 3 (General)	Algeria, Argentina, Bangladesh, Barbados, Brazil, Canada, Chile, China (People's Rep), Cuba, Czechoslovakia, Denmark, Egypt, Gabon, Great Britain, Guinea, Ireland, Jordan, Kenya, Libyan Jamahiriya, Malaysia, Mali, Mexico, Mongolian People's Rep, Saudi Arabia, Senegal, Spain, Sudan, Syrian Arab Rep, Thailand, USSR, United States of America, Yugoslavia	Germany, Fed Rep of Iraq	1980 1981	9 May 29 and 30 April	Berne Berne	8, 11–14, 44–47 51, 72, 102, 105
		All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS		1982[1] 1983 1984	3 May 3 and 4 May 27 February	Berne Berne Berne	

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
4	Committee 4 (Letter Post)	Algeria, Argentina, Bangladesh, Barbados, Brazil, Canada, Chile, China (People's Rep), Cuba, Czechoslovakia, Denmark, Egypt, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), India, Iraq, Ireland, Ivory Coast (Rep), Jordan, Kenya, Liberia, Libyan Jamahiriya, Malaysia, Mexico, Monogolian People's Rep, Saudi Arabia, Senegal, Spain, Sri Lanka, Sudan, Syrian Arab Rep, Thailand, USSR, United States of America, Yugoslavia	France Mali	1980 1981	7 May 5 May	Berne Berne	17–21
		All EC member countries (see General, paragraph 1)		1982[1] 1983 1984	4 May 2 May 28 February	Berne Berne Berne	
		Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS, OAU					
5	Committee 5 (Transit charges and terminal dues	Algeria, Bangladesh, Barbados, Brazil, Canada, Chile, China (People's Rep), Cuba, Egypt, France, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), India, Iraq, Ireland, Ivory Coast (Rep), Jordan, Kenya, Liberia, Mali, Mongolian People's Rep, Saudi Arabia, Senegal, Spain, Sri Lanka, Sudan, Syrian Arab Rep, Thailand, USSR, United States of America, Yugoslavia	Argentina Czechoslovakia	1980 1981	6 May 7 May	Berne Berne	22–24

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
5	Committee 5 (Transit charges and terminal dues) (cont)	All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman, and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS, OAU		1982[1] 1983 1984	6 May 5 and 6 May 29 February and 1 March	Berne Berne Berne	
5a	– Statistics Working Party	Chile, China (People's Rep), Czechoslovakia, France, India, Ivory Coast (Rep), United States of America	Argentina (Reporting country)	1981 1981	1 May 20 October	Berne Berne	24
5b	– Transit Charges Working Party	Argentina, Egypt, Great Britain, India, USSR, Yugoslavia	United States of America (Reporting country)	1982	29 April	Berne	22
5c	– Terminal Dues Working Party	Argentina, France, Kenya, Spain, Thailand, USSR, United States of America	Brazil (Reporting country)	1980 1981 1981 1982 1982 1982 1983 1983	31 October 2 May 21 October 18 to 21 January and 29 April 6 May 8 November 28 April 5 to 9 December	Berne Berne Berne Berne Berne Berne Berne Berne	23

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
6	Committee 6 (Airmail)	Algeria, Argentina, Bangladesh, Barbados, Brazil, Chile, China (People's Rep), Czechoslovakia, Egypt, France, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), India, Iraq, Ireland, Jordan, Kenya, Liberia, Malaysia, Mali, Mexico, Mongolian People's Rep, Saudi Arabia, Senegal, Spain, Sri Lanka, Sudan, Thailand, USSR, United States of America, Yugoslavia	Denmark Canada	1980 1981	8 May 6 May	Berne Berne	25–34
		All EC member countries (see General, paragraph 1)		1982[1]	5 and 10 May	Berne	
		Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS, ICAO, OAU		1983	4 and 10 May	Berne	
				1984	28 February and 5 March	Berne	
6a	– Airmail Working Party	Brazil, Canada, Germany, Fed Rep of, India, Ivory Coast (Rep), Czechoslovakia	Denmark	1980	20 October	Berne	25
		Observer: Switzerland[2]		1981	28 April	Berne	
				1982	30 April	Berne	
				1982	19 November	Berne	
				1983	6 May	Berne	
				1984	27 February	Berne	

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
7	Committee 7 (Parcel Post)	Algeria, Argentina, Bangladesh, Barbados, Brazil, Chile, China (People's Rep), Cuba, Denmark, France, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), India, Iraq, Ireland, Jordan, Liberia, Libyan Jamahiriya, Mali, Mexico, Saudi Arabia, Spain, Sri Lanka, Sudan, Thailand, USSR, Yugoslavia	Malaysia Kenya	1980 1981	8 May 6 May	Berne Berne	35–38
		Since 1982, the following countries have also been members of the Committee: Czechoslovakia, Egypt, Gabon, Ivory, Coast (Rep), Monogolian People's Rep, Senegal, Syrian Arab Rep		1982 1983 1984	7 May 9 May 2 March	Berne Berne Berne	
		Observers: Canada, Switzerland[1], United States of America, CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[2], NPU, LAS					
7a	– Working party on the revision of land and sea rates	Argentina, China (People's Rep), France Jordan, Kenya, Malaysia	Germany, Fed Rep of (Reporting country)	1981 1982 1983	1 May 30 April 29 April	Berne Berne Berne	35–37
		Observer: Switzerland[1]					
8	Committee 8 (Postal financial services)	Denmark, France, Gabon, Germany, Fed Rep of, Great Britain, Jordan, Kenya, Mali, Saudi Arabia, Senegal, Spain, Sudan, United States of America	Yugoslavia Algeria	1980 1981 1982	6 May 5 May –	Berne Berne –	39–43
		Since 1983, the following countries have also been members of the Committee: Argentina, Barbados, Chile, Czechoslovakia, Egypt, Guinea, Honduras (Rep), Iraq, Libyan, Jamahiriya, Mexico, Ivory Coast (Rep), Sri Lanka, Syrian Arab Rep, Thailand		1983 1984	9 May –	Berne –	
		Observers: China (People's Rep), India, Liberia, Switzerland[1], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, NPU, LAS					

[1] Headquarters country.
[2] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
9	Committee 9 (Technical cooperation)	Algeria, Argentina, Bangladesh, Barbados, Brazil, Chile, China (People's Rep), Cuba, Czechoslovakia, Egypt, France, Gabon, Germany, Fed Rep of, Great Britain, Guinea, Honduras (Rep), Iraq, Ireland, Ivory Coast (Rep), Jordan, Kenya, Liberia, Mali, Mexico, Mongolian People's Rep, Saudi Arabia, Spain, Sudan, Syrian Arab Rep, Thailand, USSR, United States of America, Yugoslavia	Senegal India	1980 1981	9 May 4 May	Berne Berne	
		All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, APTU, UPA, PUAS, APU, PAPU, APPU[3], NPU, LAS, UNDP		1982[1] 1983 1984	7 May 5 May 5 and 6 March	Berne Berne Berne	74–101
10	Committee 10 (Information and Documentation)	Brazil, China (People's Rep), France, Germany, Fed Rep of, Great Britain, Iraq, Jordan, Kenya, Liberia, Mali, Saudi Arabia, Thailand, USSR, United States of America, Yugoslavia	Syrian Arab Rep Ireland	1980 1981	5 May 27 April	Berne Berne	61–63, 122–129
		All EC member countries (see General, paragraph 1) Observers: Switzerland[2], CCPS (Chairman and Committee Chairmen), CEPT, UPA, APTU, PUAS, APU, PAPU, APPU[3], NPU, LAS, OAU		1982[1] 1983 1984	4 May 2 May 2 March	Berne Berne Berne	
10a	– Working Party to study the usefulness of the UPU publications	China (People's Rep), Great Britain, Jordan, USSR	France	1982	4 May	Berne	62

[1] In 1981, the Executive Council accepted that all Council members are de jure members of all the Committees set up by the Council except for those dealing with optional Agreements. Thus, since 1982, all Council members have been able to take part de jure in all the Committees, except for Committees 7 and 8, which are confined to the member countries which are signatories to the Agreements dealt with by those Committees. However, member countries which are not signatories to those Agreements may take part with full rights in the corresponding Committees if they formally express their desire to do so.

[2] Headquarters country.

[3] Asian-Pacific Postal Union, new name of the AOPU.

No	Body	Member countries	Chairman Vice-Chairman	Meetings Year	Dates	Place	Results of work, see paragraphs
11	IATA-UPU Contact Committee	Brazil, Canada, Czechoslovakia, Germany, Fed Rep of, India, Ivory Coast (Rep) Observer: Switzerland[2]	Denmark	1980 1984	20 October 1 March	Berne Berne	33
11a	– Joint IATA-UPU Working Party	Brazil, Canada, Czechoslovakia, Germany, Fed Rep of, India, Ivory Coast (Rep) Observer: Switzerland[2]	Denmark	1981 1982 1982 1983	28 April 5 May 19 November 6 May	Berne Berne Berne Berne	25, 29
12	CCC-UPU Contact Committee	Algeria, Malaysia, Mexico, Yugoslavia Observer: Switzerland[1]	France (Reporting country)	1982 1983 1984	2 and 3 March 3 and 4 March 9 February	Brussels Berne Brussels	16, 118

[1] Headquarters country.
[2] Asian-Pacific Postal Union, new name of the AOPU.

3 Work of the Executive Council

6 The tasks carried out by the Executive Council are described briefly below, with a statement of the results achieved in each case. These tasks are listed in the order adopted for the classification key for Executive Council resolutions and decisions given in annex II hereto. In addition, the paragraphs of the report are numbered consecutively for ease of reference.

3.1 General matters concerning the UPU

3.1.1 Member countries

7 Since the last Congress, nine countries have acceded or been admitted to the UPU, viz: Dominica, Saint Lucia, Saint Vincent and the Grenadines, Salomon Islands, Tuvalu, Republic of South Africa, Zimbabwe, Republic of Vanuatu and Belize.
At 31 May 1984, the number of Union member countries was 167.

3.1.2 Supervisory Authority

8 Acting on resolution C 88, the EC studied, in consultation with the Swiss Government, the role of the Supervisory Authority after the decision taken by the Rio de Janeiro Congress to do without the services of that Government in the financing of the Union. The specific aim was to amend accordingly the Acts of the Union and other regulations and to consider the possible abolition of the few residual responsibilities remaining to Switzerland. This study culminated:
- in the preparation of proposals for amending the Constitution and the General Regulations (see proposals 1020.1 and 1509.1);
- in certain amendments to the Staff Regulations and the Regulations of the Provident Scheme (see decision CE 1/1981 and resolution CE 2/1982).

On the occasion of that study, the EC's attention had been drawn to the advisability of also doing without the services of the Swiss Government as the depositary of the Acts of the Union and the authority responsible for the procedures of admission and accession to the Union, in order to bring the latter's practice into line with that of the other organizations in the United Nations system. The EC considered it preferable to maintain the existing practice.

3.1.3 Political questions

9 Each year, the Executive Council had before it a document in which the International Bureau reported on its efforts to cooperate, within the limits of its possibilities, in the application of certain United Nations resolutions concerning the granting of independence to colonial countries and peoples. It also noted the text of the resolutions relating to this question. A special report has been prepared on this subject for Congress (see Congress – Doc 15).

3.1.4 Report on the work of the Union

10 In accordance with article 102, paragraph 6, j, iv, of the General Regulations, the Council considered and approved the Annual Report prepared by the International Bureau on the work of the Union.

3.2 Acts of the Union

3.2.1 Constitution

11 *Extraordinary Congresses, Administrative Conferences and Special Committees* (see paragraph 51).

12 *Jurisdiction of the Union.* The last post offices established by member countries in territories not included in the Union, in accordance with article 3, b, of the Constitution, were closed in 1966. Instructed to study the advisability of abolishing this provision (resolution C 86), the EC came to the conclusion that it could find a fresh justification in respect of post offices established in territories which are uncontrolled, jointly possessed or internationalized by the international community. That is why it recommends that Congress should retain the existing provision while specifying the area of its possible use (proposal 1003.1).

3.2.2 General Regulations

13 *Organization, functioning and work methods of Congress* (see Congress – Doc 6).

14 *Organization, functioning and working methods of the Executive Council and delimitation of powers between the Executive Council and the Consultative Council for Postal Studies* (see Congress – Doc 7).

15 *Interpretation of article 108.* The Executive Council confirmed the interpretation that paragraphs 2 and 3 of article 108 of the General Regulations do not apply in the event that the Assistant Director-General instructed to take over the functions of Deputy Director-General ad interim until the next Congress wishes to apply for the vacant post of Deputy Director-General (decision CE 10/1982). In addition, the Executive Council decided that the procedure laid down in article 108 applies to all applications, including those of International Bureau officials (decision CE 8/1983).

3.2.3 Convention

3.2.3.1 Questions common to the various international postal services

16 *Customs treatment of postal items (resolution C 16).* Questions concerning the Customs treatment of postal items were examined by the CCC-UPU Contact Committee reconstituted by virtue of the above resolution (see paragraph 3.6.4). Following a consultation of postal and customs administrations, the questions selected for study by the Executive Council and the CCC covered the following subjects:

i Need for letter-post items containing goods (commercial items) to be accompanied by a statement of value

On the proposal of the Contact Committee, the Executive Council approved a suggestion on extending to letter-post items containing goods (commercial items) the measure already adopted for commercial postal parcels which had been notified to Union administrations in circular 73/1978. The International Bureau distributed for that purpose circular 111 of 7 June 1982.

ii Raising the limit set for the admission of gift consignments free of import duties and charges

Giving favourable consideration to the UPU's request to raise this limit in view of the depreciation of national currencies, the CCC informed the International Bureau that it had decided to raise the value limit from USD 25 to 30 SDR, an increase of 30 percent. Postal administrations were informed by International Bureau circular 228 of 7 November 1983.

iii Updating of information collected by the International Bureau and by the CCC in 1977–1978 on the illicit transmission of narcotics by post

Within the framework of the fight against the illicit transmission of narcotics, through the post, a proposal was made to compel any foreigner who, in a particular country, sends a parcel to another country to give, in box 2 of the C 2/CP 3 form, under "sender's reference, if any", his nationality, his address abroad, his passport number and the date and place of its issue.
The Contact Committee considered that the measure advocated would cause many difficulties in practice without preventing the insertion of narcotics in postal items. However, it was noted that the illicit transmission of narcotics by post had increased considerably in recent years and that the information previously collected on this subject should at least be updated. The Executive Council shared that view and the International Bureau therefore sent out a circular letter No 0307(B 2)1502 of 17 June 1983. The fresh information provided by the two parties (Post and Customs) was communicated to administrations in April 1984.
In addition, the EC instructed the IB to carry out a study on the procedure to be followed by an intermediate administration in a case where it is presumed that a closed mail in transit contains narcotics or psychotropic substances. Taking account of the legal analysis made by the IB and the views expressed when this matter was considered, the EC decided to submit a formal opinion to Congress expressing the Post's point of view without prejudice to the attitude which the customs services might adopt on the matter. This formal opinion is the subject of proposal 2500.4. The EC also decided that this formal opinion would be submitted to the CCC for its views so that Congress could take an informed decision.

iv Re-examination of the declaration of value limit of 300 g fr above which items must be accompanied by a C 2/CP 3 customs declaration

In view of the depreciation of national currencies and at the request of one administration the 1982 EC instructed the IB to approach the CCC to obtain reconsideration of this value limit. At the tenth meeting of the CCC-UPU Contact Committee, the customs delegation announced the decision of the CCC Permanent Technical Committee to raise the value limit to 300 SDR (918.30 gold francs). This increase involves amendment of article 116, paragraph 1 of the Detailed Regulations of the Convention and of the C 1 label; these measures are covered by proposals 2516.2 and 2901.1.

v Customs authorities' cooperation in enforcing the postal monopoly law

The EC approved the Contact Committee's suggestion that an inquiry should be conducted by the UPU on the monopoly with a view to drawing up a recommendation that the said monopoly should be complied with. Since a study on the postal monopoly (Study 522) assigned to the CCPS was coming to an end, the reporting country (Australia) was asked to bear in mind the information appearing in the various documents prepared on that subject or provided during discussions when it prepared its final report. This report proposes the submission of a resolution to Congress inviting the governments of the Union member countries to request the authorities in charge of customs matters and, where appropriate, other national authorities, to help postal administrations to enforce the postal monopoly. This resolution is set out in proposal 2000.8.
On the customs side, the CCC Permanent Technical Committee (PTC) asked customs administrations to give help to postal administrations which so requested in enforcing the postal monopoly (letter 83 T 2242 of 7 November 1983).

vi Customs treatment of postage stamps imported for philatelic purposes (especially the levying of customs duty)

Under an agreement between the Customs authorities and UNESCO articles of an educational nature are exempted from customs duties. However, that agreement does not specifically mention postage stamps intended for philatelic purposes which cannot therefore benefit from this exemption.
The International Bureau approached UNESCO to explore possibilities of achieving harmonization as regards the collection of customs duties so that items intended for philatelic purposes should benefit from the same conditions as educational items. This matter was raised during a meeting of experts held at UNESCO headquarters in Paris from 5 to 9 December 1983. The EC took note of the view expressed by the experts who considered that it was for the national postal administrations to approach their finance authorities and, if necessary, for the UPU to raise the matter with GATT. The question will be pursued in the future.

vii Permitting administrations to treat items subject to customs control in accordance with their country's legislation instead of expressly authorizing them to open items officially, as currently provided for by article 37 of the 1979 Rio de Janeiro Convention (proposal 2034.1)

As article 37 reflects the fact that the presentation of letter-post items to Customs and the opening of such items are governed by national law, the EC, like the Contact Committee, considered that the proposal was not justified and considered that the present wording of article 37 was satisfactory.

viii Review of the arrangements for handling multi-parcel consignments

This proposal by Great Britain aims at facilitating operations concerning dispatches comprising several parcels (commercial parcels) addressed to the same address (batch consignments) by requiring only one set of documents from senders. As experience in this field had not yet produced significant results, but could nevertheless result in positive conclusions for the future of the parcels service, the EC considered that this study ought to be continued.

ix Study of customs clearance systems used for postal parcels containing commercial consignments: speeding up of operations

The Executive Council approved the conclusions of the CCC-UPU Contact Committee following consideration of the results of a consultation on the customs clearance of postal parcels in Union countries. These conclusions were brought to postal administrations' attention by circular letter 3711(B 2)1519 of 24 June 1983. On that occasion, they were also reminded of the arrangements already made by the Customs to facilitate the customs clearance of postal parcels, in particular the terms of Annex F 4 to the Kyoto Customs Convention on the customs formalities applicable to the postal service.
Furthermore, having approved the idea of proposing to the Hamburg Congress that countries should be recommended to ratify the said Annex F 4, the EC instructed the IB to carry out a study into whether it was legally possible to ask the UPU Congress to recommend countries to ratify a Convention drawn up by another organization. The study showed that, as it is a problem of direct interest and concern to the postal service, Congress was empowered to take a decision on it. Consequently, the EC adopted a draft formal opinion which is the subject of proposal 2000.11.

x Consideration of development prospects in postal technology and services and methods of customs control with the reciprocal effects on both parties

This question was submitted by the Post in order to establish coordination between the Post and the Customs in the development of computerized customs clearance systems.
The study carried out by the CCC Computer Working Party enabled the latter to prepare, as a first step, draft preliminary guidelines for publication in the Computerization File. The EC took note of developments in this matter which would be pursued on a permanent basis. The International Bureau sent out the CCC document to the administrations of the Union in April 1984.

xi Study concerning methods of dispatching C 2/CP 3 customs declarations (resolution C 42)

In the above resolution, the Rio de Janeiro Congress instructed the Consultative Council for Postal Studies "to carry out a thorough study of the entire problem of methods of dispatching the C 2/CP 3 customs declaration accompanying postal parcels and to submit the results of this study and any proposals arising therefrom to the next Congress", while the EC was to have put before it, in due course, the parts of the study coming within its purview. This study was included in the CCPS work programme as study 532 and was conducted as an inquiry by Switzerland, the coordinating country. After consideration by the CCPS and the EC, the report was submitted to the Contact Committee. The conclusions reached by the Contact Committee aimed at giving tangible form to the introduction in the Acts of the UPU, on an equal footing, of the two methods of dispatching C 2/CP 3 customs declarations for postal parcels:

a the obligation to transmit the documents attached to each parcel in accordance with a specific method;
b the obligation to transmit the documents with the CP 11/CP 20 parcel bill or, if the administration of destination so requests, the obligation to transmit them attached to each parcel in accordance with a specific method.

The administration of destination will thus have the right of requesting that the documents be dispatched in a way that best suits the customs clearance method in force in its country.

In addition, the EC approved the creation of an adhesive transparent envelope for the transmission of documents accompanying parcels, the use of which would be optional. Proposals 5501.1, 5506.1, 5518.1, 5519.91, 5520.1, 5905.91 and 5905.92 have been prepared as a consequence of these decisions.

The EC also approved the CCC-UPU Contact Committee's suggestion to enlarge column 14 "Tariff No" of the C 2/CP 3 customs declaration and, consequently, adopted proposal 2902.1 prepared for that purpose.

xii Consideration of the customs practice of adding postage charges to the value of the merchandize in order to arrive at the total value for assessment of duties and taxes

The EC noted the statement by the CCC Permanent Technical Committee (PTC) according to which that question did not come within its purview or that of the Contact Committee, but was a matter for national customs regulations, ie the international customs assessment system applied by each country (GATT agreement or Brussels Value Definition). However, the CCC informed the CCC-UPU Contact Committee, at its tenth meeting, that this matter had been submitted to the CCC Valuation Directorate to study the measures which might possibly be taken within the framework of the valuation instruments.

xiii Supplementing the wording in box 5 of the C 2/CP 3 form (front) in such a way that the opening of the item is expressly authorized by the sender (proposal 2902.4) – Decision C 94

The EC endorsed the conclusion of the Contact Committee which considered that the arguments which had led Rio de Janeiro Congress Committee 7 (Parcel Post) to reject this proposal were still valid and that the problems raised could be solved at national level.

xiv Proposal for amending article 105 of the Detailed Regulations of the Postal Parcels Agreement (India)

This proposal suggests making provision for green, blue and red wrapping for items containing live plants, dangerous insects and life-saving drugs and medicines respectively. Because of practical difficulties, in particular possible confusion with wrappings bearing blue airmail labels and red express labels, the Contact Committee advocated seeking a solution in the field of the labelling of the parcels instead. The conclusions of the study carried out on this matter resulted in the creation of a light green label bearing, in black, the symbol proposed by the WHO and the inscription "Médicaments urgents" (Urgent medicines) in French, which would be affixed to all urgent consignments of medicines. The creation of such a label involves amendments to article 105 of the Postal Parcels Agreement and article 118 of the Detailed Regulations of the Convention (proposals 2518.1 and 5505.3).

xv Reconstitution of the CCC-UPU Contact Committee

In view of the close cooperation which had developed between the UPU and the CCC and the tangible results already achieved, the Executive Council proposes that the Contact Committee should be reconstituted after the Hamburg Congress (proposal 2000.10).

3.2.3.2 **Letter Post**

17 *Special charges* (resolution C 14). Instructed to study the possibility of applying the internal tariff to the various services subject to the special charges laid down in article 24 of the Convention, while bearing in mind all the aspects connected with the subject, the Executive Council carried out a consultation the results of which revealed that most postal administrations do not favour systematic assimilation of the special charges in the international service to those of the internal service but come out in favour of retention of the maximum charges in the Convention. As regards those for which the maximum rate is laid down in the Convention and which, in general do not exist in the internal service (presentation to customs charge and charges relating to items free of charges and fees) they think that they should continue to be laid down in the Convention. On the basis of these results, the EC decided, on the one hand, not to amend article 24 of the Convention and, on the other hand, to endorse proposal 2311.4 (submitted by the Nordic countries at the Rio de Janeiro Congress but deemed unreceivable by the latter because it was submitted out of time) while instructing the International Bureau to put it into suitable form. The EC thus approved proposal 3303.1 which forms paragraph 2 of article III in the Final Protocol to the Convention, the title of which has been amended accordingly.

18 *Rules for payment* (resolution C 45). With a view to determining effective means of expediting payment for the various international postal services, the EC consulted member countries. Although the latter were concerned by the delays in payment, they considered that the existing multilateral offset systems are satisfactory and that the regulation period for the preparation, transmission and acceptance of accounts are suitable. On the other hand, they consider the system of instalments to be not really worthwhile. That being the case, the EC decided to continue the study from the point of view of improving the situation by training activities in the technical cooperation field which would be conducted both on a bilateral and an international basis through the International Bureau and on the basis of a specific action programme to be implemented from 1985. It therefore adopted the recommendation contained in proposal 3500.1.

19 *International high-speed mail* (resolution C 87). Study on collective items. In that resolution, the Rio de Janeiro Congress instructed the Executive Council "to study the services operated by a number of countries under the names of Datapost, Express Mail, Postadex, etc, and to report to the next Congress on the possibility of applying them to the international postal services".
From its 1980 session, the EC considered that the expression "collective items" was not explicit and might lead to confusion. It therefore replaced it by "international high-speed mail". The information collected as a result of an initial inquiry was contained in a report (CE 1981/C 4 – Doc 19) prepared by Brazil. It was considered sufficiently complete to enable countries wishing to introduce such a service to refer to it. That report was therefore distributed (circular letter 3370.11(B 2)860 of 31 July 1981) to all administrations together with a basic document prepared by a group of countries operating an EMS service entitled "Guide for the use of administrations wishing to participate in an international express mail service (EMS)".
The second report also prepared by Brazil on the basis of comments and suggestions from administrations on the above-mentioned guide advocating continuation of the study with a view to including provisions concerning international high-speed mail in the UPU Acts, was considered by the 1982 EC which, however, considered it premature to regulate the service at UPU level, since it is a service which is in full development and subject to frequent changes. Consequently, it decided not to continue the study on international high-speed mail. However, at its 1983 session, the EC approved a proposal submitted by the administration of Qatar under which the International Bureau is instructed to gather information on the development of international high-speed mail in member countries with a view to making it available to administrations that asked for it (decision CE 2/1983, circular letter 3370.11(B 2)1910 of 21 September 1983).
The EC took note of the work done by the International Bureau within the framework of their mandate, as well as that at present being done in the EMS Coordination Committee and which might result in the submission of a proposal to the Hamburg Congress.

20 *Basic letter-post charges.* At its May 1982 session, the EC instructed the International Bureau to carry out the usual consultation to establish the level of the basic charges to be submitted to the Hamburg Congress and, at the same time, postponed until the following year consideration of a document submitted by Argentina. That document aimed at fixing these charges on the basis of the actual costs, and also aimed at establishing a reliable mechanism for updating the charges between Congresses.

At the 1983 session, in view of the results of the International Bureau's consultation, Argentina stated that it no longer considered it advisable to undertake the study which it had suggested. That consultation enabled the International Bureau to propose the four possibilities of increase set out below. However, considering that those four possibilities had been established on the basis of the results of the consultation and had not been brought to the attention of administrations because of this, the EC instructed the International Bureau to carry out a new consultation on the level of the basic charges, taking account of the results of the first consultation, ie the four possibilities of increase suggested. The results of this second consultation, in which 99 administrations took part, can be summarized as follows:

A. New basic charges to be submitted to the next Congress

a	for the first possibility: increase of 50 percent in the basic charges for letter post items	50 administrations	(50.5%)
b	for the second possibility: increase of 50 percent in the basic charges for letters and postcards and of 62 percent in those for printed papers and small packets	17 administrations	(17.2%)
c	for the third possibility: increase of 50 percent in the basic charges for letters and postcards and increase in charges for the weight steps for printed papers and small packets in the same proportion as that existing between the weight steps for letters, on the basis of a 50 percent increase for the first weight step	10 administrations	(10.1%)
d	for the fourth possibility: increase of 50 percent in the basic charges for letters and postcards and increase in the charges for the weight steps for printed papers and small packets in the same proportion as that existing between the weight steps for letters, on the basis of a 62 percent increase for the first weight step	17 administrations	(17.2%)
e	for other suggestions not included in the questionnaire	5 administrations	(5%)
		99 administrations	(100%)

B. Increase or reduction of the basic charges

In view of the results of the consultation, the maximum increase of 100 percent and the maximum reduction of 70 percent should be retained.

C. Retention of article III of the Final Protocol to the Convention

It is proposed to retain article III.

D. Consequence of using SDR

In addition, the EC considered the document submitted by France on the consequences of introducing SDR in the Acts, the conclusions of which differ from those of the study carried out by the International Bureau. They show in particular that the present basic charge is still valid. However, to cope with future unforeseeable developments, application of a 20 percent increase is proposed.
In the light of the International Bureau's analysis on the basis of the results of the consultation and the conclusions drawn from the study by France on the consequences of the introduction of SDR in the Convention, the EC finally decided to submit the following three proposals to the Hamburg Congress:

i Increase of 50 percent in the basic letter-post charges (International Bureau study).
ii Increase of 50 percent in the basic charges for letters and cards and of 62 percent in those for printed papers and small packets (International Bureau study).
iii Increase of 20 percent in the basic letter-post charges (proposal by France).

Furthermore, the International Bureau was instructed to prepare for Congress a document on this subject which would also reflect the discussions that had taken place in the Executive Council. This document is Congress – Doc 19.

21 *Other questions dealt with.* The EC considered the document submitted by the International Federation of the Periodical Press (FIPP) with a view to creating a new category of correspondence item which could be called "Periodical Press". Considering it important that major users' organizations should have the opportunity of expressing their views to the UPU, the EC instructed the International Bureau to reply to that effect to the FIPP, to send it the preliminary study which it had carried out and to inform the CCPS of any reactions on the part of the Federation.

3.2.3.3 Transit charges and terminal dues

22 *Transit charges (resolutions C 28 and C 36).* The 1980 EC entrusted the International Bureau with the updating of the scales (point i of resolution C 28). For the study of the other points of the two resolutions concerning transit charges, the 1980 EC set up a Working Party (WP 2) consisting of Argentina, Egypt, Great Britain, India, USSR, United States of America (reporting country) and Yugoslavia.
As reporting country, the United States of America undertook the study, submitting a work plan to the members of WP 2 for approval and subsequently finalizing a questionnaire with the aim of obtaining the opinions of the postal administrations on the right method to use for fixing the transit charge scales. This questionnaire was sent out to all postal administrations in October 1981.
WP 2 held a meeting on 29 April 1982.
The report submitted by the Working Party to Committee 5 of the 1982 EC showed, among other things, that the majority of the 54 countries which had replied (29 to 25) favoured the idea that the prices actually paid to the national carriers should be the basis for establishing the "transport costs" component of the transit charges, rather than using the commercial price for the transport of commodities, which is the current practice.
The 1982 Executive Council decided, in turn, to keep the present method, but requested that the "transport costs" component of the scales should henceforth be calculated on the basis of the prices actually paid for the transport of mail proper. The calculation using the price of the commercial transport of commodities comparable to mail was considered to be no longer suitable. In view of this decision, the 1983 EC adopted the draft resolution which is the subject of proposal 3000.1.
In addition, in the consultation on the system of establishing the transit charges, two questions were put to administrations on the possibility of amending article 61 of the Convention to bring it into line with the present practice. Twenty-five administrations were for, and 23 against, amending article 61 of the Convention. Thirty-two administrations were for, and 14 against, introducing new provisions in the Convention enabling conveyance costs to be settled direct between the shipping countries and the administrations concerned. In view of these results, the 1982 EC instructed the International Bureau to submit to the EC a draft propsal for amending article 61 of the Convention.
The five draft proposals prepared on this subject were approved by the 1984 EC (proposals 3061.1, 3061.91, 3065.91, 3065.92 and 3570.3).
The 1984 EC also took note of a document prepared by the International Bureau about the more frequent publication of the General Liquidation Account of transit charges and surface-mail terminal dues, and approved the draft proposals relating thereto (proposals 3065.4, 3581.4 and 3582.2).
As regards the calculation of the new scales of transit charges, a draft Congress – Doc 9 was submitted by the International Bureau and approved by the 1984 EC, which decided to instruct the International Bureau to supplement it and submit to Congress the three variants of the scales calculated, namely:
- on the basis of the prices for the transport of the 15 commodities comparable to mail (proposal 3061.3);
- on the basis of the prices actually paid for the transport of mail (proposal 3061.4);
- on the basis of the prices actually paid for the transport of mail, with a coefficient of increase which takes account of the development, corresponding to half the five-year period 1978–1983, of the actual prices for the transport of mail, as well as of postal costs (proposal 3061.5).

In addition, taking account of the anomalies found by the International Bureau when calculating the new scales, the 1984 EC approved the draft resolution which is the subject of proposal 3061.2, asking the EC to update for the 20th Congress the scales adopted by the Hamburg Congress and to review the methodology currently being used to eliminate the distortions resulting from the application of the present method to the calculation of the scales and to examine whether all the distance steps of the scales are still valid.

23 *Terminal dues (resolution C 35 and part of point c of resolution C 36).* To conduct this study, the 1980 EC set up a Restricted Working Party representative of the interests of all the countries (WP 3), made up

of Argentina, Brazil (reporting country), France, Kenya, Spain, Thailand, USSR and United States of America. WP 3 held eight meetings in Berne, on 31 October 1980, 2 May 1981, 21 October 1981, 18 to 21 January 1982, 29 April 1982 (followed by an additional meeting on 6 May), 8 November 1982, 28 April 1983 and 5 to 9 December 1983.

At its second meeting the Working Party took note of the comments submitted by certain administrations on the methodology proposed by Brazil (reporting country) at the first meeting. This methodology stems from the definition of the equivalence principle which originates in the concept of equilibrium of mail flows: two mail flows are in equilibrium if, for every item sent from country "A" to country "B", a corresponding identical item is sent from "B" to "A". The origin of the payment of terminal dues lies in the non-existence of this condition of equilibrium in the relations between postal administrations.

After discussions which had taken place on this subject, the 1981 EC decided that the work should continue on the basis of the equivalence principle, without excluding other possibilities, centering in particular on costs.

At its third meeting, WP 3 considered a document by the reporting country dealing with statistical pilot research undertaken by Brazil on the basis of its exchanges with 80 countries with the aim of assessing the financial implications of several formulations with a view to payment of terminal dues. At that meeting there was a consensus on continuing the study according to the equivalence principle, but the United States of America, which suggested the idea of also resuming the previous Working Party's study as regards the costs aspect, was assigned that aspect of the study.

The most important results of the fourth and fifth meetings of WP 3, which were subsequently approved by the 1982 EC, were:

a the model instruction manuals proposed by the reporting country for use as the basis for carrying out a global sampling programme were finalized:
   - the instruction manual for carrying out a simplified sampling programme in which all Union member countries would participate was intended to obtain data representing the proportions and average weights for each category of item;
   - the instruction manual for carrying out a detailed sampling programme makes it possible to determine the distribution of the countries' traffic by category of item, on the basis of the actual weight of each article according to the weight steps laid down in article 19 of the Convention; a representative sample of the Union's member countries, consisting of 20 countries, was to participate in this programme, the results of which would be applied to all the countries according to regressive structures established in accordance with the functional relations obtained;

b the minimum size of the sample, in number of bags, was fixed so as to make the results of the study representative;

c the period from 15 November 1982 to 15 May 1983 was chosen for the sampling, which was to cover a total of 24 daily traffic analyses;

d the questionnaire prepared by the United States of America on the costs aspect relating to the calculation of terminal dues rates was finalized.

At the sixth meeting of WP 3, the reporting country introduced an additional form in the instruction manuals with the aim of collecting information about the total volume of countries' mail flows while the sampling was being carried out, in order to calculate the actual sampling rates. In addition, the Working Party defined the methods of presenting the results of the study. Also at that meeting, the United States of America submitted the first results of the supplementary study on the costs aspect and France proposed making a study to lay down the conditions for the possible application of an exceptional procedure for determining bilateral rates of payment of terminal dues.

The results at which the Working Party arrived at the seventh meeting, and which were subsequently approved by the 1983 EC, were as follows:

a The paper by the reporting country (Brazil) on the progress of the study based on the equivalence principle – in particular the participation of the countries in the sampling being carried out – and the table of the planned results were adopted;

b the draft report submitted by the United States of America on the study relating to the costs aspect should be sent out to all the 72 participants to check the figures expressed in SDR according to the conversion made by the reporting country at the exchange rates in force on 30 September 1982;

c France remained instructed to continue with its work concerning an exceptional bilateral procedure for terminal dues, leaving open the possibility of negotiation for countries wishing it.

At its eighth and final meeting, WP 3 considered the final report of the study based on the equivalence principle, containing the results of the sampling and several variants of terminal dues rates, as well as the final report of the study on the costs aspect. It found that the results of the two studies were compatible and

to a great extent confirmed each other. At this meeting WP 3 also examined the conditions under which an exceptional bilateral procedure for determining the terminal dues rates could be put into operation.
At the end of its work, the Terminal Dues Working Party made its final recommendations. Committee 5 left it to the 1984 EC to take up a position on these recommendations, as well as on the way in which the final report of the terminal dues study should be presented to Congress.
At the end of its discussions and taking into account the observations made by countries in plenary session, the Executive Council:

i considered that the equivalence principle had already been adopted at its previous sessions as a valid method for determining the terminal dues rates;
ii approved the procedure for applying the equivalence principle in accordance with the recommendations of the Working Party, namely:
  a establishment of world average rates per kg;
  b calculation of separate rates for LC, AO and M bags on the basis of the composition of the mail determined during the world sampling carried out between November 1982 and May 1983;
  c use, for calculating these rates, of the price system in force, made up of the basic charges of the Convention and the median of the rates for special services applied by the administrations;
iii came out in favour of stabilizing the rates between Congresses, ie of not modifying the rates fixed by the Hamburg Congress until the following Congress;
iv left it to Congress to decide on the advisability of using inflation as a method of fixing the terminal dues rates;
v adopted a draft resolution providing the legal basis for the principles for determining the terminal dues rates (proposal 3000.4);
vi took note of the results of the study on the costs aspect;
vii approved the draft proposal to amend article 62 of the Convention, resulting from the above decisions (proposal 3062.4).

The proposals stemming from the study conducted by France on the possible introduction of an exceptional procedure for the calculation of bilateral rates of payment for terminal dues were not considered by the Executive Council, as France had said it would not present them to Congress and no other EC member country had expressed a wish to take them over.
The International Bureau was instructed to prepare the Executive Council report for the Hamburg Congress on the results of the terminal dues study (Congress – Doc 10).
Still on the subject of terminal dues, the 1984 EC considered the conclusions of Committees 4 and 5 on a document prepared by the International Bureau concerning a study carried out on the suggestions made by the International Federation of the Periodical Press to the 1983 EC.
The International Bureau was instructed to inform the FIPP of the result of the preliminary study carried out. The CCPS will study the FIPP's suggestions in the framework of a study which it has adopted in its minimum work programme for 1984–1989.

24 *System of statistics (resolution C 62 and decisions C 64 and C 65).* To carry out the studies stemming from the resolution and decisions of the Rio de Janeiro Congress concerning the system of statistics for assessing the weight of mail with a view to the preparation of liquidation accounts for transit charges and terminal dues, the 1980 EC set up a Working Party (WP 1) comprising Argentina (reporting country), Chile, China (People's Rep), Czechoslovakia, France, India, Ivory Coast (Rep) and United States of America.
WP 1 held two meetings (1 May 1981 and 20 October 1981).
Following two inquiries, the following trends emerged:

– the system should be the same for transit charges and terminal dues;
– the present system should be replaced by another system; the final result of the inquiry on that aspect was as follows:
  – in favour of a new system: 59 percent;
  – in favour of the present system, improved: 41 percent.

The variants submitted for the consideration of administrations for the choice of a new system may be classified in two groups:

– system based on the actual weight of the mails;
– other systems of assessing the volume of traffic, mostly based on the actual number of bags and their classification by rate and weight categories.

During the discussions at the 1982 EC, objections were raised as to the possibility of adopting a system based on the actual weight of dispatches in view of the extra work which the systematic weighing of the bags would give the dispatching offices. Doubts were even expressed on the possibility of making a permanent

breakdown of bags by rate and weight categories. On the basis of a suggestion by the reporting country, submitted as a compromise between the present system and the actual weight system, the 1982 EC instructed the reporting country to prepare – in cooperation with the International Bureau – a document dealing with the following two variants:

a permanent counting of bags classified by rate and weight categories;

b permanent counting of bags and determination of the proportions of the rate and weight categories on the basis of an annual one-month statistical operation.

In the light of the diverging opinions expressed during the discussions, the 1983 EC postponed taking a decision until 1984. It again instructed Argentina and the International Bureau to refine systems a and b, bearing in mind the observations and suggestions made by several administrations, and the decisions stemming from the work of the Terminal Dues Working Party.

In addition, in compliance with Rio de Janeiro Congress decision C 64 and on the basis of the views expressed by administrations during the consultations, the 1983 EC decided to retain the present wording of article 65 of the Convention, thus leaving administrations the option of accounting for terminal dues for surface mail conveyed by air on the basis of the actual weight.

The reporting country and the International Bureau submitted the following variants to the 1984 EC:

i Systems for determining the weight of surface mail in transit and in imbalance, so as to permit payment of terminal dues according to the rates at present established for LC/AO mail and for M bags.
In addition to systems a and b, a new system c, based on permanent counting of bags classified by rate categories and on determination of the proportions of weight categories on the basis of an annual one-month statistical operation was developed.

ii Systems for determining the weight of surface mail in transit and in imbalance, to permit the payment of terminal dues according to the three rates (LC, AO and M bags) recommended by WP 3.
In addition to adapting the forms for the three systems, a, b and c for separate entry of LC, AO and M bags, two improved variants of system c were developed:
   c 1 permanent counting of LC/AO bags and M bags and determination of the average weight of the bags in each of these two groups, as well as the proportions by weight of the LC and AO, on the basis of the actual weight of the bags classified by rate categories (LC, AO and M bags) in a statistical operation;
   c 2 permanent counting of LC/AO bags and M bags and determination of the average weight of the bags in each of these two groups, as well as the proportions by weight of the LC and AO, on the basis of a classification of bags by rate categories (LC, AO and M bags) and by weight categories in a statistical operation.

iii To enable the weight of airmail in imbalance to be determined separately for LC, AO and M bags, a statistical system was also devised in order to determine the proportions by weight of LC and AO in the whole of the LC/AO mail conveyed by air.

The 1984 EC instructed the International Bureau to prepare a report for Congress (Congress – Doc 11) dealing with the two systems (a) with separation of LC and AO and system c 1, taking account of the Committee's recommendations, namely:

a adoption of a payment exemption threshold of 1000 gold francs instead of 100 kg in settling terminal dues accounts (Convention, article 65, and Detailed Regulations, article 183);

b observation of the following rules in the application of the system to be adopted:
   – preparation of statements of weights of mails by the administration of destination of the mails;
   – taking of annual statistics over a thirty-day period, if system c 1 is adopted;
   – permanent non-separation of LC and AO in different bags if system c 1 is adopted;

c compatibility between the system to be adopted for determining the proportions by weight of LC and AO in the airmail and the system adopted for surface mail.

If system (a) is adopted, Congress would also have to make a decision on the possible adoption of a fourth category of weights of bags and on the average weights to be adopted for each of the categories.

In addition to Congress – Doc 11, the International Bureau was also instructed to prepare the proposals for amending the Convention, its Detailed Regulations and the forms relating to the introduction of each of the two variants (a) and (c 1). These proposals are numbered as follows:

System a: proposals 3061.6, 3062.5, 3065.5, 3066.1, 3501.1, 3556.1, 3562.1, 3569.91, 3569.92, 3570.4, 3571.1, 3572.3, 3573.3, 3574.91, 3574.92, 3575.1, 3576.1, 3577.1, 3577.92, 3578.5, 3578.91, 3578.92, 3578.93, 3578.94, 3578.95, 3578.96, 3579.4, 3580.3, 3580.91, 3581.5, 3583.2, 3583.91, 3584.2, 3585.2, 3912.1, 3915.1, 3917.2, 3917.3, 3920.1, 3920.2, 3921.1 and 3921.2.

System c 1: proposals 3061.7, 3062.6, 3065.6, 3066.2, 3501.2, 3556.2, 3562.2, 3569.93, 3569.94, 3569.95, 3569.96, 3569.97. 3570.5, 3571.2, 3572.4, 3573.4, 3574.8, 3574.93, 3574.94, 3574.95, 3575.2, 3576.2, 3577.2, 3577.91,

3577.93, 3578.6, 3578.97, 3579.6, 3579.91, 3580.4, 3580.92, 3581.6, 3583.3, 3584.3, 3585.3, 3912.2, 3912.91, 3912.92, 3915.2, 3915.91, 3915.92, 3917.4, 3917.5, 3920.3, 3920.4, 3921.3, 3921.4, 3928.2, 3957.1, 3953.3, 3955.3, 3915.93, 3915.94, 3915.95 and 3962.3.

3.2.3.4 **Airmail**

25 *Revision of basic airmail conveyance rates (resolution C 30).* In addition to the work on the different methods and approaches covered by resolution C 30, the Executive Council was called on to consider a request from the IATA in 1980 for an urgent re-evaluation of the basic rate of 1.74 g fr per tonne-kilometre adopted by the Rio de Janeiro Congress. Although the idea of an immediate adjustment was not proceeded with, it nevertheless led to the adoption of a new programme of studies on the possibility of obtaining a basic rate on the basis of the present rate according to a method of indexing and on the advisability of introducing into the Acts a procedure enabling this rate to be adjusted between Congresses according to the same indexing method.
None of the studies covered by resolution C 30 provided a method of fixing the payment for air conveyance of mail. In particular, the idea of establishing a rate linked to airfreight tariffs was abandoned in view of the difference between the published tariffs and those actually applied. Comparison with airline airfreight revenue appeared to offer a more valid basis. However, IATA was unable to supply data on revenue relating to the different categories of airfreight which would have made it possible to draw conclusions on this matter. Nevertheless, the Executive Council adopted as a reference point the fact that (according to the latest ICAO statistics), the average unit operating revenue from mail is 50 percent higher than the revenue from freight. For its part, IATA remained attached to a rate linked to the development of airline unit operating costs. On the basis of ICAO statistics (for 1981) the Association stated, in a letter of 11 February 1984, that the present rate of 1.74 gold francs per tonne-kilometre should be raised, from 1 January 1985, to 1.98 gold francs and that the next adjustment should take place on 1 July 1988, again on the basis of airline unit costs.
At its 1984 session, the Executive Council (which had already expressed doubts about the advisability of indexing the airmail rate to airline operating costs) took the view that the rate increase requested by IATA was not justified. In particular, reference was made to the difference between the "mail" and "freight" unit revenues and to the fact that the mail is often conveyed at rates below 1.74 gold francs. At the meeting of the IATA-UPU Contact Committee on 1 March 1984, IATA urgently requested the UPU to review its position, making reference in particular to the situation which could arise if the rate of 1.74 gold francs were to remain unchanged until 1990–1991 with no UPU body being empowered to review and, if need be, adjust it. Nevertheless, the Executive Council decided to keep the rate of 1.74 gold francs throughout the entire period of validity of the Hamburg Congress Acts.
Details of the different studies carried out by the Executive Council are set out in Congress Doc – 17. As regards the continuation of the work after the Hamburg Congress, see proposal 4000.6.

26 *Principle and method of calculating internal air conveyance dues (resolutions C 31 and C 39).* According to these resolutions (dealing with airmail correspondence and air parcels respectively), some administrations are not willing to pay the additional charges arising from the air conveyance of their mails inside the country of destination, and this can affect the quality of the airmail service. The Executive Council was therefore instructed to study the principle and method of calculating the internal air conveyance dues published in the AV 1 List with a view to clarifying and simplifying them.
The Executive Council considered this problem from three aspects, taking into account the replies to a questionnaire sent out in August 1980:
a possibility of developing free air conveyance or making it general practice;
b method of calculating the weighted average distance of internal air conveyance;
c level of remuneration paid to the airlines for internal air conveyance.
As regards free internal air conveyance, the results of the consultation showed that it would not be possible to envisage the introduction of universal free conveyance, a solution which, of course, would resolve all the problems raised by resolutions C 31 and C 39. The Executive Council also rejected the idea of an action aimed at encouraging administrations to extend reciprocal free conveyance agreements, preferring to leave it to them to reconsider their situation and to take the necessary measures.
As regards calculating the internal air conveyance dues, particularly the weighted average distance, the consultation did not reveal the existence of major difficulties. Suggestions to supplement the calculation

examples provided in the Annotated Acts (volume 2) and to authorize the International Bureau to check the justification for the calculations were not adopted.
As regards the level of the remuneration paid to airlines, the rates per kilogramme (unit prices) published in the AV1 List are almost always based on the maximum basic rate which suggests that the administrations concerned do not always observe the principle that the dues collected from other administrations may not exceed those which are actually paid for such conveyance. The inquiry did, however, show that in many cases the level of remuneration paid for internal air conveyance is even higher than the maximum international rate.
In conclusion, as the consultation did not provide significant enough information, the Executive Council did not consider it necessary to change the present system.

27 *Payment for transit à découvert (resolution C 33).* The aim of resolution C 33 is to consider the advisability of modifying the present rate of increase of 5 percent applicable to payment for transit à découvert. The results of a consultation carried out in August 1980 did, however, reveal that the present percentage is considered to be satisfactory by the majority of administrations.
At its 1980 session, the Executive Council, however, considered it useful to extend the scope of the study to take in other aspects of the transit of à découvert airmail correspondence. This work resulted in the following proposals:
- limit as far as possible the number of double transmissions in transit à découvert by laying down as a rule the transmission of such correspondence to an administration which makes up the closed airmail dispatches for the administration of destination (see proposal 4608.1). For the same purpose, an appropriate note has been placed at the top of the alphabetical index of heading III C of the AV 1 List;
- recommend administrations to reduce the number of average rates per group of countries of destination (see proposal 4000.2);
- introduce a standard procedure to settle the case in which an administration finds it impossible to carry out the statistical operations during the period laid down in article 210, paragraph 1, of the Detailed Regulations of the Convention (see proposal 4617.2).

The Executive Council also considered a suggestion from India to raise from 50 to 100 grammes the exemption threshold laid down in article 211, paragraph 1, of the Detailed Regulations with regard to the weight of missent airmail correspondence originating from the same office of exchange. A special consultation carried out on this matter in October 1981 showed that 60 percent of administrations favoured this simplification. At its 1982 session, the Executive Council decided to maintain the status quo, in particular to avoid unfavourable effects on the quality of the sorting.

28 *Liquidation account of air conveyance dues for airmail correspondence in transit in 1981.* At its 1980 session, the Executive Council had to deal with the procedure to be followed for the liquidation account of air conveyance dues for airmail correspondence in transit à découvert in 1981 as the statistical operation had to take place from 2 to 15 May 1981 whereas the separate average rates for LC and AO were to be replaced on 1 July 1981 by a single LC/AO rate (because of the adoption of a single basic rate for the three categories of mail). The solution adopted by the Executive Council was:
- to take the statistics from 2 to 15 May as planned and apply the multiplier 26 in the normal way;
- divide the total weight thus obtained by two and apply the corresponding average rates to each half.

(See resolution CE 4/1980.)

29 *Priority accorded to mail by the airlines (resolution C 34).* Resolution C 34 gives the Executive Council two tasks, namely:
a to re-examine, with IATA, the 1948 agreement concerning the priority accorded to airmails;
b to study the advisability of including the principle of such priority in the Acts of the Union.

a *Revision of the 1948 agreement*

At its 1980 session the Executive Council finalized a draft revised text taking account of the application, from 1 July 1981, of a single basic rate for LC/AO/CP items. However, IATA informed the UPU (in a letter of January 1981) that it could not commit its members in the long term as regards priority conveyance until the UPU had completed its study on the possibility of adjusting the basic air conveyance rate (see paragraph 25 above). Meanwhile, IATA proposed, as a provisional measure, the degree of priority referred to in IATA's

letter to the Chairman of the Executive Council in June 1979 (reproduced as annex 1 to Congress – Doc 23/Add 1 of the Rio de Janeiro Congress).
At the 1981 EC session several delegations opposed acceptance of IATA's interim offer – the terms of which were less favourable to the UPU than those envisaged by the Executive Council in 1980 – pointing out that the fate of priority should not be linked to that of the basic air conveyance rate. Other delegations thought that it would be realistic to accept IATA's offer which, after all, contained the essential features of the different texts proposed.
In conclusion, the Executive Council postponed a decision on the subject, it being understood that from 1 July 1981, administrations should continue to reach agreement with the airlines at national level on the basis of the 1948 agreement (see International Bureau circular 192/1981).

b *Inclusion of the priority principle in the UPU Acts*

The Council considered it useful to supplement article 75 of the Convention with a view to strengthening the situation of administrations with regard to the airlines at national level (see proposal 4075.1).

30 *Possibility of assembling the texts of the IATA-UPU Agreements in an ad hoc document.* In 1980, the Executive Council received favourably a suggestion by the International Bureau to assemble in a special document the texts of the different agreements made between the UPU and IATA (priority, return of empty airmail bags, the practical application formula regarding direct transshipment of airmail, etc) to make them more accessible to administrations.
Consequently, the International Bureau contacted the IATA Secretariat, which was also in favour of the project. However, in view of the difficulty of finalizing quickly the main IATA-UPU agreement, namely that on priority (see paragraph 29, a), the Executive Council decided in 1981 to hold the question in abeyance for subsequent consideration in due course.

31 *Maximizing the air conveyance of mail (resolution C 73 and decisions C 69, C 75 and C 97).* Resolution C 73 refers to the pursuit, with ICAO and IATA, of maximization work in order to help administrations in overcoming obstacles to the introduction of maximization systems at national or regional level.
The various tasks arising from this resolution, as well as those covered by decisions C 69 and C 75 (creation of special labels for surface airlifted mails) were therefore entrusted to the joint IATA-UPU bodies. The results of this work are set out in Congress – Doc 16 and proposals 4000.5, 4597.1, 4597.2, 4908.91, 5520.3/Rev 1 and 5924.91/Rev 1.
Decision C 97 concerns the possibility of inserting in the Acts of the Union the principle of the right of the transit administration to collect the costs caused by the reforwarding of surface mail – and possibly to fix the level of remuneration between administrations for this type of reforwarding.
At its 1983 session the Executive Council considered the possibility of including minimum regulations on the basis of a draft prepared by the International Bureau aimed at placing together in two new sections (in part III of the Convention and its Detailed Regulations) all the provisions concerning "surface airlifted mail". The final draft of these regulations, and the adaptations to be made to the Postal Parcels Agreement, were approved by the Executive Council in 1984 and are the subjects of proposals 4000.7, 5004.4, 5515.91 and 5522.1.

32 *Shipping dangerous items by post.* The Executive Council had to deal with this question from the following three aspects:
a Measures to exclude dangerous items from the post.
b Shipping perishable biological substances by post.
c Shipping radioactive materials by post.

a *Measures to exclude dangerous items from the post*

Before the Rio de Janeiro Congress, the UPU had taken, in agreement with the WHO and IATA, a number of measures aimed at excluding, as far as possible, dangerous items from postal conveyance, namely:
– inclusion in the "List of Prohibited Articles" of the "List of definitions of prohibited dangerous items" drawn up by IATA;

- preparation of informational measures (slides, posters, brochures intended for users and for postal officials);
- introduction of a warning on the back of the C 1 and C 2/CP 3 forms against inserting dangerous articles;
- amendment of the regulations concerning the make-up of infectious perishable biological substances sent by post (article 119 of the Detailed Regulations of the Convention) and adoption of the special measures set out in recommendation C 68 of the Rio de Janeiro Congress.

IATA, urging the importance of these measures, asked the UPU to remind postal administrations about them and to obtain confirmation of their application from administrations.
The results of the consultation carried out for this purpose appeared to indicate that on the whole the measures concerned do help to exclude effectively dangerous items from the post. No proposal was drawn up by administrations with a view to improving the situation.
At its 1983 session, the Executive Council decided to replace the "List of definitions of prohibited dangerous items" provided by IATA in 1978 by a "List of definitions of dangerous goods prohibited from conveyance by post" drawn up by ICAO in July 1982. This list is based on annex 18 (Safe Transport of Dangerous Goods by Air) to the Convention on International Civil Aviation and the "Technical instructions" accompanying that annex, which henceforth constitute the legal basis as regards the international air conveyance of dangerous items (see proposal 2511.1 and resolution CE 1/1983).

b *Shipping perishable biological substances by post (resolution C 48)*

Resolution C 48 relates to two proposals submitted by the World Health Organization (WHO) shortly before the Rio de Janeiro Congress and which it was not possible to consider, namely:
- the abolition, with regard to *non-infectious substances,* of the condition in article 21 of the Convention that perishable biological substances may be exchanged only between officially recognized qualified laboratories;
- the addition to the UPU provisions concerning items containing *infectious substances* of the following sentence: "Wrappings shall bear on the outside the name, address and telephone number of the competent authority to be notified in case of damage or leakage."

As regards the WHO's first suggestion, the results of a consultation carried out in October 1981 showed a clear majority in favour of maintaining the status quo, motivated by a concern to guarantee the security of postal employees and to prevent abuses on the part of occasional senders. In addition, the absence of any request for liberalization from postal users was noted. The Executive Council consequently decided to retain in the Convention the condition that infectious and non-infectious perishable biological substances may be exchanged only between officially recognized qualified laboratories.
As regards the second matter raised by the WHO, the latter in May 1981 sent the public health authorities of its member countries a circular recommending them to let the postal administrations of their countries have the names, addresses, and telephone numbers of the authorities to be contacted in the event of damage to or leakage of items containing infectious perishable biological substances. For its part, the International Bureau asked postal administrations which admit these items, in circular letter 3410.8(C)639 of 9 June 1981, to contact the national public health and veterinary authorities of their countries with a view to coordinating procedures to be followed in the event of an accident.
The consultation of October 1981 showed that the majority of administrations already had the names and addresses, etc, of the public health authorities to be contacted. Consequently, at its 1982 session the Executive Council decided to consider that the question was settled by the notification of the addresses, etc, as a result of the WHO circular – as well as by the existing provisions on the subject, namely the label referred to in article 119, paragraph 4, of the Detailed Regulations of the Convention.
In another development, the WHO Secretariat informed the International Bureau in July 1982 that the transmission of diagnostic specimens by post was being hindered by the fact that certain administrations did not take part in the exchange of infectious substances. The inquiry requested by IATA concerning the application of the various security measures adopted since 1978 to guarantee the security of postal traffic was therefore expanded to find out the main reasons why some administrations had decided not to operate this optional service.
The replies showed that several considerations were involved (stricter storage conditions introduced by Rio de Janeiro Congress resolution C 68, national legislation, anxiety about the security of postal staff, absence of demand, etc). Informed of the situation at its 1983 session, the Executive Council decided to examine, in agreement with the WHO, the possibility of asking the next Congress to appeal to administrations to take part in this service. As the WHO was favourable to this idea, the Executive Council decided to submit a draft formal opinion on this subject to the Hamburg Congress (proposal 2000.12).

c *Shipping radioactive materials by post*

As part of the revision of its Regulations for the Safe Transport of Radioactive Materials, the International Atomic Energy Agency (IAEA) suggested the abolition of all external marking of postal items containing radioactive materials – because these items were not dangerous. In the view of the IAEA, the white label provided for in articles 121 of the Detailed Regulations of the Convention and 105 of the Detailed Regulations of the Postal Parcels Agreement can be confused with the white label prescribed by the IAEA for items with considerably higher activity; moreover, the wording "radioactive materials" on the UPU's white label can have negative psychological effects on the staff handling these items.
Following an intervention by the UPU representative who in March 1982 attended a meeting of the IAEA Advisory Group for the comprehensive review and revision of its regulations, it was suggested, as a compromise solution, that the white label be replaced by the plain and durable marking on the external packing of the item "Radioactive materials. Quantities permitted for movement by post". This solution, which was approved by the Executive Council at its 1982 session, is the subject of proposals 2521.1 and 5505.1. In addition, the Executive Council in 1984 approved two draft resolutions for the Hamburg Congress (proposals 2000.13 and 5000.4) aimed at applying this new measure in advance when the revised IAEA Regulations go into force.
Moreover, the Executive Council accepted, also in 1982, a proposal by the IAEA inviting the UPU to co-sponsor (with ICAO) a seminar which was held in Vienna from 24 to 27 October 1983 on shipping radioactive materials by post. The basic aim of this seminar was to enable postal administrations to make contact with the shippers and manufacturers of the materials concerned, to satisfy themselves that the materials, dispatch of which by post is admitted under IAEA regulations, presented little danger and to study the need and advisability of expanding this service internationally.
Taking note of the International Bureau report on this seminar, the Executive Council approved the principle of cooperation with the IAEA and the other international organizations concerned with a view to preparing informational material about shipping radioactive materials by post. For this purpose, it instructed the International Bureau to ensure liaison with the IAEA Secretariat and to submit a report on developments in the matter to the next Executive Council.

33 *Settlement of airmail accounts.* At the 1980 IATA-UPU Contact Committee meeting, IATA again raised the question of delays in the payment of airmail accounts which, it said, were still keenly felt by the airlines, and asked for the question to be reconsidered with a view to the application of various solutions, in particular the separation of airmail accounts from other postal accounts and the revision of the different time limits laid down in the UPU Acts for the preparation and acceptance of accounts.
As the more general study on rules of payment covered by resolution C 45 of the Rio de Janeiro Congress did not result in any proposals for amending the Acts (see paragraph 18), the possibilities of giving IATA satisfaction were very limited. Nevertheless, the Joint IATA-UPU Working Party was able to suggest several adaptations aimed at improving the situation somewhat. These suggestions, approved by the Executive Council at its 1983 session, are reflected in proposals 2502.1, 4000.1, 4616.1, 4617.1 and 4911.1).

34 *List of Airmail Distances.* The revision of the List of Airmail Distances, consisting essentially in updating the coefficient of increase (now 4 percent), normally takes place before each Congress. The task of revising the present List was therefore entrusted to the Joint IATA-UPU Working Party, which noted the suggestions made by certain administrations to improve the presentation of the publication. It nevertheless, thought that the revision could usefully be carried out after the Hamburg Congress so that it could be based, for the calculation of the new coefficient, on the most recent air timetables. At its 1983 session the Executive Council agreed to the suggestion of the Joint Working Party to instruct the International Bureau to arrange the timetable for the revision in agreement with the IATA Secretariat.

3.2.4 **Parcel post**

35 *Revision of land and sea rates (resolution C 25).* In this resolution, the Rio de Janeiro Congress instructed the Executive Council:

i to carry out a fresh study on the amount of the outward and inward land rates laid down in article 46 of the Postal Parcels Agreement;

ii to adjust the transit land rates and sea rates laid down in articles 47 and 49 of that Agreement in the event of a revision of the letter-post transit charges;
iii to submit any proposals resulting from these studies to the next Congress.

a *Outward and inward land rates*

After deciding at its first session to maintain the present method of fixing transit rates and sea rates, the Executive Council endeavoured to find a method which offered administrations more freedom than hitherto and which would make it superfluous for them to make reservations in the Final Protocol to the Agreement. In order to reduce or eliminate these reservations, it recommended four measures:
a a fresh increase in the basic rates laid down in article 46 and in the options for applying increases provided for in articles 48 and 54 of the Agreement;
b combining the increase options provided for in articles 48 and 54 by deleting article 54 and making provision for an adequate increase option in article 48;
c allowing complete freedom as regards inward rates;
d allowing limited freedom as regards inward rates, but fixing guideline rates the amount of which would, as hitherto, be proposed by the EC.
Successive consultations showed that administrations were in favour of measure d, which fully met the aims of the study, namely to give administrations more freedom in fixing their outward and inward rates and also to abolish the reservations in the Final Protocol. Consequently, the EC decided to propose to Congress that in future the outward and inward land rates should be given in article 46, paragraph 1, of the Postal Parcels Agreement only in the form of guideline rates which administrations could increase or reduce.
In the light of these results and in view of the fact the rates applied by administrations on the basis of the increase possibilities laid down in the Rio de Janeiro Agreement amount almost to an increase of 100 per-cent over the rates laid down in article 46, paragraph 1 of that Agreement, the EC considered that the amount of the guideline rates to be proposed to the Hamburg Congress should show an increase of 100 per-cent over the rates at present mentioned in article 46, paragraph 1, of the Agreement. The amendments resulting from the application of this measure are set out in proposals 5046.1, 5048.1, 5054.1, 5301.1, 5304.1 and 5305.1.

b *Transit rates and sea rates*

In accordance with resolution C 25, it was decided to adjust these rates by reference to the revised letter-post transit charges and according to the criteria adopted for the present rates (see proposals 5047.1, 5047.2, 5047.3, 5049.1, 5049.2, 5049.3 and 5000.3).

36 *Modification of the principles for fixing transit land rates (resolution C 26).* Instructed in this resolution to find a method of fixing transit land rates which takes better account of the cost of transit operations, in particular by eliminating existing differences in transit remuneration as between surface parcels and air parcels, the EC carried out several consultations the results of which led to the following findings:
– with regard to air parcels in transit à découvert, the majority of administrations came out in favour of collecting a transit land rate at a specific rate per parcel, while considering that a rate of payment of 1 gold franc would be sufficient;
– the possibility of collecting transit rates for closed mails was not regarded favourably, the great majority of administrations opting for keeping the status quo.
In view of these results, the EC decided:
i that air parcels in transit à découvert would be subject to a transit land rate of 1 gold franc (0.33 SDR) per parcel;
ii that article 47 and table CP 21 of the Agreement should be amended accordingly;
iii that the status quo should be maintained for air parcels in closed mails in transit which thus remain excluded from the relevant provisions of the Agreement (article 47);
iv the question of direct transhipment of mails between aircraft of the same airline or of different airlines at one and the same airport was submitted to EC Committee 6, where it was considered within the framework of the IATA-UPU Working Party.
The amendments arising from these decisions are the subject of proposals 5047.4 and 5921.1.

37 *Simplification of the present procedure for allocating rates (resolution C 27).* In this resolution the Executive Council was instructed to continue the work on simplifying the present rate allocation procedure, carried out in implementation of Lausanne Congress resolution C 74. This study therefore dealt mainly with the time and personnel needed to complete the CP 11 parcel bills in accordance with the procedures for allocating rates laid down in article 55 of the Agreement, namely:

a per parcel (detailed advice) (article 55, paragraph 1);
b bulk advice, for each weight step (article 55, paragraph 2);
c on the basis of an average weight per parcel (unit rate) (article 55, paragraph 3);
d per kilogramme of gross weight of the mail (article 55, paragraph 3).

Although research by the reporting country in its own offices confirmed the results obtained in 1978, the EC considered that these results relating to one country only could not be considered as representative. It therefore carried out a fresh inquiry the results of which, – ie the advantages and disadvantages put forward for each of the above-mentioned procedures – showed that it was not advisable to propose the application of any one of them worldwide. As the choice of a procedure depends largely on the level of exchanges, the EC considered that the bulk advice procedure should be maintained and that no amendments to the provisions of the Agreement were necessary. Lastly, at the request of the EC, a detailed description of procedures c and d was given in a document sent out to the administrations of the Union under cover of circular letter 3435(B 2)1483 of 17 June 1983.

38 *Modification of the principles for fixing supplementary charges (resolution C 15).* In this resolution the Rio de Janeiro Congress instructed the EC to study the above question and to propose a homogenous system with simple rules, giving administrations more freedom. The results of a consultation carried out in 1980 showed that the majority of administrations:

– are in favour of the option allowing them to fix their supplementary charges freely, but with maximum limits where these charges can be passed on to the country of origin for returned parcels or to the country of new destination for redirected parcels;
– would like article VI of the Final Protocol to be transferred to the Agreement;
– are satisfied with the present system of fixing supplementary charges which makes provision for maximum charges for the majority of services.

In view of these results and to enable all administrations to cover their operating costs, the EC considered that maximum charges should continue to be laid down in the Agreement but that they would be for guidance only while allowing administrations to fix their own charges on the basis of their operating costs. To this end, the EC decided to take account of proposal 5307.2 submitted by the Nordic countries to the Rio de Janeiro Congress but ruled to be irreceivable because it was not submitted within the regulation time limits. This proposal aims at giving administrations the option of collecting, as an exceptional measure, supplementary charges exceeding the upper limits laid down in the Agreement. The EC therefore approved the amendments made to articles 9, 11 and 14 of the Agreement as well as the transfer, after the adaptation, of article VI of the Final Protocol to the Agreement itself. These amendments are the subject of proposals 5009.1, 5009.2, 5009.3, 5009.4, 5011.1, 5012.1, 5014.1, 5014.2, 5014.3, 5014.4, 5029.1, 5031.1, 5306.1 and 5306.2.

Other questions dealt with

On the proposal of France, the EC carried out a study on the situation of the international parcel-post service in view of the decline in traffic in most countries. Following several inquiries carried out among administrations, it approved the report on this study (CE 1984/C 7 – Doc 21) and its main conclusions, namely:

a to send the administrations of the Union at a later date a comparative table of the different procedures in force in member countries;
b to invite the administrations which had not replied to the questionnaire to do so, in order to supplement the above-mentioned table;
c also to invite all postal administrations to give their users accurate information about the documents needed for speedy customs clearance of parcels;
d to make available to administrations an information system – in the form of a brochure – on all the activities to be undertaken at each stage of the operation of the parcel-post service in order to contribute to its development.

3.2.5 Postal financial services

39 *Dropping of the expression "monetary articles" and use of the term "postal financial services" in the UPU.* The Executive Council noted that the expression "monetary articles" no longer reflected the work of the international postal service in respect of financial operations and that it was not, or was no longer, used at national level and is often replaced by the expression "financial services". Furthermore, the Consultative Council for Postal Studies was already using the expression "financial services" to describe studies relating to questions covered by the definition of the term "monetary articles". The Executive Council was aware of the need for standardization of the terminology of the international postal service, particularly in the work and publications of the UPU, and therefore decided at its 1981 session:

i to replace with immediate effect the title of Executive Council "Committee 8 (Monetary Articles)" by "Committee 8 (Postal Financial Services)";

ii to replace the expression "monetary articles" by "postal financial services" in the proposal to be submitted to the Hamburg Congress as the basis for deciding the number and duties of its Committees.

3.2.5.1 Money orders

40 *Development of monetary articles services in the postal field, particularly the international postal money order service (resolution C 12).* Resolution C 12, instructed the Executive Council "to carry out a study... on defining ways of introducing or developing monetary articles services, particularly the international postal money orders service, in all Union countries".

A preliminary consultation conducted in 1980 showed that the reasons which prevented administrations from introducing monetary articles services or which hampered their development were essentially non-postal and were often connected with legal, economic or institutional considerations peculiar to the various countries.

In order to investigate more closely the nature of these obstacles, a further consultation was conducted among administrations which had not yet introduced the money orders service at national or international level. The replies to this consultation confirmed that the difficulties experienced were often linked to non-postal legal or economic considerations. In some cases, the difficulties reported were the result of the general level of postal development.

On the basis of the concerns expressed by administrations which replied to this consultation, a new questionnaire was sent to administrations which had managed to overcome similar difficulties in order to find out what solutions they had adopted so as to enable the administrations of the first group to benefit from this knowledge and to identify the action to be taken. On the basis of the results obtained, the Executive Council advocated the following measures at its 1983 session:

a to propose that the Hamburg Congress:
   - invite administrations to take various measures to promote the international postal money orders service (proposal 6000.1);
   - instruct the Executive Council to undertake, jointly with the International Bureau, a substantive revision of all the Agreements concerning the postal financial services (proposal 6000.2);

b to instruct the International Bureau:
   - to make the widest possible use, within the framework of technical cooperation, of the facilities offered by the intercountry postal schools and by the postal administrations which are prepared to accept trainees from other countries for initial training courses or for further training in the postal money orders sector (decision CE 15/1983);
   - to distribute the results of the above-mentioned consultation to administrations, requesting those among them which had not yet signed the Money Orders Agreement to consider, as of now, signing it at the Hamburg Congress (decision CE 5/1983). With this purpose in mind, the International Bureau sent out circular letters 3450.4(C)1400 of 3 June 1983 and 3450.4(C)1920 of 23 September 1983.

41 *Money order telegrams and giro transfer telegrams (formal opinion C 21).* In this formal opinion, the UPU's aim was to clarify the methods of application of the principle agreed on with the ITU about the routine repetition of the addressee's (payee's) name on a money order giro transfer telegram; in accordance with this principle, the name is converted into a mixed group of figures, signs and letters. To this end, CCITT Study Group I accepted a text designed to supplement note 4 to article 130 (Rio de Janeiro Annotated Acts,

volume 4) at its May 1981 meeting, amending its own provisions at the same time (CCITT Recommendation F.1) (see circular 184/1981).
Moreover, at its January/February 1982 meeting, this same Study Group noted a difference between the text of Recommendation F.1 and that of the UPU's provisions concerning the service indications in the address part of money order telegrams, and asked the UPU to bring its provisions into line with those of the CCITT. At its 1983 session, the Executive Council approved this suggestion which is embodied in proposals 6530.1, 6543.1 and 7518.1.
In another development, the 1984 Executive Council had before it a CCITT proposal to group all telegraph service indications ("mandat" for money order telegrams and "virement" for giro transfer telegrams) under a single indication covering all postal financial operations. The Executive Council decided to instruct the International Bureau to consult postal administrations urgently on the possibility of using the indication "FINPOST", proposed by one administration, or any other indication, and to communicate the results to the CCITT Secretariat either direct or through the Postal Financial Services Committee of Congress.

3.2.5.2 **Giro**

42 *Deposit of the technical characteristics of the postcheque form and postcheque guarantee card with the International Bureau (decision CE 5/1981).* Articles 149, paragraph 2, and 150 of the Detailed Regulations of the Giro Agreement, which were introduced at the Rio de Janeiro Congress, provide that the technical characteristics of postcheque forms and the postcheque guarantee card "shall be deposited with the International Bureau" but do not specify what methods are to be used.
Apprised of this problem by the International Bureau at its 1981 session, the Executive Council decided to adopt, on a provisional basis, the technical characteristics of the postcheque forms and postcheque guarantee card as used by certain European administrations, with a view to their being deposited with the International Bureau within the meaning of the above-mentioned articles. The administrations were reminded of this decision (C 5/1981) in circular 5/1983 which invited administrations wishing to take part in the issue of postcheques and the postcheque guarantee card to approach the International Bureau with a view to obtaining these technical characteristics. At its 1983 session, the Executive Council noted that no objection had been raised about these technical characteristics and decided to recommend that the Hamburg Congress endorse decision CE 5/1981 by adopting, in its turn, a similar decision (see proposal 7500.1).

3.2.5.3 **Savings**

43 *Cooperation between the Universal Postal Union and the International Savings Banks Institute (ISBI) (resolution C 19).* In compliance with resolution C 19, the International Bureau and the general management of the ISBI drew up a draft protocol of agreement which, among other things, allows exchanges of information, reciprocal participation in meetings of the appropriate bodies of each organization and cooperation in devising and implementing projects, particularly in the field of technical cooperation. This protocol of agreement was adopted by the 1980 EC and signed on 15 December 1980 in Berne by Mr M I Sobhi, Director-General of the International Bureau of the UPU, and Mr J M Peasant, Director-General of the ISBI (resolution CE 5/1980).
Within the context of this protocol, the ISBI was invited to cooperate on CCPS study 517 (Promotion of postal savings banks in developing countries) and the colloquium held on this theme at the 1983 CCPS session. The UPU attended the 22nd General Assembly of the ISBI (June 1983).

3.3 UPU bodies

3.3.1 Congress

3.3.1.1 Study on the organization, functioning and work methods of Congress

44 This study was suggested in 1980 by the member administrations of the Executive Council of the Asian-Oceanic Postal Union (now the Asian-Pacific Postal Union (APPU)). The study, the findings of which are set out in Congress – Doc 6, is composed of the following two main parts:

i improvements which can be made for the next Congress without changing the general framework of its organization (decisions CE 6/1981, CE 23/1982, CE 6/1983 and resolution CE 1/1982);

ii more radical measures or those involving changes in the present regulations (proposals 1502.5, 1519.1, 1519.3, 1519.4, 1702.1, 1703.1, 1705.1, 1706.1, 1707.1, 1709.1, 1715.1, 1716.1, 1716.2, 1716.3, 1717.1, 1718.1, 1720.1 and 1724.1).

Moreover, the Council adopted a draft resolution (proposal 08) instructing the EC to be elected at the Hamburg Congress to study the possibility of shortening the duration of Congress by at least one week on the basis of the experience gained during the next Congress.

3.3.1.2 Rules of Procedure

45 *Quorum required at Congress.* Three aspects of this question were considered. Firstly, having regard to resolution C 3, the EC prepared for Congress proposal 1721.1 to introduce into article 21 of the Rules of Procedure of Congresses the requirement of a special quorum (at least two thirds of the Union member countries) for amending the Constitution.

The second aspect was further-reaching: it concerned the procedure to be followed in the absence of the quorums required in articles 19 and 21 and the consequences to be drawn from the repeated absences of quorums. The EC took the view that it should be left to Congress to decide on the measures to be taken under such circumstances on the basis of article 18 of the Rules of Procedure of Congresses.

Lastly, the question arose whether, in view of the practice followed by the UN and other specialized agencies, the quorum required for the opening of meetings should not be lowered to mitigate certain difficulties encountered at previous Congresses. The Executive Council came out in favour of maintaining the present requirements in this case also.

3.3.2 Executive Council (EC)

3.3.2.1 Rules of Procedure

46 The Executive Council adopted certain amendments to its Rules of Procedure in order to take account of Congress decisions. Moreover, in 1981, it approved a proposed amendment aimed at making all EC member countries members ex officio of all Committees.

3.3.2.2 Study on the organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS

47 Following the measures taken in 1977 by the CCPS Steering Committee which had studied the functioning and structure of the CCPS in depth, the EC in its turn had felt it appropriate to take stock of its own future prospects by means of a study delineated by Rio de Janeiro Congress resolution C 44. Following this study, the findings of which are set out in Congress – Doc 7, the Executive Council is submitting to Congress proposal 1725.91 for ratifying in the Rules of Procedure of Congresses the procedure and key for allocating studies between the EC and CCPS as defined in resolution C 4 of the Rio de Janeiro Congress, and recommends it to adopt a number of amendments to article 102, paragraph 6, of the General Regulations so as to specify the powers of the EC or to fill the present gaps (proposal 1502.6).

3.3.3 Consultative Council for Postal Studies

3.3.3.1 Rules of Procedure

48 The CCPS made some re-adjustments to its Rules of Procedure to take account of the new situations created by the amendments to the Acts of the Union.

3.3.3.2 Organization and functioning of the CCPS

49 The Consultative Council considered a stock-taking document (CCEP 1983 – Doc 9) prepared by the International Bureau concerning the organization of the work and operation of the CCPS after the Hamburg Congress. The purpose of this document, which had been submitted to the Steering Committee for appraisal in May and then in October, was:

- on the basis of the opinions expressed in "Union Postale" on the occasion of the 25th anniversary of the CCPS (1982), to inititate discussions with a view to finding some guidelines on which future CCPS activity could be based,
- to study the adjustments which could be made to the procedure for conducting CCPS studies in the light of the experience gleaned over the past few years.

The subsequent discussion offered the members of the Council an opportunity of evaluating the impact of the CCPS's work on the functioning and development of the postal services of Union member countries, and the interest to the postal administration of the studies conducted.

The great majority of members of the Consultative Council expressed their satisfaction in this connection and quoted numerous examples of the use made of CCPS reports, even though, admittedly, not all the studies are of vital importance for most administrations.

In view of the opinions expressed, the CCPS decided to develop a new information system designed to improve knowledge of the work done by the officials of postal administrations, it being understood that it was up to the administrations themselves to take appropriate action along these lines.

Furthermore, the Council adopted various ideas which were put forward and which will be notified to the next CCPS in order to increase the body's effectiveness.

At the request of the Steering Committee, the CCPS was asked to express its views on the study conducted by the International Bureau (CCEP 1983 – Doc 9/Annex 1) on the general conditions for holding CCPS sessions away from Berne.

On the one hand, this study showed the approximate cost of holding sessions away from Berne and, on the other, mentioned the possibility for the CCPS of submitting to Congress a proposal for having these costs borne by the Union's budget.
After a discussion, the Chairman noted that it was clear from the various remarks from the floor that:
- The principle of holding CCPS sessions away from headquarters was retained; however, in such cases, the additional costs would normally be borne by the host country;
- No proposal would be submitted to the Hamburg Congress;
- The International Bureau would supplement the study that had been made with information about the cost of meetings that might be held elsewhere than in Europe; that study would be transmitted to the next CCPS so that the members would have the necessary details at their disposal for assessing any action or initiative.

3.3.3.3 **Comprehensive report on the work of the CCPS**

50 (This report is published as Congress – Doc 2.)

3.3.4 **Extraordinary Congresses, Administrative Conferences and Special Committees**

51 As articles 15, 16 and 19 of the Constitution relating to Extraordinary Congresses, Administrative Conferences and Special Committees had lapsed for many years, a study was conducted, in accordance with resolution C 18, on the advisability of retaining or deleting these articles. After considering the purpose and raison d'être of the above-mentioned bodies, the Executive Council decided it was expedient to retain the provision about Extraordinary Congresses.
The issue of Administrative Conferences and Special Committees on the other hand, was mainly considered within the context of the study on the organization, functioning and work methods of Congress. In the end, the introduction of Administrative Conferences for considering technical questions, as was the custom at the ITU, was not thought to be desirable for the UPU for various technical, legal and practical reasons. Moreover, the idea of reintroducing Special Committees – which had lost their raison d'être since the creation of the EC and the CCPS – for the prior study of proposals intended for Congress was not adopted because of the inconclusive experience with the Preparatory Committees convened before the 1929 London and 1934 Cairo Congresses. The Council therefore recommends the deletion of the provisions about Administrative Conferences and Special Committees (proposals 1013.1, 1016.1, 1019.1, 1501.1 and 1506.1) even though this involves amending as fundamental an Act as the Constitution.

3.3.5 **International Bureau**

3.3.5.1 **Staff**

52 *Creation of new posts and staff table.* As is evident from the following table, the EC allocated 6 posts in the General Service category (G) and 2 posts in the Professional category (P) during the five-year period

from 1 January 1980 to 31 December 1984. Thus, the total number of staff posts, which had remained unchanged since 1 January 1977 (130 posts), was increased by 8 posts over an eight-year period. Half of these eight posts resulted from the expansion of the UPU's language system and 1979 Rio de Janeiro Congress resolution C 106 which states that the Union's documentation must also be provided in Chinese, German, Portuguese and Russian. The creation of 4 more posts was due to the constant increase in the International Bureau's workload, in particular in the fields of technical cooperation, finance and the philatelic service, as well as the letter and parcel post. Thus, only 4 posts (2 P and 2 G) were created over an eight-year period for the International Bureau's own work.

53 *Creation of new posts and development of the staff table* over the five year period from 1 January 1980 to 31 December 1984:

Date	G posts	P posts	EC decision	Comments	Staff table				
					Elect. off.	Sen. cat.	P	G	Total
(1.1.78/ 1.1.79)	–	–	(9/1978)	(for information)	(2)	(16)	(37)	(75)	(130)
1.7.80	+4	–	7/1980	1 G for Arabic typing pool (Section E/ Administration) 1 G for Spanish typing pool (Section E) 1 G for Division III (Technical cooperation and postal studies) 1/2 G for Section L (Finance) 1/2 G for Postage Stamp Service (Section B 2)					
1.1.81	+1	–	Ditto	1 G for coordinating the reproduction of documents and publications and for assisting the officer for liaison with the translation services (Section E)	2	16	37	80	135
1.7.82	−1	+1	7/1982	Transformation of a G 7 post into a P 2/ P 3 post (Section E)	2	16	38	79	135
1.1.83	+2	+1	10/1983	1 P for Section B 2 (Surface mail) 1 G for Section A (Legal and constitutional questions) 1 G for Arabic typing pool (Section E)	2	16	39	81	138
Total (1.1.80– 31.12.84)	+6	+2	–	Staff table at 31.12.1984	2	16	39	81	138

54 *Changes in senior staff.* The Executive Council decided to retain Mr Mohamed AKBAR, Assistant Director-General (D 2), in office until 30 June 1981, ie six months beyond his statutory retirement date (decision CE 8/1980).
In order to fill the post left vacant by Mr Akbar's departure, the EC promoted Mr El Mostafa GHARBI, Senior Counsellor (D 1), to the grade of Assistant Director General with effect from 1 July 1981 (decision CE 11/1981).
On 31 August 1981, Mr Thomas SCOTT, Deputy Director-General, tendered his resignation with effect from 1 March 1982, for pressing health reasons. As this was an urgent question which had arisen between two EC sessions, the Chairman of the Executive Council accepted this resignation "ad referendum to the EC". The Executive Council formally confirmed the acceptance by its Chairman of the resignation of the Deputy Director-General (decision CE 8/1982). The EC took this opportunity of paying tribute to Mr Scott and his exceptional merits.

Furthermore, the EC amended resolution CE 1/1977 (revised) (Conditions of service of the Director-General and Deputy Director-General) to fill a gap therein as regards the resignation of an elected official (decision CE 9/1982).
Because of Mr Scott's resignation and in order to ensure the continuity of work at the International Bureau during the vacancy of the post of Deputy Director-General, the EC on 13 May 1982 instructed Mr Félix CICERON, Assistant Director-General, to take over the duties of Deputy Director-General until the next Congress (decision CE 12/1982).
Subsequently, the Director-General, after informing the EC, assigned Mr Sven BÄCKSTRÖM, the most senior Senior Counsellor (D 1), to carry out, on a temporary basis until the next Congress, some of the functions of an Assistant Director-General in order to distribute the duties of the Directorate, which comprises five members, better.

3.3.5.1.1 **Regulations concerning the staff**

55 *Social security of elected officials (Director-General and Deputy Director-General).* The Rio de Janeiro Congress adopted, with immediate effect, measures to guarantee those elected officials who have not completed five years' service at the International Bureau at the beginning of their term of office a minimum retirement pension (resolution C 52). It also instructed the EC to pursue, on a general level, the study of the problems arising for the social security of elected officials because of the limitation of the length of their period of office (resolution C 56). In 1982, resolution C 52 was applied for the first time when the Deputy Director-General resigned for health reasons. In view of this and considering that implementation of the new system had just begun, the Management Board of the UPU Provident Scheme thought it more appropriate to wait a certain time, to observe the results of applying this system and, if it was still considered necessary, to conduct a new study. On the recommendation of the Management Board, the EC therefore postponed consideration of this question.

56 *Amendments to the International Bureau Staff Regulations and Staff Rules.* The Executive Council approved several amendments to the Staff Regulations to bring them into line with the decisions of the 1979 Rio de Janeiro Congress aimed at strengthening the EC's power to appoint and promote to grade D 2 (Assistant Director-General) and to extend the Director-General's power to appoint and promote in the P 5 (Counsellor) and D 1 (Senior Counsellor) grades (decisions CE 6/1980 and CE 12/1983). It also approved an amendment to these Regulations with the aim of redefining the method of adjustment of the pensionable remuneration of officials in the Professional and higher categories, bearing in mind the adjustment system applied by the UN (resolution CE 2/1982), as well as a new definition of "local recruitment" of the staff in the General Service category (decision CE 8/1984).
In addition, the EC noted the various amendments which the Director-General had made to the Staff Regulations within the scope of his own powers and in the light of the changes which had occurred in the United Nations common system.

57 *Staff remuneration.* The remuneration of UPU officials was adjusted on several occasions in accordance with the decisions taken by the relevant United Nations bodies and in application of the principle of the parity of the conditions of service of International Bureau staff with those of the United Nations Office in Geneva.
As regards the salaries of the Director-General and Deputy Director-General, which are aligned on those of the Secretary-General and Deputy Secretary-General of the ITU, the EC adjusted them with effect from 1 January 1983, in accordance with a resolution adopted in this connection by the ITU Plenipotentiary Conference (Nairobi 1982). Resolution CE 1/1977 (revised) concerning the conditions of service of elected officials was amended in consequence (decision 11/1983).
In connection with the pay of an Assistant Director-General who is instructed, in accordance with article 108, paragraph 5, of the General Regulations of the UPU, to take over the duties of Acting Deputy Director-General

until the next Congress, the EC decided that a special post allowance within the meaning of article 3.7 of the Staff Regulations and the entertainment allowance under paragraph 3 of the above-mentioned resolution CE 1/1977 should be paid to him.

58 *Seniority salary steps for deserving officials who have reached the top of their grade.* The Executive Council authorized the Director-General to apply on a provisional basis, from 1 July 1982, a system of seniority salary steps for deserving officials who have reached the top of their grade and who meet the other required conditions (decision CE 6/1982).

59 *Problems linked to the possible conversion of a General Service (G) category post into a Professional (P) post.* This question was the subject of an International Bureau study which showed that the UN and other international organizations accept the transition from the G to the P category under certain conditions, although promotions of this kind are fairly rare in actual practice. This being the case, the EC authorized the Director-General to grant individual promotions from the G category to the P category on an exceptional basis and within the strictest limits, bearing in mind the needs of the UPU, the principle of equitable geographical distribution and the practice of other international organizations (decision CE 9/1983).

3.3.5.2 **UPU Provident Scheme**

60 Independently of the annual report of the Provident Scheme which is attached to the Report on the work of the Union, the Management Board submits to the Executive Council each year a report dealing mainly with the following questions:

a *Amendments to the Regulations of the Provident Scheme*

The Executive Council approved several amendments made by the Management Board to the Regulations of the Provident Scheme (decision CE 31/1980 and resolutions CE 2/1982 and CE 2/1983). Some of these amendments reflect the practice followed by the United Nations Joint Staff Pension Fund concerning the rates of reduction applicable to deferred retirement benefit and the increasing from 32 to 35 years of the maximum duration of contributory service to be taken into account in calculating pensions. Moreover, within the framework of the measures to delete from the UPU Acts the residual provisions mentioning the Supervisory Authority of the International Bureau (decision CE 1/1981), the powers exercised by that authority as regards the management and surrender of insurance funds to Pension Fund members was transferred to the Management Board of the Provident Scheme with effect from 1 July 1982. Lastly, in the light of the two actuarial valuations conducted over the last five-year period, the Management Board amended the Regulations so as to specify the method of these valuations and to raise the annual interest rate used for applying the Regulations from 3.5 to 4 percent (see also subparagraph c in this connection).

b *Application of Rio de Janeiro Congress resolution C 52 concerning the retirement pensions of elected officials*

In May 1982, the Executive Council took note of the measures taken by the Management Board in connection with the concrete application of resolution C 52 concerning the retirement pensions of elected officials. Given that the difference between the amount of the pension actually paid to those concerned and that of the pension to which they will be entitled under the Regulations of the Provident Scheme is chargeable to the Union's budget, the Provident Fund acts as an intermediary solely to facilitate and standardize the accounting, regulatory and practical aspects involved in the payment of these pensions.

c *Actuarial position*

As the Regulations stipulate that an actuarial valuation must be carried out at least every three years, the technical balance-sheet of the Provident Scheme was drawn up at 31 December 1979 and again at

31 December 1982. In the light of the first of these appraisals, the Management Board decided henceforth to carry out the actuarial valuations according to the "open group" system which includes future participants in its calculations and postulates the condition of "perpetuity" whereby the total number of members and their total salary will not decrease in future.
Following the latest appraisal (end of 1982), the Management Board studied a range of valuations based on different hypotheses and technical bases as well as the assumed development of the Scheme over the next 15 years. It was decided to retain the valuation based on the most recent CFA mortality table (1980) and to increase the technical interest rate to 4.5 percent per annum.
The Executive Council considered that, bearing these assumptions in mind, the actuarial position of the UPU Provident Scheme was balanced on the whole and that there was therefore no need to resort to the guarantees of the Union (decisions CE 31/1980 and CE 13/1983).

3.3.5.3 **Documents and publications**

61 *List of Addresses, Heads and Senior Officials of Postal Administrations and Restricted Unions.* In accordance with formal opinion C 49 of the Rio de Janeiro Congress, the International Bureau invited postal administrations to inform it of their telephone and telex numbers as well as the days and hours (in GMT) of work of officials referred to in this publication. Most of the administrations complied with this request. Periodic reminders are sent to those who have not supplied this information.

62 *Updating of UPU publications.* Pursuant to Rio de Janeiro Congress resolution C 50, the Executive Council instructed the International Bureau to ask postal administrations regularly (viz at least once a year) to check whether the information about them in the UPU's various publications was up to date, and if not, to update it as soon as possible (decision CE 20/1981). Furthermore, it undertook a study with a view to ascertaining the usefulness of the publications listed in articles 111 and 219 of the Detailed Regulations of the Convention, as well as to simplifying and improving them.
In the light of the results of the inquiry conducted among the postal administrations which are EC and CCPS members and the authors of proposal 0030 from which resolution C 50 stemmed, the Executive Council reached the conclusion that the majority of the publications should be retained without major changes and instructed the International Bureau to improve and simplify them, taking account as far as possible of the suggestions submitted by the postal administrations during the inquiry.
It also requested the International Bureau to rationalize the content and presentation of the List of Prohibited Articles, the Compendium of Internal Charges and the Compendium of Information on the Organization and Internal Services of Postal Administrations.
As for the UPU Catalogue, the Executive Council considered that it should be replaced by the following three brochures of which new editions would be published at appropriate intervals:
- International Bureau library catalogue;
- International Bureau periodicals catalogue;
- International Bureau film library catalogue.

Lastly, the Executive Council thought it useful to add to the publications listed in the Detailed Regulations of the Convention the following two publications which are not mentioned therein but which the International Bureau already issued by virtue of decisions of the 1939 Buenos Aires and 1947 Paris Congresses (proposal 2511.2). For its part, the Consultative Council for Postal Studies proposed that the Catalogue of Postal Equipment should be added to these publications (proposal 2511.3).

63 *"Union Postale".* The International Bureau took measures to improve the presentation and content of the periodical (creation of an editorial committee, publication of editorials, more careful selection of articles for publication, more illustrations, introduction of new features thought to be more interesting and elimination of other, less attractive ones, etc). The cover page was completely changed in 1983 (World Communications Year) and two special issues were published, one devoted to the 18th Congress (No 3/1980) and the other to the 25th anniversary of the CCPS (4/1982).
In addition, the Executive Council studied the periodical's financial position; despite increased costs due to inflation, it decided to keep subscription rates at the same level, leaving it to the Director-General of the International Bureau to propose appropriate measures when net annual expenditure on the periodical reached 280 000 Swiss francs (decision CE 19/1981).

3.3.5.4 Film library

64 The film library was set up in 1948 and at present comprises some 470 postal films (430 in 1978), almost all of which were supplied by the postal administrations of Union member countries free of charge. The catalogue of films is republished at appropriate intervals and distributed to postal administrations which can borrow these films free of charge. In 1983, some 650 films were lent out in this way (600 in 1978).

3.3.5.5 Translation services

65 *Introduction of Chinese, German, Portuguese and Russian for the supply of documents (resolution C 106).* In implementation of resolution C 106, the credits allocated were entered in the Union's budget as from 1981. Within the limit of these credits and bearing in mind the provisions of paragraphs 1 and 6 of article 107 of the General Regulations, the International Bureau paid annual contributions to the costs of reproduction, in the four relevant languages, of the most important basic documents of the UPU. In 1981, the Portuguese Language Group set up a restricted translation service at the International Bureau. As the introduction of the four languages increased the International Bureau's administrative workload, a G post was created at 1 January 1981 to enable it to cope.

3.4 Finance

3.4.1 Financial regulations

66 Following adoption of the Union's new financial system, applied as from 1 January 1981, the Financial Regulations of the UPU had to be brought into line with the decisions taken by the Rio de Janeiro Congress. This revision has been carried out in several stages since 1980 in the light of previous experience (decisions CE 10/1980, CE 12/1981 and CE 13/1982); the new Financial Regulations of the UPU were fixed in definitive form in May 1983 (decision CE 14/1983). A final touch was given in March 1984 with the purpose of establishing a "reserve account" designed to show more clearly in the Union's balance-sheet the portion of the Reserve Fund tied up in the form of debts which are difficult to recover (decision CE 10/1984).

3.4.2 Budget

67 *Adjustment of the 1980 budget.* As the 1980 financial year was still governed by the provisions of the 1974 Lausanne General Regulations, the Executive Council proceeded to an adjustment of the 1980 budget fixed by its predecessor at 16 118 400 Swiss francs (resolution CE 7/1979), increasing it to 16 294 400 Swiss francs (resolution CE 1/1980). Since article 122, paragraph 1, of the General Regulations (Lausanne 1974) fixed the ceiling at 14 833 900 Swiss francs and since the excess expenditure referred to in paragraph 3 of that article amounted to 2 083 430 Swiss francs, the margin left with respect to the ceiling authorized by the Lausanne Congress came to 672 930 Swiss francs.

68 *Fixing the budget and contribution unit.* In accordance with article 102, paragraph 6, j, ii, of the General Regulations of the UPU, the Executive Council examined and approved at each of its sessions the Union's budget for the following year.
Under the new financial system and in accordance with article 124, paragraph 8, of the General Regulations, the contributions of member countries are fixed on the basis of the budget drawn up by the Executive Council. Accordingly, the Council has also each year fixed the contribution unit, which it succeeded in holding at the same level from 1982 to 1984 in spite of the additional costs occasioned by the Hamburg Congress. To do this, the Council made use of the Reserve Fund referred to in article 124, paragraph 9, of the General Regulations.
The Union's annual budget and contribution units for 1981 to 1985 were drawn up for the following amounts (in Swiss francs):

	1981	1982	1983	1984	1985
	Sfr	Sfr	Sfr	Sfr	Sfr
1 Budget					
a Net recurrent expenditure	17 204 250	18 152 500	19 031 500	19 685 900	21 012 000
b Expenditure relating to Congress	–	–	–	1 856 600	–
2 Ceiling of expenditure					
a Limits of annual recurrent expenditure					
– Sums fixed at General Regulations, article 124, paragraph 1	17 166 500	17 586 300	17 848 600	18 187 800	18 556 400
– Excess mentioned at General Regulations, article 124, paragraph 3	430 126	851 632	1 330 729	2 197 761	3 003 330
– Excess mentioned at General Regulations, article 124, paragraph 4	210 928	397 518	690 788	952 014	1 056 260
Total ceiling of recurrent expenditure	17 807 554	18 835 450	19 870 117	21 337 575	22 615 990
b Limit of expenditure relating to Congress					
– Sum fixed at General Regulations, article 124, paragraph 2	–	–	–	1 750 000	–
– Excess mentioned at General Regulations, article 124, paragraph 3	–	–	–	106 600	–
Total ceiling of expenditure relating to Congress	–	–	–	1 856 600	–
3 Margin compared with the ceiling					
– of net annual expenditure (2 a – 1 a)	603 304	682 950	838 617	1 651 675	1 603 990
– of Congress expenditure (2 b – 1 b)	–	–	–	0	–
4 Reserve fund					
Payment into/withdrawal from the Reserve Fund	400 000	380 000	–429 000	–2 905 000	–990 000
5 Contributions					
– Total receipts (1 a + 1 b + 4)	17 604 250	18 532 500	18 602 500	18 637 500	20 022 000
– Contribution unit	16 750	17 500	17 500	17 500	18 800
– Number of resolution	CE 2/1980	CE 2/1981	CE 4/1982	CE 3/1983	CE 1/1984

69 *Presentation of the budget.* When the 1979 Rio de Janeiro Congress adopted resolution C 44 (Organization, functioning and working methods of the Executive Council and delimitation of powers between the Executive Council and the CCPS), it was agreed that "the possibility of introducing a system of medium term planning/programme budget to replace the present budget presentation" would be examined. After having started on this study, Committee 3 (General) took the view that the matter should first be discussed within the framework of Committee 2 (Finance). The latter noted that the introduction of a programme budget was not an end in itself but was subordinated to the establishment of medium-term programming, which would require a fairly firm determination on the part of Congress to change its present conception of how the work of the Union should be conducted. Noting that, after having been debated on several occasions within the UPU since as long ago as 1976, this idea had failed to arouse much interest, the Executive Council concluded that the introduction of a medium-term planning/programme budget system at the UPU did not appear to meet the requirements of the Union's bodies (decision CE 11/1984).

3.4.3 **Accounts**

70 *Implementation of budgets.* At each session, the Executive Council considered and approved the accounts of the Union and the relevant auditor's report, drawn up by the external auditor of the UPU's accounts and submitted to the Executive Council under article 37 of the Financial Regulations. Each year

the Chairman of the Executive Council wrote to the Government of the Swiss Confederation to thank it for the care with which the auditing had been carried out.
The financial operating report is part of the Annual Report on the work of the Union and is thus communicated to all Union member countries.
The implementation of the budgets for 1979 to 1983 is as follows:

	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
1 Approved budget:					
– Net recurrent expenditure	15 245 000.00	16 294 400.00	17 204 250.00	18 152 500.00	19 031 500.00
– Expenditure on Congress	2 135 200.00	–	–	–	–
Total	17 380 200.00	16 294 400.00	17 204 250.00	18 152 500.00	19 031 500.00
2 Accounts results:					
– Net recurrent expenditure	13 823 258.07	14 914 100.00	15 574 425.01	17 098 546.51	18 558 679.04
– Expenditure on Congress	2 038 821.93	–	–	–	–
Total	15 862 080.00	14 914 100.00	15 574 425.01	17 098 546.51	18 558 679.04
3 Budgetary surplus (1–2)	1 518 120.00	1 380 300.00	1 629 824.99	1 053 953.49	472 820.96
Approval of the accounts:					
Number of the decision (D) or of the resolution (R)	(D) CE 9/1980	(R) CE 3/1981	(R) CE 5/1982	(R) CE 4/1983	(R) CE 2/1984

3.4.4 **Reserve fund**

71 Under article 124, paragraph 9, of the General Regulations, the Executive Council fixes the amount of the Reserve Fund needed to cover shortfalls in Union financing. As the Reserve Fund is also used to balance the budget or to reduce the amount of member countries' contributions, it was through the budget that the Executive Council, rather than fix an arbitrary ceiling, decided each year what seemed to it a reasonable level for the Reserve Fund.
In this connection the Executive Council, from 1980 onwards, authorized the Director General to withdraw from the Reserve Fund the additional credits needed to meet increases (coming into effect after approval of the budget) in staff salaries decided by the United Nations for their staff at Geneva and applicable to the staff of the International Bureau of the UPU with effect from the same dates under articles 3.1 and 3.5 of the Staff Regulations.
Since 1980, the Reserve Fund has developed as follows:

	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr
1 General position				
– at beginning of year	504 467.86	518 365.66	3 574 611.24	6 332 497.88
– inpayments	14 615.35	3 422 345.58	3 523 986.64	2 183 527.74
– withdrawals	– 717.55	– 366 100.00	– 766 100.00	–1 197 457.35
– at end of year	518 365.66	3 574 611.24	6 332 497.88	7 318 568.27
2 Assets (unpaid contributions, debtors and stocks)	391 861.45	1 413 142.09	2 151 662.00	2 957 264.34
3 Balance actually available for financing purposes (1–2)	126 504.21	2 161 469.15	4 180 835.88	4 361 303.93

In March 1984, the Executive Council studied the accounting presentation, function and future use of the Reserve Fund. In order to show more clearly in the Union's balance-sheet the portion of the Reserve Fund actually available for financing purposes, it was decided to show separately in the form of a "reserve account" that portion of the Reserve Fund which is made up of debts difficult to recover, represented by debtors in arrears whose contributions and supplies are due for the years previous to the current financial year. As regards the future use of the Reserve Fund, the Executive Council confirmed that in future this Fund must continue to play the triple role provided for in the present regulations, viz:

i to cover financing shortfalls in order to avoid, wherever possible, recourse to loans;
ii to finance the additional credits arising from increases in staff remuneration decided on by the UN;
iii to stabilize the level of the contribution unit or reduce the amount of the contributions.

3.4.5 Problems of arrears at the UPU

72 1979 Rio de Janeiro Congress resolution C 89 instructed the Executive Council to make a study on the question of arrears by considering the practice of the other specialized agencies. The Council began by considering the purely financial aspects of the problem. Aware of the major difficulties which the majority of member countries were having in paying for supplies provided by the International Bureau against payment within the period of three months fixed by article 26 of the General Regulations, the Executive Council proposed that the next Congress extend this period from three to six months (proposal 1526.1). For the time being, the Executive Council has provisionally extended this period to six months and authorized the International Bureau not to collect interest on overdue payments until six months after the first day of the month following that in which the account was sent (resolution CE 3/1982).
Continuing the study from a legal point of view (see Congress – Doc 8), the Council adopted various solutions, some of which are based on the UN practice (proposals 1526.91 and 1526.92) and others on the possibilities offered by certain procedures peculiar to the UPU (proposal 09).

3.4.6 Miscellaneous

73 *Consideration of the financial implications of proposals made by Executive Council Committees.* In accordance with article 12 of the EC Rules of Procedure, the Executive Council Finance Committee examined each year the financial implications of all the proposals submitted by Executive Council Committees before they were considered by the Council itself.

3.5 Technical cooperation

3.5.1 General

74 In its decision CE 19/1980 the Executive Council, at its May 1980 session, adopted the broad outlines of the general programme of technical assistance, drawn up for the period 1980–1985 on the basis of Rio de Janeiro Congress resolutions C 37, C 38 and C 66. The main aims of the programme of action are:

- an increase in the volume of available aid;
- greater effectiveness of the aid provided;
- the coordination of activities in terms of the objectives fixed by the Rio de Janeiro Congress and taking account of the principles of action laid down by that Congress.

The following paragraphs report on the work of the Executive Council during the five-year period 1979–1983 in the field of technical cooperation. For developments regarding policy in the field of technical assistance, the evaluation of technical cooperation activities and future prospects, reference should be made to the comprehensive report on technical cooperation of the UPU submitted to the Hamburg Congress (Congress – Docs 18.1, 18.2, 18.3, 18.4 and 18.5).

75 *Relations with the UNDP and its bodies.* Within the context of the system of country programming which is developing in accordance with the consensus adopted by the Governing Council of the United Nations Development Programme (UNDP) and approved by the United Nations General Assembly (resolution 2688 (XXV) of 11 December 1970), the UPU's relations with the UNDP became even closer between 1979 and 1984. The International Bureau maintained effective cooperation with the Resident Representatives in various countries and with the regional bureaux at UNDP headquarters.
The Executive Council followed with interest the participation of the International Bureau in various meetings and the approaches it made to obtain UNDP assistance for improving the postal services of developing countries.

76 *Country and intercountry programming.* As a result of the restructuring of the economic and social sectors of the United Nations system (in particular General Assembly resolutions 32/197 and 33/202), encouragement was given to use of the UNDP country programming as a framework for the operational activities of technical cooperation of the United Nations system.
At the same time, these resolutions also provided for greater participation of the governments of beneficiary countries and the regional economic commissions in the regional programming of the UNDP. This change in policy has necessitated more vigorous overtures on the part of postal administrations to the competent governmental authorities to have technical assistance for the postal services included in the UNDP country and regional programmes. The new procedures have been used in the preparation of UNDP programmes for 1982–1986. The Executive Council has taken note of this development.

77 *New International Development Strategy for the 1980s.* In 1980, United Nations General Assembly resolution 35/56 adopted the International Development Strategy for the Third United Nations Development Decade, which took effect on 1 January 1981. This new strategy has been taken into consideration in the 1982–1986 UNDP programmes.

78 *Transport and Communications Decade in Africa.* The Executive Council took note of the initiatives taken by the International Bureau, in cooperation with the Economic Commission for Africa (ECA), with a view to carrying through postal projects within the framework of the Transport and Communications Decade in Africa 1978–1988 (United Nations General Assembly resolution 32/160).

79 The year 1983 was named "World Communications Year" and the member countries of the UPU and Restricted Unions were invited to mark the occasion by using all the means of publicity at their disposal. For this Year, the International Bureau also proposed an important programme of activities to promote the improvement and development of postal services in the disadvantaged countries.

80 *Technical cooperation among developing countries (TCDC).* TCDC, for which the plan of action was adopted by the 1978 Buenos Aires Conference and which is one of the components of the International Development Strategy for the 1980s, is continuing to receive special attention within the United Nations system for development.
In accordance with the instructions of the Rio de Janeiro Congress (resolution C 66), the Executive Council has followed with considerable interest the measures taken by the International Bureau to promote TCDC in the UPU's technical cooperation activities.

81 *Programme of action in favour of the least developed countries (LDC).* The 1981 Paris Conference on the LDCs adopted the Substantial New Programme of Action for the 1980s in favour of the LDCs, which stressed the development of transport and communications as an integral part of a country's physical infrastructure. This substantial new programme of action was approved by the United Nations General Assembly in 1981 (resolution 36/194). The Executive Council took note of the measures taken by the International Bureau to increase the assistance given to countries in this category, the number of which rose from 31 to 36 in 1982 (United Nations General Assembly resolution 37/133).

82 *Science and technology for development.* Following the adoption of a programme of action at Vienna in 1979, the United Nations General Assembly began by setting up an Interim Fund for 1980–1981 and a system of financing for science and technology for development.
The International Bureau followed the progress of the action programme and the development of the financing system. However, there is little chance of having postal projects financed under this financing system.

83 *Financial situation of the UNDP and the search for additional resources.* In 1981, the voluntary contributions which furnished the resources of the UNDP decreased in relation to the previous year for the first time since the UNDP was set up (673.6 million dollars as against 716.6 million dollars in 1980, ie a drop of 6 percent).
Since then, in spite of the constant efforts by the UNDP Governing Council, the level of contributions has not matched the annual rate of growth of 14 percent, the objective fixed by the UNDP Governing Council for 1977–1981 and maintained for 1982–1986. This situation has forced the UNDP to restrict, for 1982–1986, expenditure on projects to 55 percent of the indicative planning figures (IPF: resources distributed to countries and regions). The UPU has been considerably affected by this resource crisis and expenditure on UPU projects under the UNDP dropped from 3.6 million dollars in 1980 to 3.3 million in 1981 and 2 million in 1982 and 1983.
In accordance with Rio de Janeiro Congress resolution C 38, the International Bureau continued its efforts to obtain an increase in UNDP allocations and supplementary assistance from the industrialized or rich countries. In addition, the approaches made by the International Bureau to the World Bank and certain international financing and lending agencies and regional banks (West African Development Bank, Gulf International Bank, OPEC Fund) produced very encouraging results from 1982.

84 *Participation of the Restricted Unions in the UPU technical assistance programme.* (See paragraph 3.6.1.)

3.5.2 Administrative and financial questions

85 In accordance with the principle laid down by the Rio de Janeiro Congress (resolution C 38), the UNDP must remain the chief source of finance for the UPU technical assistance programme. In this context, the Executive Council followed with close attention the trends in UNDP allocations, in expenditure on UPU projects under that Programme and the reimbursement by the UNDP of support costs incurred by the UPU in implementing the projects. Moreover, it approved each year the technical cooperation accounts for the funds assigned to the UPU by the UNDP.

86. *UNDP.* Expenditure on projects under the UNDP for the years 1979–1983 was as follows:

Year	UPU projects	ITU projects (postal part)	Total
	US $	US $	US $
1979	2 137 906	66 362	2 204 268
1980	3 594 513	31 664	3 626 177
1981	3 345 125	12 531	3 357 656
1982	2 017 784	17 095	2 034 879
1983	1 601 055	9 637	1 610 692

From 1982, the UPU benefited from the UNDP allocation for sectorial support, intended to finance a number of consultants' missions in the field of programming. Expenditure under this head came to 70 409 US dollars in 1982 and to 41 634 US dollars in 1983.

87 *Support costs.* The UNDP reimburses executing agencies a sum corresponding to a fixed percentage of the expenditure on UNDP projects executed by them in order to make up for the administrative costs incurred. The UNDP Governing Council approved, in 1980 and in 1981, a new system of reimbursement applicable for the period 1982–1991. Under this new system, the UPU receives 22 percent of the costs of the UNDP projects executed instead of 14 percent of the costs plus an additional lump sum under "flexibility" of about 200 000 US dollars.

The support costs incurred and reimbursed and the proportion of costs covered for the years 1979 to 1983 are as follows:

Year	UNDP support costs reimbursed (1)	UNDP support costs incurred (2)	Proportion of cost covered (1) – (2)
	Sfr	Sfr	%
1979	867 499	1 562 372	55.52
1980	914 303	1 623 280	56.32
1981	1 276 672	1 921 223	66.45
1982	1 032 884	1 897 261	54.44
1983	823 992	2 027 003	40.65

88 *UPU Special Fund.* As a result of new contributors and countries contributing more, the resources of the UPU Special Fund (non-assigned contributions), which amounted to about 200 000 Swiss francs per year up to 1980, exceeded 300 000 Swiss francs in 1981 and came close to or exceeded 350 000 Swiss francs in 1982 and 1983.
In 1980, the Executive Council amended the Regulations for the administrative and financial management of the UPU Special Fund in order to extend by 6 months the period during which the resources of the approved programme could be used (decision CE 21/1980).
The annual programme of the UPU Special Fund has been used from 1981 to finance part of the technical assistance programme under the UPU's own resources.
In this connection, the Executive Council, at its May 1982 session, decided to adopt the practice of approving, at each of its sessions, the UPU Special Fund programme for the following year instead of for the current year (decision CE 15/1982). It was also decided to request countries to pay their contributions to the UPU Special Fund as far as possible when remitting their contribution to the expenses of the Union for the same year (decision CE 16/1982).

89 *Increase and more flexible use of budgetary credits for consultants' missions.* Following up Rio de Janeiro Congress resolution C 38, the Executive Council, at its May 1980 session, approved an increase of 15 percent (over 1979) in the 1980 budgetary credits for consultants' missions and one of 49.4 percent (also in relation to 1979) in the 1981 credits. The annual level of these credits (1 180 000 Swiss francs) was maintained up to 1984.
As for the more flexible use of these credits, the Executive Council agreed that from 1980 a proportion of them could be used for fellowships and the small purchases mainly connected with UPU consultants' missions.

90 *Other sources of finance.* Several projects under funds-in-trust were implemented in the period between 1979 and 1983. In addition to an expert's mission within the framework of a technical assistance project against payment, there were 5 associate experts' missions, 4 consultants' missions financed by the World Bank and 4 consultants' missions financed by the International Programme for the Development of Communication (IPDC) of UNESCO. Furthermore, part of a project included in the programme of the Transport and Communications Decade in Africa was paid for by a donor country.
With respect to technical assistance in kind, the Executive Council was given the information on assistance provided by administrations which the International Bureau had received. This concerned about fifteen donor countries, including three countries which made contributions in kind to the UPU Special Fund.

3.5.3 Programming and execution of programmes and projects

91 As part of the UNDP country programming for 1982–1986 (3rd programming cycle), 134 country programmes were approved by the UNDP Governing Council at its annual or special sessions between 1981 and 1983. Of these 134 programmes, only 26 (19.4 percent of the approved programme) include new

assistance for the postal services. However, the reintroduction of the concept of continuous programming makes it easier to obtain assistance for postal projects even when the country programme did not mention the need for assistance to the postal services.

92 The annual technical assistance programmes under the UPU's own resources were submitted to the EC each year. They included a number of integrated projects (projects including various forms of action: consultants, fellowships, equipment), individual UPU consultants' missions, training actions (study cycles, courses, technical meetings), individual fellowships and the provision of training materials or minor items of postal equipment. From its May 1982 session onwards, the Council considered the programme for the next year instead of that for the current one.

93 Each year the EC was kept informed of the implementation of various technical assistance projects. In 1980, being concerned about a drop in the implementation rate (proportion of allocations spent) of the UPU projects under the UNDP in 1979 (58.5 percent), the EC adopted a recommendation whereby countries were requested to speed up the approval and execution of projects (recommendation CE 23/1980). Although the situation improved in 1980 (75.2 percent), the EC decided at its May 1981 session to instruct the International Bureau to appeal to countries to take steps to speed up the execution of postal projects (decision CE 13/1981). The implementation rates of UPU projects under the UNDP further improved in the following years (83.1 percent in 1981, 79.5 percent in 1982).

94 The number of experts, consultants and fellowships, together with the cost of providing training and operational materials, are shown below for each year in the five-year period.

Year	Experts	Consultants	Fellowships	Equipment	
				US $	Sfr
1979	47	42	195	147 980	86 665
1980	71	44	340	198 174	491 693
1981	57	46	401	180 040	192 408
1982	52	30[1]	285[1]	457 505	324 903
1983	49	48	298	159 698	527 855

[1] The drop in the number of consultants and fellowships in 1982 is due to the preparation of a greater number of integrated projects which, judging from the applications received, included in 1981 a much greater overall sum (over double) for the purchase of equipment and materials.

95 Most of these *experts* were those recruited under the UNDP-UPU projects, including a few recruited under UNDP-ITU projects and funds-in-trust projects (associate experts, technical assistance against payment, World Bank). Short missions (less than 12 months) have increased in recent years and accounted for 22 to 52 percent of all missions depending on the year. The *consultants* are the UPU consultants whose missions (usually 2 to 3 months each) are financed out of the UPU's regular budget. In most cases, the administration of origin pays the consultant his national salary during the period of his mission. A great many *fellowships* were granted to those attending courses, study cycles or technical meetings organized by the UPU on an intercountry basis (66 to 81 percent of the fellowships awarded, depending on the year).

96 The expenditure on *equipment*, shown in US dollars, relates to UNDP-UPU and UNDP-ITU projects; expenditures shown in Swiss francs concern the UPU Special Fund and the UPU's regular budget. Most of the expenditure in Swiss francs arose from the Sahel project, financed by Belgium's tied contribution to the UPU's Special Fund.

97 The postal administrations of France and Great Britain have continued to organize, in close cooperation with the International Bureau, training courses for senior postal instructors. Other administrations have also arranged courses for officials from developing countries. In addition, in response to the wishes of the Rio de Janeiro Congress, training courses for postal instructors and refresher courses for postal instructors

were organized each year in Africa, Asia and Latin America. These courses made it possible to train quite a lot of middle-grade instructors.

98 In addition to the specialization courses, study cycles, study trips and technical meetings, which were organized in various regions, mention should be made of the success of several training courses for consultant specialists for TCDC (technical cooperation among developing countries), which were arranged in Asia within the framework of a UNDP-UPU regional project and in Latin America under a joint UPU-PUAS project (1982) and under the UPU's own resources (1983–1984). The aim is to give specialized training to a number of future consultants to enable them to carry out missions within the framework of TCDC. Several specialists trained in this way have already carried out TCDC consultants' missions in the Asia and Pacific region.

3.5.4. Evaluation

99 Each year the Executive Council took note of the evaluations carried out by the International Bureau; these were focused on the programming, execution and assessment of the results of experts' and consultants' missions and of courses, study cycles and individual periods of training. Evaluation sheets concerning certain completed projects were also submitted to the annual sessions of the Executive Council.

100 The Executive Council gave advice and instructions, particularly on speeding up the execution of projects and improving the briefing of experts and consultants at the beginning of their missions.

101 As regards the UPU projects under the UNDP, several field evaluation meetings were organized during the period 1979–1983. The conclusions of these meetings made it possible to improve the execution of the projects concerned or to have some of them extended.

3.6 External relations

3.6.1 Restricted Unions

102 *Participation of the Restricted Unions in the UPU technical assistance programme.* Resolution C 90 instructed the EC to study, among other things, the technical, financial and legal aspects of participation by the Restricted Unions in the UPU technical assistance programme. After noting the desiderata of the Restricted Unions, the Council recognized the usefulness of developing this participation. However, it did not feel it necessary to change the legal position of the Restricted Unions within the UPU. Considering it preferable to stick for the time being to the development of practical cooperation between the UPU and the Restricted Unions for regional projects, it adopted resolution CE 6/1983 in order to provide the legal framework for this cooperation.

3.6.2 United Nations (UN)

103 *Relations with the United Nations (decision C 100).* The Agreement signed in 1947 between the UN and the UPU constitutes the basis of relations between the two organizations. Three bodies in particular serve as the framework for these relations: the United Nations Economic and Social Council (ECOSOC), the Administrative Committee on Coordination (ACC), which is composed of the executive heads of the organizations of the United Nations system, and the United Nations Development Programme (UNDP). The International Bureau took part, where appropriate, in the meetings of ECOSOC, ACC, UNDP and their subsidiary organs.
These meetings related basically to technical cooperation, administration, personnel, finance and problems of general policy. Conversely, the United Nations was represented by observers at sessions of the UPU Executive Council.
Technical cooperation activities provide the main focus for relations between the UPU and the UN, in particular with regard to the United Nations Development Programme (UNDP). Information on this subject is given in paragraphs 74 to 101 of this report.

In pursuance of article IV of the UN-UPU Agreement and Rio de Janeiro Congress decision C 100, the Secretary-General submitted each year to the Executive Council, to supplement the information appearing in the annual reports on the work of the Union, several reports on various questions, the principal ones of which are dealt with in the relevant chapters of this report. (See Congress – Doc 5.)

104 *The International Civil Service Commission (ICSC)* was set up by the United Nations General Assembly in 1974 to ensure the regulation and coordination of conditions of service in organizations of the United Nations common system. In 1975, the EC accepted the Statute of that Commission and its attention is drawn, at each of its sessions, to the annual reports of the ICSC to the United Nations General Assembly.

105 *Possible amendment to the UN-UPU Agreements (resolution C 91).* Within the framework of the study undertaken within the United Nations on the strengthening of that Organization's role, the Ad Hoc Committee has not yet begun to consider the agreements concluded between the UN and the specialized agencies, having given priority to its work on the question of safeguarding international peace and security. In these circumstances, the Executive Council decided to drop this question from the agenda of the General Committee until such time as the UN dealt with the problem (decision CE 11/1980).

106 *Implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples (decision C 99).* The Secretary-General submitted to the Executive Council each year a report on the implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples. This report gave an account of various measures taken by the International Bureau concerning, for example, assistance to refugees and non-self-governing territories, assistance to the Palestinian people, relations with the newly independent countries, and several resolutions of the United Nations General Assembly calling for cooperation by the specialized agencies in this field. The Council noted these reports and resolutions (decisions CE 34/1980, CE 21/1981, CE 18/1982, CE 17/1983, and CE 14/1984) (see Congress – Doc 15).

107 *United Nations Joint Inspection Unit (JIU).* The UPU applies, where relevant to its specific activities, certain recommendations of the United Nations Joint Inspection Unit. They deal mainly with questions relating to technical cooperation. Every year since 1968, the International Bureau has submitted to the Executive Council a number of reports by the Joint Inspection Unit (JIU) likely to be of interest to the UPU. From 1980 to 1984, the Council considered the eleventh to fifteenth reports on the activities of the JIU (July 1978 to June 1983) and took note of them (decisions CE 33/1980, CE 21/1981, CE 18/1982, CE 17/1983 and CE 14/1984).

108 *International Years.* With regard to the *International Year of Disabled Persons* (1981), proclaimed by the United Nations General Assembly, the Council requested the Secretary-General (decision CE 32/1980) to send postal administrations a recommendation that they take all possible measures to facilitate the access of disabled persons to postal installations. In 1981, the Council took note of information sent by a number of administrations on the measures they had taken to comply with the EC recommendation.

109 In decision CE 29/1980, the Council instructed the International Bureau to take various measures in connection with the *World Communications Year (1983)* (1979 Rio de Janeiro Congress decision C 104). At its sessions of the following years, it examined the report submitted by the International Bureau on this question and took note of the measures taken or planned by postal administrations in this regard (see paragraph 129).

110 *International Programme for the Development of Communication (IPDC).* From its 1981 session onwards, the Council was presented each year with a report by the Secretary-General on the International Programme for the Development of Communication (IPDC), a UNESCO initiative with which the UPU and other relevant organizations are associated. The Council requested the Secretary General to ensure that the UPU's action in respect of the IPDC continued to be guided by the need to safeguard the powers of the UPU in regard to the postal service. It took note of the most important decisions taken by the Intergovernmental Council of the IPDC and of the measures taken or envisaged by the International Bureau of the UPU within the framework of this Programme. Following an initiative with the agreement of postal administrations, a joint UPU-UNESCO study is being carried out on the execution of three technical cooperation projects submitted by the UPU (decisions CE 22/1981, CE 18/1982, CE 17/1983, and CE 14/1984).

111 *Choice of subjects for postage stamps.* The Executive Council instructed the Director-General of the International Bureau to prepare for the Hamburg Congress a draft recommendation on the issue of postage stamps (choice of subjects) which would strengthen the purport and scope of similar recommendations adopted by previous Congresses (see Congress – Doc 5).

3.6.3 Specialized agencies and International Atomic Energy Agency (IAEA)

112 *Relations with the specialized agencies.* The UPU cooperates actively with the other specialized agencies in the United Nations Administrative Committee on Coordination (ACC) and its subsidiary organs. In addition, the International Bureau frequently turns to these institutions to find out what their legal situation and administrative practice are in connection with a number of problems. The cooperation of these organizations is very positive. They willingly provide the International Bureau with all the information it needs. Moreover, the legal services of these organizations regularly exchange information on administrative and legal problems they have to deal with during the year.

113 *United Nations Educational, Scientific and Cultural Organization (UNESCO).* Concerning UPU-UNESCO cooperation in the framework of the International Programme for the Development of Communication (IPDC), see paragraph 110 and concerning the international letter-writing competitions for young people, see paragraph 127.

114 *International Civil Aviation Organization (ICAO).* Relations of close cooperation have been maintained with ICAO, in particular in the field of basic airmail conveyance rates (see paragraph 25). In this connection, ICAO has continued to provide the UPU each year with "International Airline Financial Statistics" and to be represented at meetings of the UPU and the IATA-UPU joint bodies dealing with airmail. Moreover, ICAO has drawn up, for the information of the UPU, a list of definitions of dangerous goods prohibited from conveyance by post; this list replaces that established by IATA in 1978 (see paragraph 32).

115 *World Health Organization (WHO).* Cooperation with the WHO dealt with various aspects of the admission, by the Post, of infectious and non-infectious perishable biological substances (see paragraph 32).

116 *International Telecommunication Union (ITU).* Measures had to be taken with a view to ensuring harmony between the regulations of the ITU and those of the UPU with respect to the preparation of money order telegrams and giro transfer telegrams (see paragraph 41).

117 *International Atomic Energy Agency (IAEA).* Relations with the IAEA have been intensified as the UPU has agreed to co-sponsor a seminar on the transport of radioactive materials by post (Vienna, 24–27 October 1983) (see paragraph 32). Moreover, in the framework of the revision of the IAEA Regulation for the Safe Transport of Radioactive Materials, a proposal was made to amend the provisions concerning the marking of postal items containing such materials (see proposals 2000.13, 2521.1, 5000.4 and 5505.1).

3.6.4 Other organizations

118 *Customs Co-operation Council (CCC).* The UPU and the CCC maintain continuous relations at the secretariat level. Moreover, in conformity with the Rio de Janeiro Congress resolution C 16, the CCC-UPU Contact Committee was reconstituted with a view to continuing the study of problems relating to the simplification of customs handling of postal items. Membership was increased to five countries from each side following a CCC proposal approved by the EC in 1982. The Committee held three meetings, two of which were in Brussels (1983 and 1984) and the other in Berne in 1983. The questions dealt with are reported on in paragraphs 3.2.3.1.

119 *Organization of African Unity (OAU) and League of Arab States.* In conformity with 1974 Lausanne Congress decision C 92 and the 1979 Rio de Janeiro Congress resolution C 7, the Organization of African Unity and the League of Arab States were invited to take part in the annual sessions of the Executive Council.

They sent representatives to several of these sessions in the capacity of observers. For its part, the UPU was represented at a number of meetings of these organizations.

120 *International Air Transport Association (IATA).* Very close cooperation with IATA continued through the IATA-UPU Contact Committee, which met twice, and the Joint IATA-UPU Working Party, which held four meetings. Moreover, the UPU was represented as an observer at IATA's 36th to 39th annual General Assemblies (Ottawa 1980, Paris 1981, Geneva 1982 and New Delhi 1983). In 1980, 1981 and 1983, it was represented by the administration of the country in which the meeting was held.

121 *International Savings Banks Institute (ISBI).* Concerning the cooperation between the UPU and the ISBI, provided for by resolution C 19 of the Rio de Janeiro Congress, see paragraph 43.

3.6.5 Public information

122 *General policy on public information.* By resolution C 101, the Rio de Janeiro Congress had instructed the International Bureau, subject to Executive Council approval, to intensify its present information activities. The Executive Council proceeded to consult the member postal administrations of the EC and the CCPS in order to determine the information activities which should be intensified and developed on a priority basis and thus established the following list:

a relations with the press (more frequent distribution of press releases and articles, organization of press conferences possibly followed by the showing of films, etc);
b assistance to administrations in marking UPU Day (distribution of posters, organization of celebrations, etc);
c distribution of information materials (leaflets, brochures, posters, photos, slides, etc);
d increased participation in exhibitions and fairs.

123 It was recognized that preference should be given to methods designed to reach groups rather than individuals (for example, press agencies, newspapers, magazines, government authorities), with the target par excellence being journalists working in both the written as well as the spoken and televised media.

124 Moreover, the Executive Council instructed the International Bureau to try and obtain the services of an information specialist from a postal administration free of charge. The French postal administration agreed to make a specialist-consultant available to the International Bureau for two years from April 1984. Among other things, he is responsible for:

a developing those activities already launched which the EC considered it a matter of priority to expand, namely:
   - press relations;
   - support for postal administrations when celebrating UPU Day;
   - participation in exhibitions and fairs;
b studying the possibility of carrying out certain proposals for the expansion of information activities by the International Bureau and arranging his technical support for national postal information services, bearing in mind the following reservations expressed by postal administrations:
   - any initiative should take account of the specific nature of the International Bureau, which is not entirely comparable with a national administration;
   - in the selection of proposals for possible implementation, account should also be taken of the cost-benefit ratio;
   - implementation of the suggestions decided upon should be spread over a certain period of time (short, medium and long term);
   - priority should be given to proposals with few financial implications;
c launching the actions decided upon after the above study, particularly ones which might incite governments to accord a certain priority to the needs of the Post, a question of capital importance in developing countries;
d monitoring the implementation of these activities.

125 *Measures taken by the International Bureau in order to intensify its information activities.* The measures taken by the International Bureau to intensify its information activities may be summarized as follows:

- updating and publication of a new edition of the leaflet containing general information about the UPU and its activities;
- publication of a short history of the UPU;
- publication of a new edition of a booklet containing the UPU Constitution and other organic texts of the Union;
- publication of a brochure entitled "The Postal Service in the World";
- publication of the new version of the "Memorandum on the role of the Post";
- updating and distribution of a poster for UPU Day;
- development of relations with the press (distribution of press releases and information materials);
- preparation of small publicity items and other souvenirs for visitors, journalists, etc;
- increase and improvement of the participation of the UPU in exhibitions and fairs.

126 *UPU Day.* Since 1981, a different theme has been selected each year for UPU Day (decision CE 18/1981); it is communicated to the postal administrations. A message from the Director-General of the International Bureau concerning this theme and a press release are distributed. Moreover, a poster is produced by the International Bureau and sent to the postal administrations for them to display in post offices and other public places. In marking UPU Day, the administrations take various measures aimed at increasing awareness of the Post. The suggestion that the present title "UPU Day" be changed to "World Post Day" was accepted by the EC, which decided to submit it to the Hamburg Congress in the form of a proposal of a general nature. (See proposal 019.)

127 *International letter-writing competition for young people.* To increase the number of countries participating in this annual competition, the Executive Council decided that, in addition to the three existing prizes, special mentions would be awarded to at most five prizewinners, who would receive a diploma and an album of postage stamps and whose names and nationality would be published in "Union Postale" (decision CE 16/1981). It should be remembered that the first three prizewinners receive a medal, a diploma and an album of postage stamps and that their compositions are published in the journal. Moreover, UNESCO (which chooses the prizewinners) and the postal administrations of the prizewinners' home countries also give the winners additional prizes. The ceremony at which the prizes are presented takes place on 9 October (UPU Day).

128 *New edition of the "Memorandum on the role of the Post as a factor in economic, social and cultural development".* Further to decisions C 104 and C 107 of the Rio de Janeiro Congress, the International Bureau updated the "Memorandum on the role of the Post" and distributed it through the postal administrations to the government authorities of the member countries. This distribution took place in the framework of the activities for World Communications Year (1983).

129 *World Communications Year (WCY) 1983.* As decided by the Rio de Janeiro Congress (decision C 104), the UPU participated in World Communications Year (WCY) 1983, which was proclaimed by the United Nations General Assembly. The International Bureau was instructed by the Executive Council to take certain measures on this occasion and to invite the postal administrations to participate actively as well as to plan an issue of postage stamps to mark this Year (decision CE 29/1980). The measures taken to mark WCY are listed below:

a the International Bureau has in particular:
   - developed pilot projects and encouraged the administrations to find the funds necessary to finance their implementation;
   - distributed to the postal administrations the information materials prepared by the WCY Secretariat (Guide, folder and WCY bulletins published every two months);
   - published information materials in the framework of WCY (the "Memorandum on the role of the Post", the brochure "The Postal Service in the World", the leaflet containing information on the UPU, posters designed by the WCY Secretariat, etc);
   - published articles and editorials on this event in the periodical "Union Postale";
   - participated in exhibitions and other celebrations marking WCY;
   - printed the WCY emblem and title on the envelopes and letter paper used by the International Bureau;

b the postal administrations have taken certain measures. Among other things, they have:
   - carried out in favour of developing countries some of the pilot projects proposed by the UPU;
   - issued postage stamps, "first-day" covers and postcards marking WCY;

- used special postmarks and slogans;
- organized or participated in exhibitions marking WCY;
- published and distributed information materials on communications in general and on the Post in particular;
- produced and distributed various souvenirs;
- organized special days or weeks on the Post and communications in general;
- organized school visits to postal installations;
- distributed communiqués, messages and information on the Post and its aims and achievements, by radio, television and the Press;
- organized colloquia, round-table discussions, seminars and conferences on the Post;
- created a university professorship in communications;
- shown films on the Post in various places;
- organized various competitions (letters, photographs, drawings, etc);
- presented awards to the most deserving postal officials;
- inaugurated new postal facilities;
- arranged and inaugurated a "Post Office Square";
- organized sports competitions.

The Executive Council asked postal administrations to continue beyond the year 1983 the activities they had begun in order to mark World Communications Year and to regard the campaign to stimulate the awareness of public opinion and their national authorities concerning the important role of the Post in the development process as a permanent one.

Conclusions

130 Having come to the end of its mandate, the Executive Council feels that it has worked to further the interests of the Union and all member countries. Over these five years, it has spared no effort to carry through all the tasks which the Rio de Janeiro Congress entrusted to it or which fell to it in other ways.

131 Through the study on the organization, functioning and work methods of Congress, the Executive Council questioned all the procedures regulating the operation of the Union's supreme body. This study has led to a whole series of decisions which will already be operational for the Hamburg Congress, and to other proposals which will come into force for the 20th Congress if they are approved.

132 After the Union's new financing system had been introduced, the EC turned to the problem of arrears at the UPU, seeking measures likely to ensure healthy finances for the organization and thus the smooth operation of the new system.

133 In regard to the postal service itself, the main studies have been focused, as in the past, on the economic problems, ie rate-fixing (letter post) and remuneration (air conveyance dues, parcel-post rates, transit charges and terminal dues). Several of them were conducted in cooperation with the CCPS (eg transmission of the documents accompanying postal parcels, postal monopoly). The studies carried out on the questions of transit charges and terminal dues have resulted in new proposals concerning the relevant bases for calculation and the statistical system. Important decisions have been taken in regard, for example, to international high-speed mail (EMS). Moreover, administrations have been widely consulted, with the result that the conclusions reached by the Executive Council have generally been founded on the majority views which emerged from these consultations.

134 In certain cases, the questions concerning the regulations also required extensive inquiries (methods of forwarding the C 2/CP 3 customs declaration, guideline rates for fixing the inward rates for parcels, maximization of air conveyance, etc) which have resulted in proposals aimed at improving procedures by means of more precise provisions. It should be noted that the problems regarding the customs treatment of postal items, sea transit charges and airmail were dealt with in conjunction with the organizations concerned, within the framework of the CCC-UPU, ICS-UPU and IATA-UPU Contact Committees respectively.

135 Other important studies were focused on the postal financial services, in particular on the most suitable ways and means of introducing and developing the postal money order service in all countries of the Union.

136 Substantial efforts have also been made and important decisions taken by the Executive Council to strengthen the links between the Universal Postal Union and the other international organizations, especially the UN and the Restricted Postal Unions; the latter were more and more closely associated with certain activities of the Union, chiefly in the field of technical cooperation. As in the past, the UNDP was the principal source for financing the Union's technical cooperation activities. The Executive Council therefore paid close attention to changes in the technical cooperation policy of the UNDP and of the United Nations system as a whole. However, the financial difficulties of the UNDP resulted in a marked diminution in the resources set aside for postal projects in 1982 and 1983. The Executive Council gave its support to various measures taken by the International Bureau with a view to increasing the allocation of UNDP resources to postal development and finding other sources of finance. The promotion of technical cooperation among developing countries (TCDC) and special attention to the needs of the least developed countries were the guiding principles of the UPU's operational activities over the last five years.

137 As requested by the Rio de Janeiro Congress, the EC has carried out a study on its own organization, functioning and working methods. The study stresses the need to give the Executive Council broader powers so that its methods and activities will be more suited to the dynamism required by postal services in the period between Congresses.

Brasilia, 7 May 1984

For the Executive Council:

A C BOTTO DE BARROS

Chairman

Annex I

Results of the work entrusted to the Executive Council by the Rio de Janeiro Congress

Congress resolution, decision, etc	Results	Report paragraph No
Resolution C 3 Quorum required for the Constitution	The Executive Council drafted, for the Hamburg Congress, a proposal designed to ratify, in the Rules of Procedure of Congresses, the principle set out in resolution C 3 of the Rio de Janeiro Congress (proposal 1721.1).	45
Resolution C 12 Development of monetary articles services in the postal field, particularly the international postal money order service	The Executive Council recommended measures likely to facilitate the introduction and development of postal financial services, particularly international postal orders (decisions CE 5/1983 and CE 15/1983 and proposals 6000.1 and 6000.2).	40
Resolution C 14 Special charges. Possibility of applying the internal tariff	In order to maintain the maximum charges prescribed in the Convention and to enable the administrations to exceed the upper limits if necessary, the Executive Council decided to keep article 24 as it is and to amend article III of the Final Protocol (see proposal 3303.1).	17
Resolution C 15 Modification of the principles for fixing supplementary charges for postal parcels	As the results of the consultation of member countries revealed that the administrations wanted to be able to fix their supplementary charges freely, the Executive Council decided to adopt proposal 5307.2, which had been submitted by the Nordic countries to the Rio de Janeiro Congress but which had been deemed irreceivable because it had not been presented within the prescribed time period. This proposal is designed to give the administrations the option of exceeding, exceptionally, the upper limits of the supplementary charges fixed in the Agreement. To take this decision into account, amendments were made to articles 9, 11 and 14 of the Agreement, and article VI of the Final Protocol was taken over, after adaptation into the Agreement itself (see proposals 5009.1, 5009.2, 5009.3, 5009.4, 5011.1, 5012.1, 5014.1, 5014.2, 5014.3, 5014.4, 5029.1, 5031.1, 5306.1 and 5306.2).	38
Resolution C 16 Reconstitution of the CCC–UPU (Customs Co-operation Council-Universal Postal Union) Contact Committee	In accord with the CCC, the CCC-UPU Contact Committee was reconstituted. Its work dealt with customs treatment of postal items (proposals 2000.10, 2000.11, 2500.4, 2516.2 and 2901.1). Reconstitution of the CCC-UPU Contact Committee after the Hamburg Congress (proposal 2000.10).	16
Resolution C 18 Extraordinary Congresses, Administrative Conferences and Special Committees	While opting to maintain the provision relating to Extraordinary Congresses, the EC decided in favour of deleting the provisions relating to Administrative Conferences and Special Committees (proposals 1013.1, 1016.1, 1019.1, 1501.1 and 1506.1).	51
Resolution C 19 Cooperation between the Universal Postal Union and the International Savings Banks Institute (ISBI)	The EC adopted a protocol of agreement with the ISBI providing for the exchange of information, reciprocal participation in meetings of the appropriate bodies of each organization and cooperation in devising and implementing projects, particularly in the field of technical cooperation (resolution CE 5/1980).	43

Congress resolution, decision, etc	Results	Report paragraph No
Formal opinion C 21 Money order telegrams and giro transfer telegrams	Study Group I of the CCITT approved the wording of an addition designed to supplement annotation 4 to article 130 (Money Orders, Detailed Regulations) on the lines of formal opinion C 21.	41
Resolution C 25 Revision of land and sea rates	The EC proposes new outward and inward land rates based on limited freedom as regards these rates and the fixing of guideline rates (proposals 5046.1, 5048.1, 5054.1, 5301.1, 5304.1 and 5305.1). Readjustment of transit and sea rates by reference to the revised transit charges (proposals 5047.1, 5047.2, 5047.3, 5049.1, 5049.2, 5049.3 and 5000.3).	35
Resolution C 26 Modification of the principles for fixing transit land rates	The EC proposes that air parcels in transit à découvert be subject to a transit land rate of 1 g fr (0.33 SDR) per parcel and that the status quo be maintained for closed dispatches of air parcels in transit (proposals 5047.4 and 5921.1).	36
Resolution C 27 Simplification of the present procedure for allocating rates	The EC considered that the procedure for bulk entry should be maintained and, consequently, did not amend the provisions of the Agreement. A detailed description of the procedures provided for in article 55, paragraph 3 (in accordance with the average rate per parcel and per kilogramme of gross weight of mail) was distributed in June 1983.	37
Resolution C 28 Revision of transit charges and study on the economic structure of the scales	See Congress – Doc 9 and proposals 3000.1, 3061.1, 3061.2, 3061.3, 3061.4, 3065.5, 3061.91, 3065.4, 3065.91, 3065.92, 3570.3, 3581.4 and 3582.2.	22
Resolution C 30 Revision of basic airmail conveyance rates	See Congress – Doc 17 and proposal 4000.6.	25
Resolution C 31 Principle and method of calculating internal air conveyance dues	As the consultation did not provide sufficiently significant indications, the EC decided not to amend the current system.	26
Resolution C 33 Payment for transit à découvert	Maintenance of the 5% coefficient of increase was considered satisfactory by the majority of the administrations. The expanded study gave rise to proposals 4000.2, 4608.1 and 4617.2.	27
Resolution C 34 Priority accorded to airmails by the airlines	It has not yet been possible to reach agreement with IATA on the revision of the 1948 agreement. To strengthen the situation of the administrations at the national level, the Council recommends the adoption of proposal 4075.1.	29
Resolution C 35 Continuation of the terminal dues study	See Congress – Doc 10 and proposals 3000.4 and 3062.4.	23
Resolution C 36 Allocation of charges. Transit charges and terminal dues	The 1980 EC integrated the studies that it was instructed to undertake by this resolution, with the exception of point 3, into the study on the revision of transit charges and the economic structure of the scales, in accordance with resolution C 28. Point 3 was transferred to the study on terminal dues, which was conducted by a Working Party formed to respond to resolution C 35.	22 and 23

Congress resolution, decision, etc	Results	Report paragraph No
Resolution C 37 Priorities and principles of UPU technical assistance activities	In 1980, the EC adopted the basic outlines of the general policy and general action programme on technical cooperation for 1980–1985, also taking into consideration resolutions C 38 and C 66 (decision CE 19/1980). During each annual session, the Council took note of the activities conducted or programmed (see Congress – Doc 18.1 and proposal 015).	74
Resolution C 38 Financing UPU technical assistance activities	To increase the implementation rate of UPU projects under the UNDP, which decreased noticeably in 1979, the EC adopted a recommendation designed to speed up approval and execution of projects (recommendation CE 23/1980). Moreover, it instructed the International Bureau to launch an appeal to countries, requesting that they take steps to speed up the execution of postal projects (decision CE 13/1981). The EC noted the measures taken by the IB to obtain an increase in additional resources, taking into account the financial difficulties of the UNDP in 1981 and subsequent years (see Congress – Doc 18.2 and proposal 016).	74
Resolution C 39 Principle and method of calculating internal air conveyance dues relating to postal parcels	See resolution C 31 above.	26
Resolution C 44 Organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS	The EC proposes that a text governing the assignment of studies to the EC and to the CCPS (proposal 1725.91) be inserted in the Rules of Procedure of Congresses and recommends that amendments to article 102, para 6, of the General Regulations be adopted (proposal 1502.6) (see Congress – Doc 7).	47
Resolution C 45 Rules for payment	The EC decided that, to expedite payment for various international postal services, the situation should be improved through training activities in the field of technical cooperation both at the bilateral level and through the IB and, consequently planned a programme of activities to be carried out starting in 1985 (proposal 3500.1).	18
Resolution C 48 Perishable biological substances	In view of the opinions expressed by the administrations, the EC decided: – to maintain the condition according to which non-infectious perishable biological substances can be exchanged only between officially recognized, qualified laboratories; – not to supplement the provisions concerning infectious substances with details on the competent authorities to contact in the event of an accident.	32
Formal opinion C 49 List of Addresses, Heads and Senior Officials of Postal Administrations and Restricted Unions	The IB added, to the names of the officials who usually sign international correspondence, the telephone, and in some cases telex, numbers as well as days and hours of work, as indicated by the postal administrations.	61
Resolution C 50 Updating of International Bureau publications	The postal administrations are regularly asked by the IB (at least once a year) to check and update information concerning them in UPU publications. Moreover, the EC conducted a study on the usefulness of these publications. It concluded that most of the publications should be maintained without any major changes, that the UPU Catalogue should be replaced by three brochures and that two publications not included among those enumerated in article 111 of the Detailed Regulations of the Universal Postal Convention should be added (see proposal 2511.2). In this connection, the Consultative Council for Postal Studies proposed adding to these publications the Catalogue of Postal Equipment (see proposal 2511.3).	62

Congress resolution, decision, etc	Results	Report paragraph No
Resolution C 56 Social security of elected officials	In this resolution, the Rio de Janeiro Congress had instructed the EC to pursue the study of the problems arising for the social security of the elected officials because of the limitation on the length of their term of office. However, the EC approved the recommendation of the Management Board of the UPU Provident Scheme, according to which it would be appropriate to wait for the results of the implementation of the new retirement pension system for elected officials (resolution C 52 of the Rio de Janeiro Congress) and, if it was still considered necessary, to then undertake a new study. The EC therefore postponed study of this matter.	55
Resolution C 62 Study on the present system of statistics	See Congress – Doc 11 and the following two sets of proposals: – system a: proposals 3061.6, 3062.5, 3065.5, 3066.1, 3501.1, 3556.1, 3562.1, 3569.91, 3569.92, 3570.4, 3571.1, 3572.3, 3573.3, 3574.91, 3574.92, 3575.1, 3576.1, 3577.1, 3577.92, 3578.5, 3578.91, 3578.92, 3578.93, 3578.94, 3578.95, 3578.96, 3579.4, 3580.3, 3580.91, 3581.5, 3583.2, 3583.91, 3584.2, 3585.2, 3912.1, 3915.1, 3917.2, 3917.3, 3920.1, 3920.2, 3921.1, 3921.2, 3579.5 and 3574.7; – system c 1: proposals 3061.7, 3062.6, 3065.6, 3066.2, 3501.2, 3556.2, 3562.2, 3569.93, 3569.94, 3569.95, 3569.96, 3569.97, 3570.5, 3571.2, 3572.4, 3573.4, 3574.8, 3574.93, 3574.94, 3574.95, 3575.2, 3576.2, 3577.2, 3577.91, 3577.93, 3578.6, 3578.97, 3579.6, 3579.91, 3580.4, 3580.92, 3581.6, 3583.3, 3584.3, 3585.3, 3912.2, 3912.91, 3912.92, 3915.2, 3915.91, 3915.92, 3917.4, 3917.5, 3920.3, 3920.4, 3921.3, 3921.4, 3928.2, 3957.1, 3953.3, 3955.3, 3915.93, 3915.94, 3915.95 and 3962.3.	24
Decision C 64 Accounting for transit charges and terminal dues	The study of proposal 2056.5 was entrusted to the Working Party dealing with the present system of statistics under resolution C 62.	24
Decision C 65 Accounting for transit charges and terminal dues	The study of proposal 2056.8, para 1, was entrusted to the Working Party dealing with the present system of statistics under resolution C 62.	24
Resolution C 66 Technical cooperation among developing countries	The EC gave appropriate attention to the promotion of technical cooperation among developing countries (TCDC). At each annual session, the Council was informed of the technical assistance activities of the UPU in the framework of TCDC, in particular the more extensive use of experts and consultants from the developing countries, training of future consultants from these countries, organization of courses, study cycles and technical meetings in the developing countries, etc. (See Congress – Doc 18.2 and proposal 017.)	80
Decision C 69 Labelling of mails	See proposals 4597.2 and 4908.91 (creation of a new label).	31
Resolution C 73 Maximizing the air conveyance of mail	See Congress – Doc 16 and proposal 4000.5.	31
Decision C 75 Labelling of mails	See proposals 5520.3/Rev 1 and 5924.91/Rev 1 (creation of a new label).	31

Congress resolution, decision, etc	Results	Report paragraph No
Decision C 80 Reimbursement of travel expenses of members of the Consultative Council for Postal Studies	The EC decided to maintain the status quo. (See Congress – Doc 2, paras 20 to 23.)	–
Decision C 86 Jurisdiction of the Union	The EC concluded that article 3, b, of the Constitution could be of some use and recommends to Congress that it give this provision a new interpretation (proposal 1003.1).	12
Resolution C 87 Study on collective items	To avoid any confusion, the EC decided to replace the expression "collective items" with that of "international high-speed mail (EMS)". Information on this service and a "Guide for the use of administrations wishing to participate in an international high-speed mail (EMS) service" were distributed to all the administrations of the Union in July 1981. The IB was instructed to collect information on the development of the said service in the member countries with a view to making it available to the administrations requesting it.	19
Resolution C 88 Study on the Supervisory Authority	This study resulted in the formulation of proposals designed to amend the Constitution and the General Regulations (proposals 1020.1 and 1509.1) as well as amendments to the Staff Regulations and the Regulations of the UPU Provident Scheme (see decision CE 1/1981 and resolution CE 2/1982).	8
Resolution C 89 Arrears of contributions	At the end of its study (see Congress – Doc 8), the EC decided: i to re-establish the six-month period for payment of supplies provided by the IB (resolution CE 3/1982); ii to recommend various measures to clear up the arrears at the UPU (proposals 09, 1526.1, 1526.91 and 1526.92).	72
Resolution C 90 Participation of the Restricted Unions in the technical assistance programme	Having recognized the advisability of promoting cooperation between the UPU and the Restricted Unions with respect to technical assistance, the EC adopted resolution CE 6/1983 to establish the legal framework of such cooperation.	102
Resolution C 91 Amendment of the UN-UPU Agreements	The EC decided not to include this item on the agenda of Committee 3 (General) until the UN had dealt with the problem (decision CE 11/1980).	105
Decision C 97 Surface mail forwarded by air	The Executive Council suggested introducing into the Convention minimum regulations for this type of mail by adapting the Postal Parcels Agreement as necessary (see proposals 4000.7, 5004.1, 5515.91 and 5522.1).	31
Resolution C 101 General policy on public information	The EC drew up the list of public information activities which, in the opinion of the member postal administrations of the EC and the CCPS consulted in this regard, should be intensified and developed on a priority basis. In addition, it instructed the IB to try and obtain the services of an information specialist from a postal administration free of charge. The French administration has agreed to make a specialist-consultant in information available to the International Bureau for two years from April 1984. Moreover, the CCPS published the results of study 504, which it conducted in the form of an inquiry on the general policy with respect to public information.	122 to 125

Congress resolution, decision, etc	Results	Report paragraph No
Decision C 104 The Post and information	The IB published a new edition of the Memorandum on the role of the Post (see also decision C 107). The UPU participated in World Communications Year (1983); the IB and the postal administrations took a series of measures (including the issue of postage stamps) designed in particular to increase the awareness of the general public and the authorities of the member countries with respect to the Post. The postal administrations were invited by the Executive Council to continue beyond the year 1983 the activities begun to celebrate World Communications Year and to regard the campaign to stimulate the awareness of public opinion and their national authorities concerning the important role of the Post in the development process as a permanent one.	129
Decision C 107 Memorandum on the role of the Post as a factor in economic, social and cultural development	The Memorandum on the role of the Post, updated and published by the International Bureau, was distributed through the postal administrations (see also decision C 104).	128

Annex II

List of Executive Council resolutions and decisions 1979–1984

Classification key

1	General affairs of the Union
1.1	Member countries
1.2	Supervisory Authority
1.3	Political questions
1.4	Miscellaneous
2	Acts of the UPU
2.1	General
2.2	Constitution
2.3	General Regulations
2.4	Convention
2.4.1	Questions common to the different international postal services
2.4.2	Letter post
2.4.3	Transit charges and terminal dues
2.4.4	Airmail
2.5	Parcel post
2.6	Postal financial services
2.6.1	Postal money orders
2.6.2	Giro
2.6.3	COD
2.6.4	Collection of bills
2.6.5	Savings
2.6.6	Subscriptions to newspapers and periodicals
3	UPU bodies
3.1	General
3.2	Congress
3.2.1	Rules of Procedure
3.2.2	Organization and functioning
3.2.3	Miscellaneous
3.3	Executive Council (EC)
3.3.1	Rules of Procedure
3.3.2	Organization and functioning
3.3.3	Comprehensive report on the work of the Executive Council
3.3.4	Miscellaneous
3.4	Consultative Council for Postal Studies (CCPS)
3.4.1	Rules of Procedure
3.4.2	Organization and functioning
3.4.3	Comprehensive report on the work of the Consultative Council for Postal Studies
3.4.4	Miscellaneous
3.5	International Bureau
3.5.1	Organization and functioning
3.5.2	Staff
3.5.2.1	Staff Regulations and Rules
3.5.2.2	UPU Provident Scheme
3.5.2.3	Social Fund
3.5.2.4	International Civil Service Commission (ICSC)
3.5.3	Documents and publications
3.5.4	Film library
3.5.5	Offset printing service
3.5.6	Building
3.5.7	Translation services
3.5.7.1	English service
3.5.7.2	Arabic service
3.5.7.3	Spanish service
3.5.7.4	Other languages
3.5.8	Director-General's report
3.5.9	Miscellaneous
4	Finance
4.1	Financial Regulations
4.2	Budget
4.3	Accounts
4.4	Ceiling of annual expenditure
4.5	Miscellaneous
5	Technical cooperation
5.1	General
5.2	Projects and other activities
5.2.1	Consultants
5.2.2	Experts
5.2.3	Fellows
5.2.4	Postal training
5.3	United Nations Development Programme (UNDP)
5.4	UPU Special Fund
5.5	Second Development Decade
6	External relations
6.1	Resticted Unions
6.2	United Nations (UN)
6.2.1	UN-UPU Agreements
6.2.2	Postal administration
6.2.3	United Nations Joint Inspection Unit
6.2.4	International Civil Service Commission (ICSC)
6.2.5	Miscellaneous
6.3	United Nations specialized agencies and International Atomic Energy Agency (IAEA)
6.3.1	General
6.3.2	International Civil Aviation Organization (ICAO)
6.3.3	International Telecommunication Union (ITU)
6.3.4	World Health Organization (WHO)
6.4	Other organizations
6.4.1	International Air Transport Association (IATA)
6.4.2	Customs Co-operation Council (CCC)
6.4.3	Organization of African Unity (OAU)
6.4.4	National liberation movements
6.4.5	League of Arab States
6.4.6	International Chamber of Shipping (ICS)
6.4.7	International Organization for Standardization (ISO)
6.4.8	Joint Inspection Unit (JIU)
6.4.9	International Savings Banks Institute (ISBI)
6.4.10	Miscellaneous
6.5	Public information

List of Executive Council resolutions and decisions 1979–1984

Classification key		Subject	No of resolution	No of decision
1	General affairs of the Union			
1.2	Supervisory Authority	Supervisory Authority		D 1/1981
1.4	Report on the work of the Union	Report on the work of the Union		D 3/1980 D 2/1981 D 1/1982 D 1/1983 D 1/1984
1.5	Miscellaneous	Restoration of the building in which the UPU was founded		D 2/1982
2	Acts of the UPU			
2.3	General Regulations			
2.4	Convention			
2.4.1	Questions common to the various international postal services	Study on the present system of statistics. Formation of a Working Party		D 13/1980
		Shipping dangerous items by post. List of definitions of dangerous goods prohibited from conveyance by post, drawn up by ICAO	R 1/1983	
		Choice of subjects for postage stamps		D 2/1984
2.4.2	Letter Post	Letter Post. International high-speed mail		D 20/1982
		International high-speed mail		D 2/1983
		Legal situation of intermediate postal administrations in cases where closed mails in transit are suspected of containing narcotics or psychotropic substances		D 3/1984
2.4.3	Transit charges and terminal dues	Study on the present system of statistics. Formation of a Working Party		D 13/1980
		Study on the economic structure of the transit charge scales. Formation of a Working Party		D 14/1980
		Study on terminal dues. Formation of a Working Party		D 15/1980
		Establishment of surface-mail terminal dues accounts for 1981 and 1982 and airmail terminal dues accounts for 1980		D 16/1980
2.4.4	Arimail	Air conveyance dues for airmail correspondence in transit à découvert: accounting for 1981	R 4/1980	
		Airmail. Working Party		D 3/1981
2.5	Parcel Post	Parcel Post. Formation of a Working Party		D 17/1980
		Participation in the work of the Parcel Post Working Party		D 4/1981
		Direct transhipment of air parcel mails		D 4/1983

Classification key		Subject	No of resolution	No of decision
2.6	Postal financial services	Protocol of agreement between the Universal Postal Union and the International Savings Banks Institute (ISBI)	R 5/1980	
		Title of Committee 8 (Monetary Articles)		D 18/1980
		Dropping the expression "monetary articles" and using the term "postal financial services" in the UPU	R 1/1981	
2.6.1	Postal money orders	Appeal to non-signatory countries of the Postal Money Orders Agreement		D 5/1983
		Technical cooperation with regard to postal money orders		D 15/1983
2.6.2	Giro	Deposit of the technical characteristics of the post cheque forms and post cheque guarantee card with the International Bureau		D 5/1981
3	UPU bodies			
3.1	General	Extraordinary Congresses, Administrative Conferences, Special Committees		D 7/1981
3.2	Congres	Study on the organization and operation of Congresses		D 4/1980
3.2.2	Organization and functioning	Organization, functioning and working methods of Congress		D 6/1981
		Doyen of Congress		D 3/1982
		Invitations to the 19th Congress	R 4/1984	
3.2.3	Miscellaneous	Appeal to administrations to limit the number of proposals for submission to the 19th Congress	R 1/1982	
		Launching of the resolution		D 23/1982
		Preliminary consideration of Congress proposals		D 6/1983
		Presentation before Congress of certain Executive Council proposals		D 4 à 9/ 1984
3.3	Executive Council (EC)			
3.3.1	Rules of Procedure	Rules of Procedure of the Executive Council		D 1/1980
		Amendment of the Rules of Procedure of the Executive Council		D 8/1981
3.3.2	Organization and functioning	Vice-Chairmen of the Executive Council		D 1/1979
		Executive Council Committe Chairmen and Vice-Chairmen		D 2/1979
		Date of the 1980 Executive Council session		D 3/1979
		Composition and functions of Executive Council Committees		D 2/1980
		Date of the next session of the Executive Council		D 5/1980
		Possible amendment of the UN–UPU Agreements		D 11/1980
		Title of Committee 10		D 24/1980
		Organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS		D 24/1981
		Date and duration of the next session of the Executive Council		D 9/1981

Classification key		Subject	No of resolution	No of decision
		Date and duration of the next session of the Executive Council		D 4/1982
		Date and duration of the next session of the Executive Council		D 7/1983
3.3.3	Comprehensive report on the work of the Executive Council	Approval of the Comprehensive report on the work of the Executive Council (1979–1984)		D 10/1984
3.3.4	Miscellaneous	Report on the work of the Union 1979		D 3/1980
3.4	Consultative Council for Postal Studies (CCPS)	Approval of the annual report on the work of the CCPS		D 30/1980
		Approval of the annual report on the work of the CCPS		D 10/1981
		Approval of the annual report on the work of the CCPS		D 5/1982
3.4.4	Miscellaneous			
3.5	International-Bureau			
3.5.1	Organization and functioning			
3.5.2	Staff	Retention in service		D 8/1980
		Appointment of a new Assistant Director-General (D 2)		D 11/1981
		Seniority salary steps for deserving officials who have reached the top of their grade		D 6/1982
		Conversion of a G post into a P post. Staff table		D 7/1982
		Formal acceptance of the resignation of Mr Thomas Scott, Deputy Director-General		D 8/1982
		Amendment of resolution CE 1/1977 (Conditions of service of the Director-General and Deputy Director-General of the International Bureau)		D 9/1982
		Interpretation of article 108 of the UPU General Regulations		D 10/1982
		Allowances payable to the Acting Deputy Director-General		D 11/1982
		Designation of an Assistant Director-General to take over the functions of Deputy Director-General until the next Congress		D 12/1982
		Conditions on which an Assistant Director-General might apply for the vacant post of Director-General or Deputy Director-General		D 8/1983
		Problems connected with the possible transfer from G category to P category		D 9/1983
		Additional staff needs. Staff table		D 10/1983
		Amendment of resolution CE 1/1977 – Conditions of service of the elected officials (Director-General and Deputy Director-General) of the International Bureau		D 11/1983
3.5.2.1	Staff Regulations and Rules	Amendments to the International Bureau Staff Regulatios (regulations 1.11; 2.1, para 1; 4.8; 4.12; 4.14, and para 1 of "Applicability")		D 6/1980
		Additional staff requirements in 1980 and 1981. Staff table		D 7/1980

Classification key		Subject	No of resolution	No of decision
		Statement on the security and independence of the international civil service		D 35/1980
		Amendment of the Regulations of the UPU Provident Scheme and of the Staff Regulations of the International Bureau of the UPU	R 2/1982	
		Amendment of the Staff Regulations of the International Bureau (regulation 9.8)		D 12/1983
		Amendment of the Staff Regulations of the International Bureau (regulation 4.4)		D 11/1984
3.5.2.2	UPU Provident Scheme	UPU Provident Scheme		D 31/1980
		Amendment of the regulations of the UPU Provident Scheme and of the Staff Regulations of the International Bureau of the UPU	R 2/1982	
		Amendment of the Regulations of the UPU Provident Scheme (articles 8, para 3; 23, para 2; 29, para 2, a, ii; 51, para 2, b)	R 2/1983	
		Actuarial position of the UPU		D 31/1980
		Provident Scheme		D 13/1983
3.5.3	Documents and publications	Title of Committee 10		D 24/1980
		UPU publications		D 26/1980
		Publication of a new edition of the "Memorandum on the role of the Post"		D 28/1980
		Subscription rates to "Union Postale"		D 19/1981
		Updating UPU publications		D 20/1981
		Payment for supplies from the International Bureau	R 3/1982	
		UPU publications		D 12/1984
3.5.6	Building			
3.5.9	Miscellaneous			
4	Finance			
4.1	Financial Regulations	Amendments to the UPU Financial Regulations		D 10/1980
		Amendments to the UPU Financial Regulations		D 12/1981
		Amendments to the UPU Financial Regulations (article 20, para 3)		D 13/1982
		Approval of article 20, para 2, of the Financial Regulations	R 3/1982	
		Amendments to the UPU Financial Regulations		D 14/1983
4.2	Budget	Approval of the Union's adjusted budget for 1980	R 1/1980	
		Budget of the Universal Postal Union for 1981	R 2/1980	
		Budget of the Universal Postal Union for 1982	R 2/1981	
		Budget of the Universal Postal Union for 1983	R 4/1982	
		Budget of the Universal Postal Union for 1984	R 3/1983	
		Budget of the Universal Postal Union for 1985	R 1/1984	
		Medium-term planning/programme budget		D 14/1984
4.3	Accounts	Approval of technical cooperation accounts	R 3/1980	
		Approval of the Union's accounts for financial year 1979		D 9/1980
		Approval of the Universal Postal Union's accounts for 1980 and of the relevant Audit Report	R 3/1981	

Classification key		Subject	No of resolution	No of decision
		Approval of technical cooperation accounts	R 4/1981	
		Approval of the Universal Postal Union's accounts for 1981 and of the relevant Audit Report	R 5/1982	
		Approval of the accounts concerning the funds assigned to the UPU by the UNDP for financial year 1981	R 6/1982	
		Interest on overdue payments for supplies from the International Bureau	R 3/1982	
		Approval of the Universal Postal Union's accounts for 1982 and of the relevant Audit Report	R 4/1983	
		Approval of the accounts concerning the funds assgined to the UPU by the UNDP for financial year 1982	R 5/1983	
		Approval of the Universal Postal Union's accounts for 1983 and of the relevant Audit Report	R 2/1984	
4.5	Miscellaneous	Restoration of the building in which the UPU was founded		D 2/1982
		Study on arrears		D 22/1982
		Problem of arrears at the UPU		D 15/1984
5	Technical Cooperation			
5.1	General	Policy for reinforcing UPU technical cooperation		D 19/1980
		Participation of the Restricted Unions in the technical assistance programme		D 20/1980
		Approval and execution of technical assistance projects		D 23/1980
		Appeal to countries to take steps to speed up the execution of postal projects		D 13/1981
		Participation of the Restricted Unions in the technical assistance programme		D 14/1981
		Participation of the Restricted Unions in the technical assistance programme		D 17/1982
		Participation of the Restricted Unions in the UPU technical assistance programme	R 6/1983	
		Technical cooperation with regard to postal money orders		D 15/1983
5.3	United Nations Development Programme (UNDP)	Approval and execution of technical assistance projects		D 23/1980
		Approval of technical cooperation accounts	R 3/1980	
		Approval of technical cooperation accounts	R 4/1981	
		Approval of the accounts concerning the funds assigned to the UPU by the UNDP for financial year 1981	R 6/1982	
		Approval of the accounts concerning the funds assigned to the UPU by the UNDP for financial year 1982	R 5/1983	
		Approval of the accounts concerning the funds assigned to the UPU by the UNDP for financial year 1983	R 3/1984	
5.4	UPU Special Fund	Amendments to the Regulations for the administrative and financial management of the UPU Special Fund		D 21/1980

Classification key		Subject	No of resolution	No of decision
		Approval of the UPU Special Fund programme for 1980		D 22/1980
		Approval of the UPU Special Fund programme for 1981		D 15/1981
		Approval of the UPU Special Fund programmes for 1982 and 1983		D 14/1982
		Approval of the UPU Special Fund programme for the following year instead of the current year		D 15/1982
		Payment of contributions to the UPU Special Fund for 1982 and 1983		D 16/1982
		Approval of the UPU Special Fund programme for 1984		D 16/1983
		Approval of the UPU Special Fund programme for 1985		D 16/1984
6	External relations			
6.1	Restricted Unions	Participation of the Restricted Unions in the technical assistance programme		D 20/1980
		Participation of the Restricted Unions in the technical assistance programme		D 14/1981
		Participation of the Restricted Unions in the technical assistance programme		D 17/1982
		Participation of the Restricted Unions in the UPU technical assistance programme	R 6/1983	
6.2	United Nations (UN)	Possible amendment of the UN-UPU Agreements		D 11/1980
6.2.3	United Nations Joint Inspection Unit	Reports of the United Nations Joint Inspection Unit		D 33/1980
6.2.4	International Civil Service Commission (ICSC)			
6.2.5	Miscellaneous	Recommendations by the United Nations concerning the implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples		D 34/1980
		Statement on the security and independence of the International civil service		D 35/1980
		International Year of Disabled Persons (1981)		D 32/1980
		Relations with the United Nations and other international organizations		D 21/1981
		Development of communication		D 22/1981
		Relations with the United Nations and other international organizations		D 18/1982
		Relations with the United Nations and other international organizations		D 17/1983
		Choice of subjects for postage stamps		D 2/1984
		Relations with the United Nations and other international organizations		D 17/1984

Classification key		Subject	No of resolution	No of decision
6.3	United Nations specialized agencies and International Atomic Energy Agency (IAEA)			
6.3.2	International Civil Aviation Organization (ICAO)	Shipping dangerous items by post. List of definitions of dangerous goods prohibited from conveyance by post drawn up by ICAO	R 1/1983	
6.4	Other organizations			
6.4.1	International Air Transport Association (IATA)	IATA-UPU Contact Commitee		D 36/1980
6.4.2	Customs Co-operation Council (CCC)	Reconstituion of the CCC-UPU Contact Committee		D 12/1980
		Participation in the work of the CCC-UPU Contact Committee		D 23/1981
		Enlargement of the CCC-UPU Contact Committee		D 21/1982
		CCC-UPU Contact Committee (next meeting)		D 18/1983
6.4.9	International Savings Banks Institute (ISBI)	Protocol of agreement between the Universal Postal Union and the International Savings Banks Institute (ISBI)	R 5/1980	
6.5	Public Information	International letter-writing competitions for young people		D 25/1980
		Information activities		D 27/1980
		Publication of a new edition of the "Memorandum on the role of the Post"		D 28/1980
		World Communications Year		D 29/1980
		International letter-wrtiting competition for young people		D 16/1981
		Subjects of the international letter-writing competitions for young people from 1982 to 1985		D 17/1981
		UPU Day		D 18/1981
		Subscription rates to "Union Postale"		D 19/1981
		Updating UPU publications		D 20/1981
		Information activities		D 19/1982
		World Communications Year (WCY)		D 18/1984
		International letter-writing competitions for young people		D 19/1984

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Comprehensive report on the work of the Consultative Council for Postal Studies

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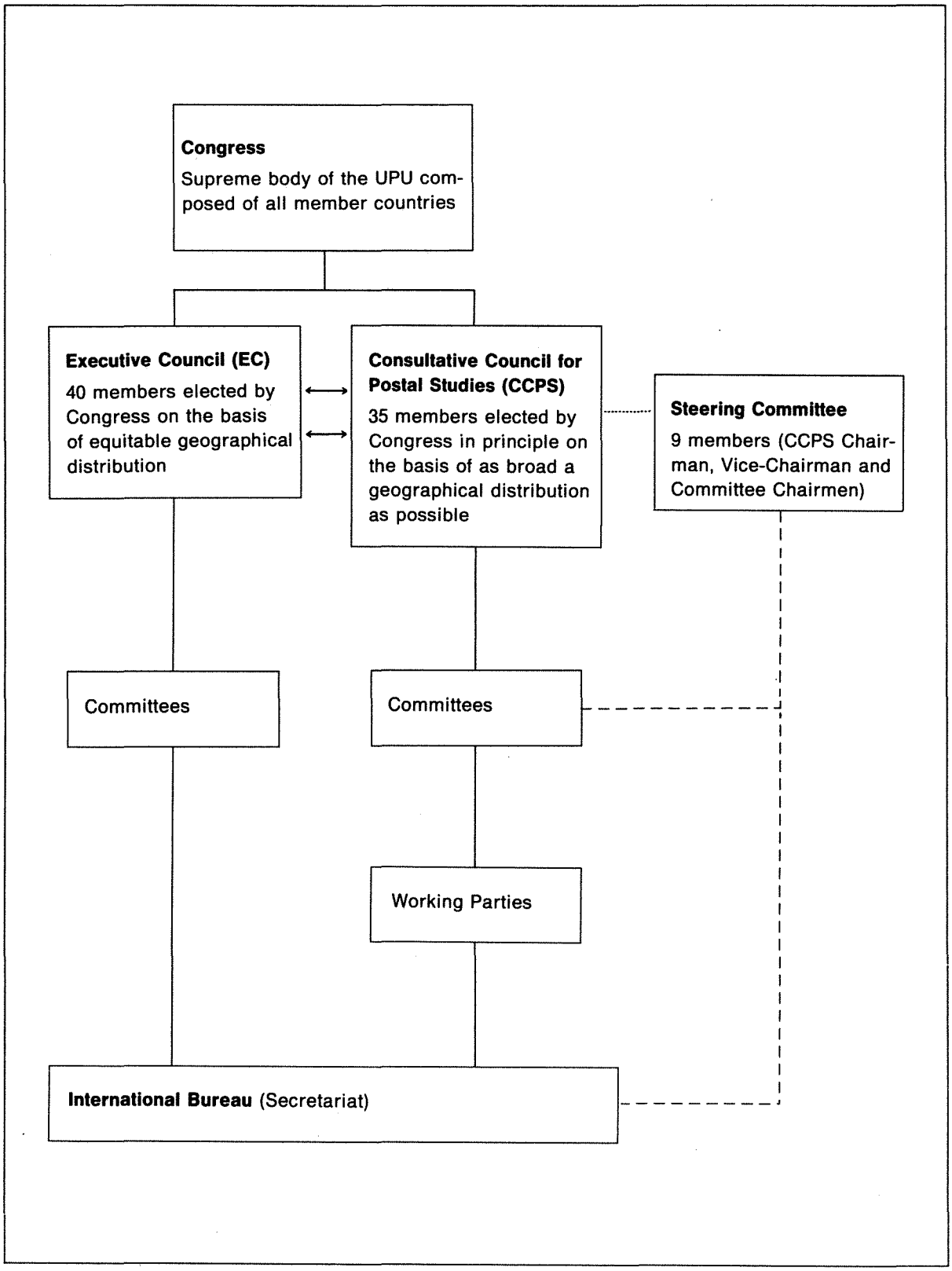
1 CCPS sessions and Steering Committee meetings
2 CCPS work programme for the period 1979–1984
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Foreword

1 In accordance with article 105, paragraph 3, of the General Regulations, the Consultative Council for Postal Studies shall prepare for Congress a comprehensive report on its work.

2 In application of those provisions the Council elected by the Rio de Janeiro Congress has prepared the present report on the principal results of its work.

The Consultative Council for Postal Studies within the framework of the Universal Postal Union



A. Background to the Consultative Council for Postal Studies

Organic development

3 The Consultative Committee for Postal Studies, created by the 1957 Ottawa Congress, was a body that hardly existed since it functioned only as Committee 3 of the 1964 Vienna and 1969 Tokyo Congresses and played no effective role between Congresses. In reality, it was its Management Council which carried out the role of permanent and active body.

4 Aware of the ambiguity of the situation and wishing to give the said Management Council a status more in accordance with reality, the Tokyo Congress abolished the Consultative Committee for Postal Studies and replaced the Management Council by a "Consultative Council for Postal Studies" (CCPS), to which it gave all the tasks previously entrusted to the Committee and its Management Council.

5 At the same time, the Tokyo Congress specified the objectives and functions of the CCPS, particularly in regard to the problems of technical cooperation, education and vocational training of concern to the new and developing countries. It also decided, for economic reasons, that CCPS sessions would be held at the Union headquarters, but left open the possibility for the CCPS to meet elsewhere than at Berne if circumstances warranted it. Lastly, it was left to the CCPS to decide on the number of Vice-Chairmen.

6 The relationship of the CCPS to the other bodies of the Union conforms to the organizational chart on page 6.

7 The 1969 Tokyo Congress specified the actual role which the CCPS was to play in the Union as a study body, and at the same time gave it the possibility of itself submitting proposals to Congress. The 1974 Lausanne Congress not only confirmed the direction taken by the 1969 Tokyo Congress as regards the organization of the CCPS but also gave it complete freedom both to prepare a work programme satisfying the priority concerns expressed by member countries of the Union and to decide the most efficient way of dealing with the study subjects thus chosen.

8 Between 1976 and 1978, with the 1979 Rio de Janeiro Congress in mind, the Consultative Council for Postal Studies carried out an important study on its organization and activities the conclusions of which were reflected in Rio de Janeiro Congress resolutions C 4, C 43, C 44 and C 78, which have guided the CCPS elected in 1979 in fulfilling its mandate. Although the CCPS could be considered as having functioned in a generally satisfactory manner over the 1979–1984 five-year period, certain observations were made on the occasion of the Council's 25th anniversary.

9 After examination of these observations and in the light of experience during its term of office, the present CCPS has felt able to communicate certain views and opinions to the CCPS to be elected at Hamburg. It has devoted a chapter of the present report to this. Congress will have an opportunity of expressing its views on this subject.

CCPS member countries

10 The 1979 Rio de Janeiro Congress maintained the number of members of the CCPS at 35 and, at its 13th meeting (3 October 1979), elected the following members: Algeria, Argentina, Australia, Austria, Bangladesh, Belgium, Brazil, Cameroon, China (People's Rep), Colombia, Egypt, France, German Dem Rep, Germany, Fed Rep of, Great Britain, India, Indonesia, Iraq, Italy, Japan, Mexico, Morocco, Netherlands, New Zealand, Nigeria, Pakistan, Polish People's Rep, Romania, Spain, Sweden, Switzerland, Thailand, Tunisia, USSR, United States of America.

Chairman, Vice-Chairman, Committees and Secretary-General

11 At its constituent meeting (23 October 1979), the CCPS elected Great Britain as Chairman and Tunisia as Vice-Chairman. It also decided to set up the following seven Committees and designated seven countries to serve as their Chairmen (decision CCEP 4/1979):

Committee 1 Future of the postal services
Chairman: Netherlands

Committee 2 Postal operations
Chairman: Australia

Committee 3 Postal mechanization, buildings and motor transport
Chairman: Japan

Committee 4 Financial services and accounting
Chairman: Morocco

Committee 5 Staff
Chairman: Nigeria

Committee 6 Postal management
Chairman: Colombia

Committee 7 International Post
Chairman: Polish People's Rep

12 The Director-General of the International Bureau carries out the duties of Secretary-General to the CCPS.

Steering Committee

13 The Chairman, Vice-Chairman and Chairmen of the seven Committees form the CCPS Steering Committee.

Sessions

14 The CCPS has held all its annual sessions in Berne (annex 1). Sessions generally lasted two weeks. In principle, the first week was devoted to meetings of the Committees and the second to plenary meetings.

15 The Steering Committee met on the occasion of every annual CCPS session. It also held five meetings outside the annual CCPS sessions, during the annual EC sessions, as is shown on the table reproduced in annex 1.

16 The member countries of the Union were informed of the proceedings and the results of the work of the CCPS and its Steering Committee by means of a Summary Record and the documents of the CCPS which were sent to them after every session.

B. Work of the Consultative Council for Postal Studies

Chapter I

Work programme 1979–1984

17 By resolution C 78, the Rio de Janeiro Congress approved the work programme proposed by its Committee 3 (Postal Studies) and decided in resolution C 103 to put the provisions relating to the Consultative Council for Postal Studies into immediate effect.

18 At the meeting held on 25 October 1979 at Rio de Janeiro, the CCPS allocated the work to be done between its seven Committees and fixed their work methods. Reporting countries and coordinating countries were designated and Working Parties set up. The work programme appears in annex 2 and is as follows:
- 2 studies entrusted to the Steering Committee: 533, 534;
- 1 study requested by the postal administration of Tanzania (United Rep): 537;
- 34 new subject studies: 501, 502, 503, 504, 505a, 505b, 506, 507, 508, 509/531, 510, 511, 512, 513, 514, 515, 516, 517, 518, 519, 520, 521, 522, 523, 524, 525, 526, 527, 528, 529, 530, 532, 535, 536;
- 2 studies already carried out on which work was to be continued within the 1979–1984 work programme: 401, 463;
- 8 permanent studies: A 1/A 2/A 3, A 3, B 9, B 103, B 105, B 126, C 104, 311;
- 1 permanent study not coming under a Committee: A 19;
- 17 related studies coming under the following main studies: A 1/A 2/A 3(6), 311(6), 401(2), 501(1), 511(2).

19 A number of these studies were conducted by the CCPS at the specific request of the 1979 Rio de Janeiro Congress. As their conclusions should be brought to the attention of the Hamburg Congress, they are enumerated below.

a Reimbursement of travel expenses of members of the Consultative Council for Postal Studies (Decision C 80 – Study 533)

20 Congress instructed the CCPS to undertake a study on the reimbursement of travel expenses of members of the CCPS and to submit the results to the Executive Council.

21 The CCPS entrusted this study to its Steering Committee, which asked all the member countries of the CCPS to give their opinions on this question and to indicate any new solutions that might be proposed should they consider that changes ought to be made to the provisions currently in force. All the member countries of the CCPS were able, either in writing or orally at the 1981 session, to express their points of view. At the end of this consultation:
- 22 administrations were in favour of the status quo (cf General Regulations, article 104, paragraph 4);
- 8 administrations favoured extending to the CCPS the same system as in the EC, ie reimbursement of all members of that body;
- 4 administrations favoured reimbursing all developing countries;
- 1 administration gave preference to the latter option but was not against reimbursing travel expenses to all CCPS members by analogy with the EC.

22 Thus a clear majority of CCPS members consider that the existing formula is the best one. In accordance with the instructions of Congress, the CCPS submitted its Report, together with the minutes of its discussion of the question (CE 1982 – Doc 17), to the EC.

23 As the EC shared the view expressed by the majority of CCPS members, it approved the report submitted by the CCPS at its 1982 session.

b Establishment at the International Bureau of a permanent unit concerned with Third World problems and relations with the Restricted Unions (Decision C 79 – Study 534)

24 This study was also entrusted to the Steering Committee. It derived from proposal 0010 submitted to Congress by Gabon, which subsequently backed it up by an information document (Congress – Doc 41).

25 At the end of the work done, the Steering Committee reached the following conclusions:
- note that the measures taken by the CCPS in the design of its programme and in the organization of its work, as well as the action taken by the International Bureau with a view to closer links between CCPS studies and technical cooperation activities correspond, on the whole, to the concerns expressed in the proposal by Gabon;
- not to adopt the idea of establishing a special CCPS Committee responsible for Third World problems and relations with the Restricted Unions;
- propose to the CCPS the adoption of a draft recommendation for the attention of the Hamburg Congress, calling on the developing countries to take a more active part in CCPS work.

26 The CCPS approved these conclusions and adopted the above-mentioned draft recommendation. (Proposal 06)

c Future of the postal services (Resolution C 82)

27 After considering the report prepared for it by the Consultative Council for Postal Studies on "The future of the postal services" (Congress – Doc 18) and taking into account the conclusions of the discussion held on the question on 9 October 1979, Congress instructed the CCPS to "concern itself systematically, as its principal task, with the various aspects of the future development of the Post / ... / and to report periodically to the administrations of the Union on this matter".

28 In view of its importance, the CCPS set up a special Committee (Committee 1 "Future of the postal services") to consider this question, the following aspects of which were the subject of separate studies:
- Study 501 "Future of the postal services" including the related study "Study on postal development"
- Study 502 "Using the postal network (including agency services) for non-postal activities – Extending post office functions"
- Study 503 "Electronic mail and other advanced message systems" including the supplementary study "Teleimpression" (Decision C 83)
- Study 504 "General policy on public information".

29 The CCPS subsequently decided to reactivate study C 104 "Postal market research", which was also assigned to Committee 1.

30 The work done and the results obtained are the subject of Congress – Doc 14.

d Use of containers for transporting international mail – Transfer of mails (Study 509/531)

31 In resolution C 67, Congress instructed the CCPS to continue the study on containerization, with emphasis on two specific aspects:
- standardization of intra-container modules which would benefit mail processing, distribution and transport;
- development of an accurate simplified mail documentation system both for bagged (loose) and containerized mail shipments;

and in decision C 84, within the framework of the above-mentioned study, to study proposals 2557.3, 2557.4, 2918.4, 2918.5, 3589.5 (paragraph 2), 3599.1, 3907.5 and 3907.6 by New Zealand, aimed at abolishing the C 18bis delivery bill "Airlifted surface mails" and the AV 7S delivery bill "Airmails of empty bags", while amending the C 18 delivery bill "Surface mails" and the AV 7 delivery bill "Airmails" so as to incorporate the necessary data in them.

32 The study carried out by a Working Party reached the following conclusions:

i the use of intra-container modules is limited, particularly in international exchanges of mail and it seems that there is not yet enough information on the needs and requirements of the majority of UPU members to warrant preparation of standards;

ii as regards simplification of documentation, it does not seem advisable at the present stage to make recommendations to Congress, as the solutions envisaged do not appear to satisfy the majority of administrations.

e Maximum weight of bags (Resolution C 13 – Study 510)

33 Congress instructed the Consultative Council for Postal Studies to carry out a study to examine the question of the maximum weight of bags used in the international postal service and to determine the optimum weights of such bags, taking account of the medical and sociological information available about the weights that can be lifted, the availability of mechanical aids and the methods of work in postal administrations, as well as the effect on operating costs.

34 The study conducted by a Working Party and to which numerous administrations of Union member countries contributed, enabled as wide a range of opinions as possible to be expressed, while analyzing in detail, in the spririt of the Congress resolution, the elements to be taken into consideration for an appropriate decision on the question. Factors highlighted on the basis of, among other things, the views of experts or appropriate organizations (medical experts – International Labour Office) included:

- the medico-sociological aspects and related operational aspects;
- the problems connected with mechanical handling facilities;
- operational, etc, considerations.

35 The discussions in the CCPS brought out differences of opinion on the concept of the optimum weight of mailbags, this being largely influenced by considerations peculiar to the different countries; but a majority opinion emerged in favour of maintaining the status quo. The CCPS is not therefore proposing to Congress, at the present stage, a reduction in the maximum weight of mailbags in the international postal service.

f Placing of service instructions and labels on envelopes (Decision C 53 – Study 513)

36 Congress entrusted the CCPS with the study of proposal 2513.91. After the Working Party set up by the CCPS to carry out this study had completed its task, a report was drawn up, as well as a proposal (2513.1) to Congress which seeks to amend article 113 of the Detailed Regulations of the Rio de Janeiro Convention.

g Position of postcode number (Decision C 54 – Study 514)

37 Congress instructed the CCPS to study proposal 2513.5/Rev 1 concerning the position of the postcode number.

38 The coordinating country of the study, which was carried out by means of an inquiry, drew up a report describing the experience of countries participating in the study and setting forth certain recommendations to administrations thinking of introducing a postal code for the sorting of mail.

h Problems raised by the admission of two-panel envelopes in the international service (Decision C 102 – Study 515)

39 Congress allocated to the CCPS the study of proposals 2019.23, 2522.1 and 2522.2 concerning the admission of envelopes with two transparent panels.

40 The inquiry carried out showed that, although the use of two-panel envelopes involved major problems for several administrations, the majority of countries which took part in the study favoured the admission of such envelopes.

41 During the discussions in the CCPS, the prevailing opinion was that, to avoid losing traffic, it was necessary to meet the needs of the market which was becoming increasingly interested in this type of envelope. The CCPS therefore decided to submit to Congress proposals for amending the Acts to allow for the admission of envelopes with two or more panels on an optional basis. (Proposals 2020.1 and 2523.1.)

i Universal postal development fund (Congress – Doc 84/Add 4, Supplement 1 – Study 519)

42 As it had not been possible to complete this study before Congress, the CCPS decided to include this subject in the draft CCPS work programme for 1984–1989 by merging it with a new study "Possibilities of financing postal projects by national or international public or private banking institutions", proposed by Senegal.

j Methods of dispatching C 2/CP 3 customs declarations (Resolution C 42 – Study 532)

43 Congress instructed the CCPS to carry out a study on the method of dispatching the C 2/CP 3 customs declarations accompanying postal parcels and to transmit its conclusions to the EC (Congress – PV 19).

44 This study was carried out by means of an inquiry and in two phases. In the first phase, the International Bureau sent to all administrations of the Union, in November 1980, a document which analyzed the subject as a whole and questionnaire to collect data on the current situation. The replies to this consultation made it possible to tackle the second phase, the purpose of which was to draw conclusions and formulate proposals that would be acceptable to the majority of administrations.

45 The coordinating country submitted its report at the 1981 session of the CCPS. Discussion admittedly made it clear that both of the two most widely used methods for dispatching C 2/CP 3 customs declarations, ie either with the parcel bill or with each parcel, had their supporters but there also emerged a common desire to simplify customs formalities as far as possible by introducing into the Acts procedures allowing the greatest possible flexibility in deciding how the documents should be transmitted.

46 In conclusion, the CCPS decided that the report as submitted by the coordinating country should be passed on to the EC together with the minutes of discussions on this subject within the Committee. The EC examined the results of this study and, at its 1983 session, approved a number of proposals for amending articles 101, 106, 118, 119bis and 120 of the Detailed Regulations of the Postal Parcels Agreement. (Proposals 5501.1, 5506.1, 5518.1, 5519.91 and 5520.1.)

k Provisions relating to notification of irregularities for which administrations may be liable, in particular as regards the preparation and use of the CP 13 verification note and the CP 14 report (Resolution C 74 – Study 535)

47 The study endeavoured to find out by means of a questionnaire whether the provisions regulating the use of the CP 13 and CP 14 forms were satisfactory to administrations or whether simplifications or other changes were needed.

48 The replies show that as a whole administrations are satisfied with the present provisions but also agree that they should be clarified to facilitate their application. The CCPS therefore drew up proposals for amending the Postal Parcels Agreement reflecting the interpretation adopted in the study. (Proposals 5523.1, 5523.91, 5526.1, 5526.2, 5526.3, 5530.1, 5541.91 and 5913.1.)

Multilingual Vocabulary of the International Postal Service

a Publication of a supplement and new edition of the Vocabulary

49 The fourth edition of the Multilingual Vocabulary of the International Postal Service was distributed under cover of International Bureau circular 50 of 1973 and the first supplement to this edition was sent to postal administrations with circular 104 of 1979.

50 At its 1982 session, the Consultative Council for Postal Studies decided to publish a second supplement to the present edition of the Multilingual Vocabulary. This supplement, which came off the press in April 1984, comprises new expressions, whose definitions were fixed by the expanded Working Party A 19 at its meeting on 8 November 1982, and, in addition, a corrigendum indicating:

i terms and expressions whose definitions were changed by Working Party A 19 at its meetings in Cairo in 1976, Brussels in 1977 and Berne in 1982;

ii terms and expressions deleted at the meetings held in Cairo, Brussels and Berne;

iii changes and additions to be made to the names of the Restricted Unions.

51 In 1982, the CCPS also examined the problem of a new edition of the Multilingual Vocabulary and decided that it should be planned for after the Hamburg Congress. The International Bureau has taken steps to include the necessary resources for this in the budgetary forecasts of the Union for the period from 1986 to 1990.

b Introduction of Portuguese into the Vocabulary

52 The International Bureau received from the administration of Brazil, spokesman for the Portuguese Language Group, a proposal to include Portuguese in the Multilingual Vocabulary, in view of the Rio de Janeiro Congress decision on the admission of Portuguese as a language used for the publication of documents.

53 Consulted on this request by Brazil, the CCPS decided at its 1983 session to accede to it; Portuguese will therefore be included in the Multilingual Vocabulary. The International Bureau will take the appropriate steps when the new edition of the Vocabulary is published.

Chapter II

Relations with the Executive Council

54 In accordance with the General Regulations, articles 102, paragraph 6, f, and 105, paragraph 2, the CCPS has regularly prepared an annual report on its work which its Chairman has submitted to each session of the Executive Council. These reports were approved.

55 At the same time, the CCPS had been instructed to submit to the EC the results of the following three studies:

– 532 Methods of dispatching C 2/CP 3 customs declarations
– 533 Reimbursement of travel expenses of members of the Consultative Council for Postal Studies
– 537 Equitable geographic distribution of seats on the CCPS.

The results of these studies were transmitted to the EC at its 1982 session (see chapter I with regard to the first two studies and annex 2 with regard to study 537).

Chapter III

Technical cooperation

56 With regard to technical cooperation, the duties of the CCPS are set out in article 104, paragraph 9, of the General Regulations and in resolution C 43 of the Rio de Janeiro Congress.

57 On the basis of that resolution the CCPS considered each year a report prepared by the International Bureau on technical cooperation, which kept it in touch with the problems to be solved by the administrations of developing countries and with the action taken by the International Bureau to help them. The CCPS was thus able to make appropriate comments on this subject.

Studies of particular concern to developing countries

58 In view of its ever-increasing attention to the problems of the administrations of developing countries, the CCPS has endeavoured to conduct its studies so as to respond to as many of the concerns of these administrations as possible.

59 It should be stressed that a large proportion of the studies included in the CCPS work programme (18 studies, or 38 percent) were of particular interest to developing countries.

60 These studies deal with all the areas of activity of the postal administrations:
- Management
- Organization
- Operations
- Postal financial services
- Mechanization

61 The work carried out has thus contributed to the smooth development of postal services in young and developing countries.

Chapter IV

Relations with international organizations

62 CCPS relations with these organizations can be summarized as follows:

a International Telecommunication Union (ITU)

63 Following discussions in the CCPS in 1977 and 1978, the International Bureau considered it advisable to make informal contact with the ITU about the developments in the field of new methods of electronic transmission. Firstly, it wanted to inform itself on this question in order to give the postal administrations the benefit of this knowledge. Secondly, it thought it useful to inform the ITU that it would not be enough to envisage such means of transmission solely between subscribers' terminals and that making these facilities available to the general public would probably require the intervention of the postal services for the collection, recording and delivery of messages, services which came within the specific purview of the Post. Therefore, with the aim of better serving the interests of the community, there should be close, open and constructive collaboration between the UPU and the ITU. In view of the favourable reactions to this suggestion in the General Secretariat and, later, the Administrative Council of the ITU, the Rio de Janeiro Congress, informed by means of Congress – Doc 18/Add 2, expressed its approval of any initiative that might be taken in this direction, either by the CCPS or by the International Bureau (Congress/C 3 – Rep 4).

64 In response to the wish expressed by Congress, the International Bureau made approaches to the ITU in order that close cooperation might be instituted between the two organizations with a view to the introduction of a service for which each organization would assume its share of responsibility. The CCPS was informed of this at its 1980 session and, in accordance with its instructions, the International Bureau proposed an informal meeting to the CCITT Secretariat. This took place in Geneva on 11 November 1981 between the representatives of the two organizations and of the secretariat, to lay the foundations for future collaboration.

65 Subsequently, a UPU delegation took part, in Geneva from 25 January to 3 February 1982, in the work of Working Party I/4 (Facsimile and Telewriting) of CCITT Study Group I, at which it was decided to set up, within CCITT Working Party I/4, a joint sub-group called "CCITT-UPU ad hoc Sub-Group (Bureaufax)" to examine the technical and operational problems of the electronic mail service requiring a joint solution.

66 The ad hoc Sub-Group met twice in 1983, the first time in Paris from 17 to 19 January and the second time in Ottawa, on 29 and 30 September.

67 In addition, the UPU had to concern itself with the other parts of the services and therefore took part in the work of CCITT Study Group III (General tariff principles).

Moves towards organized collaboration

68 The UPU was represented at the ITU Plenipotentiary Conference (Nairobi, 28 September–5 November 1982). That conference had adopted a resolution on the electronic mail/message service instructing the ITU Secretary-General to maintain and expand, as required, inter-secretariat relations with the UPU and to take all necessary measures to meet any requests from the appropriate UPU bodies.

69 For its part the CCPS, with a view to establishing a basis for effective collaboration between the UPU and the ITU and strengthening that collaboration at technical level, adopted a resolution at its 1982 session instructing the International Bureau to take all necessary steps "to study ways and means of establishing a contact mechanism to ensure the continuance of effective cooperation between the CCITT and the CCPS for the study of the new services and to report to it at its 1983 session".

70 At the 1983 session, the CCPS took note of the results of the contacts established with the CCITT by virtue of the above-mentioned resolution. It noted that relations with the ITU were developing favourably and that the time had come to set up the contact mechanism desired by the CCPS.

71 An ITU representative participated in the proceedings of the CCPS and explained the ITU's viewpoint on the development of ITU-UPU relations and the possible establishment of a contact body.

72 After a discussion on the various aspects of the question at its 1983 session, the CCPS adopted a resolution (Resolution CCEP 1/1983) proposing the creation of a CCITT-CCPS Contact Committee. This resolution was sent to the ITU in November 1983 for the attention of CCITT Plenary Assembly, and if the latter shares the view of the CCPS practical arrangements will be made immediately afterwards.

b International Organization for Standardization (ISO)

73 Contacts between the International Organization for Standardization (ISO) and the Union were prompted by the need for the Union to solve a certain number of problems relating to the standardization of letter envelope sizes raised by mechanization and automation of the various mail-processing operations. The representatives of the two organizations met for the first time in Paris on 14 and 15 November 1960; the result was the ISO-UPU Contact Committee. The Contact Committee subsequently met either in Geneva (1961, 1965, 1972) or in Berne (1962, 1969, 1978).

74 Since the 1979 Rio de Janeiro Congress, the Union has been represented on the Contact Committee by member countries designated by the CCPS in 1980, viz Belgium, France, the Federal Republic of Germany, Great Britain, Japan, Netherlands, Switzerland and the United States of America. Great Britain, as Chairman of the CCPS, is Chairman of the UPU Group and of the Contact Committee when the UPU holds the chairmanship.

75 On 24 October 1983, the Contact Committee held its 8th meeting at Geneva. A report on this meeting is attached hereto as annex 3.

76 Cooperation between the ISO and the UPU has not been confined solely to the ISO-UPU Contact Committee but has also occurred in certain ISO Committees and Subcommittees. In such a case the Union is represented as an observer, generally by the postal administration of the country in which the meeting is being held. The Union takes part in that capacity in the work of the following Technical Committees:

ISO/TC 6 "Papers, boards and pulps"
ISO/TC 122 "Packaging"
ISO/TC 154 "Documents and data elements in administration, commerce and industry"

77 The Union is also kept informed of the work done by the following Technical Committees:

ISO/TC 37 "Terminology (principles and coordination)"
ISO/TC 46 "Documentation"

ISO/TC 68 "Banking procedures"
ISO/TC 97 "Computers and information processing"
ISO/TC 104 "Freight containers"

78 During this five-year period, the Union was represented at the meetings listed in annex 4. In accordance with the decision of the CCPS at its 1971 session, the reports of these meetings, prepared by the administrations which represented the Union, have been sent to all CCPS members.

79 In addition, in accordance with Rio de Janeiro Congress recommendation C 77, the Union is represented on Working Group ISO/TC 46/WG 2 "Representation and coding of country names", which was instructed to prepare a code of the names of countries for application in all sectors of activity, as well as on the Maintenance Agency responsible for international standard ISO 3166 "Code for the representation of names of countries".

80 Finally, the Union in so far as possible participates as an observer at ISO general assemblies that lay down the general policy of that organization with respect to stadardization. It was thus represented at the general assemblies in Geneva and Toronto in September 1979 and September 1982 respectively.

c International Savings Banks Institute (ISBI)

81 In accordance with Rio de Janeiro Congress resolution C 19, contacts were established with the International Savings Banks Institute (ISBI) and a draft UPU-ISBI agreement was concluded in 1980. The agreement, among other things, provides for the exchange of information, reciprocal participation in meetings of the appropriate agencies of both organizations, and cooperation in the development and implementation of projects of interest to the savings banks, notably with respect to vocational training. Within the framework of this agreement, the ISBI was invited to participate in CCPS study 517 ("Promotion of postal savings banks in developing countries") and in the colloquium organized on that theme during the 1983 session of the CCPS. The UPU for its part attended the 22nd General Assembly of the ISBI in June 1983. Mention should also be made of the seminar on the development of Savings banks in Africa in the face of bank competition, held in Rabat in September 1983 by the ISBI, the results of which were communicated by the postal administration of Morocco to the colloquium concerning study 517.

Chapter V

Publications issued under the auspices of the CCPS

a "Computers in the postal service" Catalogue

82 This publication contains the data concerning computers in the postal service of member countries, arranged by field of application and equipment used, on more than 800 sheets in four binders.

83 A consultation carried out among member countries of the EC and CCPS on the usefulness of the catalogue revealed that, in its present form, it no longer meets the needs of the administrations concerned, whereas the cost of updating it is not inconsiderable.

84 However, in the discussions in the CCPS in 1983, several delegations emphasized the usefulness of keeping global documentation on computers at the International Bureau for reference purposes, especially for the developing countries.

85 Therefore, to take the result of the consultation and the opinions expressed into account, the CCPS decided to abolish the Computer Catalogue and to set up a Working Party to devise a system enabling information on computers in the postal service to be sent out regularly in a simplified form.

b Catalogue of Postal Equipment

86 This publication contains, in the form of descriptive illustrated sheets inserted in five binders (Counters – Posting – Sorting – Transport – Delivery), information on technical characteristics of operational equipment used by postal administrations.

87 It is kept up to date by inserting sheets on new developments and removing those on equipment which is no longer used. So far, 11 supplements have been published.

88 At the same time as they were consulted on the usefulness of the Computer Catalogue (paragraph 83), the administrations were also asked for their views in 1982 on the Catalogue of Postal Equipment. The consultation showed that the latter catalogue is widely used. The CCPS therefore decided to retain this publication, but its contents and presentation and the conditions for its updating will be the subject of a study.

c Guide to Modernization of Postal Services

89 CCPS studies generally culminate in a report which is distributed in the Collection of Postal Studies and in a summary – prepared by the reporting country – which is published in "Union Postale". Offprints of these summaries in each of the languages used in the periodical constitute the Guide to Modernization of Postal Services. Since the Rio de Janeiro Congress, the following summaries of studies have been published in the Guide:

A 3 Mechanization and automation of letter-mail sorting. Mechanization of delivery sorting
A 5 Mechanized sorting of parcels, packets, etc
A 7 Automatic vending machines for postage stamps, postcards, books or envelopes of stamps, equipment for small automatic offices (self-service kiosks, etc)
A 12 Mechanical equipment of a large sorting office (extensively mechanized). Related study "Use of computers for determining work organization in a mechanized office"
Related study "Formulation of technical plans for the automatic sorting of letter-post items, parcels and periodicals"
A 101 Means of loading, unloading and conveying mail
B 9 Organization of the urban box-collection service in developing countries
B 103 Organization and operation of postal accounts in the developing countries.
Manual on Inspection Techniques
C 104 Postal market research – research methods – assessment of the demand for postal services up to 1985 – Extension of the market research study to the financial post
B 105 Technological advances in postal services of new and developing countries during the next 10 to 20 years
310 Summary study and reporting of countries' experience with a view to increasing the profitability of postal services
311 Main lines of development and technical progress in the postal services of industrialized countries during the next 10 to 20 years
312 Safety of money or valuables held or conveyed by the postal service. Handling – Safe custody – Conveyance (by vehicle or employee)
401 Problems that will be raised by the tele-transmission of information about financial transactions within the framework of the development of automated systems
402 Specifications for franking machines
406 Automatic parcel-acceptance machines
410 Computer planning of the post office network
411 Methods applicable to the choice of investments
412 Elements of a management system for use in the postal service
429 Study of the registered mail service currently provided in Union member countries
430 Bulk posting of, and prepayment of postage on, ordinary and registered mails
440 Security measures and methods of preventing fraud in the monetary articles services
441 How postal administrations can meet competition from banks
460 Staff productivity and theory of incentives and contributions
461 Outline of a development plan for human resources in a postal administration
470 Adaptation of transport and communications facilities in the young countries

471 General introduction and development of financial (monetary articles) services in the young countries
503 Electronic mail and other advanced message systems
512 Saving energy and raw materials
518 Mechanization of counter and accounting procedures in post offices in developing countries. Postal giro accounts and accounting in medium-sized giro centres
520 Staff housing in large urban centres
521 Programmed learning

d Memorandum on the role of the Post as a factor in economic, social and cultural development

90 A more complete and up-to-date version of the "Memorandum on the role of the Post as a factor in economic, social and cultural development" was distributed to the postal administrations in 1982 within the framework of World Communications Year (1983). The administrations are to ensure that it is circulated amongst high government officials and other people involved in making or shaping decisions concerning development, planning and technical cooperation. In view of the importance of this question of "increasing awareness" for the development of the Post, the CCPS expressed the opinion that it was necessary for the Union to give it a reasonable position within the framework of its activities, particularly in technical cooperation.

Chapter VI

Organization and operation of the CCPS

91 From 1976 to 1978 the Consultative Council for Postal Studies conducted, in view of the Rio de Janeiro Congress (1979), an important study on its organization and functioning. As the functioning of the CCPS is considered to have been satisfactory during the five-year period now ending, it was not thought useful to resume such an overall study with the Hamburg Congress in view.

92 This being so, the CCPS nevertheless considered it advisable to prompt some overall thinking on the organization and functioning of the Council when the latter celebrated its 25th anniversary in 1982. The starting points for this thinking were, firstly, a series of articles which Chairmen and former Chairmen of the CCPS and its Committees and other personalities in the postal world were asked to write for a special issue of "Union Postale" devoted to the anniversary, and secondly, various observations made by the International Bureau on the procedure for conducting CCPS studies in the light of the experience of recent years.

93 This documentation, as well as the discussions to which it gave rise at the 1983 session, emphasized various aspects, the essential features of which are set out in the following:

i CCPS policy and action programme

CCPS adaptability

94 Here the question is whether, in view of the rapid development in the technological, economic and social fields, the UPU (and the CCPS in particular) must devote the main thrust of its activity to work, the end result of which is to legislate in the Acts or whether, on the contrary, by adopting a more flexible stance, it is going to explore new avenues to respond to the problems facing administrations in a new context. The requirement of more flexibility in the functioning of the Union's bodies was stressed in the CCPS and it was thought that it would be a mistake for the UPU to try to establish rigid legislation for new services like electronic mail which were developing rapidly. Consequently, it was accepted that the UPU and CCPS can both legislate through the Acts and apply specific solutions to specific problems.

Studies to be undertaken by the CCPS

95 To study questions of both general and specific interest or undertake only studies of a general nature so that all developed and developing countries can take part in them: to these questions raised by administrations, article 104, paragraph 9, of the General Regulations replies that the CCPS shall study "the most important problems which are of interest to postal administrations of all member countries of the Union." In fact, when it comes down to brass tacks, the decisions to be taken on this subject are not always easy; more generally, the CCPS had occasion to question itself about the value to administrations of the studies which it carried out and about the impact of its work on the functioning and development of the postal services.

96 Although in this regard there has been a general trend for the number of studies undertaken to be reduced in the interests of efficiency and the judicious use of resources, the great majority of CCPS members expressed their satisfaction at the results of the work accomplished; these results have frequently been used to resolve a number of postal organizational or operational problems. These findings were taken into account in the preparation of the draft CCPS work programme for 1984–1989 submitted to Congress.

Conduct of studies

97 It was noted that "too many study projects consist of simple comparative inventories of ways in which certain postal functions can be performed in different administrations / ... / so it has sometimes been regretted / ... / that despite the proliferation of questionnaires issued by the CCPS and the work they involve, the majority of the studies have not culminated in specific conclusions or in formal recommendations", let alone "structured solutions".

98 After analyzing the various aspects of this comment, the CCPS came out in favour of seeking improvements in this field. It considers in particular that the use of colloquia, which permit an intensive exchange of information in a relatively short time, is a method that deserves to be developed, particularly for complex studies or those dealing with innovations. However, the CCPS remains convinced that the comparative method, which makes available to administrations the practices of others, still has a great deal to be said for it and should be used whenever the study subject is suitable for it.

ii Organization of the CCPS

99 The CCPS organization introduced after the Rio de Janeiro Congress (see paragraph 11 above), has been satisfactory, enabling nearly all the studies on the work programme to be completed within the time limits laid down.

100 A certain imbalance has, however, been noted in the distribution of the workload, the number of studies conducted varying from 3 to 13 per Committee. Although it is difficult to achieve a strict balance, it was thought that an effort should be made in that direction and that the number of Committees should be fixed in relation to the overall workload.

iii Operation of the CCPS

Working methods and procedures

101 To conduct its studies, the CCPS uses:
- as working methods:
  - the Working Party, led by a reporting country,
  - the inquiry, conducted by a coordinating country;
- and as procedures:
  - the questionnaire
  - the papers procedure
  - the outline report
  - the colloquium, etc.

102 These methods and procedures continue to be regarded as suited to the nature of the studies carried out and to their purpose. True, it has proved necessary, in order to avoid confusion, to establish a clearer distinction between:
- the working methods linked to the body in charge of conducting the study (coordinating country/Working Party/Committee), and
- the procedures defining the methods of collecting the information needed to prepare the report (questionnaire, paper, outline report, etc). These clarifications should appear in the future text of the "Procedure for conducting studies of the CCPS", annexed to the Rules of Procedure of the CCPS.

103 As regards Working Parties in particular, the system of holding meetings of these has been revived with great success. Such meetings, generally held within the framework of the Committees, have enabled the latter to make an appreciable technical contribution to the work of the CCPS which has thus been able, as a whole, fully to play its part as a technical study and research body.

104 The CCPS considered that this practice should be developed but that every care should be taken when making preparations for the meetings (timetable, documentation, etc) in order to derive maximum benefit from it.

Participation of developing countries in studies

105 A comment was made that the developing countries experienced difficulties in replying to questionnaires in time, partly because of their limited resources.

106 The importance attached by the CCPS to such participation is evident in the draft recommendation which it proposes that Congress adopt on this matter (proposal 06), on the understanding that countries which feel the need could ask for International Bureau help in one form or another, to make their contribution effective.

Various adjustments to the "Procedure for conducting CCPS studies"

107 Anxious to increase the effectiveness of the work, achieve improved rationalization of the documentation and facilitate utilization of the reports written on completion of the studies, the CCPS considered that various adjustments should be made to the "Procedure for conducting CCPS studies". Among the proposals adopted are the following:

a Development of guidelines concerning the preparation of questionnaires, analysis of replies, general records and reports

108 To correct the wide diversity noted in the presentation of questionnaires general records and reports, the CCPS thought that it would be useful to draw up guidelines for the reporting and coordinating countries of studies, the object being to improve the clarity and precision of the documentation and reduce its volume as far as possible.

b More limited distribution of "general records"

109 The general record, a working document designed to facilitate the preparation of the study report, has so far been systematically distributed to all countries participating in the study. The value of such a distribution (at not inconsiderable cost) is not very obvious, since the report includes the essentials of the information collected, in the form of a digest. The CCPS therefore considered that it would be more economical to limit the distribution of the general records which would be sent only to administrations specifically requesting them.

c Limiting the distribution of study reports by circular letter

110 The CCPS noted that publication of certain reports of its studies by means of circular letters causes administrations filing problems. It has been found that this method of distribution is only slightly less expensive than publication in the form of brochures or binders. The CCPS therefore thinks that in future the majority of its reports should be published in the latter form in the Collection of Postal Studies, on the understanding that several smaller reports could be published in the same volume, provided that this causes no problems in their use.

iv Role of the International Bureau

111 The role of the International Bureau with respect to CCPS studies, as defined by the Rio de Janeiro Congress, covers the following fields:
- preparation of questionnaires;
- coordination of studies carried out by the inquiry method in conjunction with the Chairmen of the Committees concerned;
- carrying out studies consisting only of collecting data;
- updating studies;
- sending all available information to the reporting countries of studies;
- provision of occasional assistance by experts and consultants provided that this does not interfere with their principal mission;
- assistance to developing countries wishing to take charge of studies.

112 Within the limits of the means available, the International Bureau has been able to play a tangible role in all these fields.

113 Some administrations think, however, that increased facilities would enable the International Bureau to give developing countries even more assistance in postal studies matters.

114 Apart from this aspect of the question, it was considered that the International Bureau, which, in the five-year period just ending, was able to carry out several studies (either direct or as a "co-rapporteur" with the aid of consultants) and which carries out the bulk of the Executive Council studies, should be able to increase its participation in the implementation of the CCPS work programme as far as its facilities allowed and according to the nature of the studies, with the aim of taking some of the burden off administrations.

v Relations with the Restricted Unions

115 In general, it is hoped that the closest possible cooperation can be established with the Restricted Unions, particularly in the preparation of the work programme of the CCPS and at all stages of implementation of the tasks assigned to it, in particular with regard to the studies undertaken on both sides. The International Bureau will provide liaison between the Union and the Restricted Unions.

Chapter VII

Thoughts on the execution of the work of the CCPS during the period 1979–1984

116 Study 534 "Establishment at the International Bureau of a permanent unit concerned with Third World problems and relations with the Restricted Unions" provided the CCPS with the opportunity of carrying out an overall examination of its work programme actually carried out, from the twin viewpoints of its structure and the participation of the Union member countries in the studies undertaken. The following table has been prepared in that connection.

Participation of member countries in CCPS studies

Study number	Number of countries consulted[1]			Number of countries taking part			Participation rate			Observations
	IC	DC	TOTAL	IC	DC	TOTAL	IC	DC	AVERAGE RATE	
Group 1: Studies of special interest to developing countries (18 studies)										
533	18	17	35	18	17	35	100%	100%	100%	
534	No consultation									
537	18	17	35	18	17	35	100%	100%	100%	
506	–	113	113	–	57	57	–	50%	50%	
507	–	113	113	–	43	43	–	38%	38%	
B 9	–	113	113	–	58	58	–	51%	51%	
511	–	113	113	–	61	61	–	54%	54%	
B 105	–	113	113	–	46	46	–	41%	41%	
B 126	–	49	49	–	39	39	–	80%	80%	
516	37	123	160	15	23	38	41%	19%	24%	
517	7	123	130	7	28	35	100%	23%	27%	
518	–	123	123	–	45	45	–	37%	37%	
519	Not completed									
521	22	11	33	21	10	31	95%	91%	94%	
463	22	38	60	20	31	51	91%	82%	85%	
526	23	36	59	18	27	45	78%	75%	76%	
B 103	7	21	28	5	11	16	71%	52%	57%	
527	18	112	130	7	37	44	39%	33%	34%	
Participation rate of Group:							79%	58%	59%	
Group 2: Studies of interest to industrialized countries and developing countries (26 studies)										
C 104	23	17	40	16	15	31	70%	88%	78%	
501	53	112	165	21	24	45	40%	21%	27%	
502	53	112	165	13	36	49	25%	32%	30%	
504	42	118	160	17	17	34	40%	14%	21%	
505a	17	18	35	11	7	18	65%	39%	50%	
505b	17	18	35	10	9	19	58%	50%	54%	
508	17	18	35	12	8	20	70%	44%	57%	
509/531	40	120	160	24	55	79	60%	46%	49%	
510	39	124	163	28	44	72	72%	35%	44%	
512	19	17	36	15	11	26	79%	65%	71%	
513	8	4	12	5	2	7	63%	50%	58%	
514	39	124	163	30	55	85	77%	44%	52%	
515	39	124	163	28	68	96	72%	55%	59%	
536	–	35	35	–	25	25	–	71%	71%	
A 1/A 2/A 3	15	1	16	13	–	13	87%	–	81%	
A 3	Nil									
520	17	18	35	14	16	30	82%	89%	86%	
522	19	17	36	14	13	27	74%	76%	75%	
523	23	36	59	19	27	46	83%	75%	78%	
524	43	123	166	20	50	70	46%	41%	42%	
525	43	123	166	21	33	54	49%	27%	33%	
528	18	17	35	15	12	27	83%	71%	77%	
529	18	18	36	17	13	30	94%	72%	83%	
530	44	122	166	25	48	73	56%	39%	43%	
532	39	124	163	26	66	92	67%	53%	56%	
535	39	124	163	21	25	46	54%	20%	28%	
Participation rate of Group:							63%	49%	56%	

Study number	Number of countries consulted[1]			Number of countries taking part			Participation rate			Observations
	IC	DC	TOTAL	IC	DC	TOTAL	IC	DC	AVERAGE RATE	
Group 3: Studies of special interest to industrialized countries (3 studies)										
503	20	28	48	17	17	34	85%	61%	71%	
311	29	–	29	18	–	18	62%	–	62%	
401	No data available – Study conducted by CEPT[2]									
Participation rate of Group:							73%	61%	66%	

[1] This is the main consultation on the basis of which the report is prepared.
[2] European Conference of Postal and Telecommunications Administrations.

Note: IC = Industrialized countries
DC = Developing countries.

117 The details thus provided bring out the following findings as regards:
- the distribution of studies from the point of view of their interest to the different groups of countries (industrialized countries and developing countries);
- the participation of Union member countries in the studies carried out.

a Distribution of studies

118 Of the total of 47 main studies which made up the CCPS work programme:
- 18 studies, or 38 percent, were of special interest to the developing countries (Group 1);
- 26 studies, or 55 percent, met the needs of developing countries and industrialized countries (Group 2);
- 3 studies, or 7 percent, were of special interest to the industrialized countries (Group 3).

119 On the one hand, these figures are well in line with the desire expressed by successive Congresses to accord a clearer place in the work of the CCPS to questions of interest to the developing countries, and on the other they invalidate the opinion sometimes expressed that the CCPS tends to angle its work towards the concerns of one group of countries. Actually, although the studies carried out are of interest to up to 93 percent of the developing countries, the industrialized countries can benefit from the results of at least 62 percent of the work done, these figures being essentially for guidance.

120 But for the CCPS the concern for a balanced organization of its activities is expressed in terms not only of the number of studies but also, and above all, of their importance with regard to the burning problems faced by administrations. This great flexibility which characterizes the actions of the Council and which is evident both in the conception of the work programme and in its implementation is, without doubt, the best expression of the vitality of the CCPS and of its ability to adapt to the problems of the Post of today and tomorrow.

b Participation of member countries in the CCPS studies

121 The table, moreover, shows that on the average about 60 percent of the countries that were asked for contributions supplied them, which should be regarded as satisfactory. In fact, the percentage varies considerably according to study, with a minimum of 21 percent for one study and a maximum of 100 percent for two studies. However, taking the programme as a whole, only 10 studies (21 percent) had participation rates of less than 40 percent, while for 16 studies (34 percent) this rate exceeds 70 percent.

122 On the other hand, a more detailed examination of the figures shows that the participation rate was:
- 80 percent when only the CCPS members were consulted, and
- 37 percent for consultations involving all Union member countries.

The comparable results before the Rio de Janeiro Congress were 47 percent and 31 percent respectively.

123 In this connection, it would appear interesting to refer to the following passage from the report submitted by the CCPS to the Rio de Janeiro Congress:
"The participation rate and the time taken to reply show the extent to which the last CCPS work programme was overloaded. Because of this, postal administrations were frequently asked to take part in studies that were often difficult. Moreover, the time allowed to carry out the work, in particular the work of the studies requested by the Executive Council, was often too short, and this was felt by the teams in charge of carrying it out to be too great a constraint. All things considered, therefore, it seems that account should be taken of these general findings when the next work programme is being prepared, because the efficiency of the CCPS in fact depends on the will and ability of postal administrations to carry out thoroughly a number of studies not exceeding the manpower limit which they can devote to CCPS activities."

124 It may therefore be said that the very satisfactory results given above show that the CCPS has derived benefit from the comments made at the last Congress. It achieved this aim by means of two complementary actions:
- reduction in the number of studies to be carried out: 47 main studies as compared with 68 undertaken after the 1974 Lausanne Congress;
- introduction on a trial basis of a system of programming of the start-up of studies whereby, when the work programme was launched in 1980, the dates of dispatch of the questionnaires relating to the various studies were fixed in such a way as to spread out administrations contributions.

125 It was felt that these two concerns should continue, among other things, to actuate the work of the CCPS with the aim of improving the participation of administrations in the studies quantitatively and qualitatively, but also of obtaining better results generally.

126 A detailed analysis of the periods allowed for replying to the questionnaires sent to administrations – another aspect of the latter's participation in the studies – was not considered necessary. These periods were satisfactory on the whole and only in the case of three studies were reminder letters needed. This favourable situation, which without doubt also results from the arrangements referred to in paragraph 123, has enabled the CCPS to complete practically the whole of its programme before Congress.

127 Another fact deserves to be mentioned here: the improvement noted in the participation of the developing countries in the studies. Even though this participation is still well below that of the industrialized countries, the average contribution rate reached 50 percent and these countries acted as reporting/coordinating countries for nearly one third of the studies in the work programme. While noting these results with interest, the CCPS nevertheless considered it possible and desirable to try to improve them (paragraph 25).

128 All the above shows that the CCPS in continuing to seek means to make its work more effective, undoubtedly instituted some useful measures which, within the framework of the Congress recommendations should be improved and if necessary expanded.

C. Draft work programme for the future Consultative Council for Postal Studies

129 According to article 104, paragraph 12, of the General Regulations, "the Consultative Council shall, at its last session before Congress, prepare for submission to Congress the draft work programme of the next Council, taking into account the requests of member countries of the Union and of the Executive Council".

130 At its 1982 session, the CCPS considered a stocktaking document presented by the Steering Committee on the conditions in which the work programme for submission to the 1984 Hamburg Congress would be prepared.

131 The CCPS decided, on the one hand, to apply the same procedure as for the preparation of the 1979–1984 programme and, on the other hand, to propose that the 1984 Hamburg Congress keep the principles laid down by the 1979 Rio de Janeiro Congress, viz:
- limit the number of studies to be carried out so that the workload does not exceed the resources of the CCPS; because the work programmes drawn up by Congresses are generally too heavy, the active participation of administrations becomes problematic if the demands made on them go above a certain level;
- eliminate from the work programme subjects of limited scope for which a solution can be found on a bilateral basis or which can be the subject of an International Bureau inquiry in the spirit of article 7, paragraph 3, of the CCPS Rules of Procedure (article 113, paragraph 3, of the General Regulations);
- leave it to the CCPS to decide, in each individual case, on the desirability of updating the permanent studies or undertaking studies in the reserve programmes.

132 Moreover, the CCPS took over the idea adopted by the Rio de Janeiro Congress that the programme should "be integrated smoothly into the activities of the Union as a whole" and have links "with the work done in the field in connection with technical cooperation". (Committee 3 – Rep 4, p 1347)

133 As regards the presentation of the work programme, the CCPS kept the same distribution of study subjects among the following six fields of activity:
- Management
- Postal organization
- Postal operations
- International Post
- Monetary articles (Postal financial services)
- Staff.

134 This distribution does not, of course, prejudge the internal structure of the next CCPS, as was pointed out to the CCPS at its 1978 session.

135 At the same time, the CCPS also considered that it would be appropriate not only to approach Union member countries to find out their main priority needs and the important study subjects which concerned many Union countries but also to ask the Restricted Unions to state, on the one hand, what studies of interest to Union countries as a whole they had undertaken and, on the other hand, the studies which they planned to undertake.

136 Following this consultation, the CCPS had 71 study subjects proposed by administrations and five proposed by the International Bureau. After analyzing them in the light of the considerations referred to above, the CCPS drew up a draft work programme for the future CCPS as follows:
- a draft minimum work programme comprising 23 study subjects, and
- a draft reserve programme comprising 12 study subjects.

This programme is the subject of proposal 014.

137 It goes without saying that, in drawing up these proposals, the CCPS took account of the tasks which Congress will certainly entrust to it and which will supplement the proposed programme. This programme, in three sections:
- minimum programme,
- tasks arising from Congress,
- reserve programme,

was designed with the aim of giving the next CCPS all the necessary flexibility to organize its work to meet the needs of administrations in the best possible way and in accordance with its actual possibilities, so that the necessary time and resources can be reserved for the priority tasks which have already been identified and for any others which may be identified during the five-year study period.

138 In this way, the CCPS wished to associate with the fully-justified concern expressed here and there for a reduction in the workload, the requirement of a permanent opening to meet the problems which may arise in a rapidly changing world.

D. Conclusions

139 To summarize the achievements of the CCPS during the five years since the Rio de Janeiro Congress in 1979 is not something that is easily done in a few paragraphs. This document contains not only a full list of all the studies conducted by the CCPS, but also some useful comments on how those studies have been conducted. The occasion of the 25th anniversary of the CCPS, falling in 1982, provided a suitable opportunity for members of the Council to look to the past as well as the future. Consequently, this document is not merely a straightforward record of achievement, but it also contains some analytical judgements.

140 As regards its achievements, the CCPS has undertaken a work programme of nearly 50 studies and has completed virtually all of them within the allotted time, while making the necessary arrangements to ensure that the remaining few will be completed in due course. This target was achieved thanks to the efforts of all CCPS members, in addition to the contributions made by administrations which participated by responding to a number of the questionnaires. A noteworthy element of this achievement was the considerable contribution made by developing countries. In addition to those studies where the reporting or coordinating work was carried out by a developing administration, there was overall a very high level of participation in the studies by developing countries. It is to be hoped that this trend will continue during the period following the Hamburg Congress.

141 As regards the way in which the studies have been conducted, one method which has proved particularly successful has been the revival in the last few years of the specialized Working Party meetings. These colloquia, or seminars, have provided a useful forum in which experts from a number of administrations have been able to exchange views with each other, while also sharing the fruits of their experience with other delegates. These meetings have proved to be an especially successful element in the progress of the studies conducted under the heading of the "Future of the postal services", which has been one of the most important areas which the CCPS has examined in the last five years.

142 The final task of the CCPS is to prepare the new programme of work, and this has been done following a full consultation of all Union members. In the light of comments made by many administrations, the new work programme has been deliberately drawn up with a restricted number of studies. This will enable administrations to concentrate more fully on those subjects which are considered to be of greatest importance and thereby increase the quality of the results to be obtained. Although the number of subjects may be limited, their range and scope is very wide: there is a good mixture of both technical subjects and those covering broader questions. The division of the subjects into a minimum programme and a reserve programme should allow the new CCPS considerable flexibility in conducting its work.

143 After five years, the present CCPS has fulfilled the important tasks set for it by the Rio de Janeiro Congress and has produced results which will be both useful and significant. The outgoing CCPS passes on its experience to its successor and wishes it all good fortune in the completion of the work programme which will be set for it by the Hamburg Congress.

London, 3 April 1984

For the Consultative Council for
Postal Studies:
L H KINGSBURY
Chairman

CCPS sessions and Steering Committee meetings

Sessions	Place and date	Chairman	Vice-Chairman	Committee Chairmen[1]	Secretary-general	Member countries represented (number)	Member countries not represented	Observers and guests
1979	Rio de Janeiro, 23 and 25 October	L H Kingsbury Director, International Postal Affairs, The Post Office, Great Britain	M Balma Inspector-General Director of Postal Services, Tunisia	Ph Leemann (Netherlands) K W Farnell (Australia) H Hidaka (Japan) M Laenser (Morocco) O A Osibogun (Nigeria) C A Toledo (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	35		
1980	Berne, 16 May Steering Committee	L H Kingsbury Director, International Postal Affairs for the Administration of Great Britain	M Balma Inspector-General Director of Postal Services, Tunisia	H P Puts (Netherlands) K W Farnell (Australia) Y Kajitani (Japan) M Laenser (Morocco) A O Ogunrinde (Nigeria) C A Toledo (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	9		
1980	Berne, 21 to 30 October Session and Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director of Postal Services, Tunisia	H P Puts (Netherlands) K W Farnell (Australia) Y Kajitani (Japan) M Laenser (Morocco) A O Ogunrinde (Nigeria) V Alonso (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	34	Cameroon	Chairman of the Executive Council, Vice-Chairmen of the EC (China (People's Rep), Spain, USSR), Canada, Ecuador, Tanzania (United Rep), AOPU, APTU, APU, CEPT, NPU, PUAS, UPA, League of Arab States, ITU (Committee 1), ISO[2] (Committee 3)

[1] In order of Committees.
[2] ISO: International Organization for Standardization.

Sessions	Place and date	Chairman	Vice-Chairman	Committee Chairmen[1]	Secretary-general	Member countries represented (number)	Member countries not represented	Observers and guests
1981	Berne, 15 May Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	H P Puts (Netherlands) P J Smith (Australia) Y Kajitani (Japan) M Laenser (Morocco) A O Ogunrinde (Nigeria) P J Herrera (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	9		
1981	Berne, 22 to 29 October Session and Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	H P Puts (Netherlands) P J Smith (Australia) Y Kajitani (Japan) M Aoujil (Morocco) A O Ogunrinde (Nigeria) P J Herrera (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	35		Chairman of the Executive Council, Vice-Chairmen of the EC (China (People's Rep), Spain, USSR), Canada, Hungarian People's Rep, APPU, APTU, APU, CEPT, NPU, PAPU, PUAS, UPA, League of Arab States, ITU (Committee 1), ISO[2] (Committee 3)
1982	Berne, 14 May Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	H P Puts (Netherlands) P J Smith (Australia) Y Kajitani (Japan) A Ait Hsiko (Morocco) A O Ogunrinde (Nigeria) P J Herrera (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	9		

[1] In order of Committees.
[2] ISO: International Organization for Standardization.

Sessions	Place and date	Chairman	Vice-Chairman	Committee Chairmen[1]	Secretary-general	Member countries represented (number)	Member countries not represented	Observers and guests
1982	Berne, 8 to 18 November Session and Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	J B Krijger (Netherlands) P J Smith (Australia) Y Kajitani (Japan) M Aoujil (Morocco) A O Ogunrinde (Nigeria) D Mora (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	34	Bangladesh	Chairman of the Executive Council, Vice-Chairmen of the EC (China (People's Rep), Spain, USSR), Bulgaria (People's Rep), Canada, Czechoslovakia, Denmark, Hungarian People's Rep, Iran, Norway,Tanzania (United Rep), APPU, APU, CEPT, NPU, PAPU, PUAS, UPA, League of Arab States, ITU (Committee 1), ISO[2] (Committee 3)
1983	Berne, 11 May Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	J B Krijger (Netherlands) P J Smith (Australia) Y Kajitani (Japan) A Ait Hsiko (Morocco) D Mora (Colombia) K Demski (Polish People's Rep)	M I Sobhi Director-General	8	Nigeria	

[1] In order of Committees.
[2] ISO: International Organization for Standardization.

Sessions	Place and date	Chairman	Vice-Chairman	Committee Chairmen[1]	Secretary-general	Member countries represented (number)	Member countries not represented	Observers and guests
1983	Berne, 10 to 21 October Session and Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	J B Krijger (Netherlands) P J Smith (Australia) Y Kajitani (Japan) A Ait Hsiko (Morocco) A O Ogunrinde (Nigeria) K Demski (Polish People's Rep)	M I Sobhi Director-General	32	Bangladesh Cameroon Colombia	Chairman of the Executive Council, Vice-Chairmen of the EC (China (People's Rep), Spain, USSR), Canada, Hungarian People's Rep, Iran, Tanzania (United Rep), CEPT, APTU, UPA, PUAS, APU, APPU, NPU, League of Arab States, ITU (Committee 1), ISO[2] (Committee 3), ISBI[3] (Committee 4)
1984	Berne, 9 March Steering Committee	L H Kingsbury Director, International Postal Affairs, Great Britain	M Balma Director-General of Posts, Tunisia	J B Krijger (Netherlands) P J Smith (Australia) Y Kajitani (Japan) M Aoujil (Morocco) K Demski (Polish People's Rep)	M I Sobhi Director-General	7	Colombia Nigeria	

[1] In order of Committees.
[2] ISO: International Organization for Standardization.
[3] ISBI: International Savings Banks Institute.

A. Work programme laid down by the 1979 Rio de Janeiro Congress (resolution C 78)

Steering Committee

Chairman: Great Britain

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
533	Reimbursement of travel expenses of members of the Consultative Council for Postal Studies	Australia, Colombia, Great Britain, Japan, Morocco, Netherlands, Nigeria, Polish People's Rep, Tunisia	Great Britain	See part B, chapter I, a	
534	Establishment at the International Bureau of a permanent unit concerned with Third World problems and relations with the Restricted Unions	Australia, Colombia, Great Britain, Japan, Morocco, Netherlands, Nigeria, Polish People's Rep, Tunisia		See part B, chapter I, b	

Committee 1 – Future of the postal services

Chairman: Netherlands

Meetings:
Berne, 22 October 1980 (morning)
Berne, 22 (afternoon) and 23 (morning) October 1981
Berne, from 9 to 11 November 1982
Berne, from 17 to 18 October 1983

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
C 104	Postal market research	Australia, Belgium, Bulgaria, Canada, Czechoslovakia, Denmark, France, Germany, Fed Rep of, Great Britain, Japan, Netherlands, Romania, Sweden, Switzerland, Thailand, USSR, United States of America	France	1979 Rio de Janeiro Congress, resolution C 78, annex 5 Permanent study	Reports published in binders 89, 89.1, 89.2 and 89.3 in the CPS[1]
				The decision taken by the CCPS at its October 1980 session to reactivate study C 104 was motivated by the need to have the latest information on demand for postal services up to 1985 or 1990 After consulting CCPS and Working Party member countries to draw up a list of the studies done by various administrations on assessing postal demand, it was considered that the study should be directed towards comparing the results obtained in assessing postal needs in various countries and an analysis of the methods used, bringing out the difficulties encountered. That is why a colloquium was held in Berne on 9 and 10 November 1982	The results of the colloquium on 9 and 10 November 1982 were published in volume 89.4 of the CPS in 1983

[1] CPS: Collection of Postal Studies.

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
501	Future of the postal services (general study) *Related study* – Study on postal development (Congress – Doc 17e)	Algeria, Hungarian People's Rep, Morocco, Tanzania (United Rep)	Morocco	1979 Rio de Janeiro Congress resolution C 78, annex 1, and C 82 The first report prepared in 1980 was a digest of documents submitted and speeches made at the 1979 Rio de Janeiro Congress on the future of the Post. This digest also took account of the results of the 1978 Tokyo colloquium on the topic of "threats to the future of the postal services and ways of combating them" (volume 89.3), as well as the result of the CCITT interdisciplinary colloquium on teleinformatics in May 1979	First report distributed under cover of circular letter in March 1981
				The second report, finalized in 1983, summarizes the opinions expressed in a series of monographs which the CCPS decided to publish on the future communications market	Second report attached to Congress – Doc 14 at the same time as the first report
				A third report has been prepared on postal development; it updates the data submitted to the Rio de Janeiro Congress on the same subject (Congress – Doc 17e)	Third report is the subject of Congress – Doc 14
				Study concluded	
				At its 1982 session the CCPS decided to organize a colloquium within the framework of Committee 1 on the subject "The future of the postal services" with a view to compiling a digest of the studies made on this subject	The results of the colloquium of 18 October 1983 are the subject of CPS volume 145 published in 1984
502	Using the postal network (including agency services) for non-postal activities – Extending post office functions	Argentina, Australia, Belgium, Cyprus, Egypt, France, Germany, Fed Rep of, Great Britain, India, Netherlands, Nigeria, Pakistan, Romania, Sweden, Switzerland, Tunisia	Sweden	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				The study culminated in the publication of a "Catalogue of additional postal services offered to the public or under study", with a three-yearly supplement	CPS binder 144
				Study concluded	

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
503	Electronic mail and other advanced message systems	Argentina, Australia, Belgium, Brazil, Canada, Egypt, France, Germany, Fed Rep of, Great Britain, Hungarian People's Rep, Japan, Mexico, Morocco, Netherlands, Sweden, Switzerland, Thailand, USSR, United States of America	Germany, Fed Rep of	1979 Rio de Janeiro Congress. Resolution C 78, annex 1, and decision C 83	
				The study on the "Electronic Mail Service" (EMS) culminated in the publication of a general record of replies and a report dealing in particular with: – the definition of the service – the general and legal basis – posting, transmission and delivery of electronic mail – organization of the service – accounting, etc	General Record sent to administrations concerned in 1981 Report published in 1982 as CPS binder 132
				At its 1981 session, the CCPS decided to attach to the report a Model Agreement between administrations on the EMS	Model Agreement inserted in binder 132, with reference number 132.1
503	*Supplementary study* Teleimpression	Subgroup: Canada, France, Germany, Fed Rep of, Great Britain, Sweden, United States of America	Sweden	This part of the study dealt with the electronic transmission of messages handed to the post on magnetic tape or other data media and their reproduction and delivery by the post. Study 503 was selected as a permanent study by the CCPS	Report will be inserted in binder 132 under reference number 132.2
504	General policy on public information		Italy	1979 Rio de Janeiro Congress. Resolution C 101 Study carried out by the papers method. The report was finalized in the light of observations made at the 1983 CCPS session	The report is contained in CPS volume 142 distributed in 1984
				Study concluded	

Committee 2 – Postal operations

Chairman: Australia

Meetings:
Berne, 23 October 1980 (afternoon)
Berne, 23 October 1981 (afternoon)
Berne, 8 November 1982 (afternoon)
Berne, from 10 to 11 October 1983

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
B 9	Organization of the urban box-collection service in developing countries		France	1979 Rio de Janeiro Congress. Resolution C 78, annex 3 Permanent study A first report on this study was published in 1964 (volume 54 in the CPS) under the title of "Organization of the urban box-collection service". The CCPS elected by the Rio de Janeiro Congress decided to orient it in the direction of the preoccupations of the developing countries, hence the new title of the study, which was conducted as an inquiry	Report published in 1983 as volume 54.1 in the CPS
505	Organization of mail and parcel routeing networks	Algeria, Australia, Austria, Cameroon, Canada, China (People's Rep), Colombia, Egypt, German Dem Rep, Germany, Fed Rep of, Great Britain, India, Iraq, Italy, Mexico, Netherlands, New Zealand, Polish People's Rep, Romania, Spain, Switzerland, Thailand, USSR	Australia	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 At its 1980 session, the Steering Committee decided to divide this study into two separate parts: *Study 505a* "Organization of mail and parcel routeing networks" *Study 505b* "Monitoring of performance of mail and parcel routeing networks" These subjects were dealt with in the form of papers and a report was prepared on each subject. A supplementary report was prepared on study 505a dealing specifically with mail handling efficiency and the optimum size of sorting offices Study conluded	Reports published in 1984 as CPS volume 150

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
506	Provision of postal services (including mobile facilities) in rural areas of developing countries	Argentina, Bangladesh, Brazil, Cameroon, China (People's Rep), Cyprus, India, Indonesia, Iraq, Mexico, Morocco, Nigeria, Pakistan, Tanzania (United Rep), Thailand, Tunisia Malaysia: although not a member of the Working Party, cooperated in study 506 (cf letter 7018 of 12.9.1981 from the administration of Tunisia)	Tunisia	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 The study gave rise to the preparation of a general record of replies and a report Study concluded	General Record distributed to administrations concerned in September 1983 The report will be published in 1984
507	Postal delivery in the urban and peripheral areas of large centres of population in developing countries	Algeria, Bangladesh, Brazil, Cameroon, Colombia, France, Indonesia, Iraq, Mexico, Nigeria, Pakistan, Polish People's Rep, Thailand	Thailand	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 The study gave rise to the preparation of a report Study concluded	Report published in 1983 as volume 138 in the CPS
508	Quality control of collection, counter, sorting and delivery operations	Algeria, Australia, China (People's Rep), Cyprus, German Dem Rep, Great Britain, Iraq, Mexico, Netherlands, New Zealand, Nigeria, Pakistan, Romania, Spain, Switzerland, Tanzania (United Rep), USSR	New Zealand	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 This study was conducted on the basis of papers from participants and ended with a Working Party meeting in October 1983 The reporting country made a digest of the proceedings of that meeting. That digest, the draft report and the discussion document prepared by the reporting country for the Working Party meeting constitute the study report. Study concluded	The report will be published in the CPS in 1984 A draft resolution is submitted to Congress with a view to making all postal administrations more aware of the importance of quality control of postal operations and services (Proposal 012)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
509/531	Use of containers for transporting international mail – Transfer of mails	Argentina, Australia, Canada, France, Germany, Fed Rep of, Great Britain, Netherlands, New Zealand, USSR, United States of America	United States of America	1979 Rio de Janeiro Congress. Resolution C 67 and decision C 84 Some aspects of the subject were studied in study A 101 and are covered in a report published in 1974 as CPS volume 67.2 As the technical aspect of the study had been covered under the 1974–1979 work programme, the study was taken into the 1979–1984 work programme with particular reference to intra-container modules and simplifying documentation (see part B, chapter I, d) Study concluded	Report distributed by circular letter in April 1984
510	Maximum weight of bags	Austria, Bangladesh, Canada, China (People's Rep), Egypt, France, German Dem Rep, Great Britain, Hungarian People's Rep, Iraq, Pakistan, Spain, Sweden, United States of America	Great Britain	1979 Rio de Janeiro Congress. Resolution C 13 See part B, chapter I, e Study concluded	

Committee 3 – Postal mechanization, buildings and motor transport

Chairman: Japan

Meetings:
Berne, 24 October 1980 (morning)
Berne, 26 October 1981 (afternoon)
Berne, 12 November 1982 (morning and afternoon)
Berne, 13 October 1983 (morning and afternoon)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
Joint Group A 1/A 2/A 3	Problems common to Working Parties A 1, A 2 and A 3	Argentina, Australia, Austria, Belgium, Canada, Denmark, France, Germany, Fed Rep of, Great Britain, Japan, Netherlands, Romania, Sweden, Switzerland, USSR, United States of America	Switzerland	1979 Rio de Janeiro Congress. Resolution C 78, annex 5 Permanent study Three reports have been published (the latest in 1969) and a supplementary report in 1974 A. *Studies conducted in close cooperation with the ISO-UPU Restricted Working Party* – Luminescence of paper of envelopes and cards – Rigidity of postcards Study of these two questions was resumed but did not produce any results because of the complexity of the problem. The study has been temporarily suspended – Standardization of the address area (Resolution CCEP 1/1982) "Layout key for trade documents" (see Congress – Doc 13 and proposal 013) B. *Other studies* a Possible introduction of the ISO C 5 envelope size (162 × 229 mm) as a standardized UPU size The draft final report by the reporting country was submitted to the CCPS at its 1983 session. The study concludes that most Joint Group members are not in favour of including C 5 format items in UPU standardized items, for various reasons	CPS binder 60

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
				The results of the study were communicated to ISO at the ISO-UPU Contact Committee meeting on 24 October 1983	
				b Properties of the material used for making the panels of window envelopes	
				There were no developments on this subject	
				c Fluidic handling of mail	Circular letter in October 1982
				A report and a supplementary memorandum by the postal administration of France have been circulated to CCPS member administrations to inform them of improvements made to the fluidic sorting machine	
				d Space to be reserved for codemarking letters for abroad	
				The CCPS decided at its 1981 session to resume a study which had culminated at the Bogotá session of the CCPS Management Council (1967) in a recommendation to postal administrations not to use for code-marking domestic mail a space measuring 22 × 70 mm contiguous with the left-hand edge and lying 28 mm above the bottom edge of the envelope	
				The reporting country consulted Joint Group A 1/A 2/A 3 members and submitted a draft report to the CCPS at its 1983 session. At the end of the study, the CCPS decided to annul the above-mentioned Bogotá recommendation	The CCPS decison (Decision CCEP 6/1983) was brought to the attention of Union member countries by circular No 4 of 9 January 1984
A3	Mechanization and automation of letter-mail sorting	Argentina, Australia, Austria, Belgium, Canada, China (People's Rep), France, German Dem Rep, Germany, Fed Rep of, Great Britain, Italy, Japan, Netherlands, Romania, Switzerland, USSR, United States of America, Yugoslavia	France	1979 Rio de Janeiro Congress. Resolution C 78, annex 5	
				Permanent study	
				5 reports published in the CPS	CPS binder 37
				A background note on the work done in this field in non-UPU bodies was circulated to postal administrations of CCPS member countries and to A3 Working Party members in August 1982	Circular letter in August 1982

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
B 105	Technological advances in postal administrations of new and developing countries during the next ten to twenty years	Algeria, Argentina, Bangladesh, Brazil, Cameroon, China (People's Rep), Colombia, Egypt, France, Germany, Fed Rep of, Great Britain, India, Indonesia, Iran, Iraq, Kuwait, Mexico, Morocco, Nepal, Netherlands, Nigeria, Pakistan, Tanzania (United Rep), Thailand, Tunisia, USSR, Upper Volta	India	1979 Rio de Janeiro Congress. Resolution C 78, annex 2 Permanent study First and second reports published in CPS The work carried out within the framework of the 1979–1984 work programme was published in a report	 Volumes 101 and 101.1 of the CPS Report published in 1984 as CPS volume 101.2
B 126	Organization of mail transport using PO motor vehicles		Switzerland	1979 Rio de Janeiro Congress. Resolution C 78, annex 3 Study conducted by means of an inquiry It was the subject of a report submitted in the form of a manual on the organization of mail transport Study concluded	 Report published in 1983 as CPS volume 136
311	Main lines of development and technical progress in the postal services of industrialized countries during the next ten to twenty years – six related studies	Australia, Belgium, Bulgaria, Egypt, France, German, Dem Rep, Great Britain, India, Netherlands, Polish People's Rep, Senegal, Tunisia, USSR, United States of America	USSR	1979 Rio de Janeiro Congress. Resolution C 78, annex 2 Permanent study As regards the main study, volumes 102 (1974) and 102.1 (1979) have been published in the CPS	

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
	Related studies: 1 Drawing up of recommendations on methods of comparing, at international level, the results of postal service activity in industrialized countries 2 Study and reporting of countries' experience in the construction, mechanization and automation of large sorting centres. Determining the economic efficiency of measures in this field 3 Study of the technical and organizational measures taken by some countries to improve the standard of delivery and the work standard of post offices. Determining the efficiency of the labour, material and financial resources allocated for this purpose			For the first related study, the work has culminated in a report. The next CCPS will have to decide about continuing other aspects of the study	The report will be published in the CPS in 1984

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
	4 Preparation of scientific methods and recommendations taking account of factors held necessary for comparing the indices of the quality of the postal delivery service in various countries				
	5 Study and reporting of countries' experience in the effectiveness of measures taken to increase the output of postal officials and ensure the profitability of postal services				
	6 Preparation of methods for comparing the production and financial figures of postal services in various countries				

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
511	Postal mechanization in young countries *Related studies:* 1 Familiarizing postal staff with modern mechanized facilities, devising the necessary programmes and training qualified instructors 2 Informing staff about mechanization as a means of facilitating postal operations	Algeria, Argentina, Bangladesh, Brazil, China (People's Rep), Egypt, France, India, Iraq, Mexico, Morocco, Nigeria, Pakistan, Thailand, Tunisia	India	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 Study conducted in conjunction with permanent study B 105 A report was written on the main subject. The next CCPS will have to decide on the continuation of the other aspects of the study	 Report published in 1984 as CPS volume 148
512	Saving energy and raw materials		France	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 The study was conducted in the form of an inquiry and a report was produced giving administrations' experience in saving energy Study concluded	 Report published in 1983 as CPS volume 135
513	Placing of service instructions and labels on envelopes	Argentina, Austria, Belgium, China (People's Rep), France, Germany, Fed Rep of, Great Britain, Hungarian People's Rep, Italy, Morocco, Romania, Tunisia	Romania	1979 Rio de Janeiro Congress. Decision C 53 The report was approved by the CCPS at its 1982 session A proposal on this subject is submitted to Congress Study concluded	 Proposal 2513.1

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
514	Position of post-code number		German Dem Rep	1979 Rio de Janeiro Congress. Decision C 54 Study conducted by means of an inquiry See part B, chapter I, g Study concluded	The report to which the record of the discussions in CCPS Committee 3 is attached was sent to all Union administrations by circular letter in December 1982
515	Problems raised by the admission of two-panel envelopes in the international service		United States of America	1979 Rio de Janeiro Congress. Decision 102 Inquiry At its 1983 session, the CCPS considered the final report and adopted two proposals for amending the Convention (article 20) and its Detailed Regulations (article 123) to provide for the optional admission of envelopes with two or more panels	Proposals 2020.1 and 2523.1
536	General scheme for the construction and installation of a standard post office in a medium-sized town	Switzerland, United States of America	Switzerland, United States of America	1979 Rio de Janeiro Congress. Resolution C 78, annex 3 Study conducted by means of an inquiry. A report was prepared on it Study concluded	Report published in 1983 as CPS volume 141

Committee 4 – Financial services and accounting

Chairman: Morocco

Meetings:
Berne, 21 October 1980 (afternoon)
Berne, 27 October 1981 (morning)
Berne, 16 November 1982 (afternoon)
Berne, 12 October, 1983 (morning and afternoon)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
516	Merging into one post office bank the activities of the post office savings bank and giro services in developing countries	Cameroon, Cyprus, Egypt, Morocco, Spain	Egypt	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 The work culminated in the production of a report which showed that a complete merging of the two services would be very difficult, but that there is a possibility of partial integration of the two services at different levels Study concluded	Report published in 1984 as CPS volume 139
517	Promotion of postal savings banks in developing countries		India	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 Inquiry Study conducted jointly with the International Savings Banks Institute (ISBI) A colloquium on the same topic was held within the framework of the Committee's work at the 1983 CCPS session Study concluded	The detailed results of the colloquium and the report will be published in the CPS in 1984

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
518	Mechanization of counter and accounting procedures in post offices in developing countries Postal giro accounts an accounting in medium-sized giro centres		Morocco	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 Study conducted by means of an inquiry, the results of which gave rise to a report Study concluded	Report published under cover of circular letter in January 1983
519	Universal postal development fund	Bangladesh, Brazil, Ecuador, Egypt, Iraq, Mexico, Morocco, Pakistan	Mexico	1979 Rio de Janeiro Congress. Resolution C 78, Congress – Doc 84/Add 4, Supplement 1 The CCPS was informed at its 1983 session that the draft final questionnaire had not reached the International Bureau in time to make it possible to complete the study prior to the Hamburg Congress. It was therefore decided to include this subject in the CCPS work programme for 1984–1989 by merging it with a new study "Possibilities of financing postal projects by national or international, public or private banking institutions", proposed by Senegal	

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
401	The problems that will be raised by the teletransmission of information about financial transactions within the framework of the development of automated systems *Related studies:* 1 Automated input of counter transactions 2 Data communication between the post office, giro centres, counters and major users	Belgium, France, Germany, Fed Rep of, Great Britain, Netherlands, Romania, Switzerland	Belgium	1979 Rio de Janeiro Congress. Resolution C 78, annex 4 From 1975, this study was linked to a similar one conducted by the CEPT The work done in the CEPT culminated in a draft recommendation on concluding bilateral agreements on the teletransmission of data for the exchange of international payment orders with all the necessary technical specifications At its November 1982 session, the Consultative Council endorsed the CEPT conclusions and decided to circulate the results of the study to postal administrations by means of a circular letter The study is concluded, subject to maintaining contact with the CEPT as regards the development of the technical aspects of the question	Report published under cover of a circular letter in December 1982

Committee 5 – Staff

Chairman: Nigeria

Meetings:
Berne, 21 October 1980 (afternoon)
Berne, 27 October 1981 (morning)
Berne, 16 November 1982 (morning)
Berne, 17 October 1983 (morning)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
463	Staff regulations for postal administrations		Algeria	1979 Rio de Janeiro Congress. Resolution C 78, annex 3	
				Study conducted as an inquiry. It gave rise to the preparation of a General Record of replies and a report	General Record sent to CCPS members and administrations which took part in the study under cover of a circular letter in August 1983
				Study concluded	
					Report distributed in 1984 as CPS volume 143
520	Staff housing in large urban centres		Italy	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				Inquiry	
				Study conducted as an inquiry the results of which gave rise to the preparation of a report	Report published under cover of a circular letter in February 1983
				Study concluded	
521	Programmed learning	Algeria, Bangladesh, Cyprus, France, German Dem Rep, Great Britain, Romania, United States of America	Bangladesh	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				The report on the study was supplemented by comments made at the 1982 Working Party meeting	Report published in CPS volume 137 in 1983
				Study concluded	

Committee 6 – Postal management

Chairman: Colombia

Meetings:
Berne, 22 October 1980 (afternoon)
Berne, 23 October 1981 (afternoon)
Berne, 15 November 1982 (afternoon)
Berne, 14 October 1983 (morning)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
B 103	Existing organization of postal services in developing countries and ways and means of enabling them to provide an efficient service *Related studies:* 1 Manual on rules and procedures for forwarding international mail 2 Manual on inspection techniques	Algeria, Bangladesh, Belgium, Brazil, Cameroon, China (People's Rep), Colombia, Cyprus, Egypt, France, Germany, Fed Rep of, Great Britain, India, Indonesia, Iran, Kuwait, Morocco, Nepal, Netherlands, New Zealand, Nigeria, Pakistan, Tanzania (United Rep), Thailand, Tunisia, USSR, Upper Volta, Zaire	France	1979 Rio de Janeiro Congress. Resolution C 78, annex 2 Permanent study The reports on the study have been published in the CPS As the work started during the five-year period (1974–1979) was not concluded, the 1979 Rio de Janeiro Congress instructed the new CCPS to continue the work of study B 103. This involved drafting a manual or directives on the establishment of services responsible for preparing rules and procedures for forwarding international mail and a manual on inspection techniques	Volumes 61, 61.1, 76, 97 and 105 The 2 manuals were published in 1983 as CPS volumes 133 and 134
522	Postal monopoly. Means of combating competition from private undertakings in the conveyance of documents, etc	Argentina, Australia, Austria, Bangladesh, Belgium, Brazil, Canada, Colombia, Egypt, France, Great Britain, Indonesia, Iraq, Italy, Japan, Mexico, Netherlands, New Zealand, Nigeria, Pakistan, Sweden, Switzerland, United States of America	Australia	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 A report was prepared in 1981 on the first part of the study, it gives the data collected by means of a questionnaire on the concept of the postal monopoly in member countries	Preliminary report distributed under cover of circular letter in June 1982

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
				The final report was prepared in 1982. It gives a digest of the papers presented by administrations on the question. It was supplemented by the views expressed on the subject at the 1983 CCPS session	Report published in 1984 as CPS volume 152
				The CCPS also adopted a draft resolution for the attention of Congress on the protection of the postal monopoly	The draft resolution is the subject of proposal 2000.8
				Study concluded	
523	Planning in postal administrations	Argentina, Bangladesh, Colombia, Cyprus, Egypt, India, Nigeria, Romania, Tanzania (United Rep)	Egypt	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				The work gave rise to the preparation of a report	Report published in 1984 as CPS volume 146
				Study concluded	
524	Financial autonomy of postal services and the conflict with maintaining efficiency and standards	Bangladesh, India, International Bureau	Bangladesh	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				The results of this study, carried out as an inquiry, gave rise to the preparation of a report	Report published in 1984 as CPS volume 147
				Study concluded	
525	Postal service performance and economic efficiency comparisons (targets, results, efficiency)		United States of America	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				Study conducted as an inquiry the results of which gave rise to the preparation of a report	Report published in 1984 as CPS volume 151
				Study concluded	
526	Functions and organization of documentation and study offices in developing countries		International Bureau	1979 Rio de Janeiro Congress. Resolution C 78, annex 1	
				Study conducted as an inquiry the results of which gave rise to the preparation of a report	Report distributed under cover of a circular letter in February 1983
				Study concluded	

Committee 7 – International Post

Chairman: Polish People's Rep

Meetings:
Berne, 23 October 1980 (morning)
Berne, 26 October 1981 (morning and afternoon)
Berne, 16 November 1982 (afternoon)
Berne, 14 October 1983 (afternoon)

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
527	International transit centres in developing countries	Argentina, Brazil, Cameroon, Colombia, Egypt, Mexico, Nigeria, Pakistan, Polish People's Rep, Tanzania (United Rep), Thailand	Brazil	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 This study gave rise to the preparation of a General Record of replies and a report Study concluded	General Record of replies distributed under cover of a circular letter in April 1983 Report published in 1984 as CPS volume 149
528	Organization of the international relations office		Italy	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 Study conducted as an inquiry the results of which gave rise to the preparation of a report Study concluded	Report published in 1984 as CPS volume 149
529	Postal links between airport postal facilities and sorting centres	Argentina, Austria, Great Britain, Hungarian People's Rep, Italy, Mexico, Polish People's Rep, Romania, Spain, Switzerland	Spain	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 The results of this study gave rise to the preparation of a report Study concluded	Report published in 1984 as CPS volume 149

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
530	The problem of underpaid outgoing mail for abroad and the methods used by administrations to minimize it		Argentina	1979 Rio de Janeiro Congress. Resolution C 78, annex 1 Study conducted as an inquiry the results of which gave rise to the preparation of a report Study concluded	Report distributed under cover of a circular letter in January 1983
532	Methods of dispatching C 2/CP 3 customs declarations		Switzerland	1979 Rio de Janeiro Congress. Resolution C 42 The final report of this study which was conducted as an inquiry was considered by the CCPS at its 1981 session and sent to the EC for its 1982 session The report considered and approved by the 1982 EC culminated in the preparation of proposals for amending the Postal Parcels Agreement which were approved by the EC at its 1983 and 1984 sessions	Proposals Nos 5501.1, 5506.1, 5518.1, 5519.91, 5520.1
535	Provisions relating to notification of irregularities for which administrations may be liable, in particular as regards the preparation and use of the CP 13 verification note and the CP 14 report		Sweden	1979 Rio de Janeiro Congress. Resolution C 74 Study conducted as an inquiry. The final report and eight draft proposals for drafting or substantive amendments to the Detailed Regulations of the Postal Parcels Agreement were adopted by the CCPS at its 1983 session Study concluded	Report distributed under cover of circular letter in March 1984 Proposals 5523.1, 5523.91, 5913.1, 5526.1, 5530.1, 5541.91, 5526.2, 5526.3

B. Study not assigned to a Committee

Study No	Subject	Participating countries	Reporting or coordinating country	Observations	
				References Work done	Documents distributed or to be distributed
A 19	Multilingual Vocabulary of the International Postal Service	Belgium, France, Switzerland For the consideration of certain questions, Working Party A 19 becomes an expanded Working Party also comprising the representatives of the countries using the six languages, other than French, in the Vocabulary (China (People's Rep), Egypt, Germany, Fed Rep of, Great Britain, Spain and USSR)	Belgium	1979 Rio de Janeiro Congress. Resolution C 78, annex 2 See part B, chapter I	

C. Study requested by a postal administration

Requesting administration	Study No	Subject	Assignment of subject	Observations	
				References Work done	Documents distributed or to be distributed
Tanzania (United Rep)	537	Equitable geographical distribution of seats on the CCPS	Steering Committee: Australia, Colombia, Great Britain, Japan, Morocco, Netherlands, Nigeria, Polish People's Rep, Tunisia Reporting country: Great Britain	After the election of the CCPS members at the 1979 Rio de Janeiro Congress, the delegations of Tanzania (United Rep) and Lesotho, dissatisfied with the results of that election, had Congress – Docs 114 and 139 published. Early in 1980, Tanzania (United Rep) formally asked the CCPS to undertake a study on the "equitable geographical distribution of seats on the CCPS". The subject was covered in study 537. The Steering Committee was made responsible for the study and decided, in view of its importance, to associate all the CCPS member countries in it. Members were therefore asked to give their views on the basis of an analytical document prepared by the International Bureau. After the countries, which had not done so in writing, had given their views orally during the session, it was noted that: – 30 administrations were in favour of the status quo. Of those 30, 10 had, however, hedged their views by indicating that they might be prepared to accept the idea of two separate lists of candidates so that there was a strict balance between industrialized and developing countries – 5 administrations favoured the formula in force for the EC, either as it was or with some weighting elements As a result, the majority of CCPS member countries voted for keeping the status quo Study concluded	The results of this study were passed on to the EC for its 1982 session by means of the annual report on the work of the CCPS 1981. Tanzania (United Rep) was notified of the conclusions of the study

ISO-UPU CONTACT COMMITTEE

Congress – Doc 2/Annex 3

8th meeting

Report of the eighth meeting

Geneva, 24 October 1983

1 The meeting was opened by Dr L D Eicher, Assistant Secretary-General of ISO, who welcomed the delegates to Geneva.

2 It was agreed, by custom and practice, that the host would chair the meeting. Accordingly, Dr Eicher was appointed Chairman, and Mr D G Foot, Vice-Chairman for the meeting.

3 The members of the Committee introduced themselves. The list of attendees is the subject of attachment 1.

4 The agenda, the items of which are dealt with below, was approved.

5 **Work of common interest**

5.1 *Standardization of address area*

Discussion focused on draft standard ISO/DIS 6422 "Layout Key for trade documents". It was noted that the UPU position was presented in document CCEP 1983/C 3/CC ISO/UPU – Doc 2 (attachment 2). Mr Sundblad brought members up to date with developments since the circulation of the draft ISO standard including the results of an ad hoc meeting between members of ISO/TC 154/SC 2 (the ISO Committee responsible) and UPU, held in Geneva on 30 September 1983.

The respective positions of ISO/TC 154 and the UPU on ISO/DIS 6422 were summarized by Messrs Sundblad and Roos for ISO, and Messrs Foot, Krebs and Bäckström for UPU.

After a lengthy discussion, during which members were reminded that the ISO document was in fact an implementation of an UNCTAD/FALPRO trade facilitation document which had been in existence and use for over 20 years, it was agreed that, although the ISO member body vote gave ISO the authority to proceed with publication, processing would be suspended for a period of 12 months, ie until November 1984.

Mr Roos pointed out that, notwithstanding the ISO agreement to suspend further processing of ISO/DIS 6422 for one year, UNECE/FALPRO could not prevent promotion of their system amongst UN trade facilitation bodies.

Mr Bäckström reminded the meeting that the UPU was also an intergovernmental organization with the same weight of decision-making. He emphasized the importance of ensuring, as far as possible, that there should be no contradictory recommendations for decisions at government level.

During the 12-month suspension period, an ad hoc working group of the ISO-UPU Contact Committee would be established and charged with the task of determining the minimum requirements for address elements.

The group would report to the Contact Committee at a meeting to be convened towards the end of 1984.

ISO agreed to act as Secretariat of the ad hoc group. To ensure, as far as practicable, that any recommendation of the ad hoc group (accepted by the ISO-UPU Contact Committee) could be implemented by both sides without delay, it was understood that the CCPS of the UPU would seek authorization from the forthcoming UPU Congress in Hamburg, in order to enable their representatives to formalize with ISO any agreements reached on these matters.

5.2 *Possible introduction of ISO C 5 size envelopes as a UPU standardized size*

The history and background of the ISO request to the UPU and the report by the Working Party of the CCPS of the UPU set up to study the matter were presented in document CCEP 1983/C 3/CC ISO/UPU Doc 3 (attachment 3).

Mr Krebs, as rapporteur of the Joint Group A 1/A 2/A 3, explained that the decision not to add the ISO C 5 envelope to the UPU list of standardized postal items did not mean that the use of C 5 envelopes was prohibited from being used; it meant that there was no UPU recommendation that such items would get the favourable postage rate which was applied by all administrations to "standardized postal items". Neither did the decision imply that all postal administrations should not, if they so wished, treat C 5 items within their own system at a favourable rate.
Mr Krebs reminded members that the matter should not be considered closed for all time. The Joint Group had recommended that the question should be re-examined in the light of experience gained from the introduction of new equipment which enabled C 5 items to be handled automatically. He believed this could be re-examined in two or three years, ie late 1985 or early 1986.

5.3 *Report of the Restricted Working Party*

5.3.1 *Luminescence of the paper of envelopes and cards*
Mr Krebs reminded the meeting that this topic was first raised when the postal service began to use a phosphor line bar code for automatic sorting machines. This sorting was interfered with when cards and envelopes were made from paper containing certain types of phosphorescent/luminescent materials. Today, thanks to technological progress, it was possible to read the postcodes at a different wavelength and the problem no longer existed.
It was agreed that, although no problems or work items were expected to arise, the item should be retained on the agenda of the ISO-UPU Contact Committee so that the question could be re-studied in case of need.

5.3.2 *Rigidity of postcards*
It was reported that with the increasing use of "mailers" the need for an ISO standard on rigidity of paper and cards for such use was becoming apparent. The meeting noted that preliminary work was in progress in France.

6 Future work

6.1 *Address elements and position*
This topic is reported under item 5.1.

6.2 *UPU adoption of ISO 3166*
In reply to Mr Sundblad, who reminded members that ISO 3166 was achieving great usage in other international organizations, Mr Foot told the meeting that the UPU at its Rio de Janeiro Congress had decided that it could not at that time recommend the adoption of the ISO alpha-2 code for postal sorting purposes because of certain incompatibilities with national sorting codes already in use. But postal administrations were free to use any system as convenient in fields other than mail sorting, unless the use of a common code for a particular purpose was considered essential, in which case preference would be given to the codes in international standard ISO 3166, particularly the ISO alpha-2 code (two letters) and the ISO numeric code (3 digits).
It was generally felt that it was not appropriate to initiate any joint ISO-UPU work on this question.

7 Next meeting

The Contact Committee agreed to meet again during October/November 1984, probably in Berne. The precise date and place would be confirmed subject to the 1984 meeting of the CCPS and progress of the work of the ISO-UPU Contact Committee ad hoc group.

List of participants

I. *ISO*

ISO Central Secretariat	Dr L D Eicher, Assistant Secretary-General
	Dr P E Jones, Principal Engineer
	Mrs M Politi, Secretary
UNECE[1]	Mr D Balabanov
UNCTAD/FALPRO[2]	Mr G Roos
Secretariat ISO/TC 154	Mr G Sundblad
Secretariat ISO/TC 6	Mr A Thienot

II. *UPU*

Belgium	Mr J Andre, Inspector-General
France	Mr J Mouzin, Administrator, International Affairs Service
	Mr J M Salinier, Inspector, Research and Industry Service
Germany, Fed Rep of	Mr H Engelke, Doctor of Laws, Senior Director of Posts, Deputy Head of International Postal Service
Great Britain	Mr D G Foot, Assistant Head of International Postal Service, Post Office
	Mr P K King, Assistant Head of Section, International Postal Service, Post Office
Japan	Mr Y Kajitani, Head of the International Service, Directorate-General of Posts
	Mr Y Iguchi, Assistant Head of the International Service, Directorate-General of Posts
	Mr K Ogami, Assistant Head of the International Service, Directorate-General of Posts
Netherlands	Mr L van de Weert, Official in the International Postal Affairs Service
Switzerland	Mr R Krebs, Engineer, Head of the Postal Technical Division
	Mr R Beyeler, Assistant in the Principal Postal Technical Division
United States of America	Not represented
International Bureau	Mr S Bäckström, Acting Assistant Director-General
	Mr E Nlend, Senior Counsellor
	Mrs O Tomić, First Secretary

[1] United Nations Economic Commission for Europe.
[2] Special Programme for Trade Facilitation.

COMMITTEE 3 (POSTAL MECHANIZATION, BUILDINGS AND MOTOR TRANSPORT)

ISO-UPU Contact Committee

(Meeting on 24 October 1983)

Standardization of the address area on items that may be conveyed by post – Layout and position of addresses (Resolution CCEP 1/1982)

(Agenda item 5.1)

Memorandum by the Secretary-General of the CCPS

1 At its 1982 session, the CCPS adopted a resolution concerning the standardization of the address area on items that may be conveyed by post, in connection with the work being done on that subject by the International Organization for Standardization (ISO).

2 In this resolution the CCPS:
- requested the ISO to suspend the work concerned until such time as it had been possible for the matter to be considered by the ISO-UPU Contact Committee and for an agreement to be reached;
- decided to include the subject in the work programme of Joint Group A 1/A 2/A 3;
- instructed the International Bureau to seek appropriate contacts with the ISO and to report to the CCPS in 1983 on developments in the matter.

3 Since then, there have been several meetings between ISO and UPU representatives on the question raised by the CCPS, which relates to draft standard ISO/DIS/6422 (layout key for trade documents).

4 In particular, the ad hoc Group formed by ISO/TC 154/SC 2 to study "the requirements and positions for elements for the representation of names and addresses" held a meeting on 30 September 1983 in Geneva which resulted in the following main conclusions:
- The procedure for the establishment by the ISO of the standard relating to the layout key was in its final phase. The draft submitted to a vote by the ISO member Committees had received enough votes to be adopted; consequently, it could shortly be submitted to the ISO Council for final acceptance. However, the Secretariat would inform the ISO Council of the position taken by the UPU and if the Council nevertheless decided to accept the standard, it would be published but it could be fairly quickly revised, as desired by the UPU, when the latter had finalized precise proposals concerning the address area.
- To facilitate contacts and cooperation between the ISO and the UPU, it would be proposed that the ad hoc Group should become a permanent group to serve as a framework for the continuation of the work or the finalization of the revised draft standard on the basis of the UPU proposals.

5 These conclusions were submitted to the Consultative Council for Postal Studies at the same time as the results of a consultation carried out by the reporting country of Joint Group A 1/A 2/A 3.

6 Finding that it was not yet able to submit definite proposals to the ISO on the matter and convinced, however, that it would be preferable to suspend the procedure for adoption of the standard than to envisage a revision, even in the short term, the CCPS took the following decisions:

- to confirm its request to the ISO to postpone adoption of standard ISO/DIS 6422 until it had been possible to reach an agreement on the question of the address area on the layout key;
- to take the necessary steps, as quickly as the functioning of the UPU bodies permitted, to draw up and submit to the ISO definite proposals for the amendment of the draft standard concerned;
- to agree to participate on a bilateral basis in the permanent Working Group the formation of which had been propsed.

7 These aspects would seem to be the main points to which the Contact Committee should give its attention.

Berne, 18 October 1983

M I SOBHI
Secretary-General of the
CCPS

COMMITTEE 3 (POSTAL MECHANIZATION BUILDINGS AND MOTOR TRANSPORT)

ISO-UPU Contact Committee

(Meeting on 24 October 1983)

Possible introduction of the ISO C 5 size (162 × 229 mm) as a UPU standardized size

(Agenda item 5.2)

Memorandum by the Secretary-General of the CCPS

1 In 1979/1980, the International Organization for Standardization and the Universal Postal Union exchanged the letters concerning the possibility of the UPU envisaging a change in the maximum and minimum dimensions of standardized items so that the ISO C 5 size (162 × 229 mm) might possibly be included as a UPU standardized size.

2 At its 1980 session, the CCPS agreed to resume this study and entrusted it to Joint Group A 1/A 2/A 3. The reporting country conducted a consultation of the members of the Joint Group and drew up a report.

3 This report shows that the majority of members of the Joint Group are against including C 5 size items among the UPU standardized items for various reasons. One of the most important of these reasons is that C 5 size items cannot be sorted in most existing automatic sorting machines and an increase in their number could upset administrations' investment plans. Two administrations were, however, in favour of including the ISO C 5 size as a standardized size; the International Bureau knows that some other administrations which are not members of the Joint Group share this opinion.

4 The report on this study was submitted to the CCPS, which approved it.

Berne, 18 October 1983

M I SOBHI
Secretary-General of the
CCPS

ISO meetings at which the Union was represented

- Technical Subcommittee ISO/TC 95/SC 6 "Office machines/Mail processing machines and other special machines". Norderstedt, 21 and 22 May 1979. Administration of the Federal Republic of Germany.
- Technical Subcommittee ISO/TC 95/SC 9 "Office machines/Inter-relation between office machines and forms". Stockholm, 27–29 June 1979. Administration of Sweden.
- Technical Committee ISO/TC 154 "Documents and data elements in administration, commerce and industry" and the meetings of its Subcommittees:
  - ISO/TC 154/SC 1 "Terminology"
  - ISO/TC 154/SC 2 "Documents"
  - ISO/TC 154/SC 3 "Data elements and interchange formats"
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List of decisions, recommendations and formal opinions of the 1979 Rio de Janeiro Congress which concern the Consultative Council for Postal Studies

No	Nature of decision	Title
C 1	Resolution	Congress Committees
C 2	Resolution	Preparation of reports instead of minutes of certain Congress Committees
C 4	Resolution	Assignment of studies to the Executive Council (EC) and the Consultative Council for Postal Studies (CCPS)
C 7	Resolution	Participation by the League of Arab States in the meetings of the UPU
C 13	Resolution	Maximum weight of bags
C 42	Resolution	Methods of dispatching C 2/CP 3 customs declarations
C 43	Resolution	Functions of the Executive Council, CCPS and International Bureau as regards technical cooperation
C 44	Resolution	Organization, functioning and working methods of the Executive Council and delimitation of powers between the Executive Council and the CCPS
C 53	Decision	Placing of service instructions and labels on envelopes
C 54	Decision	Position of postcode number
C 57	Decision	Approval of the "Comprehensive report on the work of the Consultative Council for Postal Studies, 1974–1979"
C 60	Decision	Entry into force of the Acts of the 1979 Rio de Janeiro Congress
C 63	Recommendation	Marking of registered items
C 67	Resolution	Use of containers for transporting international mail
C 70	Recommendation	Speeding up the handling of airmail on the ground
C 71	Formal opinion	Speeding up the handling of airmail on the ground
C 73	Resolution	Maximizing the air conveyance of mail
C 76	Recommendation	Safety of staff involved in handling items presumed to be dangerous (mail bombs)
C 77	Recommendation	UPU member country identification code for postal and other uses
C 78	Resolution	CCPS work programme for 1979–1984
C 79	Decision	Establishment at the International Bureau of a permanent unit concerned with Third World problems and relations with the Restricted Unions
C 80	Decision	Reimbursement of travel expenses of members of the Consultative Council for Postal Studies
C 82	Resolution	Future of postal services

No	Nature of decision	Title
C 83	Decision	Electronic mail
C 84	Decision	Transfer of mails
C 85	Recommendation	Reproduction of postage stamps already issued by another administration
C 93	Recommendation	Choice of themes for postage stamps
C 102	Decision	Items in panel envelopes
C 103	Resolution	Immediate application of the provisions adopted by Congress relating to the Executive Council (EC) and to the Consultative Council for Postal Studies (CCPS)

List of proposals submitted to the 19th Congress by the Consultative Council for Postal Studies

Number of proposal	Rio de Janeiro text		References to the report
	Act	Article	
06	Recommendation – Increased participation of developing countries in the work of the Consultative Council for Postal Studies		Part B, Chapter I, b Study 534
014	Resolution – CCPS work programme 1984–1989		Part C of the report
012	Resolution – Quality control of postal operations		Annex 2. Study 508
2000.8	Resolution – Postal monopoly		Annex 2. Study 522
013	Resolution – Address area of the layout key for trade documents		Annex 2. Joint Group A 1/A 2/A 3
2020.1	Convention	20, para 1, a	Part B, Chapter I, h Study 515
2511.3	Convention – Detailed Regulations	111, para 2	Part B, Chapter V, para 88
2513.1	Convention – Detailed Regulations	113, para 1	Part B, Chapter I, f Study 513
2523.1	Convention – Detailed Regulations	123	Part B, Chapter I, h Study 515
5523.1	Parcels – Detailed Regulations	123	
5523.91	Parcels – Detailed Regulations	123bis to be created	
5526.1	Parcels – Detailed Regulations	126	
5526.2	Parcels – Detailed Regulations	126 (variant 1)	Part B, Chapter I, k Study 535
5526.3	Parcels – Detailed Regulations	126 (variant 2)	
5530.1	Parcels – Detailed Regulations	130	
5541.91	Parcels – Detailed Regulations	141bis to be created	
5913.1	Parcels – Forms	Form CP 13	

List of proposals sent to the Executive Council by the Consultative Council for Postal Studies

Number of proposal	Rio de Janeiro text		References to the report
	Act	Article	
Nil			

List of resolutions and decisions of the Consultative Council for Postal Studies (1979–1984)

Group	Subgroup	Resolution number	Decision number	Subject
I. UPU bodies	Consultative Council for Postal Studies			
	– Steering Commitee		3/1979	Chairman and Vice-Chairman of the CCPS
			4/1979	Constitution and apportionment of the Committees of the CCPS
			4/1981	Proceedings in the Committees
			9/1983	Delegation of CCPS powers to its Steering Committee
	– Rules of Procedure		5/1979	Application of the relevant provisions of the Rules of Procedure of the former CCPS to the work of the session
			2/1980	Approval of the CCPS Rules of Procedure
	– Annual report to the Executive Council on the work of the Consultative Council for Postal Studies		1/1980	Annual report on the work of the CCPS submitted to the EC at its 1980 session
			3/1980	Preparation of the annual report on the work of the CCPS submitted to the EC
			1/1981	Annual report on the work of the CCPS submitted to the EC at its 1981 session
			1/1982	Annual report on the work of the CCPS submitted to the EC at its 1982 session
			1/1983	Annual report on the work of the CCPS submitted to the EC at its 1983 session
			1/1984	Annual report on the work of the CCPS submitted to the EC at its 1984 session
	– Annual sessions		8/1979	1980 CCPS session
			7/1980	Place, date and duration of the 1981 CCPS session
			13/1981	Place, date and duration of the 1982 CCPS session
			6/1982	Place, date and duration of the 1983 CCPS session
	– Work programme for 1979–1984		6/1979	Work programme for the period 1979–1984 – Work procedures
			4/1980	Study on "Equitable geographical distribution of seats on the Consultative Council for Postal Studies" requested by Tanzania (United Rep)
			5/1980	Study envisaged by resolution C 74 of the 1979 Rio de Janeiro Congress
			3/1981	Progress report on studies presented by Committee Chairmen at their Committee meeting
			5/1981	Advance planning of possible working party meetings or colloquia elsewhere than at Union headquarters in 1983
			6/1981	Presentation to Congress of certain CCPS proposals
			7/1981	Reimbursement of travel expenses of members of the CCPS
			8/1981	Methods of dispatching C 2/CP 3 customs declarations
			9/1981	Equitable geographical distribution of seats on the CCPS

Group	Subgroup	Resolution number	Decision number	Subject
I. UPU bodies (cont)	Consultative Council for Postal Studies		10/1981	Setting up of a subgroup within the framework of CCPS study 503
			11/1981	Resumption of a study carried out by the CCPS Management Council
			12/1981	Reactivation of a study from the reserve work programme
			3/1982	CCPS work programme for 1984–1989
			6/1983	Annulment of the 1967 Bogotá CCPS Management Council recommendation
	– Report on the situation of the postal services	2/1983		Frequency of submission of the Report on the situation of the postal services
	– Multilingual Vocabulary of the International Postal Service		2/1981	Consultation regarding publication of a new edition of the Vocabulary
			2/1982	Publication of a second supplement to the Vocabulary
			2/1983	Introduction of Portuguese into the Multilingual Vocabulary of the International Postal Service
	– "Computers in the postal service" Catalogue and "Catalogue of Postal Equipment"		4/1982	Inquiry on the usefulness of both publications
			3/1983	Retention of the Catalogue of Postal Equipment and inclusion in the draft CCPS work programme for 1984–1989 of a study on the content, format and updating of the Catalogue
			4/1983	Abolition of the "Computers in the Postal Service" Catalogue and a study on devising a more simplified system of distributing information concerning computers in the postal service
	– Catalogue of data on new services provided to the public		5/1982	Preparation and publication of the Catalogue
	– 1984–1989 work programme		8/1983	CCPS work programme for 1984–1989
II. International organizations	International Organization for Standardization (ISO)			
	– ISO-UPU Contact Committee		7/1979	ISO-UPU Contact Committee
			6/1980	ISO-UPU Contact Committee
		1/1982		Standardization of addresses
			5/1983	UPU representation on the ISO-UPU "Permanent Group"
			7/1983	UPU representation as an observer, at meetings of ISO technical bodies
	Internationa Telecommunication Union (ITU)	2/1982		Relations between the UPU and the ITU with regard to electronic mail
		1/1983		Creation of a CCITT-CCPS Contact Committee

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Director-General's report

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NB. – In this document, the "Swiss franc", the Union's currency of account, is abbreviated to Sfr.

I. Introduction

1 As a result of the 1974 Lausanne Congress decision to entrust the election of the Director-General of the International Bureau direct to Congress, I felt it was appropriate at the end of my first term of office (1975–1979) to submit to the 1979 Rio de Janeiro Congress a comprehensive report containing my observations on the work of the Union during the period under review and to report to it on the choices I had made in managing the International Bureau (Congress – Doc 3).

2 That report made mention, on the one hand, of a number of general observations and, on the other of the policies and impulses which I had given to International Bureau action within the framework of the general work programme outlined by Congress and specified by the EC and the CCPS. In particular, that document contained an analysis of the results of the management of the International Bureau in relation to the various objectives which I had set myself when I took up my duties, within the framework of the general work programme concerned.

Purpose of this document

3 The submission of this document corresponds to the same concern to report to Congress for the period from 1980 to 1984 on the management of the International Bureau as well as to make some observations about the work of the Union. These observations are considered to be all the more opportune in that they confirm two concepts which I had mentioned in my report to the Rio de Janeiro Congress and which have grown in scope:

- the Post is developing in a world which is changing faster than ever before and has to face increased and more diversified public demand;
- postally, the continued imbalance observed between developed and developing countries remains a dominant concern.

International Bureau management objectives

4 After being re-elected by the 1979 Rio de Janeiro Congress, I insisted on the management of the International Bureau being based, subject to certain adaptations, on the same objectives as I had set myself during my first term of office, viz:

- to increase direct contacts by the International Bureau with the postal administrations of member countries the better to understand their problems and their present and future needs and to be able to determine how the Union could contribute better to improving the postal services and developing international cooperation in this field;
- to strengthen cooperation between the International Bureau, the Executive Council and the Consultative Council for Postal Studies in order to carry out better their work on behalf of and in the interest of member countries;
- to develop relations between the UPU and the Restricted Unions in the interest of those organizations and their members;
- to take advantage of contacts with other international organizations to serve the best interests of the UPU;
- to develop technical cooperation and seek from the appropriate bodies an increase in the financial means needed for that purpose and, in agreement with the beneficiary countries, to determine the best methods of using them;
- on the basis of the observations made and within the framework of my own competence, to take appropriate steps, in conjunction with the bodies concerned, and give fresh impulse and a more productive policy line to Union activities, the better to serve the interests of member countries and postal administrations in the light of their needs and concerns in the world of today and tomorrow;

- to review the organization and operational methods of the International Bureau with a view to:
  - better supporting the efforts of the other bodies and of postal administrations;
  - attaining greater efficiency by optimum use of its resources and by rationalizing and systematizing its activities, making maximum savings for the sake of the Union's budget.

5 The fact that it was possible to base International Bureau management for the period from 1980 to 1984 on the same objectives as those set for the period from 1975 to 1979 shows that:

- those objectives seem to be the most appropriate for promoting the activities of the International Bureau in relation to the vital interests of postal administrations and of the UPU as a whole;
- a continuity has thus been provided with regard to International Bureau action, which, in some fields, can only be shown in periods covering over five years.

6 However, in a rapidly changing world, the organization has to be made increasingly reliable by introducing the necessary innovations in time and by taking into account the new needs which administrations have to face.

II. General management problems

7 Within the general context of my responsibilities, the biggest problems I faced during my second term of office were:

a optimum use of available means;

b efforts in the UPU to find a fair balance between the interests of the developing countries and those of the industrialized countries;

c the changes taking place in several fields which are likely to affect management in the UPU framework.

Optimum use of available means

8 The first factor of which special account had to be taken during the 1980–1984 period was the world economic crisis which made it more difficult to implement activities concerning International Bureau management and technical cooperation programmes. I endeavoured to perform satisfactorily the duties incumbent on the International Bureau by making the best use of available means in very unfavourable circumstances.

9 On the one hand, the International Bureau was required to provide more aid to postal administrations and to Union bodies, while, on the other, the means available barely increased.

10 In particular, in order to meet the responsibilities of the International Bureau as set out in chapters III, IV and V of this Report, the average increase in recurrent expenditure in real terms for the period from 1980 to 1984 was only 2.86 percent per annum, whereas the same expenditure had increased by 3.54 percent between 1975 and 1979; however, it was possible to increase the International Bureau's action capability through rationalization.

11 In the field of technical cooperation (see chapter VI), the total funds available increased from 2 700 000 US dollars in 1975 to 3 000 000 US dollars in 1982. However, this slight increase was nowhere near enough to offset the effects of inflation and amounted to a reduction in real terms. Despite this actual reduction in funds, the International Bureau made considerable efforts to provide all developing countries with technical assistance programmes corresponding to their needs. The results obtained depended, to a large extent, on the contributions from some developed countries and the efforts made by the developing countries themselves.

Efforts in the UPU to find a fair balance between the interests of the developing countries and those of the industrialized countries

12 It has been repeatedly asserted that the international post forms a single circuit which can serve the interests of users all the better if the postal service is well organized in all the countries participating in the exchange of mail. It is not enough for the industrialized countries to have a reliable postal service if – since postal services have to be provided throughout the circuit and, in particular, in the country of destination – the Post is unable to ensure a satisfactory standard of service at all stages.

13 It has to be admitted that the development of the postal service is very uneven in the various countries and in the various regions in the world. Data on this imbalance have been set out in the booklet "The postal service in the world" (attached to issue 5/1982 of the journal "Union Postale") to which reference should be made for further information about this aspect of the question.

14 In the countries of the Third World, the level of development of the postal service depends on the degree of economic, industrial and cultural development attained by each country, since the postal service is one of the components of the infrastrucure which efforts are being made to strengthen. The problems encountered by the heads of postal administrations in this respect reveal the prime need to provide the postal service with sufficient, often very simple, means, to furnish the basic services which are expected of the Post in all parts of the world including the rural areas which are often neglected.

15 The industrialized countries, on the other hand, face a completely different kind of problem arising paradoxically from the high growth level in those countries and the sometimes rapid increase in the volume of postal traffic. The level of technological development attained by industrial society forces, in a way, postal administrations to introduce in the postal service relatively advanced work procedures and means of action in order to further modernize the service and make it more competitive in relation to private companies seeking to seize a portion of postal traffic.

16 While it is easy, from a theoretical point of view, to assert that both the industrialized countries and the developing countries are fighting, each in their own context, for the survival of their postal service, it cannot be denied that the types of problem which they face in this respect are very different. One tendency is therefore to be feared: a separate search for solutions suited to each group of countries struggling against the same difficulties and having equivalent means. The existence of groups of countries, which are basically similar from the point of view of economic development, might encourage such a tendency, which, in the long run, could be against the common interests of postal administrations and, hence, the cohesion of the Union.

17 The Universal Postal Union must remain a framework within which the most important problems relating to postal management, organization and operation are the subject of studies conducted by member countries whatever their level of development. The possibility of benefiting from different experiences can only enrich the quality of the studies involved, which should, however, lead to conclusions or policies which are as practical as possible.

18 This contribution from countries representing various specific conditions makes it possible to obtain optimum results in relation to the interests involved. Within the framework of the Executive Council this method encourages the countries to agree, when working out draft provisions for submission to Congress, on compromise solutions acceptable to all Union members. In the Consultative Council for Postal Studies, apart from matters concerning the international post, problems encountered in the internal service are studied and solutions outlined. With regard to the latter body, 28 main studies out of 47 in the work programme meet the needs both of the developing countries and of the industrialized countries.

19 For its part, the International Bureau has endeavoured to provide support for this policy, aiming at enabling each group of countries to satisfy its needs while, quite obviously, safeguarding the cohesion of the Union.

Study of changes taking place in several fields in order to take account of them for management purposes within the framework of the UPU

20 One of the duties which quite naturally devolves on the International Bureau consists of following developments in several fields so as to take account of them within the UPU framework. The International Bureau is often in a good position, thanks to the range of its contacts, to note any changes and assess their scope.

21 The first field offering matter for reflection is that of postal management and operations. The observations made by the experts and consultants, the conclusions of the studies conducted within the UPU framework and above all the concerns expressed by the leading officials of the postal administrations during meetings at the International Bureau in Berne or during visits to administrations, provide a range of components which make it possible not only to assess new needs but also the means and technologies used or to be used to meet them. It is therefore obvious that, in the action it takes as a support body, the International Bureau endeavours

to have the new problems which arise and the ensuing changes taken into account in the studies conducted in the UPU as well as in the drawing up of draft technical assistance programmes. The various countries are thus made aware of the difficulties which arise and may be required to try out appropriate solutions.

22 Through contacts maintained on several levels with a number of organizations, particularly the ones in the United Nations family, the International Bureau is also informed about the development of problems of a general nature or changes made in those organizations which it might be possible to adapt to the UPU. The information received by the International Bureau is used to propose variants to the Executive Council, when the latter is required to take decisions and to add substance to CCPS studies.

23 The third field involved is the one dealing more directly with International Bureau management. Every head of a business has to face a series of obligations, such as:

- forecasting future needs so as to develop effective action programmes;
- optimum organization of the means available so as to make timely provision of what is required for the proper functioning of the business;
- constant analysis of the results and of the costs incurred in order to ensure that they are commensurate with the needs and the resources available.

As a result, for the rational management of the International Bureau, appropriate innovations have to be made. By analysing the situations observed and with knowledge of the measures taken by other organizations or businesses, it is possible to assess the advisability of introducing in the management of the International Bureau the changes necessitated by the development of technology and by testing new work methods.

III. Relations with postal administrations

24 Throughout my term of office, I have paid the greatest attention to contacts with the postal administrations and I have introduced a series of measures designed to develop them.

The pressing needs of postal administrations, the basis of all activity within the UPU framework

25 There are problems stemming directly from the Union and they are not minor problems either since they concern the life of the Union, the use of its resources and the operation of its bodies. Every organization has this type of problem and devotes a portion of its means to their solution.

26 However, the UPU was created to perform certain duties at international level, with a view mainly to drawing up coherent regulations for the international postal service. Subsequently, its objectives have expanded, taking in also the exchange of information, the conduct of studies relating to the internal postal service and the implementation of technical assistance programmes for developing countries.

27 To avoid the International Bureau's becoming a body burdened by the administrative and bureaucratic aspects of its activities, I have endeavoured to direct its action in such a way that it takes account first and foremost of the real needs of the postal administrations, which remain the prime basis of any action to be undertaken within the UPU framework.

Approach to problems of concern to postal administrations

28 At one time, the problems of concern to postal administrations were discussed with a few exceptions by the bodies of the Union. The search for satisfactory solutions was made easier by the homogeneity of the postal services run by the member countries.

29 Following the entry into the UPU of many new countries with very different features and the development of technology which has widened the gap between the groups of countries, the position of the Union has become more complex. As a result, all the problems faced by administrations are now reflected only with difficulty in the studies and work conducted in the Union. Congress therefore lays down, in certain fields, only the guidelines of the various specific actions to be undertaken.

30 Hence, in order to make optimum use of the means available, the specific problems of the various postal administrations should be discovered. Apart from the experts' and consultants' missions, this can be ascertained through meetings with the leading officials of administrations and through increased International Bureau participation in Restricted Postal Union meetings concerning problems of regional scope. It should be noted that, in recent years, meetings have taken place outside the traditional UPU structures, such as the "Postal mechanization conferences", the meetings on the introduction of new services and a number of seminars and symposia.

31 To take account of the wide range of problems and also of the efforts made to solve them, the International Bureau has increased its contribution by organizing missions in the field and taking part, to the extent required, in meetings, seminars and symposia.

32 Convinced of the usefulness of a policy of understanding with regard to all the component parts of our Union, I have myself carried out over 100 missions to some 70 member countries, since taking up my duties. In addition, countless meetings at UPU headquarters in Berne have given me an opportunity over the years to have talks with the top officials of almost all the postal administrations in the world. These missions and meetings provided an opportunity for discussions of UPU activities in general and the specific problems of each country, thereby placing at my disposal a mass of information which I was able to use to guide the actions of the International Bureau in a specific and immediate manner.

My close collaborators have also carried out many missions in the field, particularly in connection with technical assistance activities. Significant results have been achieved, but experience shows that the principle of UPU presence in the field, accepted by the Rio de Janeiro Congress, should be applied more widely; that would make it possible to reinforce, at the same time, public information actions, operational activities and follow-up action.

IV. Relations with the other UPU permanent bodies

33 Despite the existence of problems specific to each country or group of countries, it should be pointed out with the greatest satisfaction that member countries continue to feel at home in the UPU and to use its structures to reach overall approaches or to conduct joint studies. In view of the growing difficulties encountered by postal administrations, the work programmes of the UPU bodies are getting bigger and bigger. The result is that the responsibilities of the International Bureau, which is called on to support these programmes, are becoming increasingly heavy particularly as regards the other permanent bodies of the Union.

The Executive Council (EC)

34 Following the 1979 Rio de Janeiro Congress, the International Bureau had to implement certain decisions and resolutions concerning its activities. It involved not only its own management but also problems concerning the Union as a whole, such as the introduction of the new financial system, the introduction of new working languages, relations with the Restricted Unions, technical cooperation programmes and public information activities.

35 Special attention was paid to the studies concerning the structure of the Union with the aim of providing it with a more flexible organization better suited to modern business requirements. Several problems were examined, in particular the possibility of increasing the efficiency of the work of Congress by using faster procedures. The Executive Council considered the various options submitted to it following the studies carried out by the International Bureau and, in a number of cases, decided not to take measures immediately, while evaluating certain contemplated solutions, which might prove effective in the near future.

36 In general, the International Bureau provided the Executive Council with sustained support to enable it not only to carry out the work incumbent on it as the management body, but also the 46 studies which had been assigned to it by Congress.

37 These studies cover the whole range of matters coming under the Executive Council. The International Bureau endeavoured to collect the maximum possible amount of information from other organizations in the United Nations family and/or from postal administrations. In addition, it made every effort to put forward several working hypotheses and several options to enable the Executive Council to choose the most suitable solutions.

38 During the five-year period from 1980 to 1984, the International Bureau produced for the EC or as documentation arising from the latter's activities, over 12 000 pages, not including the extra work involved in the introduction of new working languages decided on by the Rio de Janeiro Congress.

The Consultative Council Postal Studies (CCPS)

39 The International Bureau also provided considerable assistance to the CCPS, by cooperating closely with the reporting countries in launching 47 studies provided for in the work programme and by acting, in some cases, as co-reporter or reporter. To the extent that it was able, it endeavoured to take a more active part in CCPS studies, a principle which had been accepted by that body. It would be wise for that policy to be reinforced.

40 As is known, the 1979 Rio de Janeiro Congress had set up an ad hoc Committee to study problems raised by the future of the Post. These problems had given rise to a lively top-level discussion at Congress, which brought out the various difficulties which postal administrations faced in their management and, above all, which they would face in future. The International Bureau endeavoured to make as substantial a contribution as possible to the study of these problems, within the framework of the Committee set up for that purpose in the CCPS.

41 The International Bureau also provided support in putting into effect new criteria and new procedures introduced into the conduct of CCPS activities, particularly as regards holding colloquia on important subjects.

42 Changes were suggested for improving the procedure for conducting CCPS studies in order to give greater flexibility and increased efficiency to the work of the International Bureau particularly as regards initiating and using questionnaires concerning the various studies.

43 It should be noted that, in accordance with the policy laid down by the CCPS, the International Bureau endeavoured as far as possible to help developing countries to take part, in some capacity, in CCPS studies. Some improvement was noted in this respect but, overall, the contribution by the administrations of the developing countries to CCPS studies should be larger, as this would enrich the studies further and improve possibilities of using their conclusions.

44 More intensive use of the conclusions reached in the CCPS studies was ensured by providing the experts and consultants recruited under technical cooperation programmes with the volumes of the collection of postal studies and other CCPS documents, so that they could bear them in mind in implementing technical assistance projects.

45 Lastly, as the result of this considerable amount of work, over 15 000 pages were produced as CCPS documents or questionnaires, an increase of 22 percent over the previous five-year period, notably because colloquia were held.

V. International cooperation

46 The International Bureau intensified its relations with the various international organizations for several reasons:

a In the world of today, every organization or business should be outward-looking in view of the interrelation between the fields of activity of the various organizations.

b The postal service, which used to have a certain amount of unity, is becoming increasingly dependent on new technologies or contributions from other bodies. As a result, the strengthening of links with such bodies is a current practice which meets a real need.

c The general economic crisis which threatens the flow of aid from the traditional financing bodies has caused the International Bureau to seek contacts with other bodies capable of providing supplementary assistance, with the aim of developing the technical cooperation programmes or at very least maintaining them at present levels.

Cooperation with the United Nations

47 Even though the Universal Postal Union is a technical institution, it takes part, as a United Nations specialized agency, in the study of problems common to the organizations in the system and the decisions taken collectively.
Indeed, the status of specialized agency given to the UPU, does not only involve mere prerogatives in the field assigned to it, but gives rise to many obligations binding the UPU to act in harmony with the other United Nations organizations.
From that stems the search for coordination which is achieved, for instance, by International Bureau representatives' attendance of meetings of the most important United Nations bodies such as the Administrative Committee on Coordination (ACC), the Economic and Social Council (ECOSOC) and the International Civil Service Commission (ICSC), etc, apart from those which take place within the framework of the UNDP.

48 On the basis of the 1947 Agreement between the UN and the UPU, certain recommendations from the United Nations are submitted to the appropriate UPU body, viz the Executive Council, for consideration.

49 In particular, during the five-year period from 1980 to 1984, the International Bureau acted on United Nations General Assembly decisions concerning, in particular, the proclamation of the International Year of Handicapped Persons (1981) and World Communications Year (1983), the Transport and Communications Decade in Africa (1979) and the United Nations Conference on the Least Developed Countries (1980).

50 Certain Joint Inspection Unit reports which might be of interest to the UPU were brought to the attention of the Executive Council.

Relations with the United Nations Development Programme (UNDP)

51 The importance of the relations with the UNDP goes without saying in view of the fact that that body is the main source of finance for technical cooperation programmes. Moreover, the work done by the International Bureau on the basis of the means supplied by the UNDP are the subject of several separate documents submitted to Congress. It will suffice here to underline the spirit of cooperation which animates the UNDP towards the UPU and the understanding it shows for the needs of postal technical assistance despite the problems connected with the collection of funds in the present period of economic crisis (see chapter VI). The good relations maintained between the UPU and the UNDP are explained to a large extent by the nature of the contacts which I have always endeavoured to have with the Administrator of that body.

Relations with the Restricted Postal Unions

52 The strengthening of cooperation with the Restricted Postal Unions remains one of the priorities of my management and several imperatives justify the pursuit of this policy:

a the consideration of regional needs which are revealed, for instance, within the framework of the Restricted Postal Unions;

b the exploitation of the experience acquired by those Restricted Unions;

c increased cooperation in the field of technical assistance with regional bodies fully aware of the problems in the field;

d the enrichment of Union activities by technical tests carried out by groups of countries which are, in principle, homogeneous.

Relations with the Restricted Postal Unions have been pursued, for instance, through the mutual exchange of observers at meetings of the respective bodies and thanks to an intensive exchange of documentation.

The field in which UPU-Restricted Postal Union cooperation has proved most productive has been technical cooperation (see chapter VI).

Relations with other international organizations

53 The International Bureau has continued its cooperation with other international organizations and bodies in highly technical fields on the basis of the practice adopted in previous years. Under this head come, for instance, relations with the ITU, UNESCO, IAEA, ICAO, IATA, ISO and the CCC.

Strengthening cooperation with international organizations and bodies

54 The development of certain very important questions has led the Union to strengthen its participation in international cooperation in specific sectors.

The International Bureau has made great efforts to support the implementation of this cooperation and, in its turn, to seek closer contacts in the fields of concern to it for the benefit of Union member countries.

55 Relations with the ITU, UNESCO, the World Bank and the Regional Economic Commissions come within this framework.

56 The future of the Post lies in the use of new and improved technologies which the administrations or businesses operating in the telecommunications sector have or increasingly will have. Closer cooperation with the ITU is therefore necessary, in view of the interrelationship between the postal and telecommunications services. The International Bureau has endeavoured to develop this cooperation at secretariat level in the hope that it will also be strengthened at the level of the technical bodies.

57 At the same time, the UPU took part, within the limits of its means, in the programmes launched by the ITU for 1983 under World Communications Year.

58 The search for fresh sources of finance for implementing technical cooperation programmes caused the International Bureau to have closer links with bodies capable of providing aid in this respect. For instance, acting on EC instructions, the International Bureau took an active part in UNESCO's launching of the International Programme for the Development of Communication (IPDC). A number of studies were financed under that head. The World Bank also financed some technical assistance projects.

59 The International Bureau also took account of the growing importance of the Regional Economic Commissions in the development of technical assistance at regional level, by taking part in multi-sectoral programmes in certain parts of the world and by avoiding any overlapping of responsibilities detrimental to the interests of member countries. Cooperation with the ECA was strengthened in particular within the framework of the Transport and Communications Decade in Africa.

VI. Technical assistance

60 Implementation of technical assistance programmes from which developing member countries can really benefit remains at the centre of my major concerns, for several reasons:

a the provision of postal technical assistance is one of the purposes of the Union set out in article 1 of the Constitution;

b a fair balance in the development of the postal service in the world benefits not only the developing countries but also the industrialized countries, because the continuity of the circuit followed by international postal traffic must be ensured;

c the developed countries have a moral responsibility to demonstrate solidarity with the underprivileged countries;

d the efforts made by the UPU in this field are in accord with general policy requirements and the principle recognized by the United Nations of a new world economic order.

61 Without claiming to summarize all the material on technical assistance included in various documents submitted to Congress, certain important aspects should be brought out.

Financial position of the UNDP

62 As I have already had occasion to point out, for the first time since the creation of the UNDP, the voluntary contributions which maintain the resources of the UNDP fell in 1981 compared with the previous year. In 1982, contributions were just about the same level as in 1981 and in 1983 they were slightly lower than in 1982.

63 Consequently, despite the International Bureau's efforts, the allocations provided by the UNDP in respect of postal technical assistance fell in 1981 after a sharp increase in 1980 over the previous year.

Other sources of finance

64 In view of the UNDP crisis and in response to the concerns expressed by the 1979 Rio de Janeiro Congress in resolution C 38, efforts were made to obtain the cooperation of fifteen international banking organizations and financial institutions with a view to financing postal projects. These efforts aroused some interest on the part of the bodies approached. At the same time, the International Bureau continued its approaches to the postal administrations of industrialized countries to make them even more aware of the needs of the developing countries; significant contributions were obtained in this way, either in cash or kind.

65 On the basis of the operative paragraph of resolution C 37 adopted by the 1979 Rio de Janeiro Congress, closer cooperation was instituted with the Restricted Postal Unions either to coordinate the efforts of the UPU and the Unions themselves on behalf of the beneficiary countries or to avoid duplication in the implementation of their respective programmes and wasting available resources. It is in this spirit that the International Bureau is applying resolution CE 6/1983.

66 Lastly, it should be stressed that certain funds are used, in accordance with 1979 Rio de Janeiro Congress resolution C 38, within the framework of the UPU budget. At the time, the principle of including in the budget certain credits relating to technical assistance provided by the UPU was accepted, particularly as regards consultants' missions and the granting of fellowships. It should be noted that the amount thus available (Sfr 1 180 000) has not changed over the 1981–1984 period.

Technical assistance activities

67 By making the best use of the means at its disposal, the International Bureau was able to perform a large number of activities on behalf of member countries, for the period from 1980 to 1983, in the form of experts' and consultants' missions and study courses and cycles in priority fields.

68 Meanwhile, in accordance with 1979 Rio de Janeiro Congress resolution C 37, priority was given to the needs of the administrations of countries that are disadvantaged from the point of view of the United Nations and to those of the newly independent countries. Moreover, action in certain fields (training, management, development of the postal network, improvement of mail circulation and delivery and the general introduction of postal financial services) was given priority.

New directions

69 The criteria to be observed in defining and implementing technical assistance programmes must be adapted to the new situations which arise and the new philosophy which animates the various countries and the bodies concerned, while fitting into the overall strategy followed by the United Nations in this field.

70 In view of the financial difficulties encountered by the UNDP – which still remains the main source of finance for postal technical assistance – the International Bureau endeavoured to obtain an increase in the resources available for that purpose. It stepped up its efforts in three ways:

- the financing, by developed countries or those of them that can, of projects considered to have priority because of their beneficiaries or their purpose;
- wider implementation of the concept of technical cooperation among developing countries;
- more systematic application of the "cost-sharing" formula for projects among the various parties concerned (UNDP, UPU, countries providing technical assistance and beneficiary countries).

At the same time, more pressing approaches than before have been made to the UNDP and other possible sources of finance for technical assistance.

71 Sustained action has been undertaken by myself and by several of my staff as well as by experts and consultants to persuade the governmental authorities responsible for programming or the budget to give sufficient priority to postal projects in preparing the development plans of the countries concerned.

VII. Financial management and language system

72 Significant innovations were made within the framework of the UPU and in the management of the International Bureau in the period from 1980 to 1984. These innovations concerned, in particular:
a financial management;
b language system.

Financial management

73 During the preceding period, the International Bureau had already prepared various options concerning the introduction of a new financial system. The International Bureau study enabled the Executive Council, first of all, and then the 1979 Rio de Janeiro Congress to lay down the standards for the Union's new financial management.

74 The introduction of the new financing system from 1 January 1981 involved an adaptation of:
– the regulations, in particular of the Financial Regulations, in agreement with the Swiss Confederation, the country which acted as Supervisory Authority;
– the accounting, in order to fit it into the new regulations governing the financial management of the Union and to make a smooth transition from the old to the new system.

75 Special attention was paid to the part that the Reserve Fund was required to play in the Union's self-financing system. It was, for instance, proposed to the Executive Council that it use the Fund to stabilize the amount of the contribution unit for three years, so that it was maintained in 1983 and 1984 at the same level as that of 1982 (Sfr 17 500). This was in the interest of member countries, particularly as no additional amount was requested in 1984 to cover the extraordinary expenditure relating to the holding of the 1984 Hamburg Congress.

76 A further very important problem was that of arrears in contributions, the growing amounts of which threatened to overload the proper management of the Union's finances. On the one hand, the International Bureau issued circulars to member countries in arrears asking them to pay their debts; on the other, in application of 1979 Rio de Janeiro Congress resolution C 89, several approaches were made by myself and my staff to the postal administrations and diplomatic missions of certain debtor member countries. Some results have been achieved. The question arose, on the general level, of rationalizing the system of accounting for arrears of contributions, by making a distinction between:
– arrears which can in actual fact be considered as such. In that case, Congress or the Executive Council will be able to adopt appropriate solutions for recovering or absorbing them. I refer in particular to very old arrears connected with special situations the amounts of which have grown enormously because of the calculation of interest on overdue payments over a large number of years; and
– contributions, payment of which is merely late. From the 1983 budget, such contributions are entered in the "current debtors" column instead of in the "debtors in arrears" column.

77 Lastly, it should be recalled that the Executive Council had had before it at one time consideration of the possibility of adopting for the UPU a sort of programming within the budget framework (programme-budget) on the basis of the experience of other United Nations organizations. Such a procedure was considered to be interesting but premature in view of the nature of the UPU and of the relatively small volume of its activities compared with other organizations in the United Nations system. However, for the purposes of managing the International Bureau, the budget can be used as control instrument. Indeed, by measuring the costs of the various activities, it is possible to calculate how big they are and how they are developing and to decide therefore what corrective measures are to be taken.

Language system

78 As a result of 1979 Rio de Janeiro Congress resolution C 106 concerning the introduction of Chinese, German, Portuguese and Russian for the supply of documents, the International Bureau had to review the practical aspect of the language system structure. In particular, in application of this resolution, the Russian and Portuguese language groups asked to use the services of the International Bureau. Office space had to be found and liaison and integration with the existing translation services established; it was also necessary to adapt the document-production system and the accounting for the costs arising from the introduction of these new language services.

79 The 1979 Rio de Janeiro Congress had also accepted the principle whereby the costs to be borne by the Union for the reproduction of documents in Chinese, German, Portuguese and Russian were not to exceed Sfr 50 000 a year for each language group. In that connection, it was specified that, on the basis of the General Regulations, article 107, paragraph 6, the Union's contribution would not have to cover the translation costs (but only the costs relating to the reproduction of the documents).

80 As for the extra work for the International Bureau connected with the implementation of 1979 Rio de Janeiro Congress resolution C 106, suffice it to say that for 1982 the total number of pages printed in offset was 3086 for Russian and 1600 for Portuguese; this represents an increase of 7.4 percent and 3.8 percent respectively in the total number of pages printed by the International Bureau.

VIII. Action for more intensive use of information facilities

81 The importance of information in today's world is well known and accepted by postal administrations, which are themselves increasingly expanding their information services. Indeed, any organization or business takes care of its image and also takes into account the fact that its impact on the public is due not only to the reliability of the services it provides but also to its ability to penetrate the information and advertising market.

82 Although it is an organization with modest pretensions, the UPU cannot ignore this important problem. In fact, the need has been felt for it to publicize itself more:

a within the international community, in order to convince the appropriate authorities of the importance of the Post with a view to increasing the weight of the UPU and obtaining bigger advantages;

b in the countries, in order to help postal administrations to increase the awareness of the public and the national authorities responsible for planning.

Public information policy decided on by the 1979 Rio de Janeiro Congress

83 The Executive Council and I apprised the 1979 Rio de Janeiro Congress of the need to promote UPU information policy, certain criteria for which had already been laid down by the 1969 Tokyo Congress. Aware of the fact that the attitude of governments and, more particularly, of users depends to a certain extent on the Post's information policy, the 1979 Rio de Janeiro Congress adopted resolution C 101 and decisions C 104 and C 107 on information. In particular, in resolution C 101, Congress instructed the International Bureau, subject to Executive Council approval, to intensify its information activities within the annual budget ceilings.

Measures taken by the International Bureau

84 As is shown in other documents submitted to Congress with regard to public information, the International Bureau first of all asked the Executive Council to consult the member postal administrations of the EC and of the CCPS with a view to determining the activities which deserved priority development. In that connection, the principle was accepted that preference should be given to means of reaching groups rather than individuals.

85 From a practical point of view, the International Bureau intensified its traditional measures. Particular attention was paid:

- to relations with the press (through the distribution of press releases and information material, in addition to interviews which I gave myself on several occasions);
- to support action for postal administrations, by providing them with all kinds of material, in addition to the publicity poster produced by the International Bureau on the occasion of UPU Day;
- to the layout of "Union Postale", in order to make its contents more interesting and attract new readers.

86 The International Bureau's activities in information matters featured:

- UPU participation in World Communications Year, 1983, designed to use the programmes planned for celebrating this Year to publicize the postal service, stressing its role in modern society;
- a new edition of the Memorandum on the role of the Post as a factor in economic, social and cultural development;

– publication of a booklet "The postal service in the world" which graphically portrayed, on the basis of the statistical data in the possession of the International Bureau, the gap between the industrialized and developing countries as regards the extent of the postal service.

Further activities will be undertaken when the administration of a developed country has made a public information consultant available to the International Bureau.

87 Before concluding this chapter, I must point out that the sums which, by decision of the Executive Council, were available from 1980 to 1984 for expanding International Bureau information policy gradually increased from 13 000 Sfr to 44 000 Sfr. These are obviously small amounts for implementing an information policy of any size. It is for the relevant bodies of the Union (Congress and EC) to assess the usefulness of increasing the funds which the International Bureau might have at its disposal in future in this field.

IX. International Bureau

88 Management, by its very nature, involves an element of dynamism. It is reflected in a constant striving towards the goals aimed at. Indeed, it is a permanent action devoted to the satisfaction of the needs for which it was designed. Such action obviously does not consist of the automatic application of certain principles or directives; on the contrary, it involves a series of independent impulses with a view to adopting the measures which prove necessary, while complying with the regulatory and administrative framework within which these measures have to be taken.
The management of the International Bureau differs little from that of any other business. It requires an effort of imagination, organization and coordination with the aim of making best use of the resources available.

Replacement of the Deputy Director-General elected by the Rio de Janeiro Congress

89 For reasons of health, Mr T Scott, Deputy Director-General, had to resign thus bringing to an end the activity of a management team elected by the Rio de Janeiro Congress.

90 This departure raised quite a delicate problem because of the duties carried out by the person concerned under article 110 of the General Regulations.

91 Pending the appointment provided for at article 108 of the General Regulations, I had to combine, for several months, Mr Scott's duties with those I carry out as the person in charge of the organization and operation of the International Bureau. On 13 May 1982, on my proposal, the EC appointed an Assistant Director-General, Mr F Cicéron, Acting Deputy Director-General, and I took the requisite steps to ensure the proper operation of the International Bureau until the next Congress; in particular, I assigned certain special duties to Mr S Bäckström, Senior Counsellor, who has since been Acting Assistant Director-General.

92 The vacancy of the Deputy Director-General's post clearly showed – if such proof were needed – that, under no circumstances, could any one person, however capable and experienced he might be, perform for a long period the duties incumbent upon the Director-General and the Deputy Director-General. Those two posts should therefore always be filled. This vacancy also provokes an observation the practical importance of which is obvious. In the case provided for in the above-mentioned article 108, paragraph 3, in which the Deputy Director-General takes over the functions of Director-General, an Assistant Director-General should therefore be assigned the duties of Deputy Director-General by the EC until the end of the term of office. The EC should therefore elect an Acting Director-General and an Acting Deputy Director-General for the remaining part of the term of office, as in the case, mentioned in paragraph 4 of the same article, of the simultaneous vacancy of the two posts in question. It would be advisable to supplement the present text to that effect.

Staff and equipment

93 Admittedly, the most important problem in management is that of staff, the foundation and driving force of any activity. This problem is made more difficult because of certain restrictions connected with the special nature of the International Bureau.

94 From 1980, a radical change in the International Bureau staff complement occurred, since 34 persons were recruited to replace departing officials or to fill the new posts created. Such a major change in the staff complement involved obvious problems of adaptation and training. Appropriate measures had to be taken to make the new staff operational as quickly as possible.

95 Moreover, as regards the posts in the professional categories and above, the new officials were obviously recruited on the basis of their professional qualifications and their abilities, and also in accordance with equitable geographical distribution under International Bureau Staff Regulation 4.2. As a result, from 1980 to 1983, the number of countries represented at the International Bureau increased from 38 to 48 (there were 158 member countries on 1 January 1980 and 166 at the end of 1983).

96 As part of a general policy designed to make maximum savings, the number of new posts created was kept to an absolute minimum. In fact, for the five-year period from 1980 to 1984, the creation of only 8 posts was requested, 6 in the general services category and 2 in the professional category (none in the senior category). In this connection, it should be pointed out that:

- the total number of posts in the staff table had remained unchanged since 1 January 1977. It increased by only 8 posts over eight years (from 1977 to 1984);
- the 1979 Rio de Janeiro Congress had authorized the recruitment of additional staff for the years from 1981 to 1985 at the rate of 1 professional category official and 1 general services category official per year. However, from 1981 to 1984, the International Bureau asked the Executive Council for 2 P and 2 G officials only, thus making a staff saving of 2 P officials and 2 G officials;
- half of the new posts (4 posts) created for the period from 1977 to 1984 are due to the development of the UPU language system. Consequently, only 4 posts have been created, for that period of eight years, in relation to the increase of the International Bureau's own work.

97 The management of the International Bureau comprises, secondarily, the use of equipment. In this field, also, economic criteria were applied. It is possible to assert that purchases of equipment were made on the basis of the vital needs of the International Bureau. In particular, for tenders, detailed, competitive calls were made in order to obtain better prices, while ensuring that the equipment to be bought was of good quality.

Rationalization and modernization

98 The coordination of the available resources in staff and equipment required rationalization with a view to making optimum use of them. Indeed, the aim was to improve the output of the means available by adopting simple, efficient procedures and rationalizing work at the International Bureau in various fields. This rationalization was a constant objective of the management and one of my major concerns. I took every opportunity to make the improvements which proved necessary, in order to ensure very close horizontal cooperation between the various sections of the International Bureau and faster progress in the process of analysis in the management. These improvements and corrections were introduced in the daily work, often in memoranda to my colleagues designed to coordinate the procedures to be observed and have them applied simultaneously.

99 As part of the rationalization of the work process at the International Bureau, more radical measures were taken when that proved necessary. One of these measures was to divide the CCPS studies among several International Bureau sections; they had previously been concentrated in one section.
In that way, the International Bureau gives more sustained technical support to the development of these studies. In particular, the heads of the sections concerned make an important contribution to them, on the basis of their training and their experience in the daily handling of files covering the same subject as the one dealt with in the CCPS study. At the same time, they have an opportunity to use the data or policies appearing in the CCPS studies to carry out their ordinary work or to develop studies for which they are responsible under the Executive Council.

100 Still from the point of view of rationalizing work procedures, modern equipment tailored to the International Bureau's requirements has been introduced.
In August 1981, a new computer was installed. It is a small computer designed for administrative work. But this "small" computer is a "big worker". Indeed, a large number of people can communicate with the application programmes each from his own work position (visual display unit). Each user has access to a working memory which may have 150 million digits or characters. At the moment, over half of this capacity is already occupied

by users' files, eg the staff file, the postal statistics file and the accounts files. The possibility of having access to a multitude of fields makes the formula chosen particularly attractive: a central computer with decentralized work positions operating on a virtually independent basis. Under the decentralization programme for the use of the mini-computer, half of the sections will have a work post (screen + keyboard) by 1985.
Through the use of the computer, the preparation of general liquidation accounts (of transit charges and terminal dues and international reply coupons) has become much simpler and, as a service to administrations, more frequent publication of the general liquidation account of transit charges and terminal dues is planned. An activity which is also in the immediate interest of postal administrations is optimum use of the postal statistics file. Publication of the annual "Postal Statistics", reports on the situation of the postal services, publication of statistical data at the request of other International Bureau sections (eg for briefing experts departing on mission) and providing figures for studies undertaken within the framework of the CCPS may be mentioned together with the use of the computer in technical assistance matters.

Internal bodies

101 A series of internal bodies of the International Bureau, provided for by the Staff Regulations and Rules and the Regulations of the Social Fund, ensure collective consideration of very sensitive matters.
Some of these are joint bodies, made up of members selected by the management of the International Bureau and others representing the Staff Association.

102 The Appointments and Promotions Committee, the Joint Advisory Committee, the Disciplinary Committee, the Joint Appeals Committee and the Administrative Board of the Social Fund have functioned normally in accordance with the powers given to them.

103 In addition to these bodies, I created in the International Bureau in 1975 a Management Committee consisting of the Director-General, the Deputy Director-General and the Heads of Division. This body meets periodically to consider the most important business of the Union, to ensure the tightest possible coordination in the International Bureau and to define the chief options in the activities of the Bureau.
This Committee is required to meet, from time to time, on a broader base with the participation of the Heads of Section in order to involve them in consideration of important matters and in the definition of new work procedures.
I also set up in 1975 an Experts' Selection Committee which gives complete satisfaction in carrying out the sensitive duties assigned to it.

104 Lastly, modalities have been laid down to regulate relations between the management and the Staff Association, which is consulted on several matters, particularly those relating to staff management.

New criteria for dealing with matters

105 Convinced of the usefulness of active participation by International Bureau officials in dealing with various matters, I wished to apply in a systematic and rational manner new criteria for producing more information and being able to choose among several options.

106 With regard to the implementation of technical assistance programmes, I insisted on International Bureau officials, who deal with the relevant matters, being able to be sent on missions designed to implement postal projects with the aim of observing in the field the difficulties encountered and the means available to overcome them.

107 In paragraph 99, I mentioned the redistribution of work connected with CCPS studies among several International Bureau sections in order to have the experience of several officials for their development.

108 Lastly, I set up several internal working parties responsible for special tasks, including:
- the organization of Congress;
- the simplification of procedures and the decentralization of certain responsibilities;
- UPU documentation and training officials as précis-writers for EC, CCPS and Congress sessions;
- defining methods of dealing with questionnaires concerning CCPS studies and the procedure for carrying out such studies;
- measures to be taken for better presentation of "Union Postale";
- several budget matters.

X. Future prospects

109 Reflecting on the future of the Post is not a ritual exercise at the end of a term of office, but a necessity arising from analysis of the increasingly difficult conditions under which administrations have to work.

110 To assert that the development of technology and needs is now accelerating at a rate unknown in the past is not a mere expression. For decades, postal management did not involve any major problems. There was even little need for short-term or long-term programming, since progress was slow and gradual. Sheltered from unexpected difficulties, the Post was able, thanks also to the postal monopoly, to extend its network of offices so as to have a unique structure in the field of the exchange of information. The image of the Post rested basically on the reliability of its services and on its ability to meet basic communication needs.

111 In recent years, conditions changed radically. The postal market is subject to pressures different from the ones it was so easily able to absorb in the past. New technologies do not only meet new needs, they generate others. The Post therefore has to review its role in the various types of society in which it operates.

Problems of the Post

112 Consideration of the latest statistical data, summarized below, on the development of the postal service from 1979 to 1981 in the different countries, causes us to follow the situation attentively:
- Domestic LC and AO traffic increases 2.02 percent and 3.65 percent.
- Outward international traffic for the same categories dropped 1.67 percent and 2.36 percent only.
- Domestic parcel traffic dropped 0.37 percent.
- Lastly, outward international parcel traffic increased 2.97 percent; in the latter case, the reversal of a trend should even be stressed, since, in the preceding period from 1977 to 1979, that type of traffic had dropped 2.73 percent.

113 In other words, if consideration is confined to the development of the traditional mail traffic flows in recent years the situation does not seem so alarming. However, other less satisfactory criteria have to be deduced from the overall picture of existing difficulties and attacks to which the postal service is subject.

114 The biggest problems faced by the heads of postal administrations are:
- the pattern of the Post which is developing rapidly and which tends to fudge the distinction, already quite blurred, between the Post as a public service and the Post as a commercial undertaking, particularly in developing countries;
- the size attained, in developed and developing countries alike, by private companies attempting to seize the most profitable portion of postal traffic;
- the needs in trained staff and equipment which developing countries face;
- the invasion of telecommunications technologies in the field of transmitting written messages, an area long reserved for the Post;
- the impact of data-processing on the postal services, including the financial services;
- the need to provide new services.

115 These problems and the profound transformations connected with them are, in part, familiar and have already aroused the attention of UPU member countries in the following forms:

- a top-level discussion on the future of the Post took place within the framework of the 1979 Rio de Janeiro Congress;
- an ad hoc Committee (Committee 1), set up in the CCPS to consider problems concerning the future of the Post, conducted several important studies, particularly on extending post office functions (study 502), electronic mail (study 503), postal market research (study C 104), the postal monopoly and competition from private companies (study 522);
- increasingly close contacts were made with the ITU to develop productive cooperation with that organization on the use of new telecommunications technologies of interest to the postal service;
- several CCPS studies are aimed at developing the postal services in developing countries, in order to create a reliable postal network in the world;
- technical assistance programmes have been developed in order to improve the postal service in the developing countries on the basis of their needs and in relation to the future;
- a great many seminars, symposia and colloquia have been held in several parts of the world on certain of the subjects mentioned above.

Future policies and basic options

116 The fact that the future of the Post is, on the one hand, one of the major concerns of the heads of postal administrations and, on the other hand, the subject of thorough studies in the Universal Postal Union symbolizes in some way the ability of the postal system to react appropriately to the problems which arise.

117 Obviously, these efforts must be continued and even expanded if they are to be commensurate with the interests involved. The objectives of future action in this field should, it is felt, be the following:

With regard to postal administrations:

- realization on the part of public opinion and the relevant authorities of the importance of the Post in modern society;
- adaptation of postal structures to the necessary changes;
- thorough analysis of the domestic market to ascertain the needs which can be met by the Post;
- alliance with other government departments or businesses working in the field of communications with a view to joint action;
- adoption of new techniques and technologies;
- introduction of new services;
- keeping the public abreast of developments in the postal services through information and publicity campaigns;
- fixing rates which cover the services rendered without putting users off;
- staff training and motivation, particularly through strengthening relations within the undertaking;
- adoption of measures designed to ensure the stability and rational utilization of the staff.

With regard to the UPU:

- mobilization of available resources in a spirit of international solidarity;
- seeking appropriate means from the UNDP and other bodies for financing expanded technical assistance programmes;
- exchanging experience and comparing results obtained in the field of the development and improvement of traditional services;
- diversification of studies to take account of the interest of various groups of countries;
- inclusion within the UPU framework of meetings covering specific subjects which are now held outside the UPU;
- use of the possibilities provided by the CCPS to conduct in-depth studies and to adopt model agreements for the introduction of new services, to be tested by the countries concerned until such time as the relevant provisions can become, in the longer term, an integral part of the Universal Postal Convention and of the other technical Acts of the Universal Postal Union;
- introduction of a certain flexibility into those Acts which would contain only general principles and provisions;

- increased International Bureau support for the other UPU bodies in carrying out their work programmes;
- publicity campaign on behalf of the UPU and the Post in the international community and with the public and the national authorities responsible for programming and the budget.

118 The measures and aims mentioned above are not exhaustive, but they meet present demands. Naturally, since the Post is subject to rapid change, future action will have to adapt to any changes, new needs and new inventions produced by technology.

Conclusions

In conclusion, I should like to stress a few ideas which are particularly close to my heart and which I feel are topics to be thought about.

119 It is essential that postal administrations should become more keenly aware of the gravity and size of the problems facing them and of the dangers threatening them with more or less immediacy. In many cases, it is no exaggeration to speak of the rescule operation which they have to perform to retain their portion of the postal communications market. In a rapidly changing world, postal administrations must be determined to make every effort to confront necessity. Fortunately, their leaders are increasingly aware of the two basic objectives they have to aim for: improving the standard of service while introducing new services meeting user needs. If these two objectives were lost sight of, it would make it easier for private companies, competition from which is already keenly felt in many countries.

120 In such a context of determined action if not an "aggressive" policy on the part of postal administrations, the latter will, I am sure, implement a number of activities, in particular:

- improving postal management to avoid bureaucratic unwieldiness and wasted energy which are handicaps for the postal services;
- reinforcing public information action aimed at making the administrative changes necessary, increasing the resources available, changing mentalities often too impregnated with elements bound up with the status of government department as well as strengthening the motivation of the staff, whose attitude is decisive.

121 In this general context, which must be based on continuity and development, the efforts to be made by the UPU take on a special significance. While protecting its image, the Post should, it is felt, turn more resolutely towards the future. The adoption of new technologies, the introduction of new services are challenges which the Post must take up. The vitality of a business, its capabilities and its very existence must rise from the very difficulties which it is called upon to overcome. The UPU's efforts are based on the de facto solidarity of all administrations, quite apart from any other considerations likely to be brought up in this connection. They should tend to increase the Union's capability in terms of innovation, flexibility and coordination. That would make it possible to give priority to tackling substantive problems which are common to all, even if they are of varying degrees of acuteness. In that way, it would be possible to increase the overall usefulness of the UPU which, it must be admitted, seems to have waned in the last few decades. At the same time, it would be desirable for the UPU and the developed countries to increase separately their aid for the developing countries, primarily the poorest of them, in order to help them, in the postal field, to overcome their present difficulties and prepare themselves better for inevitable changes.

122 With special reference to the International Bureau, the member countries expect of it, rightly moreover, increasingly sustained action in favour of the development and improvement of the postal services both in the work of the bodies and specific action in the field. From this point of view, the International Bureau could play a bigger part within the framework, of course, of the powers given to it and the resources available. It could, thus, help better the other permanent bodies of the UPU to fulfil their duties within the framework of the necessary flexibility in order to cut short criticism put forward to justify the organization outside the Union of meetings or conferences which are really the reason for the existence of the UPU.

123 In terms of means of intervention, the International Bureau could give increased assistance to the other bodies of the Union while deriving the greatest practical advantage possible from the three tools it has at its disposal: technical assistance, public information and a fund of ideas and modern postal management and operations techniques arising, in particular, from the work of the CCPS.

The International Bureau would, of course, adapt its management to this new policy by, for instance, rearranging its structure and its work methods and making wider use of its staff for technical duties, which would give rise to the recruitment of genuine specialists, possibly for fixed terms.

I express the hope and the certainty that, in the spirit of cooperation which has always animated those responsible for the postal service at all levels, the tradition of the Post as a service available to the public will be maintained and further strengthened.

Berne, 11 April 1984

M I SOBHI
Director-General

Congress – Doc 4

Director-General's report on the finances of the Union

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In this document, "Swiss franc" (the Union's currency of account) is abbreviated to "Sfr".

Foreword

According to a well-established tradition, the Director-General of the International Bureau submits a report on the Union's finances to Congress.

The Rio de Janeiro Congress fundamentally changed the financial system of the Union by introducing the new self-financing system, which was to come into force on 1 January 1981. This reform required, with effect from 1980, a thorough revision of financial and accounting procedures. Besides henceforth billing contributions in advance on the basis of the budget (and no longer on the basis of actual expenditure), the International Bureau had to draw up a financing plan so that funds could be invested to the best advantage as they became available. At the same time, it had to organize the transitional system with regard to the advances made by the Swiss Confederation for the 1979 and 1980 financial years and which would be reimbursed by member countries at 20 percent per year from 1981 to 1990. The transition to the new system went smoothly and it was very encouraging to see that the great majority of member countries paid their contributions in time, with the result that we think that this new system will function hereafter to the complete satisfaction of the Union.

Although the present report is essentially a financial one, its scope goes well beyond that of a simple submission of accounts or estimates of future expenditure in that it also gives a general view of the International Bureau's management. On the one hand it reflects the implementation of the tasks entrusted to the Bureau by the Rio de Janeiro Congress, and on the other it shows the infrastructure essential to the work which must be undertaken over the next five-year period.

It is for Congress to assess the volume of work to be given to the International Bureau, including that arising from new proposals adopted by Congress, and afterwards to act fairly by providing the Bureau with sufficient resources for it to be able to carry out fully and efficiently the tasks which member countries expect of it. Congress will thus establish a medium-term work programme, granting an adequate financial framework within which the Executive Council and the Bureau management will be able to ensure that the proposed activities develop dynamically, while keeping that development at as economic and balanced a tempo as possible.

As staff costs make up the greater part of the International Bureau's expenditure, the basis of an effective control of such expenditure resides in the authorized staff strength and optimum organization of the work as a whole. That is why I thought it of prime importance to have attached to this report as annex 1 the International Bureau organizational chart giving the staff table – as submitted to the Executive Council in March 1984 – since this staff strength was used as a basis for estimating the 1985 budget and thus represents the main point of departure for Congress to fix the net expenditure ceilings for future years.

The present report is patterned on the practice followed at previous Congresses and takes particular account of the trends revealed in discussions at the more recent Congresses, which tried to provide for a reasonable growth of the Bureau's staff strength and organization over the next five-year period. It should be recalled in this connection that although one speaks of a five-year period when referring to the normal interval between two Congresses, Congress is called upon to make decisions for the period of five years ending with the entry into force of the Acts of the subsequent Congress, ie 1986–1990.

The report falls broadly into two parts.

Part I, entitled "Financial situation on the eve of the Hamburg Congress", gives the results of the financial years 1979 to 1983 (final approval of which is a matter for Congress) and the situation of the various Union Funds, and reviews the arrears position and the outstanding events which have influenced the Union's finances since the Rio de Janeiro Congress. A report is also given on the debtor and creditor situation and the position of the Union's own funds.

While part I deals more with a factual situation, part II, entitled "Decisions to be taken by the Hamburg Congress", sets out the factors which Congress has to consider in fixing the expenditure ceilings for the next five-year period. This part could not be completed at the present time since certain expenditure, such as that relating to the subsequent Congress, can be assessed only during the Hamburg Congress.

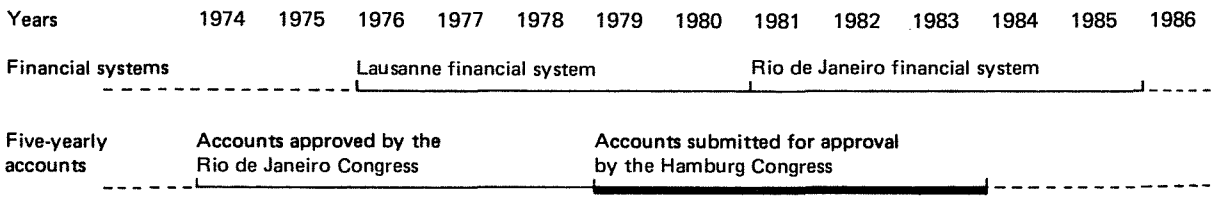
We thought it would be useful to give, in annex 2 to this report, an overall view of our Union's present financial system, some aspects of which differ considerably from those of the systems in other organizations of the United Nations family. This description will certainly benefit member countries which did not belong to the Executive Council and could not follow closely the transition from the former financial system to the new system of self-financing.

Part I

Financial situation on the eve of the Hamburg Congress

1 Net expenditure ceilings set by Congress

The Union's accounts submitted for final approval by the Hamburg Congress cover the five-year period 1979–1983. It should be made clear that this period is governed partly by the financial system of the Lausanne Congress (1976–1980) and partly by that of the Rio de Janeiro Congress (1981–1985) as shown below:



The annual expenditure ceilings for the activities of the Union's bodies were set by the Lausanne Congress and subsequently by the Rio de Janeiro Congress as follows:

A. Lausanne financial system

1 For each year from *1976 to 1980,* article 122, paragraph 1, of the Lausanne General Regulations set the limit which net annual recurrent expenditure was not to exceed.

2 A limit, set at 2 135 200 Swiss francs, was provided for in article 122, paragraph 2, of the Lausanne General Regulations for expenditure relating to the 18th Congress.

3 The limits set on annual expenditure, as provided for under 1 and 2 above, may, according to article 122, paragraph 3, of the Lausanne General Regulations, be exceeded by the Executive Council to take account of increases in salary scales, pension contributions and allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva.

B. Rio de Janeiro financial system

1 For each year from *1981 to 1985,* article 124, paragraph 1, of the Rio de Janeiro General Regulations sets the limit which net annual recurrent expenditure is not to exceed.

2 A limit, set at 1 750 000 Swiss francs, is provided for in article 124, paragraph 2, of the Rio de Janeiro General Regulations for expenditure relating to the 19th Congress.

3 The limits set on annual expenditure as provided for under 1 and 2 above may, according to article 124, paragraph 3, of the Rio de Janeiro General Regulations, be exceeded by the Executive Council to take account of increases in salary scales, pension contributions and allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva.

4 The Executive Council is authorized, by article 124, paragraph 4, of the General Regulations, to adjust the amount of expenditure other than that relating to staff on the basis of the Swiss consumer price index.

The following table shows precisely the statutory ceilings for net expenditure authorized for each of the years in question covered by the Acts of the Lausanne Congress (1979 and 1980) and by those of the Rio de Janeiro Congress (1981–1983).

Year	Nature of expenditure	Ceiling fixed by Congress		Excess authorized under				Statutory limit on authorized expenditure
		Lausanne Gen Regs art 122	Rio de Janeiro Gen Regs art 124	Gen Regs, art 122, para 3 (Lausanne 1974)	Gen Regs, art 124, para 3 (Rio de Janeiro 1979) at time of budget preparation	Gen Regs, art 124, para 3 (Rio de Janeiro 1979) during year of budget implementation[2]	Gen Regs, art 124, para 4 (Rio de Janeiro 1979)	
		Sfr	Sfr	Sfr	Sfr	Sfr	Sfr	Sfr
1979	Recurrent	14 467 500	–	+1 783 364	–	–	–	16 250 864
	Non-recurrent[1]	2 135 200	–	–	–	–	–	2 135 200
	Total	16 602 700	–	+1 783 364	–	–	–	18 386 064
1980	Recurrent	14 883 900	–	+2 083 430	–	–	–	16 967 330
1981	Recurrent	–	17 166 500	–	+ 430 126	+ 366 100	+210 928	18 173 654
1982	Recurrent	–	17 586 300	–	+ 851 632	+ 766 100	+397 518	19 601 550
1983	Recurrent	–	17 848 600	–	+1 330 729	+1 080 800	+690 788	20 950 917

[1] Ceiling set by the Lausanne Congress for expenditure relating to the 1979 Rio de Janeiro Congress.
[2] Additional credits financed by withdrawal from the Reserve Fund.

2 Results for financial years 1979–1983

A. General remarks

The results for the financial years 1979–1983 were published and commented on in the Reports on the work of the Union for the years in question and were submitted for the approval of the Executive Council. Annex 3 to this report recapitulates the Union's accounts for those five years in the form of a comparative table.

In accordance with article 124, paragraph 10, of the General Regulations and article 35 of the UPU Financial Regulations, the external auditing of the Union's accounts is carried out by the Government of the Swiss Confederation, which has declared its readiness to continue acting as external auditor of the UPU's accounts free of charge. Apart from the formal and physical auditing of the accounts, the external auditor is entitled to make comments on the efficiency of financial procedures, on the accounting system, on internal financial control and, in general, on the administration and management of the organization. The annual accounts, accompanied by the relevant audit report, were submitted each year to the Executive Council which regularly approved them.

It is proposed that Congress express its thanks to the Government of the Swiss Confederation for the generous help it has given with the Union's finances. A draft resolution to this effect is given in annex 5.

It is the prerogative of Congress finally to approve the Union's accounts on the basis of the annual financial reports, the conclusions of the auditor and the summarized table of figures given in annex 3. For this purpose, the Congress Secretariat has available, for members of the Finance Committee, the original auditor's reports for those years.

The financial aspects of the UPU Provident Scheme are dealt with in annex 4.

B. Budget of the Union and fixing of contributions

Under the former financial system in force up until the end of 1980, the Executive Council gave provisional approval to the budget of the next financial year and then adjusted it during that year to take account of new factors arising since it was approved. The contributions of member countries were fixed after the closing of the accounts on the basis of actual expenditure and member countries had until the end of the year to pay their contributions. Consequently, the contributions of member countries corresponded exactly to actual net expenditure and the budget of the Union was merely a straightforward administrative act to control and authorize expenditure for the use of the International Bureau and the Government of the Swiss Confederation in its capacity as Supervisory Authority and lender of funds.

Under the new self-financing system (applied since 1 January 1981), however, the Executive Council approves from the start the definitive budget for the following year and at the same time fixes the amount of the contributions which member countries must pay by not later than the first day of the financial year to which the budget applies so that the International Bureau may dispose of the financial resources needed to meet the authorized expenditure.

As the new financial system no longer allows the budget for the current year to be adjusted as flexibly as before, in May 1980 the Executive Council adopted the following new procedure:

a Contributions are payable in advance on the basis of the budget which the Council approves during the year preceding the financial year.

b The budget for the current financial year is no longer adjusted.

c The credits entered in the budget for the remuneration of staff (salaries and allowances) are based on the scales applied by the United Nations Office in Geneva at 1 January of the year in which the budget is examined and contain no reserve for adjustments taking effect after that date. But, since such adjustments are nonetheless applicable to UPU officials (General Regulations, article 124, paragraph 3), the supplementary credits required are withdrawn from the Reserve Fund, which must be maintained at a level high enough to meet this contingency.

d Subject to the supplementary credits mentioned in c above, the increases likely to affect the other categories of expenditure (particularly general expenditure) are included in the budget; this concerns both actual increases and increases due to inflation.

C. Evolution of expenditure

The following table gives the evolution of net expenditure for the years 1979–1983 as compared with the statutory limit of expenditure (ceiling), the budget approved by the Executive Council (including supplementary credits from 1981 onwards) and the amount of contributions.

Year	Ceiling of authorized expenditure	Net budget approved by the Executive Council[1]	Net budget including the supplementary credits under Gen Regs, article 124, para 3	Actual net expenditure	Actual contributions	Amount of contribution unit
	Sfr	Sfr	Sfr	Sfr	Sfr	Sfr
1979	18 386 064	17 380 200	17 380 200	15 862 080[2]	15 862 080	14 880
1980	16 967 330	16 294 400	16 294 400	14 914 100	14 914 100	14 150
1981	18 173 654	17 204 250	17 570 350	15 574 425	17 763 375	16 750
1982	19 601 550	18 152 500	18 918 600	17 098 547	18 637 500	17 500
1983	20 950 917	19 031 500	20 112 300	18 558 679	18 637 500	17 500

[1] Not including payments into or withdrawals from the Reserve Fund.
[2] Including Sfr 2 038 822 of expenditure relating to the 1979 Rio de Janeiro Congress.

From 1979 to 1983 net recurrent expenditure rose each year by an average of 8.5 percent, quite a small increase when it is considered that the cost of living in Switzerland went up by about 5 percent per year over this period and that the International Bureau had to cope with the new work assigned to it by the Rio de Janeiro Congress (expansion of the language system, new financial system, greater use of UPU consultants, etc).

There have been irregular monetary fluctuations which have somewhat disturbed the regularity of expenditure: the exchange rate for the US dollar in relation to the Swiss franc ranged between Sfr 1.56 (October 1979) and Sfr 2.20 (November 1982), ending up in December 1983 at Sfr 2.18, whereas the Lausanne and Rio de Janeiro Congresses had taken a basic rate of Sfr 3.30 and Sfr 1.62 for 1 US dollar respectively to fix the expenditure ceilings. The effects of these fluctuations on the finances of the Union were felt on the salaries and allowances paid to officials in the Senior and Professional categories (under the United Nations common system) and in the sums which the UNDP reimburses to the UPU for the administrative costs of technical cooperation.

The various factors affecting the Union's finances are dealt with in greater detail in chapter D below, which analyzes the "Accounts of the Universal Postal Union for 1979–1983" given in annex 3.

D. Detailed analysis of the accounts

a GROSS RECURRENT EXPENDITURE

From 1979 to 1983, total gross recurrent expenditure increased from Sfr 15 585 813.10 in 1979 to Sfr 20 582 721.69 in 1983, giving an average annual increase of 8.02 percent.

1 Staff expenditure

From 1979 to 1983, staff expenditure (accounting for 79.78 percent of 1983 budgetary expenditure) increased by 30.98 percent.

Development of the staff strength can be seen as follows:

Date	International Bureau staff table approved by the Executive Council					Vacant posts			
	Elected officials	Senior category	Professional category	General Services	Total	Senior category	Professional category	General Services	Total
1.1.1979	2	16	37	75	130	–	–	–	–
1.1.1980	2	16	37	75	130	1	3	–	4.0
1.1.1981	2	16	37	80	135	1	2	2.5	5.5
1.1.1982	2	16	37	80	135	–	2	0.5	2.5
1.1.1983	2	16	39	81	138	–	–	0.5	0.5

The above table calls for the following remarks in regard to the staff table:

i The Executive Council granted two new Professional category (P) and six new General Service category (G) posts during the five-year financial period 1979–1983. The total number of posts in the staff table, which had remained the same since 1 January 1977 (130 posts), was increased by eight posts in the course of the eight years from 1 January 1977 to 31 December 1984.

ii The new posts were created at the following dates:
- 4 G posts at 1 July 1980;[1]
- 1 G post at 1 January 1981;
- 1 G post converted into a P post at 1 July 1982;
- 1 P post and 2 G posts at 1 January 1983.

iii Four of these eight posts were due to the development of the UPU's language system and to 1979 Rio de Janeiro Congress resolution C 106, under which UPU documents had to be provided also in Chinese, German, Portuguese and Russian. The other four posts were created to cope with the steady increase in the work of the International Bureau, particularly in technical cooperation, finance, the postage-stamp service, and the letter-post and parcel-post sections. Consequently, only four posts (two P and two G) have been created in the course of eight years for the International Bureau's own needs.

Apart from the extra costs occasioned by the eight new posts mentioned above, the increase in expenditure on staff is due to the regulation step increases and to ajustments in the salary scales decided by the United Nations for its staff working in Geneva, which are applicable to the International Bureau officials with effect from the same dates. In consequence, the staff costs of the Berne headquarters (excluding UPU consultants) rose by 7.5 percent per year between 1979 and 1983.

In regard to the consultants' remuneration and mission costs, it should be recalled that, in accordance with Rio de Janeiro Congress resolution C 38, the relevant credits were increased by 50 percent from 1 July 1981. These amounts have been employed with flexibility in that they have also been used for fellowships and equipment connected with the missions carried out by UPU consultants in the countries receiving this form of technical assistance. It should be noted that this policy would have been impossible without the cooperation of most

[1] These four posts were created in application of Lausanne Congress decisions.

administrations which made consultants available to the UPU while continuing to pay their salaries. Since in such cases the UPU pays only an incentive bonus and travel costs and allowances, the total aid given with the help of these administrations is much greater than is suggested by a perusal of the Union's expenditure figures alone.

2 Other International Bureau operating costs

After a sharp increase of 25.40 percent between 1979 and 1980, the International Bureau's operating costs remained very stable since they increased by only 8.84 percent from 1980 to 1983.

Article 21 – Cost of premises: Fuel prices increased sharply in 1979 and 1980. In 1980, however, the amount of heating oil consumed was reduced by 11 percent as a result of various energy-saving measures. From 1981, the International Bureau implemented the plan for renewal and maintenance of the UPU building and its installations approved by the 1979 Rio de Janeiro Congress (1979 Rio de Janeiro Congress – Doc 4/Annex 7). From 1982, the International Bureau also had to deal regularly with certain major repairs, made necessary because the building was getting older, such as repairs to the heat-expansion seals and to part of the basement flooring.

At the same time, a study was undertaken in 1982 with a view to submitting proposals to Congress for measures likely to reduce significantly the consumption of fuel-oil and the costs of heating and air conditioning (see annex 9).

Article 22 – Office furniture and machinery: With the additions to the language system support staff, extra offices had to be installed and furnished. From 1981, a start was made on the replacement of machines in accordance with the plan submitted to the 1979 Rio de Janeiro Congress (Congress – Doc 4/Annex 8). For example, the mini-computer was replaced in 1981 and supplementary peripheral equipment was added in 1982. Use of this computer was gradually expanded and decentralized and made it possible to mechanize and automate in a rational manner many routine tasks. The more efficient and up-to-date machines cost more to service than the older types.

Article 23 – Travel expenses: Travel expenses rose partly because of an increase in airline fares and partly because we attended more meetings of certain bodies of the United Nations family, in particular those of the UNDP regional bodies within the framework of technical cooperation.

Article 24 – Office expenditure: In 1979, postage costs were affected by the urgent dispatches of proposals for the Rio de Janeiro Congress.

Article 25 – Reproduction of documents and publications: Printing and binding of the Rio de Janeiro Congress documents (especially outside printing and binding of the Annotated Acts) was a big expenditure item in the 1979 and 1980 accounts. It should also be noted that, from 1981, the cost of reproducing the documents in Chinese, German, Portuguese and Russian was subsidized, in accordance with Rio de Janeiro Congress resolution C 106.

Article 26 – "Union Postale": Expenditure on "Union Postale" is largely dependent on increases in the cost of paper and printing in Switzerland and on the rising cost of producing the master copies for certain language versions made outside Switzerland.

Article 27 – Library, film library and public information: In accordance with Congress resolution C 104, the Memorandum on the role of the Post was republished in 1981 and a sum of Sfr 50 000 was set aside in 1982 for activities connected with World Communications Year 1983.

Article 29 – Sundry expenditure: The cost of hospitality increased because of the rise in prices. An official car was purchased in 1980 and the other one replaced in 1982. A higher contribution to the operating costs of United Nations bodies is due to the increased activity of the International Civil Service Commission (ICSC) and to a more expensive United States dollar, the currency in which this contribution is paid.

b NON-RECURRENT EXPENDITURE

Expenditure relating to the 1979 Rio de Janeiro Congress

The 1979 financial year bore the costs of the Rio de Janeiro Congress (travel of secretariat, technical arrangements for interpretation, production of documents during Congress, etc), on which expenditure came to Sfr 2 038 821.93 and so did not reach the ceiling fixed by Congress at Sfr 2 135 200 (Lausanne General Regulations, article 122, paragraph 2).

c ADMINISTRATIVE RECEIPTS

Except for the 1981 financial year, the administrative receipts remained quite stable over the five-year period under review. In relation to 1979, they rose by about 15.35 percent. The detailed evolution of the various sources of receipts is considered below.

Article 61 – Reimbursement of costs: The reimbursement of the administrative costs of technical cooperation was affected by the backlash of UNDP's financial crisis. On the other hand, with the expansion of the Russian and Portuguese language services as from 1981, reimbursements under this head increased.

Article 62 – Income from sales of publications: Income from the sale of publications to administrations varies from one year to another according to the publications programme.

Article 63 – Rent for premises: Income from the letting of offices and conference rooms was in line with changes in the Swiss market in this connection.

Article 69 – Sundry receipts: Up until 1980 the unused balance of credits transferred to the "account for credits granted for previous year" (credits brought forward from the previous year's budget) was entered in the books as an incidental receipt but as from 1981, under the new financing system, these residues have been paid into the Reserve Fund.

d PAYMENTS INTO AND WITHDRAWALS FROM THE RESERVE FUND

With the introduction of the new financial system two new chapters have been added to the traditional budgetary accounts of the Union, namely, an expenditure chapter for payments into the Reserve Fund (chapter 4) and a receipts chapter for withdrawals from it (chapter 7).

Chapter 4 – Payments into the Reserve Fund: Under article 22 of the UPU Financial Regulations, the budgetary credits cancelled at the end of each financial year are paid into the Reserve Fund. At the same time, in order to provide the Reserve Fund with enough liquid assets to finance the supplementary credits, the Executive Council decided to supply the said Fund through the Budget with Sfr 400 000 in 1981 and Sfr 380 000 in 1982.

Chapter 7 – Withdrawals from the Reserve Fund: Up until 1980 (former system) small sums (Sfr 7829.72 in 1979 and Sfr 717.55 in 1980) were withdrawn from the Reserve Fund to round off the contribution unit. As from 1981 (new system), the Executive Council authorized the Director-General to withdraw from the Reserve Fund the supplementary credits required for financing the increases in staff remuneration decided by the UN after the approval of the budget. The supplementary credits came to Sfr 366 100 in 1981, to Sfr 766 100 in 1982 and to Sfr 1 080 800 in 1983. In addition, 1983 saw the first withdrawal from the Reserve Fund for the purpose of maintaining the amount of the contribution unit at the same level as in 1982 (to this end the Executive Council had provided in the budget for a withdrawal of Sfr 429 000).

e CONTRIBUTIONS

During the five-year period under review the contributions of member countries developed as follows:

Year	Number of member countries	Number of contribution units	Amount of contribution unit	Total amount of contributions
			Sfr	Sfr
1979	159	1066	14 880.00	15 862 080.00
1980	160	1054	14 150.00	14 914 100.00
1981	164	1060.5[1]	16 750.00	17 763 375.00
1982	166	1065	17 500.00	18 637 500.00
1983	166	1065	17 500.00	18 637 500.00

[1] As Kuwait had requested to be transferred from the 5 to the 10 unit contribution class from 1 July 1981, its contribution amounted to 7.5 units for 1981 as a whole.

Whereas in 1979 and 1980 contributions were calculated on the basis of actual expenditure, from 1981 the contribution unit was fixed in advance by the Executive Council when approving the budget for the following year.

By making use of the Reserve Fund the Executive Council managed to maintain for three years (1982, 1983 and 1984) the amount of the contribution unit at the same level as in 1982.

3 Rise in the cost of living

As the International Bureau settles its accounts almost entirely in Swiss francs, this being the currency of account, the rise in the cost of living in Switzerland plays an important role in the increase in expenditure and especially in staff costs. The continuous rise in prices is reflected in the Swiss consumer price index, the evolution of which is shown in the following table:

Year	Swiss consumer price index		Increase (in percent) over	
	Base 100: September 1977	Base 100: 1978	1978	the preceding year
1978	100.8	100.00	–	–
1979	104.4	103.6	+ 3.6	+3.6
1980	108.6	107.7	+ 7.7	+4.0
1981	115.7	114.8	+14.8	+6.5
1982	122.2	121.2	+21.2	+5.6
1983	125.8	124.8	+24.8	+3.0

The average increase for the five-year period 1979–1983 was thus around 5 percent per year.

Pursuant to Lausanne Congress resolution C 29, the Executive Council, in cooperation with the Director-General, paid special attention to the effects of the rise in prices by drawing up the budget at the lowest possible level commensurate with the needs of the Union. To this end, the presentation of the draft budget was improved so as to indicate for each budgetary item the percentage increase over the budget of the previous year and to distinguish in the case of general expenditure between actual increases and increases due to inflation. In addition, effective measures are being taken as regards the implementation of the budget by means of strict verification of the expenditure committed and by the procedure of calling for tenders.

The rise in the cost of living affects the Union's expenditure in two different ways, depending on whether it is a question of:

a staff expenditure, or

b other operating costs of the International Bureau.

a Effect of inflation on staff expenditure

According to article 122, paragraph 3, of the Lausanne General Regulations (or article 124, paragraph 3, of the Rio de Janeiro General Regulations), the Executive Council is authorized to exceed the expenditure ceiling in order to apply to International Bureau staff the increases in the salary scales, pension contributions and allowances, including post adjustments, approved by the United Nations for its staff working in Geneva.

This mechanism for adjusting staff costs to the rise in the cost of living was introduced as from the 1969 Tokyo Congress. Since then, Congress fixes the expenditure ceiling on the basis of the last budget approved by the Executive Council, in which staff costs are based on the United Nations salary scales in force at the beginning of the year in which the budget is drawn up, regardless of any future increase which would at that time be hypothetical. The adjustments decided by the United Nations after this base date are applied to the UPU staff with effect from the same dates but are regarded as unaffected by the ceiling.

The increases in staff expenditure covered by the General Regulations and decided by the United Nations during the years 1979–1983 were brought to the attention of the Executive Council as given in the table below. It should be stated that, as from 1981 (new financial system) these adjustments were made in two stages, viz:

a inclusion in the budget of adjustments made between the date taken into consideration for fixing the expenditure ceiling and the beginning of the year in which the budget is approved; and

b "supplementary credits" withdrawn from the Reserve Fund for the adjustments made after approval of the budget.

Year	Increases in staff expenditure (unaffected by ceiling) approved by the United Nations for			Total (2 + 3 + 4)	Increase (in percent) over	
	Senior and Professional category staff	General Service staff	Pensions (including cost-of-living allowance for pensioners)		the base selected by Congress	the previous year
1	2	3	4	5	6	7
	Sfr	Sfr	Sfr	Sfr		
Lausanne financial system – Base: salary scales on 1.2.1974						
1979 a Adjusted budget	270 759	1 023 802	488 803	1 783 364	20.3	– 0.3
1980 a Adjusted budget	449 019	1 004 723	629 688	2 083 430	23.5	2.7
Rio de Janeiro financial system – Base: salary scales on 1.1.1979						
1981 a Budget	183 769	23 517	222 840	430 126		
b Supplementary credits	292 375	64 425	9 300	366 100		
Total	476 144	87 942	232 140	796 226	7.2	–
1982 a Budget	305 779	79 608	466 245	851 632		
b Supplementary credits	537 750	214 950	13 400	766 100		
Total	843 529	294 558	479 645	1 617 732	14.5	6.8
1983 a Budget	615 102	112 121	603 506	1 330 729		
b Supplementary credits	668 320	377 780	34 700	1 080 800		
Total	1 283 422	489 901	638 206	2 411 529	21.5	6.1

b Effects of inflation on the other operating costs of the International Bureau

The rise in prices directly affects expenditure other than that relating to staff, ie expenditure relating to the building (heating, maintenance, repairs, cleaning, insurance, etc), travel costs, the cost of producing documents, purchase of furniture, machinery, equipment and sundry costs.

Up until 1980, the rise in these costs was covered by the general increase of 5 percent per annum which Congress allowed for this purpose when fixing the ceiling of recurrent expenditure for each of the years of the next financial period. The Rio de Janeiro Congress put an end to this procedure and inserted into the General Regulations a new provision (article 124, paragraph 4) giving the Executive Council the possibility of adjusting each year the amount of expenditure (other than that relating to staff) included in the ceiling on the basis of changes in the Swiss consumer price index. This method of indexing is quite similar to the one used for staff expenditure (see a above) except that the International Bureau is not authorized to withdraw supplementary credits from the Reserve Fund in order to finance the increases in general expenditure arising after approval of the budget.

The adjustments in expenditure other than those relating to staff which the Executive Council is authorized to make by virtue of article 124, paragraph 4, of the Rio de Janeiro General Regulations are as follows:

Year	Swiss consumer price index CPI		Adjustment of expenditure other than that relating to staff	Increase (in percent) over	
	Date	Index		the base selected by Congress	the previous year
			Sfr		
Lausanne financial system					
1979			not applicable		
1980			not applicable		
Rio de Janeiro financial system – Base: Sfr 4 056 300 based on December 1978 CPI = 101.0					
1981	December 1979	106.2	210 928	5.2	–
1982	December 1980	110.9	397 518	9.8	4.4
1983	December 1981	118.2	690 788	17.0	6.6

4 Advances by the Government of the Swiss Confederation

a Former financial system

Until the end of 1980, the Government of the Swiss Confederation made the necessary advances for running the International Bureau, in accordance with article 122, paragraph 7, of the General Regulations (Lausanne 1974). In resolution C 17, the Rio de Janeiro Congress instituted a plan whereby the sums advanced by Switzerland for the 1979 and 1980 financial years would be repaid to that country over the years 1981–1990 by instalments of 20 percent of actual 1979 expenditure over the period from 1981 to 1985 and then of 20 percent of actual 1980 expenditure over the period from 1986 to 1990. However, several countries have already repaid in advance part or all of the sums owed for 1979 and 1980. As a result, but without taking into account the loan for the building (see chapter 6 below) the debt to Switzerland for the expenditure of the Union and of the translation services operating in connection with the International Bureau has evolved as follows:

	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Advances.	24 821 508	32 756 371	28 575 911	24 015 490	20 983 586
Interest on overdue payments.	421 042	445 575	481 729	576 860	643 426
	25 242 550	33 201 946	29 057 640	24 592 350	21 627 012

The figure for 1983 breaks down as follows:

	Swiss francs	Percent
Expenditure to be billed by instalments:		
– 1979 financial year (balance)	4 454 290	20.60
– 1980 financial year (balance)	12 126 550	56.07
Contributions for 1979 financial year	1 016 212	4.70
Contributions for previous financial years	1 327 613	6.14
Supplies and services to member countries	102 599	0.47
Interest on overdue payments (Union member countries)	599 836	2.77
Translation services (including interest on overdue payments)	1 478 635	6.84
Cash received in December 1983, paid to Switzerland in January 1984	521 277	2.41
	21 627 012	100.00

b New financial system

Article 124, paragraph 10, of the Rio de Janeiro General Regulations provides that, in the case of temporary financing shortfalls, the Government of the Swiss Confederation may be asked to make the necessary short-term advances on conditions to be fixed by mutual agreement. During discussions on the practical ways and means of applying the new financial system, the Swiss Government stated that such advances would be made at the rate of interest corresponding to the average cost of the short-term loans of the Swiss Confederation. During the first three years of the new financial system, the Union's funds have been sufficient to avoid recourse to such advances.

5 Arrears

Since, despite the establishment of a new financial system, the former financial system (based on advances made by the Government of the Swiss Confederation) will continue to subsist for a transitional period of 10 years, the debt situation relating to each system should be examined separately.

a Former financial system

The debts under the former financial system include all bills for contributions and supplies sent to member countries up to the end of 1980 and the bills for the three instalments representing 20 percent of actual expenditure in 1979 sent to member countries up to the end of 1983.

The arrears due from member countries in relation to these debts are as follows:

Date	Contributions	Supplies	Regulation interest	Total
	Sfr	Sfr	Sfr	Sfr
End 1979	1 789 479	446 346	377 568	2 613 393
End 1980	1 819 840	583 042	418 552	2 821 434
End 1981	1 516 542	169 514	455 998	2 142 054
End 1982	1 685 205	125 889	545 441	2 356 535
End 1983	1 597 510	102 599	599 836	2 299 945

b New financial system

As regards the new financial system, in force since 1 January 1981, the arrears situation has developed as follows:

Date	Contributions	Supplies	Regulation interest	Total
	Sfr	Sfr	Sfr	Sfr
End 1981	–	56 923	39 767	96 690
End 1982	470 349	245 165	125 414	840 928
End 1983	958 939	436 869	224 117	1 619 925

It should be noted that, following the practice of other agencies in the United Nations system, these two tables do not yet include contributions for the current financial year as arrears even though they are already liable to interest on overdue payments, in accordance with article 124, paragraph 8, of the General Regulations. Where supplies are concerned, the International Bureau has applied the six-month time limit for payment in force under the Lausanne Acts, the Executive Council having provisionally reintroduced this time limit in 1982.

In pursuance of Rio de Janeiro Congress resolution C 89, the International Bureau has continued to make every effort to obtain the payment of arrears relating to the former as well as the new financial system. In addition to reminders, the Bureau issues six-monthly circulars listing member countries with their contributions in arrears. It also makes sure that this problem is brought up when it happens to carry out missions to debtor countries and it welcomes the good offices of UNDP Resident Representatives who offer to approach the governments of the countries to which they are accredited.

Quite recently, the International Bureau has introduced a new procedure enabling certain debtor countries to settle their debts to the UPU without thereby requiring them to obtain major credits and currency export permits from the appropriate authorities. This solution consists in offsetting the sums owed to the Union by these countries against those due to them under the general liquidation account of transit charges and surface-mail terminal dues by employing the mediation of a third country and the clearing-house role of the International Bureau. As this procedure has already proved its worth on several occasions, the Executive Council decided in March 1984 to propose that Congress agree to its general application by adopting to this end the recommendation contained in proposal 09.

Lastly, in accordance with Rio de Janeiro Congress resolution C 89, the Executive Council studied the problem of arrears and proposes that the next Congress take certain measures to reorganize the finances of the Union (on this subject, see Congress – Doc 8 and related proposals 1526.1, 1526.91 and 1526.92). When these proposals are examined, Congress should take account of the arrears situation for the new financial system set out in the foregoing table, which reveals that (although contributions were kept unchanged from 1982 to 1984) arrears tend to increase by around Sfr 750 000 per year (ie about 4 to 5 percent of total contributions).

6 Union's building

A full survey of the Union's commitments must include the finances of the International Bureau building. It will be recalled that the site does not belong to the Union, but is leased to it on a 99-year peppercorn rent renewable for the same period.

The construction of the building was financed by a grant of Sfr 1 000 000 from the City and Canton of Berne and a loan of Sfr 18 189 082.80 from the Swiss Confederation. Interest is payable at 3 percent per annum, and the loan is repayable in 40 equal instalments of Sfr 786 903 until the year 2010. At the end of the 1983 financial year, the amount outstanding on the loan was Sfr 14 421 595.

7 Reserve Fund

The Reserve Fund was originally set up by the 1957 Ottawa Congress to stabilize as much as possible the size of the contribution unit. The Fund is financed annually from the profits on the sale of postal identity cards, international reply coupons and postal travellers' cheques. Until 1980, a small sum was withdrawn from it every year when the accounts were closed in order to make the total net expenditure to be met by member countries divisible by the number of contribution units.

When the self-financing system was introduced, the Rio de Janeiro Congress made fundamental changes in the role of the Reserve Fund, the main purpose of which was henceforth to cover shortfalls in financing (article 124, paragraph 9, of the General Regulations). Bearing in mind also the provisions which the Executive Council had to introduce in 1980 in order to apply the new financial system as from 1981 (article 22 of the Financial Regulations), the Reserve Fund may be used for three distinct purposes:

a to cover shortfalls in financing so as to avoid as far as possible the recourse to loans;
b to balance the budget or reduce the amount of contributions;
c to finance the supplementary credits resulting from the increases in staff remuneration decided by the United Nations.

The Reserve Fund is maintained by:

a the budgetary credits cancelled at the end of each financial year, which include:
  i the budgetary surpluses of the financial year, and
  ii the residue of credits left over from the "account for credits granted for previous year";
b interest payments to the Union;
c the profit realized on the supply of postal identity cards, international reply coupons and postal travellers' cheques;
d the credits which the Executive Council decides to include in the Union budget to adjust the Fund.

The level of the Reserve Fund is fixed by the Executive Council which, in accordance with the arrangements laid down in the UPU Financial Regulations, also supervises how it is used. During the period 1979–1983, the *accounts* of the Reserve Fund evolved as follows:

	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Balance at start of the financial year . . .	493 010.81	504 467.86	518 365.66	3 574 611.24	6 332 497.88
Inpayments					
a Cancelled budgetary credits:					
i budgetary surpluses of the financial year	–	–	2 155 049.99	1 925 053.49	1 276 278.31
ii surpluses from previous financial year (residue of account for credits granted for previous year)	–	–	97 594.99	194 484.40	27 981.50
b Interest payments to the Union	–	–	731 099.50	993 848.15	858 929.75
c Profit from supply of postal identity cards, international reply coupons and postal travellers' cheques.	19 286.77	14 615.35	38 601.10	30 600.60	20 338.18
d Credits included in budget.	–	–	400 000.00	380 000.00	–
Total income	19 286.77	14 615.35	3 422 345.58	3 523 986.64	2 183 527.74
Withdrawals					
Supplementary credits to adjust staff remuneration in accordance with UN decision	–	–	366 100.00	766 100.00	1 080 800.00
Withdrawal to reduce contribution	7 829.72	717.55	–	–	116 657.35
Total expenditure.	7 829.72	717.55	366 100.00	766 100.00	1 197 457.35
Balance at end of financial year.	504 467.86	518 365.66	3 574 611.24	6 332 497.88	7 318 568.27

However, this presentation is somewhat misleading since the balance of the Reserve Fund is not available in its entirety[1], part of it being tied up in the form of stocks (postal travellers' cheques, international reply coupons and postal identity cards) and especially in the form of debts owed by member countries which it is hoped will be eventually recovered. Taking this tied up capital into account, the following table recapitulates the net situation of the Reserve Fund at the end of each year from 1979 to 1983:

	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Balance at end of financial year	504 467.86	518 365.66	3 574 611.24	6 332 497.88	7 318 568.27
Tied-up capital (debtors and stocks) . . .	512 267.80	391 861.45	1 413 142.09	2 151 662.00	2 957 264.34
Liquid balance actually available at end of financial year	−7 799.94	126 504.21	2 161 469.15	4 180 835.88	4 361 303.93

Taking account, on the one hand, of the withdrawals from the Reserve Fund decided by the Executive Council in 1984 and 1985 to reduce the amount of contributions (Sfr 2 905 000[2] in 1984 and Sfr 990 000 in 1985) and, on the other hand, the assumed increase in tied-up debts (debtors in arrears), the amount available in the Reserve Fund is likely to drop to about Sfr 1 600 000 at the end of 1984 and to Sfr 550 000 at the end of 1985.

When this question was examined in March 1984, the Executive Council took the view that in future the Reserve Fund should be maintained at a high enough level to be able to continue effectively its present three-fold function, though it was recognized that in the long term consideration might be given to using it for other purposes. For example, it might be possible to use the Fund to repay Switzerland the arrears from the former financial system still owed at the end of the transitional period provided for in Rio de Janeiro Congress resolution C 17 or to facilitate the recovery of arrears by abandoning the interest on overdue payments owed by the debtors, who would undertake to settle their debts in accordance with a strict amortization plan. However, the matter is not urgent since proposals along these lines would not be submitted until the next Congress after Hamburg at the earliest.

As it is both difficult and risky to speculate on the future evolution of the Reserve Fund, the Executive Council considered it preferable to continue its practice of deciding each year on the amount to be employed for balancing the budget and fixing in consequence the size of the Reserve Fund at a level that seems reasonable under the circumstances rather than setting a rigid ceiling.

8 Social Fund for the UPU International Bureau staff

The Social Fund was originally set up by the 1957 Ottawa Congress for cases in which the social security measures taken by the Union proved insufficient. Its original purpose was subsequently extended to cover the granting of loans, gifts or allowances to help Bureau staff members or their survivors and to promote and subsidize staff cultural, sporting and social activities, in accordance with regulations applicable as from 1 January 1973.

[1] In March 1984, the Executive Council considered how that part of the Reserve Fund actually available for financing purposes should be brought out more clearly in the financial statement of the Union. To this end, it decided to show separately, in the form of a "reserve account", that part of the Reserve Fund made up of debts difficult to recover represented by the debtors in arrears whose contributions and payments for supplies are owed for the years preceding the current financial year.
[2] Including a sum of Sfr 1 856 600 relating to expenditure on the 19th Congress.

The Social Fund belongs to the Union, although its assets are separate from the Union's other property. It is run by a Joint Administrative Board comprising five staff members, two of whom are appointed by the Director-General of the International Bureau and three by the Staff Association Committee. The main resources derive partly from payments made annually by the Swiss PTT Corporation under an agreement between that Corporation and the International Bureau, and partly from the yield on the Fund's capital. At 31 December 1983, that capital amounted to Sfr 2 125 402.95. In 1978, the Executive Council decided to hold the capital in reserve for any social security mishap, because the UPU has to ensure the financial equilibrium of its Provident Scheme (Vienna Congress resolution C 9).

9 UPU Special Fund

The UPU Special Fund, set up by the Executive Council in 1966 and consolidated by the 1969 Tokyo Congress, gives the Union additional facilities for helping postal administrations increase their development potential, especially vocational training. It is financed solely by voluntary contributions from member countries and Restricted Unions and by any donations from international, governmental and non-governmental organizations. Contributions may be in cash or kind, but only section A "Cash contributions" is referred to in this report.

The income and expenditure of the UPU Special Fund regular programmes were as follows:

UPU Special Fund programme	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Contributions	266 764	229 187	322 096	375 926	347 654
Programme expenditure	197 954	339 638	390 690	350 335	258 083

The accounts for the 1983 programme have not yet been drawn up, because the Regulations on the administrative and financial management of the UPU Special Fund allow credits to be used up to 12 months after the first half of the financial year following that for which they were allocated. In 1980 and 1981, the excess of expenditure over contributions was financed by the surplus receipts of previous years. Besides the regular programme, the Fund has also administered contributions from Belgium to a special programme for the Sahel countries, the finances of which have been as follows:

Special Sahel programme	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Contributions	539 499	–	364 817	255 188	488 526
Expenditure	153 073	544 201	186 941	226 476	559 188

At the end of the 1983 financial year, the UPU Special Fund's resources amounted to Sfr 1 212 417.68, including Sfr 650 702.94 for the special Sahel programme and Sfr 115 244.09 for the programmes under way on 31 December 1983. In May 1983, the Executive Council fixed the 1984 UPU Special Fund programme at Sfr 352 500, plus a supplementary list worth Sfr 98 500 to be implemented if more funds can be raised or savings made. At its February–March 1984 session, the Executive Council fixed the 1985 programme at Sfr 353 700, plus a supplementary list amounting to Sfr 70 000.

Should the Hamburg Congress give final approval to the accounts of the Union for the years 1979 to 1983, it may wish to adopt the draft resolution given in annex 6.

Part II

Decisions to be taken by the Hamburg Congress

1 Role of Congress

As stated in annex 2, Congress has to fix the Union's maximum expenditure for the period covered by its decisions, ie, separate ceilings for:

i ordinary (recurrent) expenditure for each year in the next financial period; and

ii special expenditure relating to the subsequent Congress and any definite non-recurrent work to be done during that period but not in a specific year.

These ceilings have to be included in article 124 of the General Regulations.

2 Next financial period

Article 124 of the current General Regulations lays down the expenditure limits for 1981 to 1985, the period covered by the Rio de Janeiro Acts.

The new financial period should run from 1986 to 1990, even if the Hamburg Acts do not go into force on 1 January 1986. In that case, a provision should be inserted in the Final Protocol to the General Regulations to the effect that the ceiling for 1986 shall apply as from 1 January of that year (see proposed text in annex 13).

3 Method proposed for fixing the ceilings

A. Ordinary and recurrent annual expenditure

In view of the procedure followed by previous Congresses, it would seem that the Hamburg Congress could fix the ceiling for ordinary and recurrent annual expenditure to be inserted in the General Regulations, article 124, paragraph 1, as follows:

i take as a basis the latest full Union budget, namely that for 1985 as drawn up by the Executive Council at its March 1984 session (see annex 7);

ii extrapolate from this basis by adding two distinct elements:

- the normal growth factors needed to enable the International Bureau to do the Union's existing work. This element will be fixed on the basis of the data given below by the International Bureau. These factors are regulation step increases for staff, emoluments of additional staff to deal with the normal expansion of its work, the updating (to offset rising costs) of budgetary credits allocated to technical assistance and the upkeep of the UPU building and its technical installations;
- the financial effects of the new activities decided on by the Hamburg Congress, which will be calculated while Congress is in progress for inclusion in the ceilings for the years in question;

iii thereby fixing the maximum net expenditure on the Union's ordinary and recurrent activities for each of the years 1986 to 1990.

B. Exceptional and non-recurrent expenditure

This consists of expenditure relating to specific activities not renewed each year and for which a separate ceiling has to be fixed in the Acts of the Union. An outstanding example is the 20th Congress which will follow the Hamburg one.

The ceiling for expenditure on the 20th Congress to be inserted in the General Regulations, article 124, paragraph 2, can only be fixed during the Hamburg Congress when the venue of the 20th Congress is known.

4 Exceeding the ceilings fixed by Congress

By fixing the above expenditure ceilings, the Union would have a clear financial framework for drawing up its annual budget. However, the General Regulations include strict provisions according to which these ceilings may be exceeded to meet unavoidable expenditure resulting from the following circumstances.

A. Rise in the cost of living

Since the expenditure ceilings will be based on the salary scales and the prices in force when the 1985 budget is drawn up and do not take account of rises in the cost of living likely to take place in the next five-year period, the *Executive Council* is authorized:

i to exceed the limits laid down to take account of increases in the salary scales, pension contributions or allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva (General Regulations, article 124, paragraph 3);

ii to adjust, each year, the amount of expenditure other than that relating to staff on the basis of the Swiss consumer price index (General Regulations, article 124, paragraph 4).

B. Major unforeseen repairs to the building

The Executive Council, or in case of extreme urgency the Director-General, may authorize the prescribed limit 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 Sfr 65 000 per annum (General Regulations, article 124, paragraph 5).

For all other cases in which the ceilings fixed by Congress prove inadequate to ensure the smooth running of the Union, they may only be exceeded with the approval of the majority of Union member countries, after they have been consulted in accordance with article 124, paragraph 6, of the General Regulations.

5 Ceilings of ordinary and recurrent expenditure proposed for 1986–1990

As described in part II, chapter 3, the present chapter deals with the elements to be taken into consideration in fixing the annual ceilings of ordinary and recurrent expenditure actually calculated in annex 11. The starting point is the sum of Sfr 21 012 000, the total net expenditure in the Union's budget for 1985 as approved by the Executive Council in March 1984. That budget is given in detail in annex 7.

A. Expenditure on staff needed to handle the expected expansion of present duties

The 1985 budget, taken as the basis for fixing the ceiling, comprises 138 staff posts, viz: 2 elected officials, 16 Senior, 39 Professional (P) and 81 General Service (G) category (details are given in the organizational chart in annex 1).

To be able to handle only the present duties of the Union, the ceiling must take account of the following factors:

i *Regulation step increases*
To the basic amounts taken into account in the 1985 budget for the remuneration of the 138 staff posts should be added the financial effect of regulation step increases in the same grade from 1986 to 1990. The ceiling for each of those years should therefore include the sums needed to cover such increases in respect of basic salaries, post adjustments and contributions payable to the Provident Scheme.

ii *Extra staff*
Although, on the whole, the present organization of the International Bureau seems appropriate to the Union's future needs, past experience suggests that the work will continue to expand during the next five years. We have no evidence to the country.
Since the Rio de Janeiro Congress, the International Bureau has managed, by various measures for rationalization and reorganization, to make only partial use of the possibility given to it by that Congress of engaging one P and one G official per annum (as from 1981) to cope with the normal expansion of the Union's work. The fact is, between 1981 and 1985, only 4 new posts, 2 P and 2 G, were created (on this subject, see part I, chapter 2, D, 1). However, there are limits to all economy measures, and it will not be possible to put off an increase in staff, however small, indefinitely. Therefore, with a view to sound administration and so as to avoid holding up the work, we ask the Hamburg Congress to authorize a moderate staff increase from 1986 to 1990 at the same rate as that authorized by the Lausanne and subsequently the Rio de Janeiro Congress as from 1976, ie, an average of one Professional category (P) and one General Service category (G) post a year. While such an increase would be in accordance with the policy adopted by the two previous Congresses for fixing the Union's annual expenditure ceilings, it should be emphasized that the above figures are purely for guidance. It is not proposed that the International Bureau should be given a free hand to create new posts as it sees fit, but simply that the Executive Council should have elbow room when necessary if the expansion in work requires it to take action. This would be done by proposals in the budget that the Director-General submits annually to the Executive Council, which would decide on the desirability of creating the proposed new posts.

iii *Activities of the UPU consultants*
In accordance with Rio de Janeiro resolution C 38, the budgetary credits for UPU consultants' missions were increased by 50 percent and raised from Sfr 790 000 in 1979 to Sfr 910 000 in 1980 and then to Sfr 1 180 000 for each year from 1981. In addition, that resolution authorized more flexible use of these credits to enable them to finance fellowships and equipment connected in principle with the UPU consultants' missions. The Hamburg Congress has been asked to consider proposal 016, in which the Executive Council suggests that the budgetary credits available for technical assistance be increased by 40 percent to make up for the inflation recorded since the Rio de Janeiro Congress. Should this proposal be accepted, the amount would be increased to Sfr 1 652 000 as from 1986 and provision would have to be made in the 1986–1990 ceilings for the increase of Sfr 472 000 in this sum over the Sfr 1 180 000 already included in the 1985 budget.

B. Other International Bureau operating costs

Subject to any decisions taken by Congress on specific proposals of which we are not yet aware, the ceiling must allow for the following items:

i *Replacement of International Bureau machines*

The Lausanne Congress rejected the suggestion that a replacement fund for the offset equipment should be set up, but decided to include in the expenditure ceiling for each year a fixed sum for the gradual replacement of this equipment, on the understanding that the Executive Council should decide on the inclusion of the annual credits needed when it approved the budget. As this decision implies medium-term replacement planning, the Bureau drew up an investment expenditure plan for each of the five years of the subsequent financial period. The Rio de Janeiro Congress adopted the same approach and fixed the ceiling for 1981 to 1985 on the basis of the replacement plan drawn up by the Bureau but covering not only the offset equipment but also the replacement of that of the typing pool and computer section and the official cars. On the assumption that the Hamburg Congress will wish to follow this practice, we have drawn up an overall plan for the replacement of all this equipment between 1986 and 1990 with an effort to spread the expenditure as evenly as possible. This plan, which is given in detail in annex 8, does not require the inclusion of any supplementary credit in the ceiling since the expenditure provided for in each of those years is around Sfr 200 000 and a similar credit has already been included in the 1985 budget on which the ceiling for 1986–1990 recurrent expenditure is based.

ii *Upkeep of the UPU building*

The Lausanne Congress rejected the proposal for setting up a building maintenance fund and opted for five-year planning of the expenditure on the upkeep of the building and its installations. In this spirit, the International Bureau has drawn up the expenditure plan in annex 9 for which provision should be made from 1986 to 1990 to meet the current costs of upkeep, surveillance and repairs and the replacement of worn items of equipment. Expenditure on the upkeep of the building is estimated at Sfr 200 000 per annum (annex 9, paragraph 14), but there is no need to increase the ceiling to take account of this since a similar credit has already been included in the 1985 budget on which the ceilings for 1986 to 1990 are based.

iii *Technical facilities for simultaneous interpretation*

For the reasons given in detail in paragraphs 15 to 25 of annex 9, the International Bureau proposes that, over the next five years, Congress renovate the technical simultaneous interpretation facilities of the large conference hall (work spread over the years 1986–1988) and refit the interpreters' booths of the ground-floor conference hall (work spread over the years 1989–1990). Should Congress follow these two suggestions, it would be necessary to include in the ceilings of recurrent expenditure for 1986–1990 a credit of Sfr 50 000 for each of the first three years and Sfr 70 000 for the last two years.

iv *Energy savings*

The UPU building was constructed in 1968–1970 at a time when, energy being cheap, much less importance than today was attached to heat insulation and to the efficiency of heating and air-conditioning systems. Aware of the importance of this problem – and in particular of potential energy savings – the International Bureau carried out a study in 1982–1983 with the assistance of the firm of architects which designed our building. The results of this study are given in annex 10, which proposes that Congress take a series of measures regarding improvements to the insulation of the building and to its windows and the heating and air-conditioning facilities. According to the plan proposed in chapter IV of annex 10, the cost of these measures would be spread over the next five-year period – Sfr 180 000 in 1986 and 1987 and then Sfr 120 000 per annum from 1988 to 1990. Although this investment might appear surprising at first sight, it must be recognized that the subsequent savings will make it possible not only to recover the entire outlay but above all to put the sums saved to better use.

C. Financial effects of decisions taken by the Hamburg Congress

While the items discussed above concern the Bureau's existing work, the definitive ceiling will have to cover the financial effects of the new decisions taken by the Hamburg Congress.

Under Tokyo Congress resolution C 17, which we consider still applies to the 19th Congress, the Secretary-General has to assess the annual amount of the expenditure arising from each proposal likely to involve financial consequences for the Union until the next Congress. These will be quantified during the session, and Congress will have to take a decision about them and incorporate their financial effects in the expenditure ceiling to be included in the General Regulations, article 124, for 1986 to 1990.

D. Possible postponement of 20th Congress

The Rio de Janeiro Congress inserted the following clause at the end of article 124, paragraph 1, of the General Regulations: "The basic limit for 1985 shall also apply to the following years in case the Congress scheduled for 1984 is postponed". It is proposed that the Hamburg Congress update this provision by laying down that the basic limit for 1990 should also apply to the following years in case the Congress scheduled for 1989 is postponed. In practical terms, this means that as the Hamburg Congress will have fixed the ceiling for each of the years from 1986 to 1990 in accordance with the recurrent method based on an initial amount of Sfr 21 012 000, the ceiling applicable to subsequent years in the event of postponement of the 20th Congress would be fixed by using the same method to extrapolate the limit set for 1990.

6 Ceiling of exceptional and non-recurrent expenditure

For the reasons already given in part II, B, chapter 3, a clear distinction should be made between the ceiling of annual expenditure proper (ordinary and recurrent expenditure) and the limits to be fixed for exceptional expenditure which does not recur every year.

On the basis of the information currently available to us, the following non-recurrent expenditure would have to be provided for up to 1990.

A. Ceiling of expenditure on the 20th Congress

In order to fix a separate expenditure ceiling for the 1989 Congress, that expenditure will have to be assessed, which can only be done during the Hamburg Congress, because the expenditure depends mainly on where the 20th Congress meets. Such an estimate is very difficult to make, and will only be approximate, owing to the many imponderables.

So as to simplify the work of Congress, we thought it useful to give in annex 12 a table showing, for comparative purposes, the actual expenditure incurred for the 18th Congress (Rio de Janeiro 1979) and the budget for the 19th Congress (Hamburg 1984). It has to be realized that if the 20th Congress is held outside Europe, account will have to be taken of all the factors allowed for in connection with the Rio de Janeiro Congress (including the increase due to the cost-of-living rise in the meantime).

B. Other special expenditure

At the moment we know of no special work to be done during the next five years. Accordingly, and subject to any exceptional work decided upon by the Hamburg Congress, the only special expenses (apart from the cost of the following Congress) are those for major and unforeseen repairs to the International Bureau building provided for in article 124, paragraph 5, of the General Regulations.

Conclusions

While part I of this report gives in detail the results of the accounts for 1979–1983 to which Congress will be asked to give final approval, the purpose of part II is to provide as full a summary as possible of the financial resources which the International Bureau will need for the programme decided on by Congress for the next five years. Drawing up financial forecasts for so long a period is difficult enough as it is because work always tends to increase and we do not yet know some of the policies which Congress may wish to pursue.

To understand the parts played by the ceiling and the budget in UPU finances, it should be remembered that the ceiling of expenditure fixed by Congress is purely restrictive; it does not represent the level of actual annual expenditure determined by the Executive Council. The annual budget is the expression of the current real needs as assessed in due course by the Executive Council and the Director-General; these latter supervise in that way, as efficiently and economically as possible, the implementation of the action programme assigned to them by Congress. The result is that, while the level of actual expenditure has to be lower than the ceilings provided for by Congress, it may even be a lot lower if needs do not develop according to the estimates on which these ceilings are based.

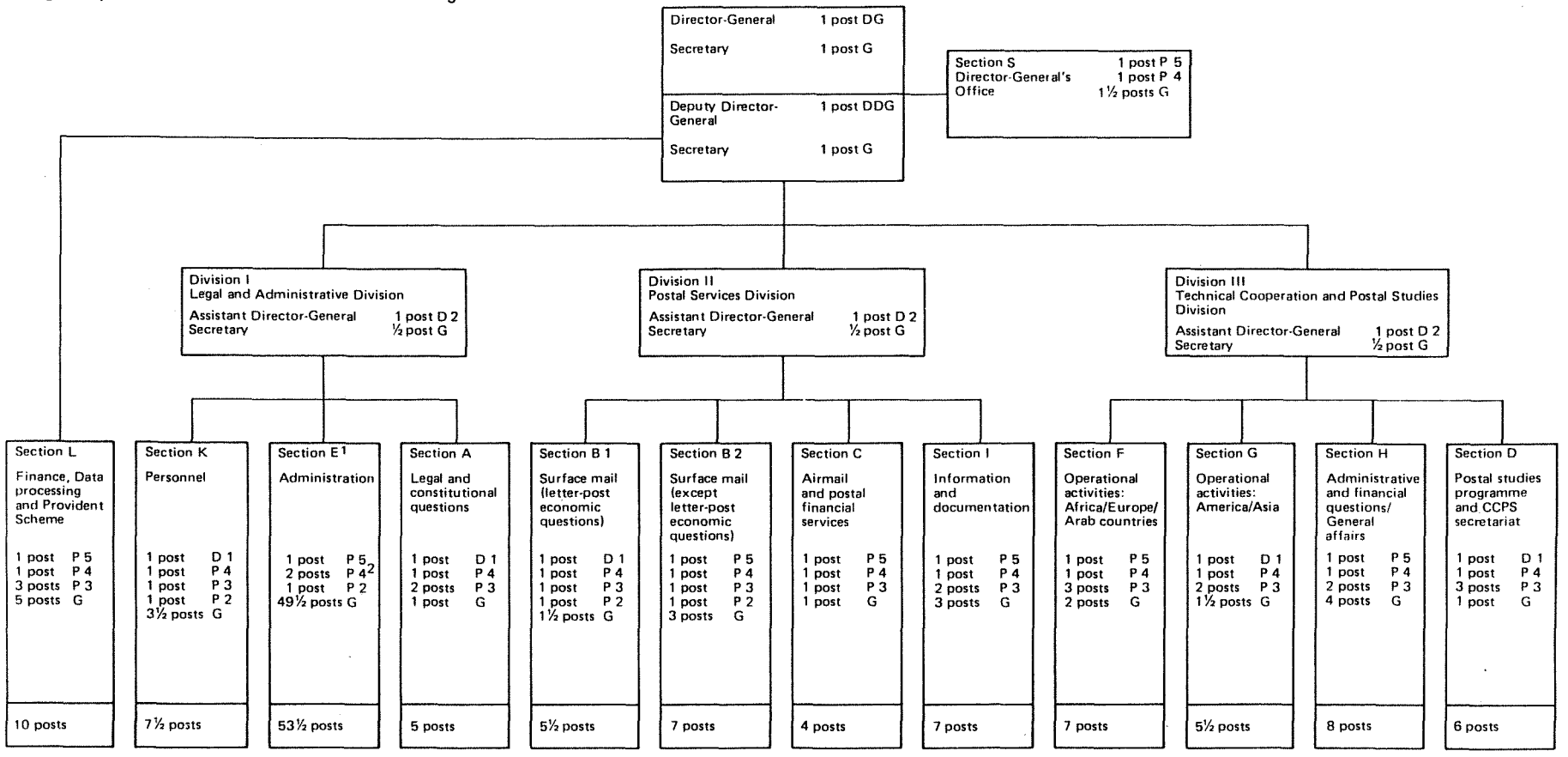
Over the past five years, the Executive Council and the International Bureau have shown a constant concern to prepare the annual budget at the lowest possible level compatible with the needs of the Union. If Congress is prepared to grant the annual ceilings indicated by the present estimates of the cost of the action programme drawn up, it can do so in the certainty that the Executive Council and the International Bureau, when preparing the annual budget, will make every effort to observe, as in the past, maximum economy compatible with the real needs of the Union.

Berne, 12 April 1984

M I SOBHI
Director-General

Organizational chart of the International Bureau of the Universal Postal Union

Budgeted posts included in the 1985 Union budget



Total number of budgeted posts in the 1985 Union budget: 138
(2 elected officials (DG and DDG), 16 Senior category, 39 Professional category and 81 General Services category).

DG Director-General
DDG Deputy Director-General
D 2 Assistant Director-General
D 1 Senior Counsellor
P 5 Counsellor
P 4 Assistant Counsellor
P 3 First Secretary
P 2 Second Secretary
P 1 Third Secretary

[1] Including common services (supplies, typing pool, dispatch, printing of documents, etc).

[2] Including 1 liaison officer with the translation services operating in connection with the International Bureau.

Congress – Doc 4/Annex 1

Congress – Doc 4/Annex 2

Description of the present financial system of the UPU

1 Principles of the Union's financial system

The fundamental principles of the financing system of the Union set up by the 1979 Rio de Janeiro Congress are as follows:

i Congress fixes the expenditure limits relating to the activities of Union bodies (ceilings) applicable during the next financial period (Constitution, article 21, paragraph 1, and General Regulations, article 124).

ii Within the framework of the ceiling fixed by Congress, the Executive Council considers and approves the annual budget for the following year submitted by the Director-General of the International Bureau (General Regulations, article 102, paragraph 6, j, ii) and fixes in consequence the contribution of each member country.

iii The contributions of member countries are calculated on the basis of the budget and must be paid in advance but not later than the first day of the financial year to which the budget refers. After that date, contributions are subject to interest on overdue payments at 3 percent per annum for the first six months and 6 percent per annum from the seventh month (General Regulations, article 124, paragraph 8).

iv The currency of account is the Swiss franc, which is used for fixing the ceiling, establishing the budget, keeping the books and, as a general rule, for payments to be made to the Union.

v To cover shortfalls in Union financing, a Reserve Fund is employed, the amount of which is fixed by the Executive Council (General Regulations, article 124, paragraph 9).

vi The Government of the Swiss Confederation supervises the bookkeeping and audits the accounts of the International Bureau. In the event of temporary financing shortfalls, it also makes the necessary short-term advances on agreed conditions (General Regulations, article 124, paragraph 10).

2 Role of Congress – Fixing the expenditure ceiling

Congress assumes three main tasks, namely:

- giving final approval to the accounts of the Union for the previous financial period (Financial Regulations, article 37, paragraph 2);
- examining the financial consequences of proposals involving expenditure for the Union up to the next Congress (Tokyo Congress resolution C 17);
- fixing the limits of expenditure relating to the activities of the Union bodies (ceilings) applicable during the next financial period (Constitution, article 21, paragraph 1, and General Regulations, article 124).

The main task of Congress in the field of finance is to fix the limit which the Union's net expenses (gross expenditure minus administrative receipts) may not exceed during the five-year period following the coming into force of the new Acts. The provisions of the Acts governing the expenditure ceiling are contained in the Constitution, article 21, paragraphs 1 and 2, and in the General Regulations, article 124, paragraphs 1 to 6.

The provisions of these articles prompt the following comments:

a Congress fixes separate ceilings, viz the ceiling of normal expenditures (recurrent expenses) for each year of the period during which the Acts of Congress will be in force, and ceilings of special expenditures relating to the convening of the following Congress and to any specific, non-recurrent tasks to be carried out during the same period, where the year of implementation cannot be fixed precisely.

b Provisions relating to the exceeding of the normal annual expenditure ceiling are laid down to meet the expenditure inevitably involved in:
- postponement of the meeting of the next Congress (General Regulations, article 124, paragraph 1, last sentence);
- increases in salary scales, pension contributions or allowances, including post adjustments, approved by the United Nations for application to its staff working in Geneva (General Regulations, article 124, paragraph 3);
- the adjustment to the cost of living of expenditure other than that relating to staff (General Regulations, article 124, paragraph 4);
- major and unforeseen repairs to the International Bureau building (General Regulations, article 124, paragraph 5);
- exceptional circumstances, it being understood that such exceeding of the limits must be approved by the majority of member countries of the Union after due consultation (General Regulations, article 124, paragraph 6).

Fixing the ceilings raises delicate problems because there is sometimes a certain amount of confusion between the notion of "ceiling" and that of "budget". The role of Congress is not to lay down in advance the detailed budgets for the next five years, but consists in medium-term planning of the UPU's activities, fixing a framework within which the Executive Council will subsequently approve each annual budget for the next financial period.

3 Role of the Executive Council

a Tasks of the Executive Council

In financial matters, the annual tasks of the Executive Council are:
i to consider and approve the annual budget of the Union (General Regulations, article 102, paragraph 6, j, ii);
ii to fix the contributions of member countries (General Regulations, article 124, paragraph 8);
iii to fix the amount of the Reserve Fund (General Regulations, article 124, paragraph 9).

These three tasks are clearly reflected in the structure of the annual budget of the Union.

b Structure and form of the budget

The annual budget of the UPU takes the form of a single budget, broken down by nature of expenditure and covering both normal annual expenditure and expenditure related to the meeting of Congress. The structure of the budget is laid down in articles 8 and 9 of the Financial Regulations, which divide the budget into four chapters of expenditure, viz two traditional chapters "Staff expenditure" (chapter 1) and "Other International Bureau operating costs" (chapter 2), a special chapter "Expenditure relating to Congress" (chapter 3) and a chapter "Payment into Reserve Fund" (chapter 4) in which the Executive Council decides on the budgetary credits needed so as to fix the amount of the Reserve Fund at a reasonable level in the light of financing needs. For their part, the receipts are divided into three chapters, viz a chapter relating to the "Contribution of member countries" (the Executive Council shares out total net expenditure among all member countries according to the contribution classes referred to in the General Regulations, article 125, paragraph 1), a chapter entitled "Administrative receipts" (reimbursement of costs, sales of publications, letting of premises, etc), and a chapter "Withdrawal from Reserve Fund" in which the Executive Council fixes the amount that may, if necessary, be withdrawn from the Reserve Fund to stabilize or reduce the contributions of member countries.

The budget chapters are subdivided into articles and items (on this subject, see the Union budgets for 1984 and 1985 in annex 7 to this report).

c Consideration and approval of the budget

The draft budget is first given detailed consideration by the Executive Council Finance Committee, then by the Council itself which adopts a resolution in which it approves the Union budget and fixes the contribution unit and any payments into or withdrawals from the Reserve Fund. The approved budget and the related Executive Council resolution are then sent in appropriate form to all member countries of the Union together with the bill relating to their contribution. In pursuance of the UN-UPU Agreement, the budget approved by the Executive Council is also sent to the United Nations.

4 Role of the Director-General of the International Bureau

a Draft budget

The Director-General 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 Executive Council for consideration (General Regulations, article 109, paragraph 2, a).

For each of the items included the budget document gives the figures from the current budget and the accounts of the previous year and provides a full justification of the credits requested by setting out the reason for differences in relation to the previous budget. The draft budget is accompanied by explanatory annexes requested by the Executive Council or which the Director-General regards as necessary or useful.

b Implementation of the budget

In approving the budget, the Executive Council authorizes the Director-General to commit expenditure and make the corresponding payments up to the amount of the credits allocated.

c Supplementary credits

Subject to his making a report to the next session of the Executive Council, the Director-General is authorized to commit, over and above the credits allocated, the amounts required to cover expenditure incurred by the increase in staff remuneration decided on by the United Nations. In case of extreme urgency, the Director-General is authorized to commit the necessary expenditure to meet the cost of major and unforeseen repairs to the International Bureau building, up to the amounts fixed in article 124, paragraph 5, of the General Regulations.

The funds required for these particular cases are withdrawn from the Reserve Fund, with the result that the contributions paid by member countries for the current financial year are not affected by these supplementary credits.

5 Reserve Fund

The Reserve Fund is primarily used for covering shortfalls in Union financing. It serves as the first buffer for cases where the income from contributions, supplies billed to administrations and other debtors is delayed and does not suffice to meet the current obligations of the Union. However, the Executive Council may also provide for withdrawals from the Reserve Fund either to balance the budget or to limit the level of this Fund and reduce the amount of member countries' contributions. Under this provision, the Executive Council authorized the Director-General to draw from the Reserve Fund the supplementary credits needed to cover the increases arising, after the budget was approved, in the salary scales, pension contributions or allowances, including post adjustments, as and when these were implemented by the United Nations for their staff working in Geneva and made applicable to the staff of the UPU International Bureau with effect from the same date.

The Reserve Fund is maintained by:

a budgetary credits cancelled at the end of each financial year;

b the surplus of the interest paid to the Union over that paid by the Union to the Government of the Swiss Confederation;

c the profit realized each year on the supply of postal identity cards, international reply coupons and postal travellers' cheques;

d the credits included in the Union budget to adjust the Fund.

From the foregoing it follows that the balance of the Reserve Fund is not available in its entirety but is in part composed of debts that it is hoped to recover eventually. To bring out more clearly in the Union balance-sheet that part of the Reserve Fund actually available for financing purposes, the Executive Council decided to show separately in the form of a "reserve account" that part of the Reserve Fund made up of debts difficult to recover and owed by debtors in arrears whose contributions and payments for supplies (including the cost of simultaneous interpretation for the Union's bodies) are still outstanding for the years previous to the current financial year.

6 Financing of the Union

The financing of Union expenditure is chiefly covered by the annual contributions of member countries which, in accordance with article 124, paragraph 8, of the General Regulations, must be paid in advance. In the case of financing shortfalls, the Director-General first turns to the Reserve Fund (the level of which is fixed by the Executive Council in the light of requirements) and then, in the last resort, to short-term advances by the Government of the Swiss Confederation which the latter has stated it is ready to make on the conditions obtainable on its country's financial market.

It should be emphasized that the contributions cover only 90 percent of gross budgetary expenditure since this expenditure is partly financed from administrative receipts (reimbursement of costs, sales of publications, rent of premises, etc) and by the withdrawals which the Executive Council decides to make from the Reserve Fund.

Financing requirements are higher than the amount of actual budgetary expenditure for the year because of extra-budgetary expenditure arising from the cost of obtaining supplies of international reply coupons, postal identity cards, postal travellers' cheques and other items supplied by the International Bureau – ABC publications for example – and the cost of simultaneous interpretation for the Union's bodies. Admittedly, these costs are recovered as soon as possible from the member countries concerned, but it remains that such extra-budgetary expenditure is a burden on Union finances during the period needed to recover it.

Thus, in contrast to most other agencies of the United Nations family, the UPU (and the ITU) does not possess a working capital fund to cover its financing needs but relies mainly on the contributions which member countries pay in advance and on the possibility of using, in case of need, its Reserve Fund to avoid as far as possible the recourse to loans.

7 Currency of account

The Union expenditure ceilings mentioned in article 124 of the General Regulations are expressed in Swiss francs.

The choice of this currency was quite a natural one because the International Bureau's expenses are incurred in the country in which the Union has its headquarters and are almost entirely in Swiss francs. In addition to the fact that Swiss francs are laid down in the UPU Financial Regulations for preparing the budget and keeping the Union's accounts, this currency must also be used as a general rule for payments made to the Union (mainly payment of contributions). However, the latter may be made in other currencies, provided they can be converted into the currency of account. In that case, the payments are evaluated and brought to account at the official rate applied at the time of collection.

8 Role of the Government of the Swiss Confederation

a Winding up of the former financial system

When the Union's self-financing system was established, the Rio de Janeiro Congress accepted the offer of the Government of the Swiss Confederation to grant the UPU a period of ten years in which to repay the advances it made at the time the financial system was changed. Accordingly the 1979 Rio de Janeiro Congress, in its resolution C 17, instituted a plan for amortizing the actual expenditure in 1979 and 1980 to be repaid by member countries in instalments of 20 percent over the years 1981 to 1985 for 1979 expenditure and over the years 1986 to 1990 for 1980 expenditure. Each year the International Bureau makes out separate bills for these instalments at the same time as for the following year's contribution, unless the administration concerned has already repaid in advance its contributions for 1979 and 1980. Any administration is in fact entitled to liquidate these contributions before the time limit fixed by resolution C 17 by paying at any time the sum still outstanding.

In accordance with the provisions in force before the change of system, the sums due to the Swiss Government are chargeable with interest in favour of that Government at the rate of 5 percent per annum reckoned from 31 December of the year in which the bill is sent. The same applies to arrears in respect of years prior to 1979 (resolution C 17). The International Bureau keeps separate accounts and pays regularly to the Government of the Swiss Confederation the sums received in respect of contributions and supplies relating to the years prior to 1981.

b Supervision of the accounting and auditing of the Union's accounts

In accordance with article 124, paragraph 10, of the General Regulations, the Government of the Swiss Confederation supervises the International Bureau's accounting and appoints an external auditor who, at no cost to the Union, audits the form and substance of the Union's accounts (including the technical cooperation, special services and translation services accounts). The external auditor writes an annual report for the Executive Council and may make observations not only on the financial procedures and the accounting system proper but also in a general way on the administration and management of the Union.

c Advances

In accordance with article 124, paragraph 10, of the General Regulations, the Government of the Swiss Confederation also agreed to make the necessary advances should the Union have temporary financing difficulties. In contrast to the former system, this financial service has a time limit – it concerns short-term loans of less than one year – and a charge is made. However, it has been agreed that the rate of interest chargeable to the UPU will correspond to the average cost of the Swiss Confederation's short-term loans.

9 Financing of the translation services operating in connection with the International Bureau

When the new financial system for the Union was set up, the spokesmen of the Arabic, English, Portuguese, Russian and Spanish language groups stated that the financial system of the Union would be applicable, mutatis mutandis, to their translation services operating in connection with the International Bureau at Berne, with the result that each translation service must be self-supporting since the financial regulations of the Union are applicable to them by analogy.

Congress – Doc 4/Annex 3

Accounts of the Universal Postal Union for 1979–1983

Item		Account totals				
		1979	1980	1981	1982	1983
		Sfr	Sfr	Sfr	Sfr	Sfr
Chapter 1	**Staff expenditure**					
Article 11	*Basic salaries and related allowances*					
111	Basic salaries	5 592 362.65	5 738 639.25	6 956 331.10	7 115 352.50	7 638 316.95
112	Post adjustment	2 577 564.60	2 752 318.20	1 934 064.30	2 186 347.10	2 568 291.15
113	Non-resident allowances	31 575.85	27 750.00	25 500.00	27 750.00	28 350.00
114	Other allowances	1 701.45	12 700.40	12 508.85	13 928.80	46 242.25
115	Overtime	10 450.90	1 355.25	13 092.60	12 784.40	8 426.65
116	Supplementary staff	134 391.25	122 671.05	114 787.40	213 514.75	284 669.15
117	Provisional personal allowance	94 067.70	1 157.75	–	–	–
	Total article 11	8 442 114.40	8 656 591.90	9 056 284.25	9 569 677.55	10 574 296.15
Article 12	*Dependants' allowance*					
121	Family allowances	225 663.70	257 012.30	269 570.05	271 186.20	333 058.75
122	Home leave	139 023.25	204 942.35	158 386.75	231 975.90	209 335.95
123	Children's education grants	154 839.75	164 180.50	176 097.85	175 459.00	170 091.25
124	Travel of dependants	16 983.35	21 835.00	12 017.70	11 119.85	19 973.45
	Total article 12	536 510.05	647 970.15	616 072.35	689 740.95	732 459.40
Article 13	*Costs of recruitment and separation from service*					
131	Installation grants	–	29 250.00	48 600.00	50 100.00	45 500.00
132	Removal expenses	27 093.40	58 618.00	106 113.40	37 561.00	74 634.60
133	Travelling expenses on appointment or separation from service	7 171.40	15 105.35	38 373.70	46 541.00	41 297.35
134	Repatriation grants and grant on death	73 986.15	56 373.90	90 973.20	67 702.35	42 704.20
	Total article 13	108 250.95	159 347.25	284 060.30	201 904.35	204 136.15
Article 14	*Social security*					
141	Sickness insurance	136 158.50	147 120.95	154 086.05	169 385.00	197 520.60
142	Collective accident insurance	17 578.10	17 993.45	18 074.30	18 351.25	18 524.40
143	Insurance allowances	40 365.15	130 699.35	151 045.05	163 525.80	186 545.10
144	Contributions to the Provident Scheme	1 733 586.95	1 739 838.65	1 910 423.85	1 988 219.60	2 170 687.20
145	Cost-of-living allowance for retired staff	702 404.45	770 358.60	840 322.80	988 659.95	1 138 874.80
146	Medical examinations	10 480.00	17 360.00	17 693.90	16 850.00	18 273.35
	Total article 14	2 640 573.15	2 823 371.00	3 091 645.95	3 344 991.60	3 730 425.45
Article 15	*Hospitaly allowances*					
151	Hospitality allowances of the Director-General and the Deputy Director-General	19 500.00	19 500.00	19 500.00	17 874.85	19 500.00
	Total article 15	19 500.00	19 500.00	19 500.00	17 874.85	19 500.00

Item		Account totals				
		1979	1980	1981	1982	1983
		Sfr	Sfr	Sfr	Sfr	Sfr
Article 17 UPU consultants' remuneration and missions						
171	UPU consultants' remuneration . .	153 418.98	203 063.81	307 332.69	119 236.91	121 240.99
172	UPU consultants' missions	607 615.27	497 596.07	525 255.48	321 716.27	441 905.32
173	Fellows basically linked with UPU consultants' missions	–	77 170.20	296 517.43	568 189.46	505 569.01
174	Minor supplies and documents basically linked with UPU consultants' missions.	–	5 157.60	7 767.21	123 765.69	56 201.49
175	Printing of UPU consultants' reports	13 806.00	30 982.00	16 074.00	14 503.95	8 260.10
176	Telephone calls, telegrams and telex messages connected with 171 to 174.	14 500.04	15 750.46	18 529.95	31 706.81	25 866.62
179	Other costs arising from UPU consultants' missions	–	12 135.21	6 388.54	981.60	776.59
	Total article 17	789 340.29	841 855.35	1 177 481.58	1 180 100.69	1 159 820.12
	Grand total chapter 1	12 536 288.84	13 148 635.65	14 245 044.43	15 004 289.99	16 420 637.27
Chapter 2 Other operating expenditure of the International Bureau						
Article 21 Premises						
211	Annual loan repayment to Swiss Confederation	786 903.00	786 903.00	786 903.00	786 903.00	786 903.00
212	Heating and air conditioning . . .	160 000.00	214 856.20	208 681.10	205 551.30	178 009.05
213	Electricity and water	98 355.00	100 048.80	106 291.40	104 730.70	117 072.35
214	Upkeep of premises and installations	126 381.30	214 862.10	196 080.90	281 236.85	250 979.45
215	Upkeep of garden and indoor plants	23 314.80	24 296.15	29 058.45	27 427.30	31 910.60
216	Cleaning	180 725.20	185 300.55	185 916.70	199 098.30	208 204.85
217	Indurance of building	23 224.20	23 224.20	26 587.20	28 197.90	28 400.40
	Total article 21	1 398 903.50	1 549 491.00	1 539 518.75	1 633 145.35	1 601 479.70
Article 22 Furniture and office machinery						
221	Purchase of furniture	19 012.45	20 796.20	25 066.15	59 424.65	53 595.55
222	Purchase of office machinery . . .	61 107.35	44 716.30	51 963.30	139 877.00	131 415.85
223	Purchase of machinery for reproduction of documents and publications	93 578.50	41 071.10	61 838.70	80 629.20	31 400.00
224	Upkeep of furniture and office machinery	31 812.80	35 722.60	41 282.40	53 450.00	65 235.15
225	Upkeep of document and publications production equipment . .	35 145.40	41 070.30	34 970.60	29 598.80	29 006.90
226	Insurance of furniture and machinery	4 081.10	4 081.10	4 081.10	4 715.30	5 307.20
	Total article 22	244 737.60	187 457.60	219 202.25	367 694.95	315 960.65
Article 23 Travelling expenses						
231	Travel of International Bureau staff on official business	170 964.49	178 591.10	217 683.39	266 691.36	280 466.20
232	Travel of EC and CCPS member country representatives	78 300.41	115 139.21	112 414.60	128 222.86	113 007.45
233	Travel and daily allowances of EC Chairman	166.40	18 984.75	21 755.00	23 463.70	35 675.30
234	Travel of persons invited by EC and CCPS	–	–	–	–	2 938.00
	Total article 23	249 431.30	312 715.06	351 852.99	418 377.92	432 086.95

Item		Account totals				
		1979	1980	1981	1982	1983
		Sfr	Sfr	Sfr	Sfr	Sfr
Article 24 Office expenditure						
241	Postage	180 239.05	130 631.55	166 637.35	149 278.00	166 610.35
242	Telegram and telex charges	34 369.94	24 720.67	31 390.22	30 509.83	31 989.21
243	Telephone service	73 936.82	58 579.60	40 366.50	56 971.22	63 965.50
244	Office supplies	54 782.40	54 290.19	77 821.34	71 157.35	63 190.10
245	Transport costs	433.60	684.20	1 014.50	1 164.28	662.65
	Total article 24	343 761.81	268 906.21	317 229.91	309 080.68	326 417.81
Article 25 Reproduction of documents and publications						
251	Translation costs	96 938.19	63 055.70	141 101.00	159 043.40	144 167.15
252	Outside printing and binding	50 631.70	564 576.54	221 928.50	145 697.70	149 538.40
254	Offset printing materials	42 176.65	54 318.70	24 079.50	38 550.45	63 685.05
255	Offset paper	33 841.00	138 941.85	118 583.15	63 050.00	129 085.45
256	Production of photocopies	46 812.05	47 929.40	57 508.65	63 765.70	67 985.80
257	Photocopying paper	3 467.10	10 010.85	11 599.40	8 256.00	13 787.45
258	Reproduction of documents and publications in Spanish at Montevideo	191 447.30	226 080.40	249 659.45	191 700.92	210 173.48
259	Reproduction of documents and publications in Chinese, German, Portuguese and Russian	–	–	100 000.00	159 648.00	174 962.90
	Total article 25	465 313.99	1 104 913.44	924 459.65	829 712.17	953 385.68
Article 26 "Union Postale"						
261	Authors' and translators' fees	66 073.64	69 981.25	83 027.00	85 084.85	89 966.27
262	Printing costs	143 184.95	196 859.30	203 398.50	212 295.50	240 170.50
263	Purchase of paper	23 212.00	–	–	–	–
264	Distribution costs	5 467.95	5 402.50	5 473.70	4 259.40	4 424.25
	Total article 26	237 938.54	272 243.05	291 899.20	301 639.75	334 561.02
Article 27 Library, film library and public information						
271	Library	17 709.55	18 156.52	22 986.33	23 157.64	20 792.54
272	Film library	–	2 456.60	2 361.80	301.00	1 278.00
273	Public information	23 508.48	13 648.95	21 442.09	69 784.72	46 527.43
	Total article 27	41 218.03	34 262.07	46 790.22	93 243.36	68 597.97
Article 29 Sundry costs						
291	General hospitality expenses of Union	28 006.61	38 995.25	45 933.65	48 750.15	55 342.25
292	Special hospitality expenses of EC Chairman	–	–	1 000.00	1 500.00	1 184.15
293	Lump-sum allowance of EC Chairman	6 000.00	9 000.00	9 000.00	9 000.00	9 000.00
294	Contribution to the operating costs of United Nations bodies	24 500.66	26 792.48	36 432.67	39 209.10	45 798.68
296	Official cars	5 993.30	14 958.95	3 873.90	34 593.85	4 387.95
297	Currency exchange losses and bank charges	2 118.92	868.15	869.27	843.35	1 311.16
299	Sundries	1 600.00	3 483.70	3 763.25	4 048.15	12 570.45
	Total article 29	68 219.49	94 098.53	100 872.74	137 944.60	129 594.64
	Grand total chapter 2	3 049 524.26	3 824 086.96	3 791 825.71	4 090 838.78	4 162 084.42

Item		Account totals				
		1979	1980	1981	1982	1983
		Sfr	Sfr	Sfr	Sfr	Sfr
Chapter 3 Expenditure relating to Congress						
Article 31 Travel of Secretariat						
311	Travel expenses and insurance. . .	424 186.36	–	–	–	–
312	Subsistance allowance	717 916.48	–	–	–	–
313	Auxiliary staff.	37 809.87	–	–	–	–
	Total article 31	1 179 912.71	–	–	–	–
Article 32 Technical facilities for simultaneous interpretation						
	Total article 32	515 000.00	–	–	–	–
Article 34 Communications and transport costs						
341	Postage	2 095.15	–	–	–	–
342	Telegrams, telex and telefax. . . .	4 929.14	–	–	–	–
343	Telephone	4 953.97	–	–	–	–
344	Transport	48 419.94	–	–	–	–
	Total article 34	60 398.20	–	–	–	–
Article 35 Reproduction of documents during Congress						
	Total article 35	239 201.07	–	–	–	–
Article 39 Sundry costs						
391	Additional premises	19 138.76	–	–	–	–
392	Office equipment	9 906.20	–	–	–	–
393	Hospitality expenses	4 005.25	–	–	–	–
399	Sundry and unforeseen.	11 259.74	–	–	–	–
	Total article 39	44 309.95	–	–	–	–
	Grand total chapter 3	2 038 821.93	–	–	–	–
Chapter 4 Payment into Reserve Fund						
Article 41 Payment into Reserve Fund		–	–	2 555 049.99	2 305 053.49	1 276 278.31
Grand total chapter 4		–	–	2 555 049.99	2 305 053.49	1 276 278.31
Grand total of expenditure of the Union .		17 624 635.03	16 972 722.61	20 591 920.13	21 400 182.26	21 859 000.00

Item	Account totals				
	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Chapter 5 Contributions of member countries					
Article 51 Contributions of member countries	15 862 080.00	14 914 100.00	17 763 375.00	18 637 500.00	18 637 500.00
Grand total chapter 5	15 862 080.00	14 914 100.00	17 763 375.00	18 637 500.00	18 637 500.00
Chapter 6 Administrative receipts					
Article 61 Reimbursement of costs					
611 Technical cooperation administrative costs	867 499.93	914 303.22	1 276 672.07	1 032 883.63	823 992.16
612 Cost of services provided for Russian and Portuguese language groups	16 440.00	29 589.00	63 205.00	88 094.00	116 134.35
613 Postage and air surcharges	19 592.55	20 298.00	27 175.75	22 118.70	21 424.95
614 Turnover tax	33 227.53	45 929.86	49 043.25	52 858.03	63 356.01
Total article 61	936 760.01	1 010 120.00	1 416 096.07	1 195 954.36	1 024 907.47
Article 62 Publication sales					
621 Sale of publications to administrations	121 691.40	151 178.00	413 921.20	154 920.10	342 704.70
622 Sale of publications to private individuals	17 183.34	15 750.67	16 702.56	18 342.33	16 299.17
623 Subscriptions to "Union Postale" paid by administrations	49 940.00	51 892.00	48 213.00	47 682.00	42 867.15
624 Subscriptions to "Union Postale" paid by private individuals	5 218.60	4 005.19	4 971.62	4 132.91	3 773.55
625 Advertising in "Union Postale"	27 963.45	18 346.75	18 967.00	14 966.70	17 373.30
Total article 62	221 996.79	241 172.61	502 775.38	240 044.04	423 017.87
Article 63 Letting of premises					
631 Rent	380 242.60	382 923.20	398 334.10	428 625.48	431 811.29
632 Tenants' share of costs	99 273.50	110 667.75	118 307.95	120 198.70	129 085.50
Total article 63	479 516.10	493 590.95	516 642.05	548 824.18	560 896.79
Article 69 Sundry receipts					
691 Currency exchange gains	105.71	2 588.78	566.31	35.08	5.53
699 Incidental receipts	116 346.70	310 432.64	26 365.32	11 724.60	15 214.99
Total article 69	116 452.41	313 021.42	26 931.63	11 759.68	15 220.52
Grand total chapter 6	1 754 725.31	2 057 905.06	2 462 445.13	1 996 582.26	2 024 042.65
Chapter 7 Withdrawal from Reserve Fund					
Article 71 Withdrawal from Reserve Fund	7 829.72	717.55	366 100.00	766 100.00	1 197 457.35
Grand total chapter 7	7 829.72	717.55	366 100.00	766 100.00	1 197 457.35
Grand total of Union receipts	17 624 635.03	16 972 722.61	20 591 920.13	21 400 182.26	21 859 000.00

Summary

	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
I. Recurrent expenditure of Union					
Chapter 1 Staff expenditure	12 536 288.84	13 148 635.65	14 245 044.43	15 004 289.99	16 420 637.27
Chapter 2 Other operating expenditure of the International Bureau . . .	3 049 524.26	3 824 086.96	3 791 825.71	4 090 838.78	4 162 084.42
A. Gross expenditure (chapters 1 + 2)	15 585 813.10	16 972 722.61	18 036 870.14	19 095 128.77	20 582 721.69
B. Administrative receipts (chapter 6).	1 754 725.31	2 057 905.06	2 462 445.13	1 996 582.26	2 024 042.65
C. Net expenditure (A – B)	13 831 087.79	14 914 817.55	15 574 425.01	17 098 546.51	18 558 679.04
II. Expenditure relating to the meeting of Congress (chapter 3)	2 038 821.93	–	–	–	–
III. Payment into Reserve Fund (chapter 4).	–	–	2 555 049.99	2 305 053.49	1 276 278.31
IV. Withdrawal from Reserve Fund (chapter 7).	7 829.72	717.55	366 100.00	766 100.00	1 197 457.35
V. Total net expenditure to be covered by member countries' contributions (chapter 5) (I + II + III – IV)	15 862 080.00	14 914 100.00	17 763 375.00	18 637 500.00	18 637 500.00

Congress – Doc 4/Annex 4

Provident Scheme of the Universal Postal Union

I. Introduction

This Scheme, set up on 1 January 1964, is placed under the supervision of the Swiss Federal Council and administered by a Management Board with three members: the Chairman of the Executive Council, the Director-General of the International Bureau and a staff representative. The Board, which reports to the Executive Council every year, has met five times since the Rio de Janeiro Congress.

The UPU Provident Scheme, which covers International Bureau officials and the staff of translation services whose language groups have entered into an agreement with it, protects members and their dependants against the financial consequences of incapacity, old age and death. The provident Scheme is based on the principle of capitalization and is financed partly from regular employees' and employer's contributions and partly from its investment income.

Over the 1979–1983 five-year period the Management Board has paid very close attention to the actuarial situation of the Scheme and to the problems of investing its assets. Although on the whole the investments and the income from them were very satisfactory, the Board decided to diversify and took certain measures likely to further improve the return on certain types of investment without undermining their security.

II. Changes in number of members and pensioners

Year	Serving members					Pensioners				Total membership (6 + 10)
	Beginning of year	Joined	Left	Died	End of year	Beginning of year	New pensioners	Benefits stopped	End of year	
1	2	3	4	5	6	7	8	9	10	11
1979	140	+ 6	−11	–	135	37	+11	−1	47	182
1980	135	+10	− 5	–	140	47	+ 5	−4	48	188
1981	140	+ 8	− 6	–	142	48	+10	−2	56	198
1982	142	+ 7	− 7	−1	141	56	+ 3	−4	55	196
1983	141	+12	− 6	–	147	55	+ 4	−2	57	204

III. Financial situation

The accounts of the Provident Scheme are kept by the International Bureau and audited by the Federal Audit Office of the Swiss Confederation, which has approved them annually in a report to the Management Board and the Supervisory Authority.

Accounts	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Receipts					
Subscriptions	2 804 288.25	2 932 207.15	3 100 545.50	3 428 136.80	3 673 400.45
Extra contributions and buying-in payments	36 670.10	38 073.30	34 272.40	21 353.40	21 353.40
Interest on investments	1 567 288.89	1 526 619.78	1 810 632.95	2 213 432.21	2 360 119.76
Payments from reinsurers	39 268.80	40 719.00	42 533.70	44 742.90	50 916.60
Sundry receipts	1 511.50	2 913.15	2 793.85	3 031.55	35 582.50
Total receipts	4 449 027.54	4 540 532.38	4 990 778.40	5 710 696.86	6 141 372.71
Expenditure					
Statutory benefits	1 614 044.30	1 524 619.80	1 619 838.05	2 648 788.50	2 016 907.95
Subscriptions refunded to employer	9 816.40	27 088.85	14 538.80	–	6 386.15
Reinsurance premiums	32 690.40	33 843.10	34 992.40	35 194.80	41 907.00
Former International Bureau building (maintenance, repairs, insurance, etc)	29 015.55	14 377.20	27 466.60	33 058.05	26 902.70
Sundry expenditure	19 669.51	10 046.05	8 106.75	17 193.90	37 059.20
Total expenditure	1 705 236.16	1 609 975.00	1 704 942.60	2 734 235.25	2 129 163.00
Net surplus of receipts of Provident Scheme	2 743 791.38	2 930 557.38	3 285 835.80	2 976 461.61	4 012 209.71

Balance-sheet	1979	1980	1981	1982	1983
	Sfr	Sfr	Sfr	Sfr	Sfr
Assets					
Real estate and mortgage investments	2 605 591.94	2 955 533.09	3 024 795.19	3 156 814.08	3 236 457.10
Shares	1 799 055.00	2 128 400.00	2 276 100.00	2 738 485.00	2 934 285.00
Bonds (Swiss and foreign)	15 282 162.46	17 757 456.00	21 648 068.95	25 966 671.45	29 284 769.45
Loans to staff	1 523 154.05	1 578 958.55	1 961 960.10	2 364 309.55	2 288 754.10
Available assets	7 319 348.56	6 879 400.54	5 608 107.78	3 596 345.38	4 179 384.01
	28 529 312.01	31 299 748.18	34 519 032.02	37 822 625.46	41 923 649.66
Liabilities					
Various creditors	71 526.05	–	–	67 670.85	144 088.40
Capital	28 457 785.96	31 299 748.18	34 519 032.02	37 754 954 61	41 779 561.26
	28 529 312.01	31 299 748.18	34 519 032.02	37 822 625.46	41 923 649.66

IV. Actuarial situation

In accordance with the Regulations, an actuarial valuation of the Provident Scheme is made at least once every three years. Two were therefore made, at 31 December 1979 and at 31 December 1982, the former being based on a technical rate of 4 percent per annum and the latter on one of 4.5 percent per annum. The Management

Board decided to carry out the actuarial valuations according to the "open group" principle, that is, by accepting the condition of "perpetuity" whereby the total number of members and their total salary should not drop in future. The purpose of the actuarial valuation is to find out, by comparing the assets and liabilities, whether there is a financial equilibrium – in other words, whether the assets of the Scheme, allowing for future contributions and interest receivable, are sufficient to cover current and future statutory obligations. The state of equilibrium is given by the rate of coverage, which is expressed in the form of a relationship between total assets on the technical balance-sheet (assets and current value of future contributions) and total liabilities (current value of current and future benefits). The last two valuations showed that the actuarial situation of the Provident Scheme is sound and balanced on the whole, as can be seen from the following table:

	Date of actuarial valuation	
	31.12.1979	31.12.1982
	Amounts in thousands of Swiss francs	
Assets		
Assets and current value of future contributions	84 195	89 230
Liabilities		
Current value of pensions being paid and future benefits	83 660	89 846
Surplus (+)/Deficit (–)	+535	–616
Rate of coverage: $\frac{\text{Assets}}{\text{Liabilities}}$	100.6%	99.3%

Although the technical balance-sheet drawn up at 31 December 1982 shows a very slight deficit (0.7 percent of liabilities), the principle of "open group" valuation does not require immediate amortization, so that there is no need to have recourse to the guarantees accorded by the Union. Needless to say, the Management Board is following developments closely so that it can, if necessary, take the appropriate measures in good time.

V. Conclusion

The Hamburg Congress is requested to take note of the situation of the Provident Scheme of the Universal Postal Union.

Congress – Doc 4/Annex 5

Draft resolution

Aid provided by the Government of the Swiss Confederation in the field of the Union's finances

Congress,

Having considered
the report submitted by the Director-General on the Union's finances (Congress – Doc 4),

Considering
the particularly valuable role for the Union performed by the Government of the Swiss Confederation in financial matters under article 124, paragraph 10, of the General Regulations, and 1979 Rio de Janeiro Congress resolution C 17,

Expresses

i its gratitude to the Government of the Swiss Confederation for the generous aid it provides to the Union in the field of finance through the cash advances it made under the former financial system, by supervising the keeping of the International Bureau accounts and by acting as external auditor of the Union's accounts;

ii the hope that this valuable cooperation with the Union will continue in the future.

Hamburg, Chairman of Congress

Congress – Doc 4/Annex 6

Draft resolution

Approval of the Union's accounts for 1979–1983

Congress,

In view of
a the Director-General's report on the finances of the Union (Congress – Doc 4);
b the report of its Finance Committee (Congress – Doc ...),

Approves

the accounts of the Universal Postal Union for 1979–1983.

Hamburg, Chairman of Congress

Congress – Doc 4/Annex 7

Budgets of the Union for 1984 and 1985 as approved by the Executive Council

Item		1983 accounts*	1984 budget	1985 budget
		Sfr	Sfr	Sfr
Chapter 1	**Staff expenditure**			
Article 11	*Basic salaries and related allowances*			
111	Basic salaries	7 638 316.95	7 543 500	8 140 600
112	Post adjustment	2 568 291.15	2 660 000	2 621 800
113	Non-resident allowances	28 350.00	28 800	28 800
114	Other allowances	46 242.25	25 000	10 000
115	Overtime	8 426.65	20 000	15 000
116	Supplementary staff	284 669.15	317 000	273 500
	Total article 11	10 574 296.15	10 594 300	11 089 700
Article 12	*Dependants' allowances*			
121	Family allowances	333 058.75	315 600	373 900
122	Home leave	209 335.95	263 100	394 800
123	Children's education grants	170 091.25	259 700	300 300
124	Travel of dependants	19 973.45	24 000	26 900
	Total article 12	732 459.40	862 400	1 095 900
Article 13	*Costs of recruitment and separation from service*			
131	Installation grants	45 500.00	19 200	55 100
132	Removal expenses	74 634.60	92 000	139 000
133	Travelling expenses on appointment or separation from service	41 297.35	54 500	62 200
134	Repatriation grant	42 704.20	179 400	88 800
	Total article 13	204 136.15	345 100	345 100
Article 14	*Social security*			
141	Sickness insurance	197 520.60	214 400	251 100
142	Collective accident insurance	18 524.40	19 300	19 300
143	Insurance allowances	186 545.10	205 200	230 000
144	Contributions to the Provident Scheme	2 170 687.20	2 357 000	2 440 100
145	Cost-of-living allowance for retired staff	1 138 874.80	1 138 900	1 247 000
146	Medical examinations	18 273.35	17 000	20 000
	Total article 14	3 730 425.45	3 951 800	4 207 500
Article 15	*Hospitality allowances*			
151	Hospitality allowances of the Director-General and the Deputy Director-General	19 500.00	19 500	19 500

* Although the 1983 accounts have already been given in annex 3, it seems worth repeating them for the purpose of comparison.

Item		1983 accounts	1984 budget	1985 budget
		Sfr	Sfr	Sfr
Article 17 UPU consultants' remuneration and missions				
171	UPU consultants' remuneration	121 240.99	150 000	130 000
172	UPU consultants' missions	441 905.32	400 000	450 000
173	Fellows basically linked with UPU consultants' missions	505 569.01	470 000	480 000
174	Minor supplies and documents basically linked with UPU consultants' missions	56 201.49	106 000	66 000
175	Printing of UPU consultants' reports	8 260.10	20 000	20 000
176	Telephone calls, telegrams and telex messages connected with items 171–174	25 866.62	30 000	30 000
179	Other expenses arising from UPU consultants' missions	776.59	4 000	4 000
	Total article 17	1 159 820.12	1 180 000	1 180 000
	Grand total chapter 1	16 420 637.27	16 953 100	17 937 700
Chapter 2 Other operating expenditure of the International Bureau				
Article 21 Premises				
211	Annual loan repayment to Swiss Confederation	786 903.00	787 000	787 000
212	Heating and air conditioning	178 009.05	280 000	240 000
213	Electricity and water	117 072.35	126 000	130 000
214	Upkeep of premises and installations	250 979.45	265 300	196 000
215	Upkeep of garden and indoor plants	31 910.60	32 000	35 000
216	Cleaning	208 204.85	230 000	240 000
217	Insurance of building	28 400.40	30 000	32 000
	Total article 21	1 601 479.70	1 750 300	1 660 000
Article 22 Furniture and machinery				
221	Purchase of furniture	53 595.55	40 000	50 000
222	Purchase of office machinery	131 415.85	139 000	94 000
223	Purchase of machinery for reproduction of documents and publications	31 400.00	145 000	110 000
224	Upkeep of furniture and office machinery	65 235.15	70 000	80 000
225	Upkeep of document and publications production equipment	29 006.90	50 000	40 000
226	Insurance of furniture and office machinery	5 307.20	6 000	7 000
	Total article 22	315 960.65	450 000	381 000
Article 23 Travelling expenses				
231	Travel of IB staff on official business	280 466.20	285 400	294 500
232	Travel of EC and CCPS member country representatives	113 007.45	157 900	188 100
233	Travel and daily allowances of EC Chairman	35 675.30	16 500	10 800
234	Travel of persons invited by EC and CCPS	2 938.00	3 400	–
	Total article 23	432 086.95	463 200	493 400

Item		1983 accounts	1984 budget	1985 budget
		Sfr	Sfr	Sfr
Article 24 Office expenditure				
241	Postage	166 610.35	190 000	200 000
242	Telegram and telex charges	31 989.21	70 000	50 000
243	Telephone service	63 965.50	75 000	80 000
244	Office supplies	63 190.10	65 000	68 000
245	Transport costs	662.65	1 500	1 500
246	Supplies for data processing	–	8 000	10 000
	Total article 24	326 417.81	409 500	409 500
Article 25 Reproduction of documents and publications				
251	Translation costs	144 167.15	160 000	160 000
252	Outside printing and binding	149 538.40	71 300	465 000
254	Offset printing materials	63 685.05	95 200	120 000
255	Offset paper	129 085.45	133 600	185 000
256	Production of photocopies	67 985.80	72 000	75 000
257	Photocopying paper	13 787.45	15 000	15 000
258	Reproduction of documents and publications in Spanish at Montevideo	210 173.48	250 000	260 000
259	Reproduction of documents and publications in Chinese, German, Portuguese and Russian	174 962.90	200 000	200 000
	Total article 25	953 385.68	997 100	1 480 000
Article 26 "Union Postale"				
261	Authors' and translators' fees	89 966.27	90 000	90 000
262	Printing costs	240 170.50	260 000	280 000
264	Distribution costs	4 424.25	7 000	7 000
	Total article 26	334 561.02	357 000	377 000
Article 27 Library, film library and public information				
271	Library	20 792.54	21 000	24 000
272	Film library	1 278.00	5 000	5 000
273	Public information	46 527.43	44 000	46 500
	Total article 27	68 597.97	70 000	75 500
Article 29 Sundry costs				
291	General hospitality expenses of Union	55 342.25	45 000	50 000
292	Special hospitality expenses of EC Chairman	1 184.15	2 000	2 000
293	Lump-sum allowance of EC Chairman	9 000.00	9 000	9 000
294	Contribution to the operating costs of United Nations bodies	45 798.68	55 400	57 200
296	Official cars	4 387.95	11 000	12 000
297	Currency exchange losses and bank charges	1 311.16	2 000	2 000
299	Sundries	12 570.45	20 000	15 000
	Total article 29	129 594.64	144 400	147 200
	Grand total chapter 2	4 162 084.42	4 641 500	5 023 600

Item		1983 accounts	1984 budget	1985 budget
		Sfr	Sfr	Sfr
Chapter 3	**Expenditure relating to Congress**			
Article 31	*Travel of Secretariat*			
311	Travel expenses and insurance	–	124 600	–
312	Subsistance allowance	–	1 057 000	–
313	Auxiliary staff	–	40 000	–
	Total article 31	–	1 221 600	–
Article 32	*Technical facilities for simultaneous interpretation*			
	Total article 32	–	320 000	–
Article 34	*Communications and transport costs*			
341	Postage	–	4 000	–
342	Telegrams, telex and telefax	–	6 000	–
343	Telephone	–	5 000	–
344	Transport	–	27 000	–
	Total article 34	–	42 000	–
Article 35	*Reproduction of documents during Congress*			
	Total article 35	–	210 000	–
Article 39	*Sundry costs*			
391	Additional premises	–	20 000	–
392	Office equipment	–	6 000	–
393	Hospitality expenses	–	12 000	–
399	Sundry and unforeseen	–	25 000	–
	Total article 39	–	63 000	–
	Grand total chapter 3	–	1 856 600	–
Chapter 4	**Payment into Reserve Fund**			
	Grand total chapter 4	1 276 278.31	0	0
	Grand total of expenditure (1+2+3+4)	21 859 000.00	23 451 200	22 961 300

Item	1983 accounts	1984 budget	1985 budget
	Sfr	Sfr	Sfr
Chapter 20 Contributions of member countries			
Grand total chapter 20	18 637 500.00	18 637 500	20 022 000
Chapter 21 Administrative receipts			
Article 211 Reimbursement of costs			
2111 Technical cooperation administrative costs	823 992.16	963 000	959 200
2112 Costs of services provided to Russian and Portuguese language groups	116 134.35	90 000	100 000
2113 Postage and air surcharges	21 424.95	25 000	20 000
2114 Turnover tax	63 356.01	55 000	55 000
Total article 211	1 024 907.47	1 133 000	1 134 200
Article 212 Publication sales			
2121 Sales of publications to administrations	342 704.70	120 000	140 000
2122 Sales of publications to private individuals	16 299.17	18 000	18 000
2123 Subscriptions to "Union Postale" paid by administrations	42 867.15	48 000	45 000
2124 Subscriptions to "Union Postale" paid by private individuals	3 773.55	4 500	4 000
2125 Advertising in "Union Postale"	17 373.30	20 000	20 000
Total article 212	423 017.87	210 500	227 000
Article 213 Letting of premises			
2131 Rents	431 811.29	417 000	417 000
2132 Tenants' share of costs	129 085.50	130 000	130 000
Total article 213	560 896.79	547 000	547 000
Article 219 Sundry receipts			
2191 Currency exchange gains	5.53	500	500
2199 Incidental receipts	15 214.99	17 700	40 600
Total article 219	15 220.52	18 200	41 100
Grand total chapter 21	2 024 042.65	1 908 700	1 949 300
Chapter 22 Withdrawal from Reserve Fund			
Grand total chapter 22	1 197 457.35	2 905 000	990 000
Grand total of receipts (20 + 21 + 22)	21 859 000.00	23 451 200	22 961 300

Summary

	1983 accounts	1984 budget	1985 budget
	Sfr	Sfr	Sfr
I. Recurrent expenditure of the Union			
Chapter 1 Staff expenditure	16 420 637.27	16 953 100	17 937 700
Chapter 2 Other operating expenditure of the International Bureau	4 162 084.42	4 641 500	5 023 600
A. Gross expenditure (chapters 1 + 2)	20 582 721.69	21 594 600	22 961 300
B. Administrative receipts (chapter 21)	2 024 042.65	1 908 700	1 949 300
C. Net recurrent expenditure (A–B)	18 558 679.04	19 685 900	21 012 000
II. Expenditure relating to Congress (chapter 3)	–	1 856 600	–
III. Payment into Reserve Fund (chapter 4)	1 276 278.31	0	0
IV. Withdrawal from Reserve Fund (chapter 22)	1 197 457.35	2 905 000	990 000
V. Contributions of member countries (chapter 20) (I + II + III – IV)	18 637 500.00	18 637 500	20 022 000

Congress – Doc 4/Annex 8

Replacement of International Bureau machines

I. Introduction

1 According to the practice established by the 1974 Lausanne Congress and endorsed by the 1979 Rio de Janeiro Congress, this document estimates the gradual replacement of International Bureau machines to be taken into account over the next five-year period when the need arises. The general plan worked out for this purpose covers the computer equipment, the typing pool and type-setting machines, the machines in the printing shop and the two official cars.

II. Computer equipment

2 The old minicomputer was replaced in August 1981 by a new computer that is more flexible and much more efficient. After beginning with the strictly necessary basic equipment – ie a central processing unit, a printer and three terminals (display screen + keyboard) – the International Bureau gradually expanded it as new programmes were brought into use. Thus the 1985 set-up will include a strengthened computation unit, two printers and 12 terminals (decentralized in four or five different International Bureau sections). For optimal use of this computer, we propose to continue this policy of decentralization between 1986 and 1990 so as to achieve in 1989 our final objective, namely, a set of equipment composed of five printers and 17 terminals spread over most of the International Bureau's administrative sections. At that time, the target of automating routine or repetitive work in accounting, invoicing, liquidation accounts, postal statistics, personnel management and technical cooperation may be considered to have been achieved in full. The various supplementary items we are intending to purchase between 1986 and 1990 are mentioned in the plan shown at the end of this annex, it being understood that there will be no need to renew recently purchased equipment, the wearing of which is reduced by the fact that replacement of faulty parts is covered by the maintenance contract for the equipment.

3 Lastly, it should be noted that the International Bureau has succeeded in setting up a high-performance computer system on particularly favourable conditions, obviating the need for outside specialists or consultants by having all the analysis and programming work done by a nucleus of highly qualified officials chosen by the International Bureau from among its own staff and specialized in this very particular type of work.

III. Type-setting shop and typing pool

4 The type-setting shop meets present needs and its capacity does not require an increase in the number of machines. The expenditure to be allowed for under this heading therefore relates only to the replacement in due course of the equipment already in use.

5 It should be pointed out that the International Bureau intends to continue the policy of work rationalization it has followed in recent years by introducing word processors with the aim of eventually merging the typing pools and type-setting shop.

6 The International Bureau considers that it is possible to introduce a production system using word processors gradually so that the process could be slowed down at any moment should difficulties arise or speeded up if results come up to expectations. Moreover, advantage should be taken of the fact that such machines can directly photocompose the information stored in a word processing system for the reproduction of documents to be issued in printed form. However, it is not considered advisable at the moment to operate a photocomposition unit because of the considerable investment required for the purchase of equipment commensurate with our needs. It would probably be better for the time being to take advantage of the equipment and experience of our suppliers since we might well not be able to reach the target stated in paragraph 5 above before the next decade.

IV. Printing shop

7 Except for the purchase of a three-bladed trimming machine (40 000 francs in 1986), planned expenditure for the next five-year period relates only to the replacement of the equipment in service.

V. Official cars

8 As the two official cars are recent models in perfect running order, they will be traded in only in case of absolute necessity. However, sound administration requires that financial provision be made for their replacement in due course.

VI. Conclusion

9 Congress is requested to decide on the replacement plan proposed below, it being understood that the opening of the credits necessary for implementing it will be subject every year to approval by the Executive Council through the budget. There is no need to provide for additional credits over the ceiling since a credit of around Sfr 200 000 has already been included in the budget for 1985 which serves as the basis for fixing the recurrent expenditure ceilings for 1986–1990.

Replacement plan for International Bureau machines

Equipment	Purchase price	Year of purchase	Forecast lifetime	Year and cost of replacement 1986	1987	1988	1989	1990
	Sfr			Sfr	Sfr	Sfr	Sfr	Sfr
Brought forward				164 000	146 000	121 000	154 000	175 000
Data processing (computer)								
1 Central processing unit	86 300	1981	Unlimited					
128 KB additional central memory	12 500	1981	Unlimited					
128 KB additional central memory	12 500	1982	Unlimited					
128 KB additional central memory	6 100	1983	Unlimited					
256 KB additional central memory	9 100	1985	Unlimited					
256 KB additional central memory					9 000			
20 MB additional auxiliary memory	10 500	1982	Unlimited					
100 MB additional auxiliary memory	47 600	1983	Unlimited					
100 MB additional auxiliary memory	44 900	1985	Unlimited					
100 MB additional auxiliary memory						45 000		
Higher-speed processor	10 000	1982	Unlimited					
Various hardware items				15 000	15 000	15 000	15 000	15 000
1 high-speed printer 300 lines/minute	27 000	1981	10					
1 printer 100 lines/minute	15 500	1983	10					
1 printer 100 lines/minute				15 000				
1 printer 100 lines/minute					15 000			
1 printer 100 lines/minute							15 000	
1 magnetic tape unit	13 500	1983	Unlimited					
3 display screens + keyboard	17 700	1981	Unlimited					
2 display screens + keyboard	16 000	1982	Unlimited					
2 display screens + keyboard	13 600	1983	Unlimited					
3 display screens + keyboard	12 000	1984	Unlimited					
2 display screens + keyboard	12 100	1985	Unlimited					
1 supplementary display screen + keyboard a year				7 000	7 000	7 000	7 000	7 000
Subtotal – Data processing				37 000	46 000	67 000	37 000	22 000
Type-setting shop and typing pool								
1 magnetic card composer (composphere)	28 400	1977	8					
1 large-capacity composer	42 400	1979	8		45 000			
1 large-capacity composer	42 400	1979	8			45 000		
1 large-capacity composer	36 000	1981	8				45 000	
1 large-capacity composer	36 000	1982	8					45 000
1 large-capacity composer				45 000				
2 word processors per annum				25 000	25 000	25 000	25 000	25 000
3 electric typewriters per annum				10 000	10 000	10 000	10 000	10 000
Printing shop								
1 offset plate-making machine	28 000	1982	15					
1 electrostatic camera	42 000	1977	10		50 000			
1 A3 offset press	41 600	1970	25					
1 A3 offset press	78 000	1985	12					
1 A4 offset press	33 000	1976	10	40 000				
1 A4 perfecting offset press	110 000	1984	8					
1 collating machine (30 positions) with stapler and folder	64 000	1979	10				70 000	
1 collating machine (22 positions) with stapler	46 000	1980	10					45 000
1 collating machine (10 positions) with stapler	17 200	1968	20			20 000		
1 vibrator	2 000	1980	10					3 000
1 folding machine	4 500	1980	10					6 000
1 perforator (table model)	3 500	1958	30			8 000		
1 perforator (large model)	6 000	1968	25					
1 binding machine (professional type)	35 000	1972	25					
1 manual binding machine	5 000	1980	10					5 000
1 paper-cutting machine	30 000	1967	25					
1 three-bladed trimming machine (second-hand)			20	40 000				
1 tying machine (dispatch)	6 800	1980	8			9 000		
Miscellaneous equipment				4 000	4 000	4 000	4 000	4 000
Subtotal – Equipment for reproduction of documents				164 000	134 000	121 000	154 000	143 000
Official cars								
1 official car	10 400	1980	7		12 000			
1 official car	29 000	1982	8					32 000
Grand total				201 000	192 000	188 000	191 000	197 000

Congress – Doc 4/Annex 9

Maintenance of the UPU building and its installations

I. General

1 The 1974 Lausanne Congress rejected the suggestion for setting up a building maintenance fund and expressed its preference for a five-year planning of maintenance expenditure on the UPU building and its installations. As this practice was implicitly endorsed by the 1979 Rio de Janeiro Congress, the International Bureau examined the deadlines with which it might be confronted during the period of application of the 1984 Hamburg Congress Acts. This is the subject of the present document.

2 Current maintenance costs, such as overhauling the heating and air-conditioning systems, servicing the lifts, general surveillance, purchases of maintenance materials, minor repairs (doors, windows, plumbing, carpentry) have been between 80 000 and 100 000 francs per year since 1981. Owing to the rise in the cost of living and the normal wear and tear of the building and its installations, they may be estimated at around 120 000 francs per annum on average for the 1986–1990 financial period.

3 Though recurrent expenditure may be forecast with some accuracy, it is difficult and even impossible to anticipate the major repairs, particularly to the main fabric of the building, which might be required over the next five or six years and even more difficult to estimate the costs that might be occasioned. For example, expenditure of some 150 000 francs had to be committed in the 1981/1982/1983 financial years to repair the heat expansion seals of the concrete flooring in the basement room used for sorting paper and to repair the base of the building's southern facade. This expenditure was partly covered by some unused sums granted by the Rio de Janeiro Congress for servicing the mechanism of the blinds and windows, for paintwork and for replacing the lift cables. The sum shown also includes the cost of a needed extension to the telephone switchboard.

4 Thus, certain forecasts have not been borne out by events and specific outlays planned for the fairly near future have had to be postponed to meet unexpected expenditure. In consequence, certain sums which were not allocated to their initial purpose have had to be carried forward to the next five-year financial period since the replacement costs they were originally intended to cover cannot be postponed indefinitely.

II. Main fabric of the building

5 Fifteen years after the construction of the building, major repairs to the roof and the facades and in the basements are likely to be needed but cannot be anticipated. In consequence, they should be financed in the short term according to the credits available, with the costs spread over two financial years if necessary. To cover this non-recurrent expenditure, it is proposed that a sum of 40 000 Swiss francs be included in each year's budget ceiling for unforeseeable repairs. This estimate is based on the expenditure incurred under this head in recent years.

III. Interior of the building

6 Since the building came into use in 1970, none of the carpets covering the floors has been replaced and there has been no repainting. The sums originally granted for this purpose by the Rio de Janeiro Congress have been used to cover, besides the costs mentioned in paragraph 3, the expenditure incurred by repairs to part of the floor of the printing shop and to the floor of the cellar corridor, damaged by the weight of the pallets of paper transported across it.

7 However, the day will soon come when the carpets, first of all those covering the main conference block and the first floor, will have to be replaced. Over the next few years, it will also be necessary to do some repainting.

IV. Doors and windows

8 It is unlikely that the doors of the building will need repairs which will not be covered by the credits for general maintenance.

9 The building has some 600 windows. Though a general overhaul does not seem to be needed in the next five-year period, one can expect to have to replace various parts of the window mechanisms and some of the rubber seals as time goes by. The need to save energy may possibly make certain repairs indispensable (see annex 10).

10 For some years now, the metal window blinds have required quite a lot of maintenance. Hitherto, the caretaker has been able to replace worn nylon straps and damaged slats, but larger repairs requiring the services of the manufacturer will doubtless be needed at some time in the future. Because it is difficult to estimate the life of the fairly sophisticated blind mechanisms, it would be justified to set aside an appropriate financial provision for any expenditure on their gradual replacement over the next five-year period.

V. Heating and air-conditioning

11 The replacement between 1978 and 1984 of the three original boilers with sturdier and more efficient models and the fitting of dampers in the chimneys have reduced the consumption of fuel-oil and considerably softened the impact of its rising price. In fact, the expenditure incurred for the purchase of oil remained stable from 1981 to 1983. It is to be hoped that the boilers will continue to give full satisfaction over a fairly long period.

12 An appropriate financial provision should nevertheless be made for the possible replacement of the pumps and electronic motors of the heating and air-conditioning systems and for the repair of radiators. So far this equipment has not occasioned significant outlays but signs of wear are beginning to appear.

VI. Passenger and goods lifts

13 According to the supplier, the passenger and goods lifts should not under normal circumstances require repairs which could not be covered by the sums set aside for general maintenance. On the other hand, the lift cables, which have made some three million trips, should probably be replaced during the next five-year period.

VII. Building maintenance plan

14 In view of the preceding information, the following renovation and maintenance plan is submitted to Congress. Except for the lump sum of Sfr 40 000 set aside each year for major unforeseeable repairs which cannot be costed beforehand, the other specific estimates shown below have been kept at the lowest possible level:

Plan for maintenance of the UPU building and its installations	1986	1987	1988	1989	1990
	Sfr	Sfr	Sfr	Sfr	Sfr
Regular expenditure on maintenance and surveillance (paragraph 2)	120 000	120 000	120 000	120 000	120 000
Major unforeseeable repairs, especially to main fabric of building (paragraph 5)	40 000	40 000	40 000	40 000	40 000
Replacement of carpeting and repainting (paragraphs 6 and 7)	5 000	5 000	5 000	5 000	5 000
Overhaul of window and blind mechanisms (paragraphs 9 and 10)	10 000	10 000	10 000	10 000	10 000
Replacement of pumps, electric motors and various parts of the heating and air-conditioning equipment (paragraph 12)	15 000	15 000	15 000	15 000	15 000
Replacement of worn parts in lift machinery (paragraph 13)	10 000	10 000	10 000	10 000	10 000
	200 000	200 000	200 000	200 000	200 000

It should be noted that with this maintenance plan there is no need to add supplementary credits to the ceiling since a credit of around Sfr 200 000 has already been included in the 1985 budget which serves as the basis for fixing the recurrent expenditure ceilings for the years 1986 to 1990.

VIII. Technical facilities for simultaneous interpretation

15 In view of the special nature of these facilities, the question of their renewal does not come under the maintenance plan for the building as a whole. The sums to be set aside if necessary under this head should therefore be added to the expenditure provided for under paragraph 14 above.

16 The technical facilities for simultaneous interpretation in the conference halls of the Union's headquarters were originally (1970) designed for the use of six languages in the large conference hall and for three + four in the two ground floor halls, which could be merged into one.

17 Since then, various improvements have had to be made to cope with new needs. They are outlined below together with the relevant consequences and implications.

A. Large hall

18 In the large conference hall, the original facilities had to be expanded in 1974 to allow the normal use of eight languages. However, the firm which built and maintains these facilities drew the attention of the International Bureau to the fact that the two extra languages in addition to the six originally planned for was overloading the circuits and might cause serious breakdowns or blockages. Secondly, the switches controlling the changeover

between channels in the booths can no longer cope fully with the demands arising from the use of eight languages, several of which (so-called "autonomous" languages) require interpretation in two stages via an intermediary language. This drawback cannot be effectively overcome with the existing facilities. It would therefore be prudent, to make sure that the interpretation facilities of the large hall function perfectly in future, to provide for their overhaul between 1986 and 1990.

19 An estimate for this type of work has been requested and amounts to 151 000 Swiss francs (1984 prices). This sum could be spread over three financial years.

B. Conference rooms on the ground floor

20 The Rio de Janeiro Congress decided (see Congress – Doc 4/Annex 7, paragraphs 18 to 22) to convert the conference rooms on the ground floor by changing the layout of the tables and chairs. At the same time, the interpretation facilities had to be improved, partly to overcome an irritating interference. The interpretation booths were also equipped with new control panels to allow selection of the channels needed when using the "autonomous" languages, such as Arabic, Chinese or Japanese.

21 When this work was done, it would have been worth making alterations to the interpretation booths, which are rather small and do not conform with today's criteria of size and arrangement (international standard ISO 2603). As a result they provide less than satisfactory working conditions for the interpreters. But the cost of overhauling the booths was not considered when the credits proposed to the Rio de Janeiro Congress and approved by that body were calculated. This leaves the problem of being able to offer the interpreters a better working environment so as to draw the maximum benefit from the facilities.

22 On this subject, it has to be admitted first of all, that lack of space rules out full conformity with the recommendations of the international standard mentioned above. This said, two alternative solutions could be considered.

23 The first would be quite straightforward and would involve turning the present seven booths into five, by shifting the present separations. Experience has in fact shown that, in the conference room on the ground floor, the need for interpretation in more than five languages hardly ever arises. The cost of these alterations has been estimated at around 25 000 Swiss francs (1984 prices).

24 The other solution would be to try to bring the booths as close as possible to the rules of standard ISO 2603. This would involve more radical alterations to that part of the ground floor where the interpreters' booths are located and it would also rule out keeping a seven-channel system. In this case too, the system would have to be reduced to five channels. The cost of this solution would be quite a lot higher and has been estimated at about 140 000 Swiss francs (1984 prices), which could be spread over two financial years.

C. Financing

25 The work mentioned in paragraphs 18 to 24 could, in brief, be financed as follows:

	1986	1987	1988	1989	1990
	Sfr	Sfr	Sfr	Sfr	Sfr
Large conference hall	50 000	50 000	50 000	–	–
Small conference room (radical solution)	–	–	–	70 000	70 000

D. Future prospects

26 The International Bureau feels that it should take this opportunity to inform Congress of certain considerations regarding languages of interpretation. The existing facilities allow the use of eight languages in the large conference hall and seven languages in the conference rooms on the ground floor which the above-mentioned alterations have in fact merged into one. Occasionally a ninth language has had to be used in the large conference hall, thus running the very real risk of overloading the circuits. But it should be noted in this connection that, in addition to the higher risk of overloading and consequent breakdown, the installation of a temporary booth on one of the hall's balconies is against the fire hazard regulations since it blocks an emergency exit. There is therefore a chance that the city of Berne's fire department might formally prohibit installation of the booth. As there is no other spot where the booth could be placed, this expedient should no longer be employed.

27 In the present conference halls, therefore, a maximum of eight languages can be used. However, requests for the use of additional languages have been received by the International Bureau in recent years. In its reply, the Bureau has been forced to point out that such requests could not be met for reasons of space. If the Union wishes to dispose of increased possibilities for interpretation, this could only be done – in the present state of technical possibilities – at the price of a complete reconstruction and substantial enlargement of the conference wing. Such an operation would be very costly: it has been estimated that the probable cost would be at least four million francs.

28 The progress of electronics suggests that other solutions might emerge towards the end of the present decade or in the 1990s. By employing a system of internal television and coupling the interpretation facilities of the two halls, it might be possible to use all of the interpretation channels for one and the same session. However, this would also require very heavy investment the amount of which cannot be estimated at the present time. Congress may wish to proceed to an exchange of views on this subject taking into consideration, for example, the cost-benefit aspect.

IX. Conclusions

29 Finally, Congress is requested:

a to approve the maintenance plan for the UPU building (paragraph 14), which does not call for the inclusion of any additional amount in the expenditure ceiling;

b to authorize the overhaul – unavoidable sooner or later – of the technical interpretation facilities of the large conference hall (paragraphs 18 and 19) by means of an additional credit of Sfr 50 000 for each of the three years 1986, 1987 and 1988;

c to take a position on the question of alterations to the interpreters' booths in the conference hall on the ground floor (paragraphs 20 to 24), which might entail additional credits of Sfr 70 000 in 1989 and 1990;

d to take note of the situation outlined in paragraphs 26 and 27 regarding the current maximum of eight languages of interpretation;

e to consider the advisability of instructing the Executive Council to study the solutions mentioned in paragraph 28 that could be envisaged for the 1990s.

Congress – Doc 4/Annex 10

Energy saving

I. Introduction

1 In annex 9 to this document a maintenance plan for the building of the Union's headquarters and its installations is presented, covering the period 1986–1990. The plan submitted to Congress shows the cost of the various repairs to be considered and one way of spreading expenditure over the different financial years of that period.

2 However, other work and measures in addition to those already mentioned should also be taken into consideration, not as a question of maintenance but to reduce the cost of operating the building, in particular by reducing the consumption of energy for heating and air-conditioning purposes. Measures along these lines would eventually free financial resources for more effective use elsewhere.

II. Present situation

3 The building of the Union's headquarters was constructed in 1968–1970. It was inaugurated on 17 May 1970 on the occasion of the first meeting held by the Executive Council in the new premises.

4 The building was therefore constructed before experience brought home the risk of fuel shortages. The "oil crises" since 1973 have made people aware of this problem and of the need to economize available energy and seek new sources. The CCPS was instructed by the Rio de Janeiro Congress to carry out a study to this end (resolution C 78, study 512), the results of which are given in brochure 135 of the Collection of Postal Studies, published in 1983.

5 When the building was constructed, the standards valid at the time with respect to structure, heat insulation, heating and air-conditioning etc, were fully respected. For reasons already given, these standards subsequently had to be revised. Nowadays, therefore, buildings are much better insulated and equipped with much more efficient heating and air-conditioning systems than was the case 10 to 15 years ago.

6 When the shortage of heating oil was felt for the first time in 1973, the International Bureau immediately took those energy-saving measures which were easy to put into effect. To take a few examples, the lighting was cut down as far as could be accepted; the heating and air-conditioning systems were adjusted to improve their performance and, in the last few years, the boilers have been replaced one by one as part of general maintenance (see annex 9, paragraph 11, and issue 3/1982 of "Union Postale"). Similarly, the main entrance was rebuilt to cut out draughts, the major cause of heat losses in winter. The consumption of heating oil was thus reduced by nearly 12 percent and that of electricity maintained at the same level despite the bringing into service of various new electricity-consuming installations (eg minicomputer).

7 But there are other possible measures which should be considered. A study of possibilities in this area was carried out in 1982–1983 with the assistance of the firm of architects which designed the Union building. The following remarks are based on the observations and recommendations of that firm.

8 The architect began by noting that all the energy-saving measures had been taken which are consistent with maintenance of the building and without significantly reducing the comfort of the people working in it. Further economies would therefore require measures involving alterations to the structure of the building and its installations.

III. Proposed measures

Building

9 Where alterations to the fabric of the building are concerned, significant savings in energy could in the first place be achieved by certain improvements to the *insulation* and by overhauling the *windows.*

10 As regards improvements to the *insulation,* these should be primarily focused on the conference block. As things stand, quite apart from the difficulty of maintaining an agreable temperature (20° C) in winter, the walls and piping will deteriorate quite quickly through the effects of condensation in cold weather if nothing is done. The cost of work to eliminate these problems has been estimated at about 190 000 Swiss francs (1984 prices) and could be spread over two financial years. Certain other similar improvements are needed in the basement. Their cost has been estimated at some 20 000 francs but could perhaps be included under general maintenance, dealt with in annex 9. The energy savings as a result of the insulation work are difficult to put into figures but might well have to be amortized over a fairly long period (25 to 30 years). On the other hand, these improvements would make it possible to avoid the short-term need for repairs arising from the damage to the walls and piping mentioned above.

11 As regards insulation of the office block, the radical solution would be to overhaul its facades in a single operation. However, this would be extremely expensive and could not at present be justified from the cost-benefit point of view since the consumption of heating oil would probably be reduced by only 1.5 percent (3000 francs per annum).

12 On the other hand, a gradual overhaul of the *windows* could be recommended, partly to save a certain amount of energy, which would vary according to the scale of the annual overhaul programme, and partly to improve the quality of the working environment, especially in winter (elimination of cold draughts through the chinks). The cost of this operation, which an estimate we have received puts at 490 000 francs (over 600 windows), could be spread over 10 years at 50 000 francs per annum.

Heating and air-conditioning equipment

13 Though better heat insulation for the building at an acceptable cost is not in present circumstances likely to lead to substantial savings, the situation is different where the heating and air-conditioning equipment is concerned.

14 In this area short, medium and long-term measures may be considered.

15 In the *short term,* it would be worth installing in the heating and air-conditioning system electronic devices for automatically regulating – in relation to the weather – the day and night temperature of the building, the temperature of the hot water in the light of actual consumption and the humidity of the conditioned air. This would optimize the consumption of heating oil and electricity. An estimate put the cost of such devices at 69 000 francs (1984 prices), and they could be installed in two stages so that the cost could be spread over two financial years. The savings made possible by these measures would be around 15 000 francs per year.

16 In the *medium term,* it would be possible to overhaul and improve the insulation of the pipes and install a device for recovering the heat from the conditioned air, which is at present simply discharged outside after circulating in the building. This work has been officially estimated at around 200 000 francs (1984 prices) and could be carried out over two successive financial years. Foreseeable savings would come to about 30 000 francs a year.

17 In the *longer term,* and only in relation with an overhaul of the ventilation equipment on the seventh floor, the latter should be fitted with heat-recovery devices. At 1984 prices, this work would cost about 110 000 francs and lead to additional savings of around 6 000 francs a year. However, it would probably be unnecessary to carry out this work before 1990 and therefore no proposal for setting aside credits is being submitted to the Hamburg Congress.

18 While on this subject, when the time comes to renovate the facades of the building, the opportunity should be taken to re-do all the insulation of the external walls of the office block (cf paragraph 11). It is impossible to predict at present when such a measure will be required.

IV. Conclusions

a For the five-year period 1986–1990

The annual investments needed to carry out the programme outlined in section III above can be seen in the following table:

Year	1986	1987	1988	1989	1990
Object					
	Sfr	Sfr	Sfr	Sfr	Sfr
Building					
Insulation (conference block)	95 000	95 000	–	–	–
Windows	50 000	50 000	50 000	50 000	50 000
Installations					
– short-term measures	35 000	35 000	–	–	–
– medium-term measures	–	–	70 000	70 000	70 000
Totals	180 000	180 000	120 000	120 000	120 000

The return on these investments would take the form of increasing savings of about 50 000 francs a year in 1990 plus further savings, which cannot yet be estimated, resulting from improved insulation for the conference block and the overhauled windows.

b Future prospects

The study of energy savings should be continued. When choices have to be made, changes in the cost-benefit ratio should be carefully examined and action taken in consequence. Proposals along these lines should probably be submitted to the 20th Congress of the UPU.

Congress – Doc 4/Annex 11

Factors for fixing the ceiling of the Union's recurrent expenditure for 1986–1990

	1986	1987	1988	1989	1990
	Sfr	Sfr	Sfr	Sfr	Sfr
Recurrent expenditure (article 124, paragraph 1, of the General Regulations)					
A. Basis for fixing the ceiling of recurrent expenditure for 1986 to 1990					
1 Total net expenditure of the 1985 Union budget approved by the Executive Council in March 1984 . . .	21 012 000	21 012 000	21 012 000	21 012 000	21 012 000
B. Expenditure on stall necessary to handle present work					
2 Regulation step increases in the same grade of staff from 1986 to 1990:					
– step increases in 1986	205 100	205 100	205 100	205 100	205 100
– step increases in 1987	–	191 600	191 600	191 600	191 600
– step increases in 1988	–	–	168 900	168 900	168 900
– step increases in 1989	–	–	–	156 500	156 500
– step increases in 1990	–	–	–	–	142 000
Step increases compared with 1985 budget	205 100	396 700	565 600	722 100	864 100
3 Remuneration of additional staff from 1986 to 1990 needed to handle normal expansion of Union work[1]:					
– additional staff in 1986: 1 P, 1 G	282 300	235 100	239 900	244 700	249 700
– additional staff in 1987: 1 P, 1 G	–	282 300	235 100	239 900	244 700
– additional staff in 1988: 1 P, 1 G	–	–	282 300	235 100	239 900
– additional staff in 1989: 1 P, 1 G	–	–	–	282 300	235 100
– additional staff in 1990: 1 P, 1 G	–	–	–	–	282 300
Total	282 300	517 400	757 300	1 002 000	1 251 700
4 Compensation for the inflation recorded since the Rio de Janeiro Congress to maintain the real value of the budgetary credits assigned to technical assistance activities connected with UPU consultants (increase of 40 percent under proposal 016)	472 000	472 000	472 000	472 000	472 000
C. Other operating costs of the International Bureau					
5 Renovation of the technical facilities for simultaneous interpretation in the conference halls (in accordance with plan proposed in annex 9)	50 000	50 000	50 000	70 000	70 000
6 Energy-saving measures concerning insulation of the building and the heating and air-conditioning equipment (in accordance with plan proposed in annex 10)	180 000	180 000	120 000	120 000	120 000

[1] Not including staff needed for any new activities decided on by Congress.

	1986	1987	1988	1989	1990
	Sfr	Sfr	Sfr	Sfr	Sfr
D. Financial effects of new tasks to be decided on by the Hamburg Congress					
7	The expenditure to be provided for will be estimated during Congress				
8					
9					
10					
11					
12					
Ceiling of net current expenditure (amounts to be inserted in article 124, paragraph 1, of the General Regulations)					

Congress – Doc 4/Annex 12

Factors for fixing the ceiling of expenditure for the next Congres (20th Congress)

Budget article or item	1979 Rio de Janeiro Congress (actual expenditure)	1984 Hamburg Congress (budget)	1989 Congress[1] (ceiling)
	Sfr	Sfr	Sfr
Article 31 Travel of secretariat			
311 Travel expenses and insurance	424 186.36	124 600	
312 Subsistence allowance	717 916.48	1 057 000	
313 Auxiliary staff	37 809.87	40 000	
Total article 31	1 179 912.71	1 221 600	
Article 32 Technical facilities for simultaneous interpretation	515 000.00	320 000	
Article 34 Communications and transport costs			
341 Postage	2 095.15	4 000	
342 Telegrams and telex	4 929.14	6 000	
343 Telephone	4 953.97	5 000	
344 Transport	48 419.94	27 000	
Total article 34	60 398.20	42 000	
Article 35 Reproduction of documents during Congress	239 201.07	210 000	
Article 39 Sundry costs			
391 Additional premises	19 138.76	20 000	
392 Office equipment	9 906.20	6 000	
393 Hospitality expenses	4 005.25	12 000	
399 Sundry and unforeseen	11 259.74	25 000	
Total article 39	44 309.95	63 000	
Total expenditure on Congress	2 038 821.93	1 856 600	

[1] This expenditure will have to be assessed during the Hamburg Congress when the venue of the 20th Congress is known.

Congress – Doc 4/Annex 13

Drafting amendments to General Regulations, article 124, paragraphs 1 and 2, and General Regulations, Final Protocol, article II

General Regulations

Article 124

Fixing and regulation 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 the following sums for 1986 and subsequent years:

_____ Swiss francs for 1986;
_____ Swiss francs for 1987;
_____ Swiss francs for 1988;
_____ Swiss francs for 1989;
_____ Swiss francs for 1990;

The basic limit for 1990 shall also apply to the following years in case the Congress scheduled for 1989 is postponed.

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 producing documents during the Congress, etc) shall not exceed the limit of _____ Swiss francs.

Reasons. – Insertion of the amounts to be laid down by the Hamburg Congress for the next financial period covering the years 1986 to 1990.

Final Protocol to the General Regulations

Article II

Expenditure of the Union

Notwithstanding article 130, the ceiling of annual expenditure relating to the activities of the Union's bodies for 1986 laid down in article 124, shall be applicable from 1 January 1986.

Reasons. – If the Acts of the Hamburg Congress were to go into force after 1 January 1986, the advance application of the 1986 ceiling would have to be scheduled for 1 January 1986.

Congress – Doc 4/Add 1

Committee 2 (Finance)

Expenditure ceiling for the next Congress (20th Congress)

Additional memorandum by the Secretary-General

As Congress has before it the invitation of the administration of the United States of America (Congress – Doc 33) to hold the 20th Universal Postal Congress, planned for 1989, in that country, the Secretariat has prepared an estimate of the expenditure to be taken into consideration when fixing the separate expenditure ceiling for the next Congress.

In view of the adoption by Committee 3 (General) of proposal 08 on reducing the length of Congress, the present estimate has been made for a five-week meeting.

As was pointed out in Congress – Doc 4 (part II, chapter 6, A), such an estimate is very difficult to make and will only be approximate owing to the many imponderables at present. This is particularly the case for the method of document production, the technical facilities for simultaneous interpretation and for estimating the increase in the cost of living by 1989.

On the basis of present assumptions, which are detailed in annex 1, the ceiling to be inserted in article 124, paragraph 2, of the General Regulations would be 3 345 000 Swiss francs.

Hamburg, 11 July 1984

M I SOBHI
Secretary-General

Congress – Doc 4/Add 1/Annex 1

Factors for fixing the expenditure ceiling for the 20th Universal Postal Congress (1989)

Budget article or item	Amount	Reason
	Sfr	
Article 31 Travel of Secretariat		
311 Travel expenses and insurance . .	791 000	Travel expenses (round-trip air fare economy class) and travel insurance for Secretariat staff (including temporary staff seconded from administrations) whose number would be similar to that at previous Congresses
312 Subsistence allowance	1 409 000	Allowance to be paid to the Secretariat staff including staff temporarily seconded from administrations. On the basis of a five-week Congress, 4600 official/days should be reckoned with (instead of 5500 for the Rio de Janeiro and Hamburg Congresses). This allowance is based on the United Nations rates applied in accordance with UPU regulations
313 Auxiliary staff	50 000	Remuneration of auxiliary staff
Total, article 31	2 250 000	
Article 32 Technical facilities for simultaneous interpretation	600 000	Arbitrary estimate of the costs of providing technical facilities for simultaneous interpretation for an assumed eight languages. The entire cost is borne by the Union, in accordance with article 107, paragraph 12, of the General Regulations
Article 34 Communications and transport costs		
341 Postage	3 000	Airmail postage during Congress
342 Telegrams and telex	6 000	Telegrams and telex sent from Congress headquarters
343 Telephone	6 000	Telephone charges incurred during Congress
344 Transport	60 000	Transport of Secretariat equipment
Total, article 34	75 000	
Article 35 Production of documents during Congress	350 000	These costs include paper and hire of machines for producing documents in Arabic, English, French and Spanish during Congress
Article 39 Sundry costs		
391 Additional premises	25 000	Hire of a reception room
392 Office equipment	10 000	Small items of office equipment and magnetic tapes for recording debates
393 Hospitality expenses	10 000	Receptions given by the International Bureau during Congress
399 Sundry and unforeseen	25 000	Sundry expenses which cannot at present be specified
Total, article 39	70 000	
Total expenditure for the 20th Congress	3 345 000	Amount to be inserted in article 124, paragraph 2, of the General Regulations

Congress – Doc 5

Relations with the United Nations and other international organizations

Report by the Director-General of the International Bureau

I. Introduction

1 The Agreement between the Universal Postal Union and the United Nations, signed in 1947, involves quite extensive functions but at the same time many obligations. As a result the relations between the UPU and the UN gather strength from year to year. The International Bureau maintains close relations with a large number of bodies in the United Nations system and with other international, intergovernmental and non-governmental organizations on questions of common interest.

2 The 1979 Rio de Janeiro Congress approved the Report by the Director-General of the International Bureau on relations with the UN (Congress – Doc 5 and Add 1) and in its decision C 100, requested the Director-General:

"a to continue to follow the development of the questions outlined in the documents concerned;

b to take whatever action he may deem necessary in the interests of the Union and its members;

c to report to the Executive Council every year on the action taken."

The UPU participated in a number of meetings of United Nations bodies. There has also been a considerable exchange of correspondence, reports and documentation on a wide range of problems. In addition, the International Bureau, in accordance with article IV of the UN-UPU Agreement, drew the attention of the Executive Council to the resolutions of the United Nations General Assembly calling for cooperation on the part of the specialized agencies.

The Report on the work of the Union has devoted a chapter to these questions every year and a brief account is given in the Comprehensive report on the work of the Executive Council 1979–1984 (Congress – Doc 1, chapter 3.6).

3 Technical cooperation activities, in particular with regard to the United Nations Development Programme (UNDP), are an important aspect of UPU-UN relations and are described in Congress – Docs 18 and 18.1 to 18.5. In addition, Congress – Doc 15 deals with the implementation by the UN specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples. As for the action taken by the EC in regard to Rio de Janeiro Congress resolution C 91, concerning the possible amendment of the UN-UPU Agreements, this is described in the Comprehensive report on the work of the Executive Council 1979–1984 (Congress – Doc 1, chapter 3.6.2). The present report, therefore, supplements the information contained in the foregoing documents submitted to Congress.

II. Participation in meetings

4 Each year the UPU was invited to attend a great many meetings of the United Nations system but arranged to be represented only at those whose agenda included questions of interest to the Union. Preference was given to the meetings in which questions of inter-agency coordination and technical cooperation (particularly with the UNDP) were discussed. It should be stated that many of the meetings attended by the UPU were held in Geneva. For those held in a region where the UPU had an expert on mission, the expert was sometimes asked to represent the Union. Several meetings particularly those held overseas, are often assigned to a single representative.

5 Apart from the meetings on technical cooperation (UNDP, Regional Economic Commissions, International Development Strategy, Technical Cooperation among Developing Countries (TCDC), programmes in favour of the least developed countries, etc), the UPU regularly attended meetings of the following United Nations bodies: the Economic and Social Council (ECOSOC), the Administrative Committee on Coordination (ACC), the International Civil Service Commission (ICSC), the Joint United Nations Information Committee (JUNIC), the International Day for the Elimination of Racial Discrimination, and the Inter-agency meetings on language services, documentation and publications.

III. Economic and Social Council (ECOSOC)

6 As we all know, ECOSOC, which comes under the United Nations General Assembly, examines international economic and social policy, including regional and sectoral developments. Every year, a representative of the UPU attended the meetings of its ordinary session in Geneva during which questions of direct concern to the UPU were discussed. Among other subjects, the discussions were focused on implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples, assistance to the Palestinian People, various programmes of assistance, international cooperation and coordination within the framework of the United Nations system, the International Years, the Transport and Communications Decade in Africa, policies on development-related operational activities and science and technology for development.

IV. Administrative Committee on Coordination (ACC)

7 The ACC, which is chaired by the United Nations Secretary-General and composed of the heads of the secretariats of the specialized agencies and organizations of the United Nations system, also held its usual annual sessions. Apart from examining priority problems of common interest, the ACC continued to perform its main function, which is to ensure the fullest and most effective implementation of the agreements concluded between the UN and the specialized agencies and to coordinate the programmes of the agencies and the UN in an attempt to cut out overlapping and improve international effectiveness in the economic and social sphere and in the field of human rights. The UPU contributed to various reports prepared by the ACC on particular problems of common interest. The Director-General attended or was represented at the spring and autumn sessions of the ACC.

In so far as it was able, the International Bureau also took part in the work and meetings of the ACC subsidiary bodies, in particular the following:

- the *Organizational Committee,* whose task is to prepare the work programme of the ACC and its subsidiary bodies and to monitor its implementation, taking steps to ensure proper coordination;
- the *Consultative Committee on Substantive Questions (CCSQ),* which is composed of two separate elements; the CCSQ (PROG) handles all tasks relating to programme activities and related general policy questions and the CCSQ (OPS) is responsible for all tasks relating to operational activities;
- the *Consultative Committee on Administrative Questions (CCAQ),* which also comprises two elements; the CCAQ (PER) deals with personnel questions and the CCAQ (FB) with financial and budgetary matters.

V. Joint Inspection Unit (JIU)

8 The UPU provided the Joint Inspection Unit, at its request, with a lot of information and its comments on the various questions under study, including staff, various aspects of technical cooperation, information and documentation, communications, buildings, translation, management and the evaluation of activities.

In accordance with the procedure established when the JIU was set up, the report on the work of the Joint Inspection Unit was submitted every year to the Executive Council, which took note of it.

VI. International Years

International Year of Disabled Persons (1981)

9 In 1980, the International Bureau drew the attention of postal administrations to the resolutions by which the United Nations General Assembly proclaimed 1981 the "International Year of Disabled Persons" and recommended various activities, particularly at the national level. It also communicated to postal administrations an Executive Council recommendation asking them to take all possible measures to facilitate the access of disabled persons to postal installations (decision CE 32/1980). This recommendation corresponds to one of the objectives laid down by the United Nations General Assembly, namely "encouraging study and research projects designed to facilitate the practical participation of disabled persons in daily life, for example by improving their access to public buildings and transportation systems". An article in "Union Postale" 6/1981 gives information on the measures taken or being envisaged by postal administrations in this respect.

World Communications Year (WCY) (1983)

10 The measures, in response to 1979 Rio de Janeiro Congress decision C 104, taken by the International Bureau and postal administrations concerning the Post and information and in particular World Communications Year (1983) are summed up in the Comprehensive report on the work of the Executive Council 1979–1984 (Congress – Doc 1, chapter 3.6.5).

11 Regarding the two Years mentioned in paragraphs 9 and 10 above and *International Youth Year (1985)* and *the International Year of Peace (1986),* the International Bureau, in response to a request by the United Nations, passed on to postal administrations the recommendation that their programmes include the issue of special postage stamps to mark these Years (circular letter of 9 September 1980, circulars 47/1980, 258/1982, 184/1983, 233/1983).

VII. Choice of themes for postage stamps

12 Each year, several United Nations General Assembly resolutions stress the efforts needed to promote the ideas of peace, the development of international cooperation and mutual understanding between peoples. In view of these appeals and the fact that many postal administrations have often protested against issues of postage stamps they regard as offensive to certain individuals or countries, the Executive Council instructed the Director-General of the International Bureau to prepare for the Hamburg Congress a draft recommendation on the choice of themes for postage stamps which reinforces the scope and purport of similar recommendations adopted by previous Congresses. This draft recommendation, approved by the Chairman of the Executive Council after the last session, is the subject of proposal of a general nature 2000.14.

VIII. Relations with the UN specialized agencies and other international organizations

13 The UPU cooperates actively with the other specialized agencies as a member of the UN's Administrative Committee on Coordination (ACC) and its subsidiary bodies. In addition, the International Bureau often contacts these agencies to find out their legal situation and administrative practice with respect to certain problems or to deal with questions of mutual interest. A brief account of the UPU's relations with UN specialized agencies and with other international, intergovernmental and non-governmental organizations may be found in chapters 3.6.3 and 3.6.4 of the Comprehensive report on the work of the Executive Council 1979–1984 (Congress – Doc 1). The agencies in question are UNESCO, ICAO, WHO, ITU, IAEA, CCC, OAU, the League of Arab States, IATA and the ISBI.

As for the UPU's relations with the ITU where developments in the new methods of electronic transmission are concerned, these are mentioned in paragraphs 63 to 72 of the Comprehensive report on the work of the CCPS 1979–1984 (Congress – Doc 2), while its relations with ISO are dealt with in paragraphs 73 to 80 and with the ISBI in paragraph 81 of that report.

14 It should also be mentioned that several organizations (UN, UNICEF, FAO, UNESCO, WHO, ITU, IMO) have, following firm decisions of their legislative bodies, asked the UPU to cooperate in drawing the attention of postal administrations to the recommendation that special postage stamps be issued to commemorate important events or back up campaigns with cultural or humanitarian goals.

15 Lastly, UNESCO has sent the Director-General of the UPU's International Bureau a "Memorandum on the international circulation of educational, scientific or cultural materials" and asked him to submit it to the 19th Universal Postal Congress. The reference of this document is Congress – Doc 20.

IX. Conclusions

16 Congress is requested to take note of the foregoing and to adopt the draft recommendation concerning the choice of themes for postage stamps (proposal 2000.14).
Moreover, Congress may consider it advisable to ask the Director-General of the International Bureau to:

- continue to follow the development of the questions outlined in the present document;
- take whatever action he may deem necessary in the interest of the Union and its members;
- report to the Executive Council every year, as appropriate.

Berne, 9 April 1984

M I SOBHI
Director-General

Congress – Doc 5/Add 1

Relations with the United Nations and other international organizations

Declaration on the Preparation of Societies for Life in Peace

Memorandum by the Director-General of the International Bureau

1 In a letter which has just reached the International Bureau, the United Nations Secretariat has drawn our attention to the following General Assembly resolutions (annexes 1 and 2):
- 33/73 Declaration on the Preparation of Societies for Life in Peace;
- 36/104 Implementation of the Declaration on the Preparation of Societies for Life in Peace.

2 Among other things, these two resolutions appeal "for concerted action on the part of Governments, the United Nations and the specialized agencies (...), as well as other interested international and national organizations, both governmental and non-governmental, to give tangible effect to the supreme importance and need of establishing, maintaining and strengthening a just and durable peace for present and future generations".

3 Moreover, it should be recalled that, by its resolution 37/16 of 16 November 1982, the United Nations General Assembly declared 1986 to be the International Year of Peace. This Year will be solemnly proclaimed on 24 October 1985, the 40th anniversary of the United Nations. The objective of the International Year of Peace is to "devote a specific time to concentrate the efforts of the United Nations and its Member States to promote the ideals of peace and give evidence of their commitment to peace in all viable ways".

4 In its circular 184 of 5 September 1983, the International Bureau drew the attention of postal administrations to resolution 37/16 and invited them, when planning their 1986 stamp-issuing programme, to make provision for one or more special postage stamps marking the International Year of Peace.

5 Congress is requested to take note of the present memorandum.

Berne, 21 May 1984

M I SOBHI
Director-General

UNITED NATIONS
General Assembly

Congress – Doc 5/Add 1/Annex 1

Thirty-third session
Agenda item 50

Resolution adopted by the General Assembly

on the report of the First Committee (A/33/486)

33/73 *Declaration on the Preparation of Societies for Life in Peace*

The General Assembly,

Recalling that in the Charter the peoples of the United Nations proclaimed their determination to save succeeding generations from the scourge of war and that one of the fundamental purposes of the United Nations is to maintain international peace and security,

Reaffirming that, in accordance with General Assembly resolution 95 (I) of 11 December 1946, planning, preparation, initiation or waging of a war of aggression are crimes against peace and that, pursuant to the Declaration on Principles of International Law concerning Friendly Relations and Co-operation among States in accordance with the Charter of the United Nations, of 24 October 1970,[1] and the Definition of Aggression of 14 December 1974,[2] a war of aggression constitutes a crime against the peace,

Reaffirming the right of individuals, States and all mankind to life in peace,

Aware that, since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed,

Recognizing that peace among nations is mankind's paramount value, held in the highest esteem by all principal political, social and religious movements,

Guided by the lofty goal of preparing societies for and creating conditions of their common existence and co-operation in peace, equality, mutual confidence and understanding,

Recognizing the essential role of Governments, as well as governmental and non-governmental organizations, both national and international, the mass media, educational processes and teaching methods, in promoting the ideals of peace and understanding among nations,

Convinced that, in the era of modern scientific and technological progress, mankind's resources, energy and creative talents should be directed to the peaceful economic, social and cultural development of all countries, should promote the implementation of the new international economic order and should serve the raising of the living standards of all nations,

Stressing with utmost concern that the arms race, in particular in the nuclear field, and the development of new types and systems of weapons, based on modern scientific principles and achievements, threaten world peace,

[1] General Assembly resolution 2625 (XXV), annex.
[2] General Assembly resolution 3314 (XXIX), annex.

Recalling that, in the Final Document of the Tenth Special Session of the General Assembly,[3] the States Members of the United Nations solemnly reaffirmed their determination to make further collective efforts aimed at strengthening peace and international security and eliminating the threat of war, and agreed that, in order to facilitate the process of disarmament, it was necessary to take measures and pursue policies to strengthen international peace and security and to build confidence among States,

Reaffirming the principles contained in the Declaration on the Granting of Independence to Colonial Countries and Peoples, of 14 December 1960,[4] the Declaration on the Strengthening of International Security, of 16 December 1970,[5] and the Declaration on the Deepening and Consolidation of International Détente, of 19 December 1977,[6]

Recalling the Declaration on the Promotion among Youth of the Ideals of Peace, Mutual Respect and Understanding between Peoples, of 7 December 1965,[7]

Further recalling the Universal Declaration of Human Rights, of 10 December 1948,[8] as well as the International Covenant on Civil and Political Rights, of 16 December 1966,[9] and bearing in mind that the latter states, *inter alia,* that any propaganda for war shall be prohibited by law,

I

Solemnly invites all States to guide themselves in their activities by the recognition of the supreme importance and necessity of establishing, maintaining and strengthening a just and durable peace for present and future generations and, in particular, to observe the following principles:

1 Every nation and every human being, regardless of race, conscience, language or sex, has the inherent right to life in peace. Respect for that right, as well as for the other human rights, is in the common interest of all mankind and an indispensable condition of advancement of all nations, large and small, in all fields.

2 A war of aggression, its planning, preparation or initiation are crimes against peace and are prohibited by international law.

3 In accordance with the purposes and principles of the United Nations, States have the duty to refrain from propaganda for wars of aggression.

4 Every State, acting in the spirit of friendship and good-neighbourly relations, has the duty to promote all-round, mutually advantageous and equitable political, economic, social and cultural co-operation with other States, notwithstanding their socio-economic systems, with a view to securing their common existence and co-operation in peace, in conditions of mutual understanding of and respect for the identity and diversity of all peoples, and the duty to take up actions conducive to the furtherance of the ideals of peace, humanism and freedom.

5 Every State has the duty to respect the right of all peoples to self-determination, independence, equality, sovereignty, the territorial integrity of States and the inviolability of their frontiers, including the right to determine the road of their development, without interference or intervention in their internal affairs.

6 A basic instrument of the maintenance of peace is the elimination of the threat inherent in the arms race, as well as efforts towards general and complete disarmament, under effective international control, including partial measures with that end in view, in accordance with the principles agreed upon within the United Nations and relevant international agreements.

7 Every State has the duty to discourage all manifestations and practices of colonialism, as well as racism, racial discrimination and *apartheid,* as contrary to the right of peoples to self-determination and to other human rights and fundamental freedoms.

8 Every State has the duty to discourage advocacy of hatred and prejudice against other peoples as contrary to the principles of peaceful coexistence and friendly co-operation.

[3] Resolution S–10/2.
[4] General Assembly resolution 1514 (XV).
[5] General Assembly resolution 2734 (XXV).
[6] General Assembly resolution 32/155.
[7] General Assembly resolution 2037 (XX).
[8] General Assembly resolution 217 A (III).
[9] General Assembly resolution 2200 A (XXI), annex.

II

Calls upon all States, in order to implement the above principles:

a To act perseveringly and consistently, with due regard for the constitutional rights and the role of the family, the institutions and organizations concerned:

i To ensure that their policies relevant to the implementation of the present Declaration, including educational processes and teaching methods as well as media information activities, incorporate contents compatible with the task of the preparation for life in peace of entire societies and, in particular, the young generations;

ii Therefore, to discourage and eliminate incitement to racial hatred, national or other discrimination, injustice or advocacy of violence and war;

b To develop various forms of bilateral and multilateral co-operation, also in international, governmental and non-governmental organizations, with a view to enhancing preparation of societies to live in peace and, in particular, exchanging experiences on projects pursued with that end in view;

III

1 *Recommends* that the governmental and non-governmental organizations concerned should initiate appropriate action towards the implementation of the present Declaration;

2 *States* that a full implementation of the principles enshrined in the present Declaration calls for a concerted action on the part of Governments, the United Nations, the specialized agencies, in particular the United Nations Educational, Scientific and Cultural Organization, as well as other interested international and national organizations, both governmental and non-governmental;

3 *Requests* the Secretary-General to follow the progress made in the implementation of the present Declaration and to submit periodic reports thereon to the General Assembly, the first such report to be submitted not later than at its thirty-sixth session.

85th plenary meeting
15 December 1978

UNITED NATIONS
General Assembly

Congress – Doc 5/Add 1/Annex 2

Thirty-sixth session
Agenda item 58

Resolution adopted by the General Assembly

on the report of the First Committee (A/36/761 and Corr.1)

36/104 *Implementation of the Declaration on the Preparation of Societies for Life in Peace*

The General Assembly,

Recalling the Declaration on the Preparation of Societies for Life in Peace, contained in its resolution 33/73 of 15 December 1978,

Taking note with appreciation of the report of the Secretary-General,[1]

Reaffirming the lasting importance of the preparation of societies for life in peace as part of all constructive efforts at shaping relations among States and strengthening international peace and security,

Aware of the paramount value of positive moulding of human consciousness for the fulfilment of the purposes and principles of the Charter of the United Nations,

1 *Solemnly invites* all States to intensify their efforts towards the implementation of the Declaration on the Preparation of Societies for Life in Peace by strictly observing the principles enshrined in the Declaration and taking all necessary steps towards that end at the national and international levels;

2 *Reiterates* its appeal for concerted action on the part of Governments, the United Nations and the specialized agencies, in particular the United Nations Education, Scientific and Cultural Organization, as well as other interested international and national organizations, both governmental and non-governmental, to give tangible effect to the supreme importance and need of establishing, maintaining and strengthening a just and durable peace for present and future generations;

3 *Requests* the Secretary-General to continue following the progress made in the implementation of the Declaration and to submit a report thereon to the General Assembly not later than at its thirty-ninth session.

91st plenary meeting
9 December 1981

[1] A/36/386 and Add.1–3.

Congress – Doc 6

Organization, functioning and work methods of Congress

Executive Council report

I. Introduction

1 In 1980 the EC had before it a suggestion by the member postal administrations of the AOPU (now the APPU) on the advisability of undertaking a study with the aim of improving the organization and functioning of Congress.

2 Following the suggestion and also in response to criticisms made by certain personalities who had undertaken major responsibilities at the Rio de Janeiro Congress, the EC undertook a very detailed study comprising two main parts, namely:

i short-term measures, ie improvements which can be made for the next Congress without changing its general organizational framework;

ii possible long-term measures: these are more radical measures which, by their nature, their importance or their repercussions on the Acts of the Union, must be submitted to Congress.

3 Initially, the International Bureau listed all the questions which it thought could be envisaged in this context to enable the EC member countries to gain as complete an idea as possible of this complex problem. The latter were then requested to give their first reactions in writing on the matters for consideration raised in that document and to put forward their own suggestions.

4 In view of the fundamental character of the long-term measures, the latter were the subject of a second consultation among members of the EC and certain observers, for the purpose of obtaining a wider reaction than in the first consultation.

5 The present report summarizes the overall result of this study, including certain solutions which it has not been possible to accept for reasons which are explained in the report.

II. Possible short-term measures

A. Number and responsibilities of the Congress Committees

6 As the functions of the Committees have hitherto been determined by the structure of the Acts, the result is a very unequal distribution of the proposals between the different Committees, so that certain Committees complete their work in a few meetings while others are overloaded and do not have enough time to study certain important questions.

7 To correct this anomaly, various solutions have been considered, among them that of allocating the proposals more equally among the Committees dealing with letter post, airmail and parcel post. Finally, as seen in the draft resolution submitted to Congress by the EC on the number and responsibilities of the Hamburg Congress Committees (proposal 010), it is suggested that the traditional practice be modified as follows:

- abolish Committee 3 (Postal Studies). The CCPS work programme, the adoption of which was the responsibility of this Committee, could be submitted direct to the plenary meetings for approval, since it has been prepared and discussed at length by the CCPS which preceded the Congress. Any proposals relating to the structure or the functioning of the CCPS would be assigned to Committee 3 (General) and, if necessary, to other Committees depending on the kind of problems to be solved;
- split Committee 5 (Letter Post) into two Committees, one of which (Committee 4) would deal with the regulatory aspects of letter post and the other (Committee 5) with rate-fixing and inter-administration payments and related matters (statistics, accounting, forms, etc).

8 On the assumption that Congress will give its approval to this measure, the International Bureau has published the proposals for the 19th Congress on the basis of this new distribution key.

B. Timetable of meetings

9 With the aim of rationalizing the programming of Committee meetings even more and of not needlessly prolonging the presence of specialists at Congress, the idea was accepted of concentrating the meetings of certain specialized Committees (Finance and Financial Services Committees, for example) into a shorter period and of having certain technical Committees meet at the beginning of Congress simultaneously with the plenary meetings.

C. Organization of a general debate

10 Without imitating the UN and certain specialized agencies which have officially introduced a general debate in which each delegation can give its views on the subjects of its choice, the EC adopted the possibility of organizing such a debate, but to discuss if possible a single subject of interest to the majority or all of the administrations of the Union. The subject of this debate would be fixed well before the opening of Congress and the relevant documentation would also be published in advance.

D. Reduction in the number of proposals

11 Having regard to the excessive number of proposals put before Congress and to the hindrance which this represents to the in-depth consideration of the most important proposals, the EC, notwithstanding the right of each administration to submit proposals to Congress, appealed to the member countries of the Union to submit only really necessary proposals to Congress (resolution CE 1/1982). It also felt that the consideration by the Restricted Unions of the proposals which their members intended to submit to the UPU Congress could lead to the withdrawal or amalgamation of certain proposals, or even to the improvement of certain texts to lighten the workload of Congress. It therefore hoped that this practice would become general, it being understood however that this should not lead to over-rigid positions being taken at Congress by the members of the Restricted Unions concerned and would not harm the spirit of mutual comprehension which is essential for the success of a Congress.

E. Documentation

12 Documents and proposals which are revised and whose reference number is followed by the letters "Rev" will bear a vertical line in the margin at the point where the revision has been made, so that delegates do not need to re-read the whole document or the whole proposal to see what has been amended.

13 To avoid confusion when discussion is opened on proposals, the Chairmen and interpreters will announce the numbers of the proposal by enumerating the figures separately and from left to right (for example, for proposal 2098, they will say: two, zero, nine, eight). In addition, and with the same aim, the administration of the host country will place in the conference halls overhead projectors or luminous panels on which will appear the numbers of the proposals and Congress – Docs announced for discussion.

F. Amendment of the Rules of Procedure of Congresses

14 As discussions in the Committees or in Congress are sometimes slowed down by procedural matters, the EC suggested making certain clarifications or additions to the Rules of Procedure in order to get out of certain situations more easily (proposals 1702.1, 1715.1, 1716.1, 1716.2, 1716.3, 1717.1, 1718.1/Rev 2 and 1720.1).

15 Moreover, the EC considered that the practice which had grown up at recent Congresses to facilitate the acceptance of credentials of delegates to Congress should be confirmed in article 3 of the Rules of Procedure (proposal 1703.1).

G. Presentation of certain EC and CCPS proposals

16 The EC and the CCPS recognized the usefulness of the practice introduced at the Rio de Janeiro Congress for presenting the most important proposals originating from those bodies and decided to continue it for the 1984 Hamburg Congress. It is a question, in fact, of choosing the country or the person to make this presentation.

H. Celebration of national days and playing of national anthems

17 The practice observed at recent Congresses of playing national anthems and celebrating national days by speeches has been dropped in order to allow more time for the discussions. However, any delegation which so wishes could mark its national day in some form by having an appropriate statement distributed to all delegates.

I. Procedure for electing the members of the EC and CCPS

18 The Council considered that there was no need to draw up new rules for this procedure, but it requested the Chairman of Congress and the secretariat-general to do everything possible to speed up these elections.

III. Possible long-term measures

A. Alleviating the work of Congress by prior consideration of proposals

19 It was felt that the allocation to a particular body of preparatory work or certain problems which had so far come within the scope of Congress would be likely to simplify and speed up the proceedings of Congress. The question was therefore raised of reintroducing Preparatory Committees, but this idea was not adopted because of the inconclusive results obtained by these Committees at the 1929 London and 1934 Cairo Congresses.

20 The idea, based on the International Telecommunication Union's practice of using Administrative Conferences to revise all or part of the technical Acts, was ruled out from the start. The interdependence of the Convention and the Agreements is such that it does not allow the separate revision of certain technical Acts. The situation at the UPU is not like that at the ITU, where the problems of radiocommunications are very different and are independent of those relating to the telephone and telegraph.

21 The use of the Executive Council for the prior consideration of proposals was given more attention by the members of the Executive Council but in the end it was apparent that, for different reasons, it had the same drawbacks as the Preparatory Committees. It was therefore abandoned. However, at the end of a supplementary study the following procedure was finally adopted for the prior consideration of proposals for submission to Congress (decision CE 6/1983):

i the Chairmen of Congress Committees were instructed to draw up, in cooperation with the secretariat of those Committees, a list of technical proposals which, in their view, could be accepted without discussion in their Committee. Any delegation would still be able to ask for any proposal on that list to be deleted so that it could be discussed;

ii the International Bureau was instructed to write to the administrations which had sent it their proposals for publication purposes to draw their attention to any:
- which duplicated a provision of the Acts;
- which were on the lines of a study recently undertaken in the UPU at the end of which it had been decided not to adopt a proposal precisely similar to that which an administration wished to submit;
- which was submitted as being of a drafting nature but in fact involved an amendment of substance;
- which dealt with different subjects and should be the subject of several proposals;
- the meaning of the proposed amendment of which would have to be clarified to facilitate understanding and treatment by Congress;
- which were of the same kind as other proposals, for the sake of possible coordination.

B. Programming of meetings of Congress and its Committees

22 As Congress is at present organized, the senior officials of postal administrations are immobilized throughout the whole period of Congress. That is why the question was raised whether the Congress Committees should not meet before the opening of the plenary meetings, as is done for the EC and the CCPS meetings. This should enable Ministers and principal heads of postal administrations to wait for the plenary meetings in order to participate in Congress. This idea was not adopted, as certain matters reserved for plenary meetings, in particular political questions, must be dealt with at the beginning of Congress.

23 Although deciding to keep the traditional practice as regards the proceedings of Congress, the EC came out in favour of the transfer to the Executive Council of the following purely administrative powers, which have so far been reserved for the plenary meetings, for obvious practical considerations (proposals 1502.5, 1705.1, 1707.1, 1709.1 and 1724.1):
- appointment of the Chairman and Vice-Chairmen of Congress;
- appointment of the Chairmen and Vice-Chairmen of the Committees;
- appointment of the members of the Restricted Committees, namely the Credentials Committee and the Drafting Committee;
- invitation to non-governmental organizations;
- decision whether to write minutes or reports in the Committees.

24 Despite these transfers of powers which will relieve the Doyen of some of his responsibilities, it was thought advisable to maintain the function of Doyen while amending the relevant provision of the Rules of Procedure of Congresses on the lines of proposal 1706.1.

C. Changing the frequency of Congresses and other connected measures

25 In view of the growing difficulties encountered in the organization of a Congress, the question was raised whether the present frequency of five years should not be extended. However, it had to be acknowledged that it would, on the contrary, be advisable to hold Congresses more often in order to adapt as quickly as possible the provisions governing the international postal service to the present extremely rapid evolution of technology and needs. Consequently, the EC came out in favour of maintaining the status quo while accepting that the EC should be given general powers to resolve the exceptional administrative problems which could arise between Congresses (see Congress – Doc 7 and proposal 1502.6). By contrast, the idea of giving the EC or the CCPS certain powers to adapt, at least provisionally, the existing legislation to the technical and financial necessities which might arise between Congresses was not accepted on the grounds of the principle of the separation of powers and because of the functions proper to each body. Similarly, the EC did not consider it necessary to make more flexible the conditions for the approval of proposals amending the Acts between Congresses, since this procedure must remain very exceptional and the very strict conditions at present imposed are justified for various reasons, including the absence of discussion for and against.

D. Other specific long-term measures

26 The EC was of the opinion that, save in exceptional cases, proposals concerning the basic Acts of the Union, ie the Constitution and General Regulations, should in principle be submitted six months before the opening of Congress, so that every administration has the time to consider them thoroughly (proposal 1519.3). An exception is possible if Congress so decides by a majority of two thirds of the member countries represented at Congress.

27 In view of the difficulties arising from the need to translate the proposals into several languages and send them as soon as possible to the member countries and the Restricted Unions so that they can give them careful consideration in good time, the conditions for submitting proposals should be amended somewhat (proposal 1519.4). Under this new regulation, proposals which reach the International Bureau two months before the opening of Congress will no longer be receivable.

28 In connection with the above, it has been stipulated that each proposal must in principle have only one aim (proposal 1519.1).

29 Finally, it was suggested that the next EC be given the task of studying, on the basis of the experience already gained by the present Executive Council, the possibility of limiting the duration of the 1989 Congress to a maximum of five weeks (proposal 08).

Rio de Janeiro, 9 April 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 7

Organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS

Executive Council report

I. Introduction

1 This study dates back to 1977; it derives from an initiative of the CCPS Steering Committee which had raised the question of the expediency of an in-depth revision of the functioning and structure of the CCPS with a view to improving its working methods. It quickly became evident that any change in the structure, functioning or powers of the CCPS would affect the other UPU bodies, and more especially the Executive Council.

2 For this reason, the EC was invited at its May 1978 session to reflect, in its turn, on its own future prospects by means of a stock-taking document prepared by the International Bureau (CE 1984/C 3 – Doc 30). The discussions which took place at that time dealt solely with the expediency and framework of such a study. A majority came out in favour of a study limited to the following five chapters in accordance with the framework ratified by the Rio de Janeiro Congress in the form of resolution C 44.

II. Apportionment of studies between the EC and the CCPS

3 The problem of the delimitation of powers between the EC and the CCPS had arisen before the 1979 Rio de Janeiro Congress, which decided in its resolution C 4 to do away with joint studies as far as possible and to allocate to the EC studies concerning the structure, organization and general administration of the Union, as well as questions with major financial repercussions and which may involve amendment of the Acts, and to the CCPS studies dealing with technical, operational, economic and technical cooperation problems.

4 On the question of whether or not the procedure and the key for apportioning studies between the EC and CCPS as stemming from the above-mentioned resolution C 4 should be retained, the EC considered that the experience gained on this basis had been entirely positive and that this practice could be ratified in the Rules of Procedure of Congresses (proposal 1725.91).

III. Powers of the EC with a view to clarifying, supplementing or expanding them, as the case may be

5 The EC noted first of all that its own duties did not tally with the actual situation, though they did not differ fundamentally from it. It therefore appeared necessary to revise the present provisions of paragraph 6 of article 102 of the General Regulations to make them clearer and to bring them more into line with actual practice. As these amendments are to some extent drafting ones, they do not call for any particular comment.

6 Moreover, as the EC had received supplementary powers at various Congresses through resolutions (adoption of the Staff Regulations, Financial Regulations, etc), it was thought expedient to incorporate these into the wording of the above-mentioned paragraph 6.

7 Lastly, the question arose whether the EC should be given legislative powers to enable the Union to adapt the current provisions to the increasingly rapid development of technology and to commercial and practical requirements. The Executive Council did not adopt such a possibility, which it considered to be incompatible with the EC's purely administrative function. It nevertheless proposed the insertion in article 102, paragraph 6, of the option for the Executive Council to recommend, if exceptional circumstances so require, and, where appropriate, after consultation of all the postal administrations, the provisional adoption of a new procedure or transitional measures which will then have to be submitted for the approval of Congress in the most appropriate final form (see point q of proposal 1502.6).

8 When comparing the powers of the EC to those of similar bodies in other specialized agencies, the Executive Council noted that, on the whole, the powers held by those bodies were very similar in kind to those of the EC of the UPU the differences being more in the nature of slight variations due to the particular way the organization functioned and to its field of work, and that there was consequently no reason to copy them in any way.

9 The powers to be given to the EC to facilitate the organization and running of Congresses, viz on the one hand to act as a preparatory committee for the prior consideration of all or some of the proposals submitted to Congress, and, on the other, to assume certain powers which have hitherto been dealt with at the first plenary meetings, are considered within the framework of the study on the organization, functioning and work methods of Congress (see Congress – Doc 6).

10 Having regard to all the decisions which it has taken, the EC has adopted a new wording of article 102, paragraph 6, of the General Regulations so as to order its functions better in relation to their importance, to the extent to which they are of a general nature and to their field of application (proposal 1502.6).

IV. Composition, organization, frequency of meetings, working methods and documentation system of the EC

i Composition

11 The EC was of the opinion that the EC's composition and the distribution of seats on the basis of equitable geographical distribution should be maintained because the overall number of members of the EC (40) is higher than that of the other technical specialized agencies and because the principle of equitable geographical distribution is applied more rigorously in the EC than in the other organizations. The practice of renewing at least half the membership of the EC at each Congress was also worth maintaining.

ii Organization of the EC

12 Generally speaking, the EC thought that the present practice is satisfactory and easily stands comparison with the other specialized agencies. In addition, it was not felt necessary to set up a Steering Committee on the lines of that of the CCPS, because the same reasons do not apply.

iii Period, frequency and duration of EC meetings

13 As regards the period (end of April to mid-May, except in a Congress year) of EC meetings, the following reasons argue in favour of retaining the status quo:

- it makes it easier to plan the International Bureau's activities;
- since the introduction of the new system of financing of the Union, it is essential that member countries' contributions be notified at the same time as those of the other organizations, ie during the summer;
- it enables the management of the International Bureau to attend the meetings which it has to attend as part of its cooperation within the United Nations framework.

14 The yearly frequency of the EC's meetings corresponds to the practice of most other specialized agencies.

15 Very strenuous efforts have been made for some years to reduce the duration of the EC and its Committees to a minimum. It did not seem possible to concentrate these meetings within a shorter period.

iv Working methods

16 During consideration of this question, differing opinions were expressed as to the desirability of confining the consultation of member countries to EC members and only approaching all the member countries of the Union in exceptional cases. Finally, the Council made these principles somewhat more flexible by accepting that all the member countries could be consulted whenever this was really necessary for the purposes of the study in progress.

v Documentation system

17 Although some delegations expressed doubts about the desirability of publishing the Summary Record and the Resolutions and Decisions twice, first of all separately and then in the "EC Documents", the Council came out in favour of maintaining the status quo because the financial repercussions of the present practice are negligible and because this is justified in the context of the documentation in general.

V. International Bureau cooperation in the EC's work

18 In accordance with article 111 of the General Regulations, the International Bureau provides the secretariat of the Union's bodies and hence of the Executive Council. As such, it not only translates, publishes and distributes all the relevant documentation, but also plays quite an important part in the preparation of that documentation, since it drafts the documents with all that this involves with regard to freedom in the choice of the concepts used in stating and settling problems. It is true that this freedom is limited by the concern – it should even be called the obligation – to observe objectivity and impartiality, which is the International Bureau's golden rule. Accordingly, the Executive Council considered that the present practice was satisfactory.

VI. Possible implications for other Union bodies of the changes suggested

19 This study does not conclude that it is necessary to amend the provisions governing the organization, functioning and powers of Congress. Moreover, when asked to comment on the desirability of changing the practice of the CCPS in the light of the measures taken with regard to the EC, the Chairman of the CCPS expressed the view that none of the proposals adopted affected the CCPS, the organization and functioning of which were satisfactory.

Rio de Janeiro, 11 April 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 8

Problem of arrears at the UPU

Executive Council report

I. Introduction

1 In execution of the mandate entrusted to it by Rio de Janeiro Congress resolution C 89, the Executive Council carried out a study on the problem of arrears at the UPU. For this purpose, it first of all looked at the financial aspects of the matter; it then examined the practice of other organizations of the United Nations family in this field before drawing legal conclusions and giving its views on the measures which might be envisaged for the Union.

II. Arrears at the UPU

2 Because of the changes made by the last Congress in the Union's financial system, a distinction should be made between three categories of arrears, namely:

i those incurred under the old financial system (before 1979);
ii those incurred during the transitional period (1979 and 1980);
iii those incurred under the new financial system (from 1 January 1981).

The situation of these three categories of arrears is as follows:

A. Arrears incurred under the Union's old financial system

3 These are sums owed by a number of member countries for the years before 1979 for their contribution to the expenses of the Union and for supplies against payment. These amounts, increased by 5% interest on arrears, are owed to the Government of the Swiss Confederation for the cash advances made by that country in accordance with the system in force up to that time.

4 As and when the sums thus payable are collected by the International Bureau, they are repaid to the Swiss Confederation in accordance with the methods agreed with it and laid down in paragraph 3 of article 39 of the UPU Financial Regulations.

5 Annex 1 to the present report shows the position at 31 March 1984 of the sums still payable by the administrations under the above-mentioned system. The total amount is 1 941 210.13 Swiss francs.

B. Arrears under the transitional period (1979–1980)

6 Anxious not to place too heavy a financial burden on member countries when the UPU changed over from the old financial system (payment of contributions after closure of accounts) to the new system based on the advance payment of contributions, the Rio de Janeiro Congress, with the consent of the Swiss Government, adopted resolution C 17 making provision for repayment over a 10-year period of the advances made by that country for the years 1979–1980, involving for member countries payment of a supplementary contribution corresponding to 20% of the amounts outstanding for those years.

7 The statement of arrears for the first three instalments of 20% owed under the transitional system is given in annex 2 to the present document. The total amount of these was 673 971.65 Swiss francs at 31 March 1984, representing roughly one-tenth of the amounts entered to the account of member countries in this connection. By analogy with the provisions in force under the old system, these sums are subject to interest on arrears in favour of the Swiss Government at the rate of 5% per annum reckoned from 31 December of the year of payment of the above-mentioned contributions.

8 It should also be mentioned that 37 administrations decided to reimburse in advance either all or part of their 1979 contribution and that 19 administrations also did so in respect of their 1980 contribution. In accordance with paragraph 3 of article 39 of the Financial Regulations, the sums thus collected have been paid to Switzerland so that the position at 31 March 1984 is as follows:

	1971	1980[1]
	Sfr	Sfr
Total amount of contributions	15 862 080.00	14 914 100.00
Amount reimbursed in advance by some administrations	4 875 470.32	3 084 700.00
	10 986 609.58	11 829 400.00
Three first instalments of 20% billed in 1981, 1982 and 1983	6 538 272.00	–
Balance to be billed under resolution C 17	4 448 337.68	11 829 400.00

C. Arrears under the new financial system

9 There are two types of arrears under the new financial system:
- those resulting from the non-payment of contributions owed for the current year. Under article 124, paragraph 8, of the General Regulations, member countries must pay their contributions not later than the first day of the financial year to which the budget refers;
- those relating to accounts definitively closed since the new financing system came into force, namely for the years 1981 to 1983.

10 The first of these two categories does not, properly speaking, represent arrears; it causes difficulties only where the collection of contributions is insufficient to enable the International Bureau to cover the expenses for the current year. However, as is shown by the following table, the input of cash funds very quickly reaches a high level since at the beginning of the year the Bureau had 80% of the budget available and in the middle of the year more than 90%.

Contribution	Percentage of contributions paid by				
	1 January	31 March	30 June	30 September	31 December
1981	82.85	88.93	93.72	94.30	96.25
1982	82.34	89.83	93.10	95.18	95.86
1983	79.46	86.88	90.27	93.85	95.75
1984	70.80	85.46			

[1] Payment of the contributions relating to 1980 will not begin until 1986, according to resolution C 17.

11 For the purposes of comparison, the following table shows the percentages of the 1982 and 1983 contributions paid to the UN and the specialized agencies.

Organization	Percentage of contributions for the current year paid by			
	30 June[1]		30 September[1]	
	1982	1983	1982	1983
UN	29.40	41.97	48.65	50.32
ILO	41.21	36.73	51.12	53.89
FAO	32.69	48.08	49.46	55.33
UNESCO	31.45	36.96	49.24	55.60
ICAO	51.77	54.23	68.90	67.72
UPU	93.10	90.27	95.18	93.85
WHO	41.12	46.05	61.37	50.83
ITU	91.33	91.23	93.64	91.27
WMO	56.62	59.08	69.50	63.98
IMO	53.54	61.94	73.70	69.90
WIPO	58.74	57.59	73.55	73.93
IAEA	42.20	42.97	70.56	57.20

12 Annex 3 to the present document shows the position of arrears relating to the years 1981 to 1983. The total amount is 1 608 643.02 Swiss francs, representing globally 2.92% of the amount of contributions due for those three years.

13 At first sight, the total amount of arrears given under headings A, B and C is considerable since it amounted overall to 4 223 824 Swiss francs at 31 March 1984; but it must be realized that the arrears of the UPU's three biggest debtors alone represent 1 450 458 Swiss francs, or nearly one-third of all the arrears.

14 Various measures have been taken to relieve the situation. For a long time the International Bureau has been dealing with the problem of arrears by publishing every six months circulars giving the member countries which are behind in their payments and by making numerous approaches to the postal administrations, and even to the diplomatic representatives, to obtain payment of the arrears, in application of the guidelines laid down by the Rio de Janeiro Congress in its resolution C 89 and by the Executive Council under its decision C 25 of 1977.

15 We should also not forget that an indirect sanction against countries in arrears already exists at the UPU. This is the collection of interest on arrears of contributions and payments for supplies provided by the International Bureau not paid within the regulation periods (General Regulations, articles 124, paragraph 8, and 126). This type of sanction, which at present exists only at the ITU, is being studied in several other organizations such as the ILO, UNESCO and WHO.

[1] Source: Report by the Advisory Committee on Administrative and Budgetary Questions (document A/38/515 of 18 October 1983).

16 Despite this, the Executive Council considered that the search for solutions to clear up the state of arrears was fully justified. To find the optimum solution or solutions for this purpose, it examined those in use in the United Nations family, adding to them two "sui generis" solutions which take account of certain practices peculiar to the UPU.

17. To enable administrations to gain as complete and objective an idea as possible of this delicate problem, it appeared advisable to summarize the practice of the UN and the specialized agencies in the matter.

III. Practice of the United Nations and the other specialized agencies

18 The consultation opened with the UN and the specialized agencies proved to be very interesting, because it brought out the importance of the problem of arrears in the United Nations System. These organizations are all concerned by this problem which in practice arises in two forms.

19 There are first of all the arrears which result from the fact that numerous countries do not pay in time the contributions due for the current budgetary year. This results in sometimes very embarrassing shortages of funds for the organizations, meaning that they are no longer able to meet their financial obligations. This is the category of arrears which most preoccupies the organizations concerned at present.

20 The second category of arrears is that comprising countries whose arrears of contributions go back several years, sometimes even 20 years. In respect of these, different organizations have concluded ad hoc arrangements for such arrears to be paid off over a certain number of years; in certain very rare cases, the organizations have even taken over the arrears which clearly appear to be irrecoverable.

21 These two aspects of the problem are of interest to the UPU, even though it does not suffer from shortages of funds, in contrast to the majority of the other specialized agencies, and even though it has, for such an eventuality, the Reserve Fund and the guarantees of the Swiss Government (General Regulations, article 124, paragraphs 9 and 10). For in the present economic climate the UPU must concern itself with maintaining, by adequate measures, the satisfactory state of its funds and above all the goodwill of the majority of member countries who pay their contributions in time. As for the problem of old arrears, it is of particular interest at the UPU because, in addition to a few well-known individual cases, the UPU must concern itself with repaying Switzerland the advances made under the old system and which cannot be recovered from all debtors.

22 In the range of differing practices, that of the UN represents the dominant trend. Here is a summary of it.

23 Under article 19 of the United Nations Charter which has been taken over "mutatis mutandis" by the ILO, FAO, UNESCO and WIPO, Member States automatically lose their right of vote in the General Assembly when the amount of their arrears equals or exceeds the contributions due for the preceding two years; nevertheless, the General Assembly may permit members in this situation to vote if it finds that the failure to pay is due to conditions beyond their control.

24 At present, the General Assembly strictly applies this sanction, which appears to have a salutory effect on collection of contributions, as at the last General Assembly in 1982 only one country had arrears in contributions within the meaning of article 19 and was thus deprived of its right to vote.

25 It is interesting to note that various UN bodies regularly make efforts throughout the year to obtain the payment of contributions and the clearing up of arrears. For this purpose, appeals are made to the Member States to do everything they can to remove the obstacles to rapid payment, at the beginning of each year, of all contributions outstanding and advances to the Revolving Fund. It should be noted that this Fund was increased for 1982 and 1983 to 100 million dollars precisely in view of the difficulties of collecting contributions. In addition, before every General Assembly, as well as before every special or urgent session, the Office of Financial Services informs the General Affairs Division of the States which are behind in their payments, citing the penalty of article 19. As a general rule, the Member States endeavour to pay the minimum required on the first day

of the session concerned so as not to be penalized. Finally, at the end of November every year, the Office of Financial Services works out for each country behind with payment whether the amount of its arrears equals or exceeds those owed for the last two years and informs it of the measures it should take to regularize the situation and keep its voting rights. Nevertheless, within the UN they talk openly of a "financial crisis" and the Fifth Committee is actively dealing with the problem.

26 As regards the practice of the other specialized agencies, it may be noted among other things:
- that in two organizations (WHO, ICAO) withdrawal of the right to vote is not automatic but depends on the decision of the supreme body which to date has refrained from depriving any member of its voting rights. Despite this, the arrears position is more satisfactory than in the majority of the other specialized agencies;
- that the number of countries deprived of their voting rights in 1982 was as follows: UN 1, ILO 8, ITU 9, WMO 14.[1]

27 It should also be pointed out that in several organizations other penalties are also provided (non-eligibility to join restricted bodies, withholding of certain services or publications (WHO, WMO) or default interest (ITU). Other organizations are at present considering the possibility of introducing these or other penalties to ensure more effectively that their funds are in a satisfactory state (ILO, UNESCO).

IV. Measures which could be envisaged for the UPU

A. Preventive measures

28 On the basis of the practice of the UN and the other specialized agencies, the EC decided to recommend the following measures to Congress, despite the reservations of some delegations.

i Suspension of voting rights

29 The EC adopted this sanction, which exists at the UN and in all the specialized agencies, for it has proved effective in limiting the amount of arrears of a good number of countries, as we have seen in paragraphs 23 to 25. It decided in favour of the UN formula which makes suspension of the right to vote automatic when the amount of arrears equals or exceeds the amount of contributions owed by a member country for the preceding two years, while leaving the body in which such a case occurs the possibility of maintaining the right to vote if it finds that the situation of the country concerned is due to circumstances beyond its control (proposal 1526.91).

ii Withdrawal of eligibility for membership of the restricted bodies

30 Considering that withdrawal of eligibility for membership of the restricted bodies is a sanction justified in respect of members which do not fulfil an obligation as essential as contributing to the expenses of the Union and that it is self-evident for a body such as the Executive Council which is called on to vote the budget, approve the accounts of the Union and settle various administrative questions which should remain the privilege of countries which fulfil their essential obligations towards the UPU, the EC adopted proposal 1526.92 which takes over "mutatis mutandis" the provision in force at the FAO.

iii Interest on arrears

31 As regards the charging of interest on arrears, this is justified from many points of view and consequently should be retained in its present form (General Regulations, articles 124, paragraph 8, and 126), subject to amending in article 126 the period for payment for supplies from the International Bureau (see proposal 1526.1).

[1] These figures were supplied by the organizations concerned.

32 The EC did not adopt the other penalties in use in some organizations (withholding of publications, withholding of the organization's services, including technical assistance).

B. Measures aimed at clearing up certain arrears

33 In the organizations in which the arrears of certain countries have become disquietingly large, specific measures have been or are being taken to liquidate them. These measures are of various kinds. For the UPU, the question is whether measures should be taken or envisaged on the same lines to liquidate the arrears of the old system and the transitional system which, it will be recalled, are constituted by the amounts which the UPU still owes to Switzerland for the advances of funds made up to the end of 1980.

i Conclusion of special agreements

34 While accepting that Congress could instruct the International Bureau to negotiate special agreements to liquidate the biggest arrears of contributions, the EC considered that it was too early at present to adopt such a procedure for certain particular cases.

ii Clearing up of arrears by means of the International Bureau's offsetting system

35 As the countries which have major arrears are often in a deplorable financial situation, it might be feared that it would be difficult to conclude bilateral agreements within the meaning of paragraph 34 and above all to get them implemented. That is why the EC accepted a "sui generis" procedure which has the advantage of clearing up certain countries' debts to the UPU without requiring them to obtain major credits and currency export permits from the appropriate authorities. The solution would be to offset the sums which certain countries owe the UPU by those due to them for transit charges and terminal dues, using the good offices of a third-party country and the International Bureau's role as clearing house.

36 Technically, the procedure is as follows: in the International Bureau's annual clearing operation for the settlement of transit charges and terminal dues, the Bureau would enter in the offsetting table of the General Liquidation Account of transit charges and surface-mail terminal dues the country which is in arrears of contributions opposite a third-party country which is supposed to pay it the total amount of transit charges and terminal dues to which it is entitled, but which would, in fact, pay that amount to the International Bureau to pay off the contribution arrears of the country concerned.

37 This procedure was proposed to several of the UPU's debtors and was accepted by the majority of them, including some which owe the Union considerable arrears. There are therefore good reasons for being optimistic about the medium-term clearing up of the arrears owed the UPU. That is why the EC is suggesting that Congress adopt the draft recommendation which is the subject of proposal 09.

38 As this procedure should be exceptional, it should be laid down that it would be applicable only to the liquidation of arrears exceeding the contributions for the preceding five years.

iii Placing in a lower class of countries with large arrears

39 Under the present UPU financing system, the member countries freely choose their contribution class for the purpose of meeting the Union's expenses (Constitution, article 21, paragraph 4). In addition, they may later request to be placed in a lower class on condition that this change is communicated to the International Bureau before the opening of Congress (General Regulations, article 125). Consequently, the EC decided to leave it to the International Bureau, when it appeared advisable, to invite member countries with major arrears of contributions to request to be placed in a lower class, so that they are not charged sums which they are unable to pay and which it is subsequently difficult to recover.

iv Absorption of certain arrears by the Union

40 It may be imagined that, in some extremely rare cases, the Union does not succeed in recovering certain arrears of contributions either on the basis of a freely agreed bilateral agreement or even by the above-mentioned clearing system. For such eventualities, absorption of these arrears by the Union would have to be envisaged. The amounts concerned would be either taken out of the UPU's Reserve Fund or included in its budget and apportioned over one or more years among all the member countries. This solution does not require the adoption of a specific provision; it should be regulated from case to case by a Congress resolution. It should be recalled that this extreme solution has been applied by only a few organizations. Consequently, the EC favoured putting off any decision on this matter until there was such a case for current consideration.

Rio de Janeiro, 13 April 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 8/Annex 1

Arrears incurred under the old financial system

Sums owed at 31 March 1984 by Union member countries (in Swiss francs)

Member countries	No of contribution units in 1980	Contributions Year	Amount	Supplies	Interest	Total amount
A. Debts of over 5000 francs						
Central African Rep	1	1973 and 1975 1976–1978	44 903.79	10 054.44	16 171.57	71 129.80
Comoros	1	1976–1978	34 990.00	6 246.10	10 485.46	51 721.56
Dominican Republic	3	1962–1978	383 058.00	18 599.15	205 829.30	607 486.45
Gambia	1	1976–1978	27 856.46	3 392.77	9 268.83	40 518.06
Guatemala	3	1978	35 910.00	–	23 000.58	58 910.58
Democratic Kampuchea	1	1973–1978	59 223.10	3 088.45	19 627.29	81 938.84
Mauritania	1	1974–1978	40 828.57	1 796.95	12 357.91	54 983.43
Nicaragua	1	1976–1978	34 990.00	1 193.45	12 764.65	48 948.10
Peru	3	–	–	5 227.37	9 611.76	14 839.13
Sudan	1	–	–	16 726.10	7 227.58	23 953.68
Chad	1	1970–1978	66 205.90	3 255.82	28 184.79	97 646.51
Portuguese Provinces in West Africa		1975	108 600.00		38 492.20	147 092.20
Portuguese Provinces in Asia and Oceania		1975–1978	458 500.00		125 702.15	584 202.15
			1 295 065.82	69 580.60	518 724.07	1 883 370.49
B. Debts of less than 5000 francs						
(44 member countries)			530.00	22 083.38	35 226.26	57 839.64
			1 295 595.82	91 663.98	553 950.33	1 941 210.13

Congress – Doc 8/Annex 2

Statement of arrears incurred under the transitional system
First three instalments of 20 percent of the 1979 contributions

Position at 31 March 1984 (in Swiss francs)

Country	Number of contribution units	Amount owed	Country	Number of contribution units	Amount owed
Argentina	20	59 520.00	Niger	1	2 976.00
Benin	1	5 952.00	Nigeria	5	14 880.00
Burundi	1	553.89	Uganda	1	8 928.00
Cameroon	1	5 952.00	Peru	3	26 784.00
Cape Verde	1	2 976.00	Philippines	1	5 952.00
Central African Rep	1	8 928.00	Democratic People's	10	29 760.00
Chile	5	13 664.90	Rep of Korea		
Colombia	3	8 928.00	Romania	10	29 760.00
Comoros	1	8 928.00	Senegal	1	5 952.00
Cuba	3	26 784.00	Somalia	1	5 952.00
Dominican Republic	3	8 928.00	Sudan	1	5 952.00
El Salvador	1	8 928.00	Suriname	1	2 976.00
Ethiopia	1	2 976.00	Tanzania (United Rep)	1	5 952.00
Gambia	1	8 928.00	Chad	1	8 928.00
Ghana	3	26 784.00	Togo	1	8 928.00
Guatemala	3	26 784.00	Trinidad and Tobago	1	2 976.00
Guinea	1	8 008.88	Tunisia	5	14 880.00
Guinea-Bissau	1	8 928.00	Uruguay	3	17 856.00
Equatorial Guinea	3	26 784.00	Venezuela	3	26 784.00
Guyana	1	5 952.00	Zaire	3	8 928.00
Haiti	3	8 928.00			
Upper Volta	1	5 952.00			
Hungarian People's Rep	10	29 760.00	Total amount outstanding		673 971.67
Iran	5	14 880.00	at 31 March 1984		
Democratic Kampuchea	1	8 928.00			
Lao People's Dem Rep	1	5 952.00			
Lebanon	1	2 976.00	Amount billed in three		6 538 272.00
Liberia	1	5 952.00	instalments		
Madagascar	3	17 856.00			
Mauritania	1	8 928.00			
Mexico	15	44 640.00	Arrears as a percentage		10.31%
Nicaragua	1	8 928.00	of amount billed		

Congress – Doc 8/Annex 3

Statement of arrears incurred under the new financial system

Position at 31 March 1984 (in Swiss francs)

Country	Number of contribution units	1981	1982	1983	Total
Belize	1	–	17 500.00	17 500.00	35 000.00
Benin	1	16 750.00	970.05	17 500.00	35 220.05
Cameroon	1	–	–	17 500.00	17 500.00
Central African Rep	1	16 750.00	17 500.00	17 500.00	51 750.00
Comoros	1	16 750.00	17 500.00	17 500.00	51 750.00
Cuba	3	–	–	33 778.00	33 778.00
Dominican Republic	3	50 250.00	52 500.00	–	102 750.00
El Salvador	1	16 750.00	17 500.00	17 500.00	51 750.00
Gambia	1	16 750.00	17 500.00	17 500.00	51 750.00
Ghana	3	–	52 500.00	52 500.00	105 000.00
Guinea	1	–	–	425.78	425.78
Guinea-Bissau	1	16 750.00	17 500.00	17 500.00	51 750.00
Equatorial Guinea	3	50 250.00	52 500.00	52 500.00	155 250.00
Guyana	1	–	–	17 500.00	17 500.00
Upper Volta	1	–	–	17 500.00	17 500.00
Iraq	5	–	–	87 500.00	87 500.00
Democratic Kampuchea	1	16 750.00	17 500.00	17 500.00	51 750.00
Liberia	1	–	17 500.00	17 500.00	35 000.00
Madagascar	3	–	–	52 500.00	52 500.00
Mauritania	1	4 633.78	17 500.00	17 500.00	39 633.78
Nicaragua	1	16 750.00	17 500.00	17 500.00	51 750.00
Niger	1	–	–	17 500.00	17 500.00
Uganda	1	16 750.00	17 500.00	17 500.00	51 750.00
Peru	3	50 250.00	52 500.00	52 500.00	155 250.00
Philippines	1	–	–	17 500.00	17 500.00
Saint Vincent and the Grenadines	1	–	–	17 500.00	17 500.00
Sierra Leone	1	–	3 998.35	17 500.00	21 498.35
Somalia	1	–	10 761.44	17 500.00	28 261.44
Sudan	1	–	16 142.12	17 500.00	33 642.12
Suriname	1	12 183.50	–	–	12 183.50
Tanzania (United Rep)	1	–	17 500.00	–	17 500.00
Chad	1	16 750.00	17 500.00	17 500.00	51 750.00
Togo	1	–	17 500.00	17 500.00	35 000.00
Uruguay	1	–	–	52 500.00	52 500.00
Total arrears at 31 March 1984		335 067.28	486 871.96	786 703.78	1 608 643.02
Total contributions		17 763 375.00	18 637 500.00	18 637 500.00	55 038 375.00
Arrears as a percentage of the total contributions		1.89%	2.61%	4.22%	2.92%

Congress – Doc 8/Add 1

Problem of arrears at the UPU

Additional memorandum by the Secretary-General

So that all concerned may have a precise idea of changes in the arrears position since 31 March 1984, we give in the present addendum the arrears position at 15 June 1984, in the same format as that used in Congress – Doc 8/Annexes 1 to 3.

Hamburg, 25 June 1984

M I SOBHI
Secretary-General

Congress – Doc 8/Add 1/Annex 1

Arrears incurred under the old financial system

Sums owed at 15 June 1984 by Union member countries (in Swiss francs)

Member countries	No of contribution units in 1980	Contributions Year	Amount	Supplies	Interest	Total amount
A. Debts of over 5000 francs						
Central African Rep	1	1973 and 1975 1976–1978	44 903.79	10 054.44	16 171.57	71 129.80
Comoros	1	1976–1978	34 990.00	6 246.10	10 485.46	51 721.56
Dominican Republic	3	1962–1978	383 058.00	18 599.15	205 829.30	607 486.45
Gambia	1	1976–1978	27 856.46	3 392.77	9 268.83	40 518.06
Guatemala	3	1978	35 910.00	–	23 000.58	58 910.58
Democratic Kampuchea	1	1973–1978	59 223.10	3 088.45	19 627.29	81 938.84
Mauritania	1	1974–1978	40 828.57	1 796.95	12 357.91	54 983.43
Nicaragua	1	–	–	–	6 748.00	6 748.00
Peru	3	–	–	5 227.37	9 611.76	14 839.13
Sudan	1	–	–	16 726.10	7 227.58	23 953.68
Chad	1	1970–1978	66 205.90	3 255.82	28 184.79	97 646.51
Portuguese Provinces in West Africa		1975	108 600.00		38.492.20	147 092.20
Portuguese Provinces in Asia and Oceania		1975–1978	458 500.00		125 702.15	584 202.15
			1 260 075.82	68 387.15	512 707.42	1 841 170.39
B. Debts of less than 5000 francs						
(42 member countries)			–	19 674.33	31 926.05	51 600.38
			1 260 075.82	88 061.48	544 633.47	1 892 770.77

Congress – Doc 8/Add 1/Annex 2

Statement of arrears incurred under the transitional system
First three instalments of 20 percent of the 1979 contributions

Position at 15 June 1984 (in Swiss francs)

Country	Number of contribution units	Amount owed	Country	Number of contribution units	Amount owed
Argentina	20	59 520.00	Nigeria	5	14 880.00
Burundi	1	553.89	Uganda	1	8 928.00
Cameroon	1	5 952.00	Peru	3	26 784.00
Cape Verde	1	2 976.00	Philippines	1	5 952.00
Central African (Rep)	1	8 928.00	Romania	10	29 760.00
Chile	5	13 664.90	Senegal	1	5 952.00
Colombia	3	8 928.00	Somalia	1	5 952.00
Comoros	1	8 928.00	Sudan	1	5 952.00
Cuba	3	26 784.00	Suriname	1	2 976.00
Dominican Republic	3	8 928.00	Tanzania (United Rep)	1	5 952.00
El Salvador	1	8 928.00	Chad	1	8 928.00
Gambia	1	8 928.00	Togo	1	8 928.00
Ghana	3	26 784.00	Trinidad and Tobago	1	2 976.00
Guatemala	3	26 784.00	Tunisia	5	14 880.00
Guinea	1	8 008.88	Uruguay	3	17 856.00
Guinea-Bissau	1	8 928.00	Venezuela	3	26 784.00
Equatorial Guinea	3	26 784.00	Zaire	3	8 928.00
Haiti	3	8 928.00			
Upper Volta	1	2 976.00			
Hungarian People's Rep	10	29 760.00	Total amount outstanding		595 625.67
Iran	5	14 880.00	at 15 June 1984		
Democratic Kampuchea	1	8 928.00			
Lao People's Dem Rep	1	5 952.00			
Lebanon	1	2 976.00			
Liberia	1	5 952.00			
Madagascar	3	8 928.00	Amount billed		6 538 272.00
Mauritania	1	8 928.00	in three instalments		
Mexico (balance)	15	28 790.00			
Nicaragua	1	2 976.00	Arrears as a percentage		9.10%
Niger	1	2 976.00	of amount billed		

Congress – Doc 8/Add 1/Annex 3

Statement of arrears incurred under the new financial system

Position at 15 June 1984 (in Swiss francs)

Country	Number of contribution units	1981	1982	1983	Total
Belize	1	–	17 500.00	17 500.00	35 000.00
Cameroon	1	–	–	17 500.00	17 500.00
Central African Rep	1	16 750.00	17 500.00	138.10	34 388.10
Comoros	1	16 750.00	17 500.00	17 500.00	51 750.00
Cuba	3	–	–	33 778.00	33 778.00
Dominican Republic	3	50 250.00	52 500.00	–	102 750.00
El Salvador	1	16 750.00	17 500.00	17 500.00	51 750.00
Gambia	1	16 750.00	17 500.00	17 500.00	51 750.00
Ghana	3	–	52 500.00	52 500.00	105 000.00
Guinea	1	–	–	425.78	425.78
Guinea-Bissau	1	16 750.00	17 500.00	17 500.00	51 750.00
Equatorial Guinea	3	50 250.00	52 500.00	52 500.00	155 250.00
Upper Volta	1	–	–	17 500.00	17 500.00
Iraq	5	–	–	87 500.00	87 500.00
Democratic Kampuchea	1	16 750.00	17 500.00	17 500.00	51 750.00
Liberia	1	–	17 500.00	17 500.00	35 000.00
Mauritania	1	4 633.78	17 500.00	17 500.00	39 633.78
Niger	1	–	–	17 500.00	17.500.00
Uganda	1	16 750.00	17 500.00	17 500.00	51 750.00
Peru	3	50 250.00	52 500.00	52 500.00	155 250.00
Philippines	1	–	–	17 500.00	17 500.00
Saint Vincent and the Grenadines	1	–	–	17 500.00	17 500.00
Sierra Leone	1	–	3 998.35	17 500.00	21 498.35
Somalia	1	–	10 761.44	17 500.00	28 261.44
Sudan	1	–	16 142.12	17 500.00	33 642.12
Tanzania (United Rep)	1	–	17 500.00	–	17 500.00
Chad	1	16 750.00	17 500.00	17 500.00	51 750.00
Togo	1	–	2 504.00	17 500.00	20 004.00
Uruguay	1	–	–	52 500.00	52 500.00
Total arrears at 15 June 1984		289 383.78	453 405.91	664 341.88	1 407 131.57
Total contributions		17 763 375.00	18 637 500.00	18 637 500.00	55 038 375.00
Arrears as a percentage of the total contributions		1.63%	2.43%	3.56%	2.56%

Congress – Doc 9

New transit charge scales

Executive Council report

I. Introduction

1 The 1979 Rio de Janeiro Congress, in adopting resolution C 28, instructed the Executive Council:

i to update the scales of transit charges fixed in article 61 of the Convention, by the method used in drawing them up, as short a time as possible before the next Congress;

ii to continue the economic study on the structure of the scales;

iii to seek ways of reflecting, if necessary, in these scales the development of all factors entering into consideration for drawing them up.

2 The Executive Council entrusted the study to its Committee 5 (Transit Charges and Terminal Dues).

3 To cover the points raised in the above resolution, it was agreed that:

– the updating of the transit charge scales would be done by the International Bureau when the time came, according to the usual method of calculation and taking account of all of the recommendations which the Executive Council might express concerning the level of transport costs;

– the study on clauses ii and iii of resolution C 28 was entrusted to a Working Party of Committee 5 composed of the following countries: United States of America (reporting country), Argentina, Egypt, Great Britain, India, USSR and Yugoslavia.

4 A questionnaire was circulated to all postal administrations on 15 October 1981 to gather their views on the traditional method of drawing up the transit charge scales, on the structure of the scales, on the commercial transport price for 15 commodities comparable to mail, on the price actually paid for the transport of mail and on ways of reflecting price movements in the scales during the period between Congresses.

5 In spite of the fact that few administrations took part in this consultation (only 54), probably because a great many administrations provide neither land nor sea transit, it nevertheless enabled the 1982 Executive Council to reach the following decisions:

– the principles for fixing the transit charge scales adopted by the Technical Committe on Transit and ratified by the 1952 Brussels Congress, and the present structure of the scales, should be maintained;

– the commercial price for the transport of 15 commodities comparable to mail, which makes up the (land and sea) "transports costs" element, should be replaced by the price actually paid. This decision is the origin of proposal 3000.1;

– to reflect any changes in the elements taken into account in the scales during the period between Congresses, the scales should, at the time, they are fixed, be subject to a coefficient reflecting the average increase in transport prices actually paid and in postal costs during the previous five years; these scales would be fixed for the whole period of application of the Convention.

6 At its 1982 session, the Executive Council decided:

i to update, towards the end of the year and by means of the traditional method of calculation, the land and sea transit charge scales adopted by the Rio de Janeiro Congress;

ii to prepare, by the same method of calculation, a variant of the new scales based on the prices actually paid by postal administrations for the transport of mail over various routes (instead of basing them on the commercial transport prices for 15 commodities comparable to mail);

iii with respect to calculation of the coefficient of increase to ensure economic stability of the scales during the period of application of the Acts of the next Congress:
- to obtain direct from administrations information on changes in the prices actually paid for the transport of mail,
- to request the ICS to supply information on recent trends in sea transport prices.

7 In view of these decisions:
- postal administrations were asked to reply to the questionnaire designed to gather the information needed for calculating the new transit charge scales, namely:
  a designation and length of routes;
  b annual weights of mail conveyed in transit according to the results of the 1982 statistics for transit charges;
  c commercial transport prices for 15 commodities comparable to mail;
  d the prices actually paid by postal administrations;
  e postal costs;
- the ICS was asked for its part to supply information on price movements for sea transport over the last ten years.

8 The International Bureau received replies from 50 administrations, 28 of which provided details relevant to calculation of the new scales:

Argentina
Australia
Austria
Belgium
Brazil
Canada
Chile
Denmark
France
Germany, Fed Rep of
Great Britain
India
Italy
Japan
Jordan
Kenya
Netherlands
Portugal
South Africa
Spain
Sri Lanka
Sweden
Switzerland
Syrian Arab Rep
United States of America
Yemen (People's Dem Rep)
Zaire
Zimbabwe

Seven administrations supplied incomplete data which could not be taken into consideration.

Another 15 administrations stated that they provided neither land nor sea transit.

Lastly, the International Chamber of Shipping stated that it was unable to respond to the request of the International Bureau regarding tariff movements.

II. Basis for calculation of the draft new transit charge scales

9 In accordance with Rio de Janeiro Congress resolution C 28 and with the decision of the 1982 Executive Council, calculation of the land and sea transit charges scales was carried out by the customary method developed by the Technical Committee on Transit, the main points of which are:

a the rate for each step of the transit charge scales is made up of two components: "transport costs" and "postal costs";

b the "transport costs" component is determined on the basis of the weighted world average – calculated mathematically – of the commercial prices for the transport of commodities comparable to mail and on the basis of the prices actually paid, by applying to the median length of each step of the scales the weighted world average price per tonne-kilometre or per tonne-nautical mile, as the case may be, corresponding to that median length (for the system of calculation, see annex 1);

c the "postal costs" component is calculated on the basis of the weighted world arithmetical mean of the postal costs incurred by administrations in effecting purely postal operations for transit mail.

A. "Transport costs" components

10 The data supplied by the above 28 administrations, carefully checked and taken into consideration for calculating the weighted world average price curves for land and sea transport, are given in annex 2.

11 Rearranged for the purpose of calculating the "transport costs" components, the figures are as shown in annex 3. The weighted world average prices in gold centimes per tonne-kilometre and per tonne-nautical mile thus obtained for the distances covered by the draft new land and sea transit charge scales are given in column 4 of annex 4.

B. "Postal costs" components

12 The data concerning the "postal costs" components in land and sea transit and the calculation of these components are given in annex 5. The results have been carried over to annex 4 (column 5).

C. Draft new transit charge scales

13 Bearing in mind the "transport costs" and "postal costs" components as calculated, the draft new land and sea transit charge scales, based on the replies to the above-mentioned questionnaire (paragraph 7 above) are shown in column 7 of annex 4. In relation to the scales adopted by the Rio de Janeiro Congress (or the scales calculated with the 1978 data), the new transit charge scales appear as follows:

– *draft a* (see paragraph 15), calculated on the commercial prices for the transport of 15 commodities comparable to mail, satisfies operative paragraph i of resolution C 28 of the 1979 Rio de Janeiro Congress;

– *draft b* (see paragraph 16), calculated on the transport prices actually paid, complies with the decision taken by the Executive Council at its 1982 session, which has given rise to proposal 3000.1.

14 In order to reflect tariff movements during the inter-Congress period in relation to the average increase in transport costs and postal costs, administrations were asked for information about the prices actually paid in 1978 and in 1984. Coefficients reflecting these movements were applied to the scales based on the prices actually paid in 1983. Compared to the scales calculated on the prices actually paid in 1978, the new scales appear as follows:

– *draft c* (see paragraph 17) calculated on the transport prices actually paid in 1983, to which coefficients have been applied in order to reflect the average variation in transport prices and postal costs during the preceding five years. This draft complies with the decision taken by the Executive Council at its 1982 session. The results obtained are given in column 7 of annex 4, while the calculation of the coefficients will be found in annex 6.

15 *Draft a*

Land transit calculated on commercial prices for the transport of 15 commodities

Distances traversed	New scale Charge per kg gross	Present scale (Rio de Janeiro Convention)	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 km	0.37	0.25	48.0
Above 300 up to 600	0.54	0.39	38.5
Above 600 up to 1000	0.74	0.53	39.6
Above 1000 up to 1500	0.98	0.70	40.0
Above 1500 up to 2000	1.25	0.88	42.0
Above 2000 up to 2500	1.51	1.04	45.2
Above 2500 up to 3000	1.76	1.20	46.7
Above 3000 up to 3800	2.09	1.40	49.3
Above 3800 up to 4600	2.49	1.64	51.8
Above 4600 up to 5500	2.91	1.89	54.0
Above 5500 up to 6500	3.38	2.15	57.2
Above 6500 up to 7500	3.86	2.42	59.5
Above 7500 for each additional 1000 km	0.47	0.24	95.8

Sea transit calculated on commercial prices for the transport of 15 commodities

Distances traversed	New scale Charge per kg gross	Present scale (Rio de Janeiro Convention)	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 nautical miles	0.47	0.40	17.5
Above 300 up to 600	0.57	0.54	5.6
Above 600 up to 1000	0.64	0.66	– 3.0
Above 1000 up to 1500	0.70	0.77	– 9.1
Above 1500 up to 2000	0.75	0.87	– 13.8
Above 2000 up to 2500	0.80	0.95	– 15.8
Above 2500 up to 3000	0.83	1.03	– 19.4
Above 3000 up to 3500	0.86	1.10	– 21.8
Above 3500 up to 4000	0.89	1.17	– 23.9
Above 4000 up to 5000	0.93	1.25	– 25.6
Above 5000 up to 6000	0.97	1.36	– 28.7
Above 6000 up to 7000	1.01	1.46	– 30.8
Above 7000 up to 8000	1.04	1.55	– 32.9
Above 8000 for each additional 1000 n m	0.02	0.07	– 71.4

Land transit calculated on transport prices actually paid in 1983

Distances traversed	New scale Charge per kg gross	Scale calculated on 1978 prices	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 km	0.44	0.42	4.8
Above 300 up to 600	0.64	0.56	14.3
Above 600 up to 1000	0.81	0.67	20.9
Above 1000 up to 1500	1.01	0.77	31.2
Above 1500 up to 2000	1.20	0.87	37.9
Above 2000 up to 2500	1.37	0.94	45.7
Above 2500 up to 3000	1.53	1.01	51.5
Above 3000 up to 3800	1.73	1.09	58.7
Above 3800 up to 4600	1.95	1.18	65.3
Above 4600 up to 5500	2.18	1.26	73.0
Above 5500 up to 6500	2.42	1.34	80.6
Above 6500 up to 7500	2.65	1.42	86.6
Above 7500 for each additional 1000 km	0.20	0.06	233.3

Sea transit calculated on transport prices actually paid in 1983

Distances traversed	New scale Charge per kg gross	Scale calculated on 1978 prices	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 nautical miles	0.45	0.42	7.1
Above 300 up to 600	0.56	0.49	14.3
Above 600 up to 1000	0.64	0.53	20.8
Above 1000 up to 1500	0.72	0.57	26.3
Above 1500 up to 2000	0.78	0.60	30.0
Above 2000 up to 2500	0.83	0.63	31.7
Above 2500 up to 3000	0.88	0.65	35.4
Above 3000 up to 3500	0.92	0.67	37.3
Above 3500 up to 4000	0.96	0.68	41.2
Above 4000 up to 5000	1.01	0.70	44.3
Above 5000 up to 6000	1.07	0.73	46.6
Above 6000 up to 7000	1.12	0.75	49.3
Above 7000 up to 8000	1.16	0.77	50.6
Above 8000 for each additional 1000 n m	0.04	0.01	300.0

17 *Draft c*

Land transit calculated on the transport prices actually paid in 1983, to which coefficients have been applied in order to reflect the average variation in transport prices and postal costs during the preceding five years*

Distances traversed	New scale Charge per kg gross	Scale calculated on 1978 prices	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 km	0.50	0.42	19.1
Above 300 up to 600	0.68	0.56	21.4
Above 600 up to 1000	0.85	0.67	26.9
Above 1000 up to 1500	1.03	0.77	33.8
Above 1500 up to 2000	1.20	0.87	37.9
Above 2000 up to 2500	1.37	0.94	45.7
Above 2500 up to 3000	1.52	1.01	50.5
Above 3000 up to 3800	1.70	1.09	56.0
Above 3800 up to 4600	1.91	1.18	61.9
Above 4600 up to 5500	2.12	1.26	68.3
Above 5500 up to 6500	2.34	1.34	74.6
Above 6500 up to 7500	2.57	1.42	81.0
Above 7500 for each additional 1000 km	0.19	0.06	216.7

* On the basis of the information supplied by the postal administrations, the resulting coefficients corresponding to half of the five-year period are as follows (see annex 6):
– transport costs: 0.9359;
– postal costs: 1.2432.

Sea transit calculated on the transport prices actually paid in 1983, to which coefficients have been applied in order to reflect the average variation in transport prices and postal costs during the preceding five years*

Distances traversed	New scale Charge per kg gross	Scale calculated on 1978 prices	Percentage variation of transit charges in col 2 over those in col 3
1	2	3	4
	fr c	fr c	%
Up to 300 nautical miles	0.47	0.42	11.9
Above 300 up to 600	0.59	0.49	20.4
Above 600 up to 1000	0.67	0.53	26.4
Above 1000 up to 1500	0.74	0.57	29.8
Above 1500 up to 2000	0.81	0.60	35.0
Above 2000 up to 2500	0.86	0.63	36.5
Above 2500 up to 3500	0.91	0.65	40.0
Above 3000 up to 3500	0.95	0.67	41.8
Above 3500 up to 4000	0.99	0.68	45.6
Above 4000 up to 5000	1.04	0.70	48.6
Above 5000 up to 6000	1.10	0.73	50.7
Above 6000 up to 7000	1.16	0.75	54.7
Above 7000 up to 8000	1.20	0.77	55.8
Above 8000 for each additional 1000 n m	0.04	0.01	300.0

* On the basis of the information supplied by the postal administrations, the resulting coefficients corresponding to half of the five-year period are as follows (see annex 6):
– transport costs: 1.0240;
– postal costs: 1.0738.

18 The three draft transit scales submitted to Congress are summarized below:

Distances traversed	Rio de Janeiro scale* (for information)	Calculation of new Hamburg scales on the basis of		
		The transport prices for 15 commodities	The prices actually paid	The prices actually paid with coefficients**
		Draft a	Draft b	Draft c
1	2	3	4	5
Land transit				
Up to 300 km	0.25	0.37	0.44	0.50
Above 300 up to 600	0.39	0.54	0.64	0.68
Above 600 up to 1000	0.53	0.74	0.81	0.85
Above 1000 up to 1500	0.70	0.98	1.01	1.03
Above 1500 up to 2000	0.88	1.25	1.20	1.20
Above 2000 up to 2500	1.04	1.51	1.37	1.37
Above 2500 up to 3000	1.20	1.76	1.53	1.52
Above 3000 up to 3800	1.40	2.09	1.73	1.70
Above 3800 up to 4600	1.64	2.49	1.95	1.91
Above 4600 up to 5500	1.89	2.91	2.18	2.12
Above 5500 up to 6500	2.15	3.38	2.42	2.34
Above 6500 up to 7500	2.42	3.86	2.65	2.57
Above 7500 for each additional 1000 km	0.24	0.47	0.20	0.19
Sea transit				
Up to 300 nautical miles	0.40	0.47	0.45	0.47
Above 300 up to 600	0.54	0.57	0.56	0.59
Above 600 up to 1000	0.66	0.64	0.64	0.67
Above 1000 up to 1500	0.77	0.70	0.72	0.74
Above 1500 up to 2000	0.87	0.75	0.78	0.81
Above 2000 up to 2500	0.95	0.80	0.83	0.86
Above 2500 up to 3000	1.03	0.83	0.88	0.91
Above 3000 up to 3500	1.10	0.86	0.92	0.95
Above 3500 up to 4000	1.17	0.89	0.96	0.99
Above 4000 up to 5000	1.25	0.93	1.01	1.04
Above 5000 up to 6000	1.36	0.97	1.07	1.10
Above 6000 up to 7000	1.46	1.01	1.12	1.16
Above 7000 up to 8000	1.55	1.04	1.16	1.20
Above 8000 for each additional 1000 n m	0.07	0.02	0.04	0.04

* Scales calculated solely on the prices for the transport of 15 commodities.

** Coefficient of variation:

Transport costs	land	0.9359	Postal costs	land	1.2432
	sea	1.0240		sea	1.0738

The following observations would seem relevant:

19 *a With regard to commercial prices:*

	Present scales	Draft new scales
Land transit		
– Number of countries providing data for drawing up the scale	30	24
– Number of transit routes (price routes) considered	214	153
– Total weight in kg of transit mail considered	104 528 695	46 924 307
– Postal costs in g c per kg	15.6	27.2

– The number of replies sent to the International Bureau has dropped since Rio de Janeiro. The weights of items in transit are 54 percent lower than those taken into account in the calculations for the Rio de Janeiro Congress.
– Eighty-eight percent of the routes and 98.7 percent of the transit weights appear between 0 and 1500 km, whereas between 1500 and 5500 km only 18 routes, accounting for 1.3 percent of the weights considered, appear in the replies; no reply was given for the longer distances.
– It follows from the above remarks that the scale is representative only up to the 1500 km distance. Beyond that, the figures given are merely the result of extrapolating the trend noted between 0 and 1500 km.
– In the Rio de Janeiro calculations, the replies that influenced the scale concerned distances of up to 2500 km. This may explain why, in the scale, the variation in relation to Rio de Janeiro (col 4) is reversed as from the distances 2000–2500.

Sea transit		
– Number of countries providing data for drawing up the scales	18	21
– Number of transit routes (price routes) considered	165	175
– Total weight in kg of transit mail considered	20 486 680	12 114 593
– Postal costs in g c per kg	18.1	21.1

– The reduction in relation to the Rio de Janeiro scale for distances over 600 nautical miles reflects the tariff situation stated by administrations for the distances concerned (600 to 15 000 nautical miles).
– The fact that about 50 percent of the weights are transported over distances under 300 nautical miles at very high and increasing prices does not affect the rest of the scale in which, by contrast, there have been reductions.
– A similar situation arose at the Tokyo Congress, as shown in the following table:

Sea transit calculated on commercial prices for the transport of 15 commodities comparable to mail

Distance steps	Brussels 1952	Vienna 1964		Tokyo 1969	
	Rate g fr	Rate g fr	%	Rate g fr	%
up to 300 nautical miles	0.12	0.19	+ 58.3	0.21	+ 10.5
above 300 up to 600	0.17	0.27	+ 58.8	0.28	+ 3.7
above 600 up to 1000	0.21	0.33	+ 57.1	0.33	0.0
above 1000 up to 1500	0.24	0.38	+ 58.3	0.37	– 2.6
above 1500 up to 2000	0.27	0.43	+ 59.3	0.41	– 4.7
above 2000 up to 2500	0.30	0.47	+ 56.7	0.44	– 6.4
above 2500 up to 3000	0.32	0.50	+ 56.3	0.47	– 6.0
above 3000 up to 3500	0.34	0.53	+ 55.9	0.50	– 5.7
above 3500 up to 4000	0.36	0.56	+ 55.6	0.52	– 7.1
above 4000 up to 5000	0.38	0.60	+ 57.9	0.55	– 8.3
above 5000 up to 6000	0.41	0.64	+ 56.1	0.58	– 9.4
above 6000 up to 7000	0.44	0.69	+ 56.8	0.61	– 11.6
above 7000 up to 8000	0.46	0.72	+ 56.5	0.64	– 11.1
above 8000	0.48	0.76	+ 58.3	0.67	– 11.8
for each additional 1000 n m					

20 *b With regard to the prices actually paid:*

	Scales calculated on 1978 prices	Scales calculated on 1983 prices
Land transit		
– Number of countries providing data for drawing up the scale	22	26
– Number of transit routes (price routes) considered	160	175
– Total weight in kg of transit mail considered	53 407 276	45 579 571
– Postal costs in g c per kg	17.6	27.2

– In regard to the data supplied for 1978 and 1983, the same comments can be made as those relating to the commercial prices: the scale is truly representative of the replies only for the distances below 1500 km.

Sea transit		
– Number of countries providing data for drawing up the scales	21	23
– Number of transit routes (price routes) considered	174	195
– Total weight in kg of transit mail considered	10 359 547	11 828 384
– Postal costs in g c per kg	18.3	21.1

- The scale calculated on the prices actually paid becomes higher (except for the first two distance steps) than that calculated on the prices of the 15 commodities because:
  - of the 195 routes taken into account for the calculation according to the prices actually paid, only 133 cost the same or less than the 15 commodities;
  - the routes where the price actually paid is higher than that of the 15 commodities are used for the transit of 21 percent of the weight of the mail. Because of the weightings, this phenomenon will affect the general trend of the scale;
  - the 62 dearest routes are concentrated over high distance strata. There are:
    15 routes from 4000 to 5000 n m;
    8 routes from 5000 to 6000 n m;
    9 routes from 6000 to 7000 n m.

III. Next revision of transit charges and study to be undertaken

21 In view of what was noted in paragraphs 19 and 20 above, the Executive Council decided to include in the draft resolution concerning the updating of the transit charges a study aimed at eliminating the distortions found during the calculation of the scales.

IV. Conclusions

22 The Executive Council did not see fit to recommend a particular scale. It therefore leaves it to Congress to decide which scale (see paragraphs 15, 16, 17 and 18) should be adopted:
- scale calculated on the prices of the 15 commodities comparable to mail, in accordance with proposal 3061.3;
- scale calculated on the prices actually paid in 1983, in accordance with proposal 3061.4;
- scale calculated on the prices actually paid in 1983 to which coefficients have been applied to reflect the variation in transport costs and postal costs over the period 1978–1983, in accordance with proposal 3061.5.

23 The Executive Council, aware of the variation in the factors on which the calculation of these scales is based, recommends adoption of the draft resolution which is the subject of proposal 3061.2 (paragraph 21).

24 The Executive Council recommends Congress to adopt the draft resolution contained in proposal 3000.1 pending completion of the study which is the subject of proposal 3061.2 (see paragraphs 4 and 5).

Berne, 26 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 9/Annex 1

Method of calculating the weighted world average transport price curve equations

1 In accordance with Rio de Janeiro Congress resolution C 28, the new transit charge scales to be submitted to the Hamburg Congress are to be drawn up by the customary method. Accordingly, the "least squares" method was again used to obtain the weighted world average price curve equations for land and sea transport on which the "transport costs" components of the draft scales are based.

2 These equations are of the form: $y = \frac{10^a}{x^{-b}}$, where

y represents the weighted world average price in gold centimes per tonne-kilometre or per tonne-nautical mile
x represents the distance in kilometres or nautical miles
a and b are constants calculated on the basis of three factors given in annex 1 (distances in kilometres or nautical miles, prices in gold centimes per tonne-kilometre or per tonne-nautical mile, and weight in kilogrammes).
These equations are solved by means of logarithms.

3 The actual data for the calculation of the weighted world average price curves for land and sea transport are given in annex 3.

4 If for a given route, of rank i:

by K_i is designated the total annual weight in kg of mail conveyed in transit over this route;

by x_i is designated the logarithm of the length of this distance, in km or nautical miles as the case may be;

by y_i is designated the logarithm of the price in gold centimes per tonne-kilometre or tonne-nautical mile, as the case may be;

if, furthermore, for all the routes there are totalized the sum of the $K_i (= \sum K_i)$, and the sum of the products $K_i x_i$, $K_i y_i$, $K_i x_i y_i$ and $K_i x_i^2$, a sum which is represented by $\sum K_i x_i$, $\sum K_i y_i$, $\sum K_i x_i y_i$ and $\sum K_i x_i^2$, respectively,

the value of the constants a and b appearing in the general equation of each of the curves will be obtained on the basis of the following relations:

$$a = \frac{\sum K_i y_i}{\sum K} - b \frac{\sum K_i x_i}{\sum K_i} \tag{1}$$

$$b = \frac{\sum K_i x_i y_i - \frac{1}{\sum K_i} (\sum K_i x_i)(\sum K_i y_i)}{\sum K_i x_i^2 - \frac{1}{\sum K_i} (\sum K_i x_i)^2}. \tag{2}$$

5 In practice, the value of b is first calculated from (2) and then the value of a from (1), after replacing b by its value obtained from (2).

6 Annex 3 gives *for each country*, the sum of K_i (column 3), x_i (column 4), y_i (column 5), of the products $x_i y_i$ (column 6), of x_i^2 (column 7) and, allowing for the weights K_i, the sum of the products $K_i x_i$ (column 8), $K_i y_i$ (column 9), $K_i x_i y_i$ (column 10) and $K_i x_i^2$ (column 11).
These sums per country can be reconstituted on the basis of the information given in annex 2.

7 The base numbers preceded by the sign $\sum$, which appear in the calculation of the constants a and b in equations 1 and 2 appear at the foot of cols 3, 8, 9, 10 and 11 of annex 3; they are the totals of the numbers appearing opposite each country in the respective columns.

8 By way of example, the values of the constants a and b in the equation for the weighted world average price curve for sea transport (15 commodities) were determined as follows:

Calculation of b from equation (2) (In the tables of annex 3, the sign $\sum$ is replaced by S)

We have:		Source: annex 3
$\sum K_i x_i y_i$	51 920 725.70	column 10
$\sum K_i$	12 114 593	column 3
$\sum K_i x_i$	28 726 280.17	column 8
$\sum K_i y_i$	25 514 285.67	column 9
$\sum K_i x_i^2$	80 281 085.42	column 11

By inserting the above values in equation (2), we obtain:

$$b = \frac{51\,920\,725.70 - \frac{1}{12\,114\,593}(28\,726\,280.17)(25\,514\,285.67)}{80\,281\,085.42 - \frac{1}{12\,114\,593}(28\,726\,280.17)^2}, \text{ hence } b = -0.7052289$$

Calculation of a from equation (1):

We have:

$$a = \frac{25\,514\,285.67}{12\,114\,573} + 0.7052289\,\frac{28\,726\,280.17}{12\,114\,593}, \text{ hence } a = 3.7783264$$

9 The values of the constants a and b of the curve in question being known, they need merely be inserted in the general equation given in paragraph 2 to obtain the weighted world average price curve equation for land transport, ie:

$$y = \frac{10^{3.7783264}}{x^{0.7052289}} \qquad (3)$$

10 This equation makes it possible to calculate the weighted world average commercial price, y, in gold centimes per t/km for a distance of x kilometres, x being freely chosen. The calculation is done by means of logarithms. We have:

$$\log y = 3.7783264 - 0.7052289 \log x$$

11 After calculating $\log y$ in this way, we proceed from the logarithm to the number and obtain the price in gold centimes per t/km corresponding to the distance x selected.
The above equation would also make it possible to calculate the distance x in kilometres to which a price y in gold centimes per t/km fixed in advance corresponds. It would only be necessary to solve for x the equation of the curve.

Congress – Doc 9/Annex 2

Data from administrations' replies used for calculating the weighted world average price curves

A. Land transport (Prices based on 15 commodities)

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-MAFIKENG	1 401	1 227 771	185 031	132.071
2	CAPE TOWN-DURBAN	2 037	188 384	211 098	103.632
	GERMANY, FED REP OF				
1	HAMBURG-PUTTGARDEN	153	248 800	81 620	533.464
2	BEBRA-KEHL	388	137 189	113 738	293.139
3	EMMERICH-HELMSTEDT	424	237 456	134 690	317.665
4	KEHL-SCHIRNDING	495	308 841	134 690	272.101
5	BASEL-BEBRA	504	169 156	134 690	267.242
6	AACHEN-HELMSTEDT	505	890 266	134 690	266.713
7	FREILASSING-KEHL	554	166 387	134 690	243.123
8	AACHEN-BASEL	595	220 493	134 690	226.370
9	AACHEN-LUEBECK	599	112 255	134 690	224.858
10	FREILASSING-PUTTGARDEN	1 123	74 373	147 353	131.214
	UNITED STATES OF AMERICA				
1	NEW YORK-HIGHGATE SPRINGS	536	33 488	11 761	21.942
2	BUFFALO-NEW YORK	592	9 737	13 553	22.894
3	MIAMI-NEW ORLEANS	1 378	47 749	18 123	13.152
4	LOS ANGELES-SEATTLE	1 835	38 262	25 580	14.016
5	MIAMI-NEW YORK	2 076	23 569	26 172	12.607
6	NEW YORK-NEW ORLEANS	2 103	81 380	26 455	12.580
7	LOS ANGELES-NEW ORLEANS	2 921	6 786	39 057	13.371
8	NEW YORK-LAREDO	3 425	17 849	32 692	9.545
9	OAKLAND-NEW ORLEANS	3 523	71 812	43 673	12.397
10	LOS ANGELES-DETROIT	3 669	15 405	43 673	11.903
11	NEW YORK-OAKLAND	4 688	7 163	51 316	10.946
12	OAKLAND-NEW YORK	4 688	9 009	51 316	10.946
	ARGENTINA				
1	BUENOS AIRES-POSADAS	1 144	112 233	31 520	27.552
2	BUENOS AIRES-LA QUIACA	1 907	79 859	45 656	23.941
	AUSTRIA				
1	LINDAU-ST. MARGRETHEN	23	341 900	18 650	810.870
2	WIEN FLUGHAFEN-HEGYESHALOM	67	10 803	3 452	51.522
3	WIEN-HEGYESHALOM	67	242 320	3 452	51.522
4	HEGYESHALOM-WIEN	67	324 753	3 452	51.522
5	WIEN-HEGYESHALOM	67	601 822	3 452	51.522
6	HEGYESHALOM-WIEN	67	851 682	3 452	51.522
7	WIEN FLUGHAFEN-BRECLAV	84	234	4 123	49.083
8	BRECLAV-WIEN	84	21 008	4 123	49.071
9	BRECLAV-WIEN	84	229 339	4 123	49.071
10	BRENNER-KUFSTEIN	110	1 852 591	4 753	43.209
11	JESENICE-SALZBURG	221	2 749 500	8 409	38.050
12	WIEN FLUGHAFEN-SPIELFELD-STRASS	261	7 852	64 049	245.398
13	WIEN-SPIELFELD-STRASS	264	21 008	64 049	242.610
14	WIEN-PASSAU	318	324 753	71 411	224.563
15	WIEN-SALZBURG	338	851 682	10 544	31.195
16	WIEN-TARVISIO	398	229 339	78 773	197.922
17	TARVISIO-WIEN	422	242 320	78 773	186.666
18	JESENICE-BUCHS VIA SCHWARZACH	515	122 642	13 873	26.938
19	BUCHS-WIEN	742	601 822	43 369	58.449
20	BUCHS-BRECLAV	826	76 752	101 595	122.996
	BELGIUM				
1	ANVERS-QUEVY	125	2 608	14 930	119.440
2	ESSEN-QUEVY	155	2 618 451	6 230	40.194
3	ERQUELINNES-WELKENRAEDT	174	3 641 123	14 930	85.805
4	ANVERS-WELKENRAEDT	194	12 094	16 461	84.851
5	QUEVY-WELKENRAEDT	235	59 829	16 461	70.047
6	ANVERS-STERPENICH	248	55 361	16 461	66.375
7	OSTENDE-WELKENRAEDT	271	4 722 897	16 461	60.742
8	ESSEN-STERPENICH	278	227 285	16 461	59.212
9	OSTENDE-STERPENICH	325	260 307	16 461	50.649

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	BRAZIL				
1	SANTOS-ASUNCION	1 535	3 991	19 782	12.887
	CANADA				
1	HALIFAX-NORTH SYDNEY	439	86 700	10 181	23.191
2	HALIFAX-MONTREAL	1 344	4 100	31 175	23.196
	CHILE				
1	ARICA-VISVIRI	210	7 471	4 807	22.890
2	VALPARAISO-CARACOLES	218	7 787	6 675	30.619
3	VALPARAISO-CALAMA-OLLAGUE	442	78 780	58 087	131.419
	DENMARK				
1	KOBENHAVN-HELSINGOR	50	4 160	8 852	177.040
2	KOBENHAVN-RODBY FAERGE	196	1 341 626	9 376	47.837
3	HELSINGOR-RODBY FAERGE	234	389 087	24 749	105.765
	SPAIN				
1	AYAMONTE-ALGECIRAS	400	1 430	12 420	31.050
2	IRUN-FUENTES ONORO	635	1 216 163	19 718	31.052
3	MADRID-ALGECIRAS	743	5 330	23 070	31.050
4	BARCELONA-BADAJOZ	1 217	5 122	37 788	31.050
5	IRUN-ALGECIRAS	1 382	64 831	42 911	31.050
	FRANCE				
1	FORBACH-THIONVILLE	124	5 330	25 690	207.177
2	BORDEAUX-HENDAYE	235	38 125	34 746	147.855
3	MARSEILLE-VINTIMILLE	252	73 931	41 862	166.119
4	ST LOUIS-THIONVILLE	343	1 463 599	37 654	109.778
5	MARSEILLE-BELLEGARDE	501	326 405	41 862	83.557
6	CERBERE-VINTIMILLE	632	89 648	52 211	82.612
7	BELLEGARDE-CERBERE	681	200 915	52 211	76.668
8	LE HAVRE-VALLORBE	690	8 229	53 827	78.010
9	STRASBOURG-LE HAVRE	740	198 618	40 566	54.819
10	SAINT LOUIS-LE HAVRE	747	1 936 070	28 093	37.608
11	SAINT LOUIS-CALAIS	756	1 001 767	49 300	65.212
12	CALAIS-VALLORBE	761	26 256	55 123	72.435
13	STRASBOURG-MARSEILLE	847	192 537	48 007	56.679
14	BORDEAUX-VINTIMILLE	934	50 684	55 008	58.895
15	BELLEGARDE-BORDEAUX	983	80 478	59 650	60.682
16	CALAIS-MODANE	994	598 600	59 650	60.010
17	STRASBOURG-CERBERE	1 027	162 006	62 561	60.916
18	JEUMONT-HENDAYE	1 055	655 529	65 473	62.060
19	JEUMONT-MARSEILLE	1 102	29 328	62 561	56.770
20	HENDAYE-CALAIS	1 115	1 071 571	59 650	53.498
21	CALAIS-MARSEILLE	1 162	141 067	63 839	54.939
22	HENDAYE-VINTIMILLE	1 169	275 444	68 384	58.498
23	JEUMONT-CERBERE	1 207	207 844	68 384	56.656
24	BELLEGARDE-HENDAYE	1 218	518 245	62 561	51.364
25	CERBERE-CALAIS	1 267	261 074	63 854	50.398
26	STRASBOURG-HENDAYE	1 328	600 132	71 292	53.684
27	SAINT LOUIS-HENDAYE	1 335	399 867	71 292	53.402
	INDIA				
1	CALCUTTA-HARIDASPUR	85	3 869	1 057	12.435
2	BOMBAY-RAXAUL	1 854	37 182	20 905	11.276
3	BOMBAY-RAMESWARAM	1 944	10 975	21 408	11.012
4	BOMBAY-CALCUTTA	2 171	4 954	22 924	10.559
5	MADRAS-RAXAUL	2 186	2 054	22 865	10.460
6	BOMBAY-HARIDASPUR	2 256	4 966	23 597	10.460
	ITALY				
1	CHIASSO-GENOVA	210	72 345	22 467	106.986
2	NAPOLI-ROMA	261	6 630	22 467	86.080
3	CHIASSO-V. OPICINA	486	318 240	24 510	50.432
4	GENOVA-ROMA	501	17 030	24 510	48.922
5	BRENNERO-GENOVA	520	95 810	24 510	47.135
6	V. OPICINA-GENOVA	535	133 575	24 510	45.813
7	GENOVA-TARVISIO	573	58 305	24 510	42.775
8	MODANE- V. OPICINA	647	858 650	24 510	37.883
9	ROMA-VENTIMIGLIA	652	53 690	26 553	40.725
10	NAPOLI-SIRACUSA	659	111 930	26 553	40.293
11	ROMA-CHIASSO	719	112 450	26 553	36.930
12	TARVISIO-VENTIMIGLIA	721	13 715	26 553	36.828
13	ROMA-TARVISIO	792	16 770	26 553	33.527
14	CHIASSO-NAPOLI	930	58 045	28 595	30.747
15	DOMODOSSOLA-NAPOLI	978	1 755	28 595	29.238
16	NAPOLI-TARVISIO	1 000	4 290	28 595	28.595
17	CHIASSO-BRINDISI	1 031	7 215	30 637	29.716
18	BRENNERO-NAPOLI	1 035	93 795	36 977	35.727
19	BRINDISI-GENOVA	1 259	12 740	32 680	25.957
20	MODANE-SIRACUSA	1 656	5 785	34 723	20.968
	JAPAN				
1	KOBE-SHIMONOSEKI	507	29 458	12 768	25.183
2	YOKOHAMA-KOBE	561	35 594	11 980	21.355
3	YOKOHOMA-SHIMONOSEKI	1 068	3 055	14 065	13.169
4	TOKYO-SHIMONOSEKI	1 097	62 088	18 768	17.108
	JORDAN				
1	AGABA-AMMAN	335	11 913	5 291	15.794

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	KENYA				
1	MOMBASA-MALAVA	1 085	198 354	13 715	12.641
	NETHERLANDS				
1	ROTTERDAM-ROOSENDAAL	74	689	12 485	168.716
2	AMSTERDAM-ROTTERDAM	86	3 250	12 485	145.174
3	AMSTERDAM-ZEVENAAR	111	20 124	13 807	124.387
4	ROOSENDAAL-AMSTERDAM	149	5 850	13 807	92.664
5	AMSTERDAM-OLDENZAAL	199	689	15 113	75.945
	PORTUGAL				
1	LISBOA-VILAR FORMOSO-LISBOA	434	22 958	8 122	18.714
	SWEDEN				
1	GoTEBORG-KORNSJo	187	212 551	37 506	200.567
2	HELSINGBORG-GoTEBORG	234	27 053	32 224	137.709
3	TRELLEBORG-GoTEBORG	330	1 950	41 078	124.479
4	HELSINGBORG-KORNSJo	430	186 394	53 238	123.809
5	STOCKHOLM-CHARLOTTENBERG	437	125 394	53 238	121.826
6	GoTEBORG-STOCKHOLM	456	36 920	50 008	109.667
7	TRELLENBORG-KORNSJo	517	45 721	56 848	109.957
8	HELSINGBORG-STOCKHOLM	593	352 869	54 606	92.084
9	MALMo-STOCKHOLM	599	15 613	54 606	91.162
10	STOCKHOLM-TRELLEBORG	630	17 004	56 848	90.235
	SWITZERLAND				
1	BASEL-BUCHS SG 1	197	567 596	10 254	52.051
2	DOMODOSSOLA-VALLORBE	233	1 030 185	11 475	49.249
3	BASEL-CHIASSO	325	1 660 217	13 272	40.837
	SYRIAN ARAB REP				
1	LATTAQUIE- SYRO-JORDANIAN FRONT.	456	6 318	31 250	68.531
2	SYRO-TURKISH FRONT. - SYRO-JORDANIAN FRONT.	558	45 006	31 250	56.004
	ZAIRE				
1	MATADI-KINSHAHA	366	32 673	38 034	103.918
2	ILEBO-BUKAVU-KIGALI	1 020	6 006	82 439	80.823
3	ILLEBO-GOMA-BUJUMBURA	1 230	8 410	82 439	67.024
	ZIMBABWE				
1	RAMOKGWEBANA-VICTORIA FALLS	602	373 334	38 280	63.588

B. Land transport (Prices actually paid in 1978)

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-MAFIKENG	1 401	1 227 771	38 603	27.554
2	CAPE TOWN-DURBAN	2 037	188 384	38 603	18.951
	GERMANY, FED REP OF				
1	HAMBURG-PUTTGARDEN	153	156 754	14 543	95.052
2	BEBRA-KEHL	388	127 205	48 181	124.178
3	EMMERICH-HELMSTEDT	424	280 917	48 181	113.634
4	KEHL-SCHIRNDING	495	216 008	48 181	97.335
5	BASEL-BEBRA	504	151 733	48 181	95.597
6	AACHEN-HELMSTEDT	505	1 281 800	48 181	95.408
7	FREILASSING-KEHL	554	309 114	48 181	86.969
8	AACHEN-BASEL	595	229 567	48 181	80.976
9	AACHEN-LUEBECK	599	160 849	48 181	80.436
10	EMMERICH-PUTTGARDEN	617	548 374	75 117	121.746
11	BASEL-EMMERICH	658	1 603 614	75 117	114.160
12	AACHEN-SCHIRNDING	670	192 907	75 117	112.115
13	AACHEN-PUTTGARDEN	683	846 885	75 117	109.981
14	AACHEN-PASSAU	749	161 889	75 117	100.290
15	AACHEN-FREILASSING	851	868 452	75 117	88.269
16	BASEL-HAMBURG	884	377 429	75 117	84.974
17	BREMEN-FREILASSING	914	514 117	75 117	82.185
18	EMMERICH-FREILASSING	914	908 114	75 117	82.185
19	FREILASSING-HAMBURG	970	148 681	75 117	77.440
20	FREILASSING-PUTTGARDEN	1 123	128 362	106 479	94.817
	UNITED STATES OF AMERICA				
1	BUFFALO-NEW YORK	592	9 737	6 [illegible]	11.355
2	MIAMI-NEW ORLEANS	1 378	47 749	9 532	6.917
3	LOS ANGELES-SEATTLE	1 825	28 262	16 743	9.174
4	MIAMI-NEW YORK	2 076	23 569	13 895	6.693
5	NEW YORK-NEW ORLEANS	2 103	81 380	15 033	7.148
6	LOS ANGELES-NEW ORLEANS	2 921	6 786	19 259	6.593
7	NEW YORK-LAREDO	3 425	17 849	26 707	7.798
8	OAKLAND-NEW ORLEANS	3 523	71 812	24 643	6.995
9	LOS ANGELES-DETROIT	3 669	15 405	26 807	7.306
10	NEW YORK-OAKLAND	4 688	7 163	32 435	6.917
11	OAKLAND-NEW YORK	4 688	9 009	34 430	7.344
	ARGENTINA				
1	BUENOS AIRES-POSADAS	1 144	394 614	31 680	27.692
2	BUENOS AIRES-LA QUIACA	1 907	396 821	47 620	24.971
	BELGIUM				
1	ANVERS-QUEVY	125	2 717	24 225	193.800
2	ESSEN-QUEVY	155	2 727 554	24 225	156.290
3	ERQUELINNES-WELKENRAEDT	174	3 792 837	24 225	139.224
4	ANVERS-WELKENRAEDT	194	12 598	24 225	124.871
5	QUEVY-WELKENRAEDT	235	62 322	24 225	103.085
6	ANVERSSTERPENICH	248	57 668	24 225	97.681
7	OSTENDE-WELKENRAEDT	271	4 919 685	24 225	89.391
8	ESSEN-STERPENICH	278	236 756	24 225	87.140
9	OSTENDE-STERPENICH	325	271 154	24 225	74.538
	CANADA				
1	HALIFAX-NORTH SYDNEY	439	86 700	5 439	12.390
2	HALIFAX-MONTREAL	1 344	4 100	15 178	11.293
	DENMARK				
1	KOVENHAVN-HELSINGOR	50	4 160	5 025	100.500
2	KOBENHAVN-RODBY FAERGE	196	1 341 626	5 025	25.638
3	HELSINGOR-RODBY FAERGE	234	389 087	5 025	21.474
	SPAIN				
1	FUENTES ONORO-IRUN	635	440 336	32 543	51.249
2	IRUN-FUENTES ONORO	635	1 523 548	32 546	51.254
3	IRUN-ALGECIRAS	1 382	156 572	7 281	5.268
	FRANCE				
1	FOREACH-THIONVILLE	124	5 330	14 385	116.008
2	BORDEAUX-HENDAYE	235	38 125	27 285	116.106
3	MARSEILLE-VINTIMILLE	252	73 931	29 250	116.071
4	SAINT LOUIS-THIONVILLE	343	1 463 599	39 825	116.108
5	MARSEILLE-BELLEGARDE	501	326 405	58 170	116.108
6	CERBERE-VINTIMILLE	632	89 648	73 380	116.108
7	BELLEGARDE-CERBERE	681	200 915	79 050	116.079
8	LE HAVRE-VALLORBE	690	8 229	80 115	116.109
9	STRASBOURG-LE HAVRE	740	198 618	85 920	116.108
10	SAINT LOUIS-LE HAVRE	747	1 936 070	86 730	116.104
11	SAINT LOUIS-CALAIS	756	1 001 767	87 735	116.091
12	CALAIS-VALLORBE	761	26 256	88 350	116.097
13	STRASBOURG-MARSEILLE	847	192 537	98 340	116.104
14	BORDEAUX-VINTIMILLE	934	50 684	108 450	116.113
15	BELLEGARDE-BORDEAUX	983	80 478	114 120	116.094
16	CALAIS-MODANE	994	598 600	115 410	116.107
17	STRASBOURG-CERBERE	1 027	162 006	119 250	116.115
18	JEUMONT-HENDAYE	1 055	655 529	122 490	116.104

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
19	JEUMONT-MARSEILLE	1 102	39 338	127 950	116.107
20	HENDAYE-CALAIS	1 115	1 071 571	129 450	116.099
21	CALAIS-MARSEILLE	1 162	141 067	134 910	116.102
22	HENDAYE-VINTIMILLE	1 169	275 444	135 720	116.099
23	JEUMONT-CERBERE	1 207	207 844	140 130	116.098
24	BELLEGARDE-HENDAYE	1 218	518 245	141 420	116.108
25	CERBERE-CALAIS	1 267	261 074	147 105	116.105
26	STRASBOURG-HENDAYE	1 328	600 132	154 185	116.103
27	SAINT LOUIS-HENDAYE	1 335	399 867	154 995	116.101
	GREAT BRITAIN				
1	LONDON-SOUTHAMPTON	128	16 267	37 178	290.453
2	HOLYHEAD-LIVERPOOL	228	30 797	65 990	289.430
3	HARWICH-SOUTHAMPTON	241	3 230	69 712	289.361
4	DOVER/FOLKSTONE-SOUTHAMPTON	245	13 267	70 640	288.327
5	HOLYHEAD-LONDON	424	167 820	122 235	288.267
6	LIVERPOOL-SOUTHAMPTON	439	47 635	126 870	288.998
7	HOLYHEAD-SOUTHAMPTON	532	90 000	153 826	289.147
8	HARWICH-HOLYHEAD	537	18 720	155 220	289.050
9	DOVER/FOLKESTONE-HOLYHEAD	543	224 082	156 615	288.425
10	FELIXSTOWE-HOLYHEAD	561	4 706	162 193	289.114
	INDIA				
1	BOMBAY-MADRAS	1 278	3 367	15 992	12.513
2	MADRAS-HARIDASPUR	1 744	1 508	21 823	12.513
3	BOMBAY-RAXAUL	1 854	52 611	23 199	12.513
4	BOMBAY-RAMESHWARAM	1 944	312	24 325	12.513
5	BOMBAY-CALCUTTA	2 171	3 640	27 166	12.513
6	BOMBAY-HARIDASPUR	2 256	265 928	28 229	12.513
7	RAMESHWARAM-CALCUTTA	2 325	1 924	29 093	12.513
8	RAMESHWARAM-HARIDASPUR	2 410	2 145	30 156	12.513
	ITALY				
1	CHIASSO-GENOVA	210	109 525	15 814	75.305
2	NAPOLI-ROMA	261	7 592	15 814	60.590
3	CHIASSO-V. OPICINA	486	236 782	27 675	56.944
4	GENOVA-ROMA	501	21 570	27 675	55.240
5	BRENNERO-GENOVA	520	180 219	27 675	53.221
6	V. OPICINA-GENOVA	535	196 159	27 675	51.729
7	GENOVA-TARVISIO	573	20 358	27 675	48.298
8	MODANE-V. OPICINA	647	783 037	40 524	62.634
9	ROMA-VENTIMIGLIA	652	2 615	40 524	62.153
10	NAPOLI-SIRACUSA	659	104 858	40 524	61.493
11	ROMA-CHIASSO	719	132 580	40 524	56.382
12	TARVISIO-VENTIMIGLIA	721	33 696	40 524	56.205
13	ROMA-TARVISIO	792	16 935	40 524	51.167
14	CHIASSO-NAPOLI	930	21 671	40 524	43.574
15	DOMODOSSOLA-NAPOLI	978	351	40 524	41.436
16	NAPOLI-TARVISIO	1 000	845	40 524	40.524
17	BRENNERO-NAPOLI	1 035	108 506	56 339	54.434
18	BRINDISI-GENOVA	1 259	35 945	56 339	44.749
19	MODANE-SIRACUSA	1 656	12 914	73 142	44.168
	JAPAN				
1	KOBE-SHIMONOSEKI	507	9 958	9 745	19.221
2	YOKOHAMA-KOBE	561	13 052	9 479	16.897
3	TOKYO-SHIMONOSEKI	1 097	77 337	12 343	11.252
	KENYA				
1	MOMBASA-MALABA	1 085	198 354	74 109	68.303
	NETHERLANDS				
1	ZEVENAAR-AMSTERDAM	111	69 043	11 655	105.000
2	HOEK VAN HOLLAND-VENLO	193	935 537	15 427	79.933
3	HOEK VAN HOLLAND-OLDENZAAL	235	413 995	20 203	85.970
	PORTUGAL				
1	LISBOA-VILAR FORMOSO	434	18 151	3 433	7.910
	SWEDEN				
1	GOTEBORG-HORNSJO	187	213 551	7 730	41.337
2	HELSINGBORG-GOTEBORG	234	27 053	4 432	18.940
3	TRELLEBORG-GOTEBORG	330	1 950	7 676	23.261
4	HELSINGBORG-HORNSJO	430	186 394	9 785	22.756
5	STOCKHOLM-CHARLOTTENBERG	437	125 294	9 947	22.762
6	GOTEBORG-STOCKHOLM	456	36 920	7 946	17.425
7	TRELLEBORG-HORNSJO	517	45 721	11 623	22.482
8	HESLINGBORG-STOCKHOLM	593	352 869	10 109	17.047
9	MALMO-STOCKHOLM	599	15 613	10 217	17.057
10	STOCKHOLM-TRELLEBORG	630	17 004	10 703	16.989
	SWITZERLAND				
1	BASEL-BUCHS SG 1	197	876 538	76 198	386.792
2	DOMODOSSOLA-VALLORBE	233	1 668 394	90 146	386.893
3	BASEL-CHIASSO	325	2 164 955	125 663	386.655
	SYRIAN ARAB REP				
1	LATTAQUIE - SYRO-JORDANIAN FRONT.	456	36 036	28 314	62.092
2	SYRO-TURKISH FRONT. - SYRO-JORDANIAN FRONT.	588	13 052	28 314	48.153

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	THAILAND				
1	BANGKOK-VIENTIANE	624	10 816	24 632	39.474
	YUGOSLAVIA				
1	KOPRIVNICA-RIJEKA	328	127 335	13 798	39.018
2	KOPRIVNICA-SEZANA	386	79 274	13 798	33.155
3	STRUGA-GEVGELIJA	470	3 172	74 422	156.345
4	JESENICE-RIJEKA	471	338	14 684	31.176
5	SUBOTICA-DIMITROVGRAD	533	231 673	14 684	27.550
6	VRSAC-GEVGELIJA	728	10 114	14 684	20.170
7	VRSAC-RIJEKA	751	47 398	14 684	19.553
8	SEZANA-VRSAC	806	77 194	14 684	18.218
9	SUBOTICA-GEVGELIJA	807	60 190	14 684	18.196
10	VRSAC-STRUGA	835	3 432	52 595	62.986
11	SUBOTICA-STRUGA	914	35 337	46 082	50.418
12	JESENICE-DIMITROVGRAD	1 002	1 516 554	14 684	14.655
13	SEZANA-DIMITROVGRAD	1 050	982 826	14 684	13.985
14	STRUGA-DIMITROVGRAD	1 079	3 510	37 026	34.315
15	JESENICE-GEVGELIJA	1 276	490 516	14 684	11.508
16	SEZANA-GEVGELIJA	1 324	478 296	14 684	11.091
17	JESENICE-STRUGA	1 383	1 872	26 438	19.116
18	STRUGA-RIJEKA	1 384	702	26 205	18.934
19	SEZANA-STRUGA	1 431	111 514	25 443	17.780
	ZIMBABWE				
1	RAMOKGWEBANA-VICTORIA FALLS	602	373 334	15 924	26.452

C. Land transport (Prices actually paid in 1983)

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-MAFIKENG	1 401	1 227 771	60 651	43.291
2	CAPE TOWN-DURBAN	2 037	188 384	60 651	29.775
	GERMANY, FED REP OF				
1	HAMBURG-PUTTGARDEN	153	248 800	14 850	97.059
2	BEBRA-KEHL	388	137 189	49 156	126.691
3	EMMERICH-HELMSTEDT	424	237 456	49 156	115.934
4	KEHL-SCHIRNDING	495	308 841	49 156	99.305
5	BASEL-BEBRA	504	169 156	49 156	97.532
6	AACHEN-HELMSTEDT	505	890 266	49 156	97.339
7	FREILASSING-KEHL	554	166 387	49 156	88.729
8	AACHEN-BASEL	595	220 493	49 156	82.615
9	AACHEN-LUEBECK	599	112 255	49 156	82.063
10	EMMERICH-PUTTGARDEN	617	362 911	76 554	124.075
11	BASEL-EMMERICH	658	1 089 658	76 554	116.343
12	AACHEN-SCHIRNDING	670	86 554	76 554	114.260
13	AACHEN-PUTTGARDEN	683	666 341	76 554	112.085
14	AACHEN-PASSAU	749	245 830	76 554	102.208
15	AACHEN-FREILASSING	851	426 725	76 554	89.958
16	BASEL-HAMBURG	884	186 233	76 554	86.600
17	EMMERICH-FREILASSING	914	503 295	76 554	83.757
18	BREMEN-FREILASSING	914	663 273	76 554	83.757
19	FREILASSING-HAMBURG	970	182 806	76 554	78.922
20	FREILASSING-PUTTGARDEN	1 123	74 373	108 558	96.668
	UNITED STATES OF AMERICA				
1	NEW YORK-HIGH GATE SPRINGS	536	33 488	13 841	25.823
2	BUFFALO-NEW YORK	592	9 737	10 562	17.841
3	MIAMI-NEW ORLEANS	1 378	47 749	15 019	10.899
4	LOS ANGELES-SEATTLE	1 825	28 262	21 168	11.599
5	MIAMI-NEW YORK	2 076	23 569	20 167	9.714
6	NEW YORK-NEW ORLEANS	2 103	81 380	24 958	11.868
7	LOS ANGELES-NEW ORLEANS	2 921	6 786	23 398	8.010
8	NEW YORK-LAREDO	3 425	17 849	41 771	12.196
9	OAKLAND-NEW ORLEANS	3 523	71 812	50 227	14.257
10	LOS ANGELES-DETROIT	3 669	15 405	30 705	8.369
11	NEW YORK-OAKLAND	4 688	7 163	47 374	10.105
12	OAKLAND-NEW YORK	4 688	9 009	53 436	11.398
	ARGENTINA				
1	BUENOS AIRES-POSADAS	1 144	112 333	23 310	20.376
2	BUENOS AIRES-LA QUIACA	1 907	79 859	35 735	18.739
	BELGIUM				
1	ANVERS-QUEVY	125	2 608	20 120	160.960
2	ESSEN-QUEVY	155	2 618 451	20 120	129.806
3	ERQUELINNES-WELKENRAEDT	174	3 641 123	20 120	115.632
4	ANVERS-WELKENRAEDT	194	12 094	20 120	103.711
5	QUEVY-WELKENRAEDT	235	59 829	20 120	85.617
6	ANVERS-STERPENICH	248	55 361	20 120	81.129
7	OSTENDE-WELKENRAEDT	271	4 723 897	20 120	74.244
8	ESSEN-STERPENICH	278	227 285	20 120	72.374
9	OSTENDE-STERPENICH	325	260 307	20 120	61.908
	BRAZIL				
1	SANTOS-ASUNCION	1 535	3 991	75 272	49.037
	CANADA				
1	HALIFAX-NORTH SYDNEY	439	86 700	8 686	19.786
2	HALIFAX-MONTREAL	1 344	4 100	24 483	18.217
	CHILE				
1	ARICA-VISVIRI	210	7 371	4 808	22.895
2	VALPARAISO-CARACOLES	218	7 787	6 675	30.619
3	ANTOFAGASTA/CALAMA-OLLAGUE	442	78 780	29 963	67.790
	DENMARK				
1	KOBENHAVN-HELSINGOR	50	4 160	5 350	107.000
2	KOBENHAVN-RODBY FAERGE	196	1 341 626	5 350	27.296
3	HELSINGOR-RODBY FAERGE	234	389 087	5 350	22.863
	SPAIN				
1	AYAMONTE-ALGECIRAS	400	1 430	2 525	6.313
2	IRUN-FUENTES ONORO	635	1 216 163	28 274	44.526
3	MADRID-ALGECIRAS	743	5 330	4 690	6.312
4	BARCELONA-BADAJOZ	1 217	5 122	7 863	6.461
5	IRUN-ALGECIRAS	1 382	64 831	8 725	6.313
6	MADRID-DOVER	1 639	2 522	60 030	36.626
7	BARCELONA-DOVER (VIA MADRID)	2 264	1 183	63 975	28.258
	FRANCE				
1	FORBACH-THIONVILLE	124	5 330	19 845	160.040
2	BORDEAUX-HANDAYE	235	38 125	37 605	160.021
3	MARSEILLE-VINTIMILLE	252	73 931	40 320	160.000
4	SAINT LOUIS-THIONVILLE	343	1 463 599	54 885	160.015
5	MARSEILLE-BELLEGARDE	501	326 405	80 160	160.000
6	CERBERE-VINTIMILLE	632	89 648	101 130	160.016

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
7	BELLEGARDE-CERBERE	681	200 915	108 975	160.022
8	LE HAVRE-VALLORBE	690	8 229	110 400	160.000
9	STRASBOURG-LE HAVRE	740	198 618	118 410	160.014
10	SAINT LOUIS-LE HAVRE	747	1 936 070	119 535	160.020
11	SAINT LOUIS-CALAIS	756	1 001 767	120 975	160.020
12	CALAIS-VALLORBE	761	26 256	121 770	160.013
13	STARSBOURG-MARSEILLE	847	192 537	135 540	160.024
14	BORDEAUX-VINTIMILLE	934	50 634	149 460	160.021
15	BELLEGARDE-BORDEAUX	983	80 478	157 290	160.010
16	CALAIS-MODANE	994	598 600	159 060	160.020
17	STRASBOURG-CERBERE	1 027	162 006	164 340	160.019
18	JEUMONT-HENDAYE	1 055	655 529	168 660	159.867
19	JEUMONT-MARSEILLE	1 102	29 328	176 340	160.018
20	HENDAYE-CALAIS	1 115	1 071 571	178 425	160.022
21	CALAIS-MARSEILLE	1 162	141 067	185 940	160.017
22	HENDAYE-VINTIMILLE	1 169	275 444	187 050	160.009
23	JEUMONT-CERVERE	1 207	207 844	193 140	160.017
24	BELLEGARDE-HENDAYE	1 218	518 245	194 895	160.012
25	CERBERE-CALAIS	1 267	261 074	202 740	160.016
26	STRASBOURG-HENDAYE	1 328	600 132	213 505	160.019
27	SAINT LOUIS-HENDAYE	1 335	399 867	213 615	160.011
	GREAT BRITAIN				
1	LONDON-SOUTHAMPTON	128	16 267	22 377	174.820
2	HOLYHEAD-LIVERPOOL	228	30 797	39 729	174.219
3	HARWICH-SOUTHAMPTON	241	3 230	41 958	174.100
4	DOVER/FOLKESTONE-SOUTHAMPTON	245	13 267	42 520	173.551
5	HOLYHEAD-LONDON	424	167 820	73 567	173.507
6	LIVERPOOL-SOUTHAMPTON	439	47 635	76 365	173.952
7	HOLYHEAD-SOUTHAMPTON	532	90 000	92 586	174.034
8	HARWICH-HOLYHEAD	537	18 720	93 426	173.978
9	DOVER/FOLKESTONE-HOLYHEAD	543	224 082	94 266	173.602
10	FELIXSTOWE-HOLYHEAD	561	4 706	97 624	174.018
	INDIA				
1	CALCUTTA-HARIDASPUR	85	3 869	1 514	17.812
2	BOMBAY-RAXAUL	1 854	37 182	33 020	17.810
3	BOMBAY-RAMESHWARAM	1 944	13 975	34 623	17.810
4	BOMBAY-CALCUTTA	2 171	4 954	38 665	17.810
5	MADRAS-RAXAUL	2 185	2 054	38 915	17.810
6	BOMBAY-HARIDASPUR	2 256	4 966	40 179	17.810
	ITALY				
1	CHIASSO-GENOVA	210	72 345	22 082	105.152
2	NAPOLI-ROMA	261	6 630	22 082	84.605
3	CHIASSO-V. OPICINA	486	318 240	35 883	73.833
4	GENOVA-ROMA	501	17 030	35 883	71.623
5	BRENNERO-GENOVA	520	95 810	35 883	69.006
6	V. OPICINA-GENOVA	535	133 575	35 883	67.071
7	GENOVA-TARVISIO	573	58 305	35 883	62.620
8	MODANE-V. OPICINA	647	858 650	46 935	72.557
9	ROMA-VENTIMIGLIA	652	53 690	46 935	71.971
10	NAPOLI-SIRACUSA	659	111 930	46 935	71.206
11	ROMA-CHIASSO	719	112 450	46 935	65.264
12	TARVISIO-VENTIMIGLIA	721	13 715	46 935	65.083
13	ROMA-TARVISIO	792	16 770	46 935	59.249
14	CHIASSO-NAPOLI	930	58 045	46 935	50.457
15	DOMODOSSOLA-NAPOLI	978	1 755	46 935	47.981
16	NAPOLI-TARVISIO	1 000	4 290	46 935	46.935
17	CHIASSO-BRINDISI	1 031	7 315	63 486	61.577
18	BRENNERO-NAPOLI	1 035	93 795	63 486	61.339
19	BRINDISI-GENOVA	1 259	12 740	63 486	50.426
20	MODANE-SIRACUSA	1 656	5 785	80 048	48.338
	JAPAN				
1	KOBE-SHIMONOSEKI	507	29 458	13 464	26.556
2	YOKOHAMA-KOBE	561	35 594	13 596	24.235
3	YOKOHAMA-SHIMONOSEKI	1 068	3 055	18 000	16.854
4	TOKYO-SHIMONOSEKI	1 097	62 088	19 104	17.415
	JORDAN				
1	AQABA-AMMAN	335	11 913	5 528	16.501
	KENYA				
1	MOMBASA-MALABA	1 085	198 354	92 606	85.535
	NETHERLANDS				
1	ROTTERDAM-ROOSENDAAL	74	689	5 618	75.919
2	AMSTERDAM-ROTTERDAM	86	3 250	8 946	104.033
3	AMSTERDAM-ZEVENAAR	111	20 124	13 807	124.387
4	ROSENDAAL-AMSTERDAM	149	5 850	14 663	98.409
5	AMSTERDAM-OLDENZAAL	199	689	17 163	86.246
	PORTUGAL				
1	LISBOA-VILAR FORMOSO-LISBOA	434	22 958	4 827	11.122
	SWEDEN				
1	GOTEBORG-KORNSJO	187	212 551	10 260	54.866
2	HELSINGBORG-GOTEBORG	234	27 053	4 598	19.650
3	TRELLEBORG-GOTEBORG	330	1 950	7 980	24.182
4	HELSINGBORG-KORNSJO	430	186 394	10 146	23.595
5	STOCKHOLM-CHARLOTTENBERG	437	125 394	10 336	23.652

Route No	Country and route	Length in km	Weight in kg	Price in g c per 1000 kg	Price in g c per t-km
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
6	GOTEBORG-STOCKHOLM	456	36 920	8 208	18.000
7	TRELLEBORG-KORNSJO	517	45 721	12 084	23.373
8	HELSINGBORG-STOCKHOLM	593	352 869	10 450	17.622
9	MALMO-STOCKHOLM	599	15 613	10 564	17.636
10	STOCKHOLM-TRELLEBORG	630	17 004	11 096	17.613
	SWITZERLAND				
1	BASEL-BUCHS SG 1	197	567 596	39 233	199.152
2	DOMODOSSOLA-VALLORBE	233	1 030 185	45 133	193.700
3	BASEL-CHIASSO	325	1 660 217	59 673	183.609
	SYRIAN ARAB REP				
1	LATTAQUIE - SYRO-JORDANIAN FRONT.	456	6 318	31 250	68.531
2	SYRO-TURKISH FRONT. - SYRO-JORDANIAN FRONT.	558	45 006	31 250	56.004
	THAILAND				
1	BANGKOK-VIENTIANE	624	153 790	49 582	79.458
	YUGOSLAVIA				
1	KOPRIVNICA-RIJEKA	329	108 628	6 644	20.195
2	KOPRIVNICA-SEZANA	386	85 865	6 644	17.212
3	STRUGA-GEVGELIJA	470	4 160	27 642	58.813
4	JESENICE-RIJEKA	471	11 518	6 592	13.996
5	SUBOTICA-DIMITROVGRAD	533	176 787	6 592	12.368
6	VRSAC-GEVGELIJA	728	4 264	6 592	9.055
7	VRSAC-RIJEKA	751	51 857	6 592	8.778
8	SEZANA-VRSAC	806	66 001	6 592	8.179
9	SUBOTICA-GEVGELIJA	807	60 190	6 592	8.169
10	VRSAC-STRUGA	835	1 950	19 535	23.395
11	SUBOTICA-STRUGA	914	27 521	17 169	18.784
12	JESENICE-DIMITROVGRAD	1 002	927 628	6 592	6.579
13	SEZANA-DIMITROVGRAD	1 050	552 461	6 592	6.278
14	STRUGA-DIMITROVGRAD	1 079	4 368	13 752	12.745
15	JESENICE-GEVGELIJA	1 276	719 056	6 592	5.166
16	SEZANA-GEVGELIJA	1 324	304 369	6 592	4.979
17	JESENICE-STRUGA	1 383	6 448	9 820	7.101
18	STRUGA-RIJEKA	1 384	2 106	9 733	7.033
19	SEZANA-STRUGA	1 431	56 394	9 450	6.604
	ZAIRE				
1	MATADI-KINSHASA	366	32 673	78 100	213.388
2	ILLEBO-BUKAVU-KIGALI	1 020	6 006	78 100	76.569
3	ILLEBO-GOMA-BUJUMBURA	1 230	8 410	78 100	63.496
	ZIMBABWE				
1	RAMOKGWEBANA-VICTORIA FALLS	602	373 334	33 576	55.774

D. Sea transport (Prices based on 15 commodities)

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-SOUTHAMPTON	5 978	69 433	377 306	63.116
	GERMANY, FED REP OF				
1	LUEBECK-HELSINKI	622	394 889	30 852	49.601
2	HAMBURG-REYKJAVIK	1 280	9 570	174 875	136.621
3	BREMEN-HALIFAX	3 371	93 146	185 291	54.966
4	BREMEN-NEW YORK	3 971	453 570	46 129	11.616
5	HAMBURG-TEMA	4 673	119 845	284 922	60.972
6	BREMEN-LA GUAIRA	5 153	10 697	249 983	48.513
7	BREMEN-VERACRUZ	5 524	47 144	345 528	62.550
8	BREMEN-RIO DE JANEIRO	5 656	26 822	538 980	95.293
9	BREMEN-SANTOS	5 866	15 753	538 980	91.882
10	HAMBURG-CAPE TOWN	6 431	19 324	41 638	6.475
11	BREMEN-BUENOS AIRES	6 880	34 351	375 901	54.637
12	HAMBURG-BOMBAY	7 248	43 574	181 261	25.008
13	HAMBURG-DAR-ES-SALAAM	7 630	18 629	53 770	7.047
14	BREMEN-VALPARAISO	8 643	4 823	437 885	50.664
15	HAMBURG-SINGAPOUR	8 926	7 175	175 837	19.699
16	HAMBURG-DJAKARTA	9 332	10 116	324 477	34.770
17	HAMBURG-HONG KONG	10 404	3 997	178 658	17.172
18	HAMBURG-FREMANTLE	11 246	5 693	265 496	23.608
19	HAMBURG-TOKYO	11 734	22 150	184 134	15.692
20	HAMBURG-KOBE	12 107	7 986	184 134	15.209
21	HAMBURG-MELBOURNE	12 932	47 521	265 496	20.530
22	HAMBURG-SYDNEY	13 514	62 974	265 025	19.611
	UNITED STATES OF AMERICA				
1	NEW YORK-HAITI	1 225	8 242	109 182	89.128
2	NEW ORLEANS-PANAMA	1 444	6 175	86 722	60.057
3	NEW YORK-DOMINICAN REPUBLIC	1 489	14 066	229 672	154.246
4	NEW ORLEANS-COSTA RICA	1 678	8 996	90 465	53.912
5	NEW ORLEANS-COLOMBIA	1 796	49 309	142 417	79.297
6	NEW ORLEANS-VENEZUELA	1 819	57 785	60 050	33.013
7	NEW ORLEANS-CHILE	4 060	7 579	112 453	27.698
8	NEW ORLEANS-BRAZIL	5 186	15 304	70 704	13.634
9	NEW ORLEANS-ARGENTINA	6 300	22 269	67 240	10.673
	ARGENTINA				
1	BUENOS AIRES-RIO DE JANEIRO	990	819	61 798	62.422
2	BUENOS AIRES-BARCELONA	5 894	1 453	68 045	11.545
3	BUENOS AIRES-LE HAVRE	6 261	1 150	115 686	18.477
4	BUENOS AIRES-GENOVA	6 433	1 780	68 045	10.577
5	BUENOS AIRES-NEW YORK	6 485	2 496	81 084	12.503
6	BUENOS AIRES-HAMBURG	6 665	1 976	115 686	17.357
	AUSTRALIA				
1	SYDNEY-WELLINGTON	1 233	5 460	131 013	106.255
2	SYDNEY-AUCKLAND	1 264	32 110	131 013	103.650
3	SYDNEY-PORT VILA	1 385	4 121	103 754	74.913
4	SYDNEY-NOUMEA	1 712	11 934	96 180	56.180
5	SYDNEY-NADI	1 786	338	95 214	53.311
6	SYDNEY-SUVA	1 786	12 948	95 214	53.311
7	MELBOURNE-AUCKLAND	1 840	2 899	131 013	71.203
8	SYDNEY-TARAWA	2 332	6 162	107 611	46.145
9	SYDNEY-HONIARA	2 366	2 327	138 997	58.748
10	SYDNEY-LAE	2 726	72 859	90 285	33.120
11	SYDNEY-TANDJUNGPRIOK	3 954	715	134 395	33.990
12	SYDNEY-MANILA	4 106	988	113 654	27.680
13	SYDNEY-PAPEETE	4 210	1 430	120 867	28.710
14	SYDNEY-HONG KONG	4 795	12 740	113 654	23.703
15	SYDNEY-MADRAS	5 909	1 482	112 827	19.094
16	MELBOURNE-BOMBAY	6 633	4 368	112 827	17.010
17	SYDNEY-OAKLAND	6 859	377	204 020	29.745
18	SYDNEY-GENOA	10 178	1 144	194 596	19.119
19	SYDNEY-TILBURY	13 050	507	194 596	14.912
	BELGIUM				
1	OSTENDE-DOUVRES	62	2 909 100	13 470	217.258
2	ANVERS-CRISTOBAL	4 743	4 229	73 970	15.596
3	ANVERS-BUENAVENTURA	5 143	8 616	70 583	13.724
4	ANVERS-MATADI	5 602	737	42 940	7.665
5	ANVERS-GUAYAQUIL	5 758	6 665	71 876	12.483
6	ANVERS-CALLAO	6 408	11 154	71 876	11.217
7	ANVERS-VALPARAISO	7 888	3 006	71 876	9.112
8	ANVERS-HO CHI MINH	8 980	18 692	89 761	9.996
9	ANVERS-HAIPHONG	9 705	11 041	43 513	4.484
	CANADA				
1	MONTREAL-HAVANA	2 587	23 400	123 820	47.862
	CHILE				
1	VALPARAISO-ANTOFAGASTA	570	78 780	77 536	136.028
2	VALPARAISO-CALLAO	1 383	156	77 536	56.064
3	VALPARAISO-CRISTOBAL	3 222	1 482	77 536	24.065

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	DENMARK				
1	HELSINGOR-HELSINGBORG	3	341 533	28 823	9 607.667
2	RODBY FAERGE-PUTTGARDEN	10	282 828	27 380	2 738.000
3	ORAGER-LIMHAMN	14	933 805	14 862	1 061.571
4	KOBENHAVN-OSLO	280	183 547	15 848	56.600
5	KOBENHAVN-REYKJAVIK	1 510	4 160	150 768	99.846
	SPAIN				
1	ALGECIRAS-TANGER	32	71 591	11 275	352.344
	FRANCE				
1	CALAIS/DUNKERQUE-FOLKESTONE/DOUVRES	31	1 085 436	27 619	890.935
2	MARSEILLE-ALGER	405	191 052	31 293	77.267
3	MARSEILLE-TUNIS	471	69 678	39 403	83.658
4	MARSEILLE-CASABLANCA	948	117 450	81 084	85.532
5	MARSEILLE-HAIFA	1 640	53 478	50 940	31.061
6	BORDEAUX-DAKAR	2 223	17 784	89 192	40.122
7	LE HAVRE-MONTREAL	3 099	120 042	58 864	18.995
8	LE HAVRE-NEW YORK	3 260	688 140	106 093	32.544
9	BORDEAUX-ABIDJAN	3 380	20 544	109 758	32.473
10	BORDEAUX-COTONOU	3 798	36 072	142 681	37.567
11	BORDEAUX-DOUALA	4 313	21 438	143 703	33.319
12	MARSEILLE-MOMBASA	4 620	9 270	148 971	32.245
13	MARSEILLE-BOMBAY	4 834	51 570	139 157	28.787
14	BORDEAUX-POINTE NOIRE	4 908	34 434	143 555	29.249
15	MARSEILLE-MADAGASCAR	5 671	14 688	254 263	44.836
16	LE HAVRE-LE CAP	6 030	68 688	163 008	27.033
17	MARSEILLE-SINGAPOUR	6 544	15 768	142 632	21.796
18	MARSEILLE-HONG KONG	7 913	14 328	144 896	18.311
19	LE HAVRE-TOKYO	10 812	6 030	148 812	13.764
20	LE HAVRE-SYDNEY	12 864	40 680	251 491	19.550
	GREAT BRITAIN				
1	DOVER/FOLKESTONE-CALAIS/DUNKERQUE	31	33 974	12 649	408.032
2	HOLYHEAD-DUBLIN	57	287 935	11 268	197.684
3	DOVER-OSTEND	62	69 214	12 649	204.016
4	HARWICH-HOOK OF HOLLAND	112	17 362	12 041	107.509
5	HARWICH-ESBJERG	232	10 926	14 251	61.427
6	LONDON-PIRAEUS	2 815	8 146	73 500	26.110
7	LONDON/LIVERPOOL-FREETOWN	2 995	9 381	99 237	33.134
8	LONDON-ALEXANDRIA	3 107	17 031	57 129	18.387
9	LONDON/LIVERPOOL-TEMA/TAKORODI	3 935	22 092	106 813	27.144
10	LONDON-JEDDAH	3 960	14 466	138 589	34.997
11	LONDON/LIVERPOOL-APAPA	4 225	68 157	106 813	25.281
12	LONDON/LIVERPOOL-DOUALA	4 565	6 331	106 813	23.398
13	NEWHAVEN-RIO DE JANEIRO	5 077	9 100	311 468	61.349
14	SOUTHAMPTON-CAPE TOWN	5 995	40 187	102 391	17.079
15	FELIXSTOWE/LONDON-BOMBAY	6 366	22 639	63 311	9.945
16	LONDON-KUWAIT	6 705	7 592	70 962	10.583
17	SOUTHAMPTON-PORT KELANG	7 895	11 895	91 126	11.542
18	FELIXSTOWE/SOUTHAMPTON-HONG KONG	9 560	8 528	89 711	9.384
19	SOUTHAMPTON-TOKYO	11 000	20 168	93 779	8.525
20	LONDON-MELBOURNE/SYDNEY	11 487	34 200	123 348	10.738
	ITALY				
1	SIRACUSA-LA VALLETTA	83	164 125	6 489	78.181
2	BRINDISI-PATRASSO	324	15 405	18 395	56.775
3	GENOVA-MONTREAL	4 027	15 535	31 526	7.829
4	GENOVA-NEW YORK	4 061	90 740	27 158	6.688
5	GENOVA-BOMBAY	4 465	2 600	35 569	5.737
6	GENOVA-LA GUAYRA	4 520	46 865	58 996	13.052
7	GENOVA-RIO DE JANEIRO	5 070	27 235	89 893	17.730
8	GENOVA-SANTOS	5 268	3 965	89 893	17.064
9	GENOVA-MONTEVIDEO	6 149	19 890	80 089	13.025
10	GENOVA-BUENOS AIRES	6 265	37 765	75 050	11.979
11	GENOVA-SINGAPORE	6 452	1 820	30 391	4.710
12	GENOVA-DJAKARTA	6 693	1 755	31 662	4.731
13	GENOVA-VALPARAISO	8 060	2 405	69 153	8.580
14	GENOVA-MELBOURNE	9 256	54 470	44 944	4.856
15	GENOVA-SYDNEY	9 715	33 540	44 944	4.626
16	GENOVA-KOBE	10 123	9 360	31 805	3.142
17	GENOVA-AUCKLAND	10 777	2 795	56 074	5.203
	JAPAN				
1	SHIMONOSEKI-BUSAN	123	94 601	5 040	40.976
2	YOKOHAMA-NAKHODKA	946	351	6 310	6.670
3	KOBE-XINGANG	1 069	357 357	12 024	11.248
4	YOKOHAMA-KEELUNG	1 139	4 888	10 700	9.394
5	YOKOHAMA-MANILA	1 869	4 407	23 020	12.317
6	KOBE-SINGAPORE	2 812	3 028	32 261	11.473
7	YOKOHAMA-KOTA KINAHALU	2 911	2 002	48 452	16.644
8	YOKOHAMA-BANGKOK	3 018	3 522	49 716	16.473
9	YOKOHAMA-TANDJUNGPRIOK (DJAKARTA)	3 361	3 899	26 103	7.766
10	YOKOHAMA-HONOLULU	3 397	1 309	32 321	9.515
11	KOBE-SYDNEY	4 412	23 010	46 576	10.557
12	YOKOHAMA-VANCOUVER	4 429	11 778	32 990	7.449
13	YOKOHAMA/KOBE-OAKLAND	4 685	155 675	24 876	5.310
14	YOKOHAMA-COLOMBO	4 715	1 014	24 758	5.251
15	KOBE-AUCKLAND	4 862	3 757	52 324	10.763
16	YOKOHAMA-CALCUTTA	5 136	5 109	49 403	9.619
17	KOBE-RIO DE JANEIRO	12 487	1 170	80 595	6.454
	KENYA				
1	MOMBASA-MOGADISHU	526	1 014	21 225	40.352
2	MOMBASA-TANANARIVE	1 654	1 014	24 055	14.544
3	MOMBASA-HAIFA	3 381	2 022	24 055	7.115

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	NETHERLANDS				
1	ROTTERDAM-MONTREAL	3 205	156	26 500	8.268
2	AMSTERDAM-PARAMARIBO	4 083	1 573	61 977	15.179
3	AMSTERDAM-WILLEMSTAD	4 278	1 872	66 717	15.595
4	AMSTERDAM-GEORGETOWN	4 471	689	69 476	15.539
5	AMSTERDAM-PUERTO LIMON	5 113	4 628	71 090	13.904
6	AMSTERDAM-BARRANQUILLA	5 308	3 406	58 576	11.035
7	AMSTERDAM-CORINTO	5 538	3 107	72 745	13.136
8	AMSTERDAM-ACAJUTLA	5 785	6 890	72 745	12.575
	PORTUGAL				
1	LISBOA-S. VICENTE	1 555	7 469	99 337	63.882
2	LISBOA-BISSAU	2 227	7 579	99 337	44.606
3	LISBOA-LUANDA	3 996	38 032	162 140	40.576
4	LISBOA-MAPUTO	6 661	858	152 478	22.891
	SRI LANKA				
1	COLOMBO-MALE	480	8 424	6 225	12.969
	SWEDEN				
1	HELSINGBORG-HELSINGOR	3	96 967	29 640	9 880.000
2	TRELLEBORG-SASSNITZ	54	5 564	57 000	1 055.556
3	STOCKHOLM-TURKU	160	118 105	20 140	125.875
4	STOCKHOLM-HELSINKI	243	301 012	21 812	89.761
5	GOTEBORG-HALIFAX	2 860	76 765	51 588	18.038
	YEMEN (PEOPLE'S DEM REP)				
1	ETHIOPIE	356	936	9 905	27.823
2	SOMALIE	1 131	8 905	16 131	14.263
	ZAIRE				
1	KINSHASA-BRAZZAVILLE	7	18 256	28 926	4 132.286
2	KINSHASA-ILEBO	796	14 417	28 926	36.339

E. Sea transport (Prices actually paid in 1978)

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-SOUTHAMPTON	5 978	69 433	72 582	12.142
	GERMANY, FED REP OF				
1	LUEBECK-HELSINKI	622	375 247	44 254	71.148
2	HAMBURG-REYKJAVIK	1 280	11 343	48 793	38.120
3	BREMEN-HALIFAX	3 371	108 446	60 140	17.840
4	BREMEN-NEW YORK	3 971	329 160	62 410	15.716
5	HAMBURG-TEMA	4 673	1 118	64 679	13.841
6	BREMEN-LA GUAIRA	5 153	10 712	68 084	13.212
7	BREMEN-VERACRUZ	5 524	37 181	68 084	12.325
8	BREMEN-RIO DE JANEIRO	5 656	30 550	68 084	12.037
9	BREMEN-SANTOS	5 866	17 901	68 084	11.607
10	HAMBURG-CAPE TOWN	6 431	18 044	70 353	10.940
11	BREMEN-BUENOS AIRES	6 880	39 533	70 353	10.226
12	HAMBURG-BOMBAY	7 248	15 408	72 622	10.020
13	HAMBURG-DAR-ES-SALAAM	7 630	16 939	72 622	9.518
14	BREMEN-VALPARAISO	8 643	6 188	74 892	8.665
15	HAMBURG-SINGAPOUR	8 926	5 629	74 892	8.390
16	HAMBURG-DJAKARTA	9 332	6 461	77 160	8.268
17	HAMBURG-HONG KONG	10 404	4 745	79 430	7.635
18	HAMBURG-FREMANTLE	11 246	6 617	81 700	7.265
19	HAMBURG-TOKYO	11 734	125 476	81 700	6.963
20	HAMBURG-KOBE	12 107	45 318	83 969	6.936
21	HAMBURG-MELBOURNE	12 932	54 899	83 969	6.493
22	HAMBURG-SYDNEY	13 514	72 904	86 239	6.381
	UNITED STATES OF AMERICA				
1	NEW YORK-HAITI	1 225	8 242	47 332	38.638
2	NEW ORLEANS-PANAMA	1 444	6 175	47 332	32.778
3	NEW YORK-DOMINICAN REPUBLIC	1 489	14 066	47 332	31.788
4	NEW ORLEANS-COSTA RICA	1 678	8 996	48 432	28.863
5	NEW ORLEANS-COLOMBIA	1 796	49 309	48 432	26.967
6	NEW ORLEANS-VENEZUELA	1 819	57 785	48 432	26.626
7	NEW ORLEANS-CHILE	4 060	7 579	52 835	13.014
8	NEW ORLEANS-BRAZIL	5 186	15 304	55 037	10.613
9	NEW ORLEANS-ARGENTINA	6 300	22 269	56 688	8.998
	ARGENTINA				
1	BUENOS AIRES-RIO DE JANEIRO	1 132	6 723	41 280	36.466
2	BUENOS AIRES-BARCELONA	5 894	2 364	57 600	9.773
3	BUENOS AIRES-LE HAVRE	6 261	866	59 520	9.506
4	BUENOS AIRES-GENOVA	6 433	2 134	59 520	9.253
5	BUENOS AIRES-NEW YORK	6 485	3 235	59 520	9.178
6	BUENOS AIRES-HAMBURG	6 665	1 638	59 520	8.930
	AUSTRALIA				
1	SYDNEY-WELLINGTON	1 233	5 460	56 935	46.176
2	SYDNEY-AUCKLAND	1 264	32 110	56 935	45.044
3	SYDNEY-PORT VILA	1 385	4 121	56 935	41.108
4	SYDNEY-PORT MORESBY	1 636	24 869	56 935	34.801
5	SYDNEY-NOUMEA	1 712	11 934	56 935	33.256
6	SYDNEY-NADI	1 786	338	56 935	31.878
7	SYDNEY-SUVA	1 786	12 948	56 935	31.878
8	MELBOURNE-AUCKLAND	1 840	2 899	56 935	30.943
9	SYDNEY-TARAWA	2 332	6 162	56 935	24.415
10	SYDNEY-HONIARA	2 366	2 327	56 935	24.064
11	SYDNEY-LAE	2 726	72 839	56 935	20.886
12	SYDNEY-TANDJUNGPRIOK	3 954	715	110 587	27.968
13	SYDNEY-MANILA	4 106	988	110 587	26.933
14	SYDNEY-PAPEETE	4 210	1 430	110 587	26.268
15	SYDNEY-HONG KONG	4 795	12 740	110 587	23.063
16	SYDNEY-MADRAS	5 909	1 482	110 587	18.715
17	SYDNEY-BOMBAY	6 633	4 368	129 438	19.514
18	SYDNEY-OAKLAND	6 859	377	129 438	18.871
19	SYDNEY-GENOA	10 178	1 144	135 902	13.353
20	SYDNEY-TILBURY	13 050	507	135 902	10.414
	BELGIUM				
1	OSTENDE-DOUVRES	62	1 813 071	14 447	233.016
2	ANVERS-CRISTOBAL	4 743	5 832	69 635	14.682
3	ANVERS-BUENAVENTURA	5 143	7 410	73 657	14.322
4	ANVERS-MATADI	5 602	2 574	73 657	13.148
5	ANVERS-GUYAQUIL	5 758	19 370	73 657	12.792
6	ANVERS-CALLAO	6 408	13 650	76 333	11.912
7	ANVERS-VALPARAISO	7 888	624	79 009	10.016
	CANADA				
1	MONTREAL-HAVANA	2 587	33 400	36 252	14.013
	DENMARK				
1	DRAGOR-LIMHAMN	14	922 605	14 154	1 011.000
2	KOVENHAVN-OSLO	280	183 547	14 154	50.550
3	KOBENHAVN-REYKJAVIK	1 510	4 160	46 884	31.049
	SPAIN				
1	ALGECIRAS-TANGER	32	154 054	29 635	926.094

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	FRANCE				
1	CALAIS/DUNKERQUE-FOLKESTONE/DOUVRES	31	1 085 436	22 880	738.065
2	MARSEILLE-ALGER	405	191 052	26 903	66.427
3	MARSEILLE-TUNIS	471	69 678	26 903	57.119
4	MARSEILLE-CASABLANCA	948	117 450	34 629	25.980
5	MARSEILLE-HAIFA	1 640	53 478	37 674	22.972
6	BORDEAUX-DAKAR	2 223	17 784	36 592	16.461
7	LE HAVRE-MONTREAL	3 099	120 042	36 040	11.630
8	LE HAVRE-NEW YORK	3 260	688 140	36 050	11.058
9	BORDEAUX-ABIDJAN	3 380	33 544	35 563	10.535
10	BORDEAUX-COTONOU	3 798	36 072	37 241	9.805
11	BORDEAUX-DOUALA	4 313	21 438	38 811	8.999
12	MARSEILLE-MOMBASA	4 620	9 270	48 500	10.498
13	MARSEILLE-BOMBAY	4 834	51 570	48 500	10.033
14	BORDEAUX-POINTE NOIRE	4 908	34 434	38 811	7.908
15	MARSEILLE-MADAGASCAR	5 671	14 688	43 304	7.636
16	LE HAVRE-LE CAP	6 030	68 688	53 426	8.860
17	MARSEILLE-SINGAPOUR	6 544	15 768	53 426	8.164
18	MARSEILLE-HONG KONG	7 913	14 328	55 375	6.998
19	LE HAVRE-TOKYO	10 812	6 030	57 756	5.342
20	LE HAVRE-SYDNEY	12 864	40 680	65 172	5.066
	GREAT BRITAIN				
1	DOVER/FOLKESTONE-CALAIS/DUNKERQUE	31	23 974	4 572	147.484
2	HOLYHEAD-DUBLIN	57	287 935	2 286	40.105
3	DOVER-OSTEND	62	69 214	4 572	73.748
4	HARWICH-HOOK OF HOLLAND	112	17 362	13 715	122.455
5	HARWICH-ESBJERG	232	13 926	13 715	59.116
6	LONDON-PIRAEUS	2 815	8 146	41 147	14.617
7	LONDON/LIVERPOOL-FREETOWN	2 995	9 381	73 150	24.424
8	LONDON-ALEXANDRIA	3 107	17 031	32 003	10.300
9	LONDON/LIVERPOOL-TEMA/TAKORADI	3 935	22 092	73 150	18.590
10	LONDON-JEDDAH	3 960	14 486	73 150	18.472
11	LONDON/LIVERPOOL-APAPA	4 225	68 157	73 150	17.314
12	LONDON/LIVERPOOL-DOUALA	4 565	6 331	73 150	16.024
13	NEWHAVEN-RIO DE JANEIRO	5 077	9 100	114 297	22.513
14	SOUTHAMPTON-CAPE TOWN	5 995	40 187	45 719	7.626
15	FELIXSTOWE/LONDON-BOMBAY	6 366	22 639	64 006	10.054
16	LONDON-KUWAIT	6 705	7 592	64 006	9.546
17	SOUTHAMPTON-PORT KELANG	7 895	11 895	45 719	5.791
18	FELIXSTOWE/SOUTHAMPTON-HONG KONG	9 560	8 528	45 719	4.782
19	SOUTHAMPTON-TOKYO	11 000	20 168	50 290	4.572
20	LONDON-MELBOURNE/SYDNEY	11 487	34 200	77 722	6.766
	INDIA				
1	CALCUTTA-RANGOON	779	2 286	14 979	19.228
2	MADRAS-RANANG	1 111	1 391	22 468	20.223
3	MADRAS-SINGAPORE	1 420	325	22 468	15.823
4	BOMBAY-ADEN	1 660	2 717	11 349	6.837
5	BOMBAY-BAHRAIN	1 669	494	14 979	8.975
6	BOMBAY-KUWAIT	2 004	583	14 979	7.475
7	BOMBAY-KHORAMSHAR	2 132	1 014	22 468	10.538
8	BOMBAY-BASRAH	2 153	1 014	17 475	8.117
9	BOMBAY-O JEDDAH	2 633	2 561	13 968	5.305
10	BOMBAY-DJAKARTA	3 074	1 118	34 951	11.370
11	BOMBAY-ALEXANDRIA	3 348	2 561	29 958	8.948
12	CALCUTTA-KOBE	4 747	728	27 461	5.785
13	BOMBAY-AVONMOUTH	10 620	3 393	39 944	3.761
14	BOMBAY-NEW YORK	11 450	312	54 933	4.797
15	CALCUTTA-NEW YORK	11 936	962	69 902	5.856
16	BOMBAY-HAMBURG	13 277	117	47 433	3.573
	ITALY				
1	NAPOLI-HAIFA	1 185	13 047	43 000	36.287
2	GENOVA-HAIFA	1 467	81 016	43 000	29.312
3	GENOVA-NEW YORK	4 061	198 515	57 000	14.036
4	NAPOLI-NEW YORK	4 163	42 236	57 000	13.692
5	GENOVA-BOMBAY	4 465	18 505	57 000	12.766
6	GENOVA-RIO DE JANEIRO	5 070	107 661	60 000	11.834
7	GENOVA-SANTOS	5 268	24 594	60 000	11.390
8	GENOVA-MONTEVIDEO	6 149	16 211	62 000	10.083
9	GENOVA-BUENOS AIRES	6 265	97 690	62 000	9.896
10	GENOVA-SYDNEY	9 715	61 724	70 000	7.205
	JAPAN				
1	SHIMONESEKI-BUSAN	123	87 295	36 174	294.098
2	KOBE-KEELUNG	926	1 859	70 818	76.477
3	KOBE-HONG KONG	1 387	3 887	70 818	51.058
4	YOKOHAMA-MANILA	1 869	2 132	80 142	42.880
5	KOBE-BANGKOK	2 803	871	93 240	33.264
6	KOBE-SINGAPORE	2 812	689	93 240	33.158
7	KOBE-PORT KELANG	3 008	507	98 790	32.842
8	KOBE-DJAKARTA	3 361	390	98 790	29.393
9	KOBE-HONOLULU	3 744	806	104 451	27.898
10	KOBE-SYDNEY	4 412	10 595	111 888	25.360
11	YOKOHAMA-VANCOUVER	4 429	3 172	111 888	25.263
12	KOBE/YOKOHAMA-OAKLAND	4 685	6 084	111 888	23.882
13	YOKOHAMA-SYDNEY	4 738	8 892	111 888	23.615
14	KOBE-CALCUTTA	5 487	871	111 888	20.391
15	KOBE-KARACHI	6 081	273	119 325	19.623
16	KOBE-DUBAI	7 807	156	128 649	16.479

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col.4	Col 5	Col 6
	KENYA				
1	MOMBASA-MOGADISHU	526	542	18 970	36.065
2	MOMBASA-TANANARIVE	1 654	143	5 148	3.112
	NETHERLANDS				
1	HOEK VAN HOLLAND-HARWICH	112	450 307	196 889	1 757.938
2	ROTTERDAM-FREETOWN/MONROVIA	3 205	4 524	47 443	14.803
3	AMSTERDAM-PARAMARIBO	4 083	4 394	90 946	22.274
4	ROTTERDAM-TAKORADI/TEMA	4 135	6 734	47 443	11.474
5	AMSTERDAM-LES CARAIBES	4 915	59 791	93 205	18.963
6	ROTTERDAM-CAPE TOWN	6 185	2 470	117 698	19.030
	PORTUGAL				
1	LISBOA-S. VICENTE	1 859	2 204	40 335	21.697
2	LISBOA-BISSAU	2 531	6 312	45 256	17.881
3	LISBOA-LUANDA	4 116	15 310	50 175	12.190
4	LISBOA-RIO DE JANEIRO	4 252	1 592	50 175	11.800
5	LISBOA-MAPUTO	6 661	4 940	55 095	8.271
	SRI LANKA				
1	COLOMBO-MALE	480	12 168	5 492	11.442
	SWEDEN				
1	HELSINGBORG-HELSINGOR	3	96 967	20 543	6 847.667
2	TRELLEBORG-SASSNITZ	54	5 564	39 464	730.815
3	STOCKHOLM-TURKU	160	118 105	8 109	50.681
4	STOCKHOLM-HELSINKI	243	301 012	8 650	35.597
5	GOTEBORG-HALIFAX	2 860	76 275	21 624	7.561
	THAILAND				
1	BANGKOK-SINGAPOUR	800	754	17 375	21.719
	YEMEN (PEOPLE'S DEM REP)				
1	ETHIOPIE	356	3 822	22 936	64.427
2	SOMALIE	1 131	17 277	51 098	45.179

F. Sea transport (Prices actually paid in 1983)

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
	SOUTH AFRICA				
1	CAPE TOWN-SOUTHAMPTON	5 978	69 433	81 730	13.672
	GERMANY, FED REP OF				
1	LUEBECK-HELSINKI	622	394 889	67 889	109.146
2	HAMBURG-REYKJAVIK	1 280	9 570	77 034	60.183
3	BREMEN-HALIFAX	3 371	93 146	110 928	32.907
4	BREMEN-NEW YORK	3 971	453 570	117 090	29.486
5	HAMBURG-TEMA	4 673	119 845	126 335	27.035
6	BREMEN-LA GUAIRA	5 153	12 697	135 579	26.311
7	BREMEN-VERACRUZ	5 524	47 144	135 579	24.544
8	BREMEN-RIO DE JANEIRO	5 656	26 822	135 579	23.971
9	BREMEN-SANTOS	5 866	15 753	135 579	23.113
10	HAMBURG-CAPE TOWN	6 431	19 324	147 905	22.999
11	BREMEN-BUENOS AIRES	6 880	34 351	147 905	21.498
12	HAMBURG-BOMBAY	7 248	43 574	157 149	21.682
13	HAMBURG-DAR-ES-SALAAM	7 630	18 629	157 149	20.596
14	BREMEN-VALPARAISO	8 643	4 823	163 311	18.895
15	HAMBURG-SINGAPOUR	8 926	7 175	163 311	18.296
16	HAMBURG-DJAKARTA	9 332	10 116	169 474	18.161
17	HAMBURG-HONG KONG	10 404	3 997	175 636	16.882
18	HAMBURG-FREMANTLE	11 246	5 693	181 800	16.166
19	HAMBURG-TOKYO	11 734	22 150	181 800	15.493
20	HAMBURG-KOBE	12 107	7 986	187 962	15.525
21	HAMBURG-MELBOURNE	12 932	47 521	187 962	14.535
22	HAMBURG-SYDNEY	13 514	62 974	194 125	14.365
	UNITED STATES OF AMERICA				
1	NEW YORK-HAITI	1 225	8 242	91 106	74.372
2	NEW ORLEANS-PANAMA	1 444	6 175	91 106	63.093
3	NEW YORK-DOMINICAN REPUBLIC	1 489	14 066	91 106	61.186
4	NEW ORLEANS-COSTA RICA	1 678	8 996	92 978	55.410
5	NEW ORLEANS-COLUMBIA	1 796	49 309	92 978	51.769
6	NEW ORLEANS-VENEZUELA	1 819	57 785	92 978	51.115
7	NEW ORELANS-CHILE	4 060	7 579	102 338	25.206
8	NEW ORLEANS-BRAZIL	5 186	15 304	106 082	20.455
9	NEW ORLEANS-ARGENTINA	6 300	22 269	109 827	17.433
	ARGENTINA				
1	BUENOS AIRES-BARCELONA	5 894	1 423	60 168	10.208
2	BUENOS AIRES-LE HAVRE	6 261	1 150	60 168	9.610
3	BUENOS AIRES-GENOVA	6 433	1 780	60 168	9.353
4	BUENOS AIRES-HAMBURG	6 665	1 976	207 405	31.119
	AUSTRALIA				
1	SYDNEY-WELLINGTON	1 233	5 460	63 378	51.401
2	SYDNEY-AUCKLAND	1 264	32 110	63 378	50.141
3	SYDNEY-PORT VILA	1 385	4 121	63 378	45.760
4	SYDNEY-PORT MORESBY	1 636	24 869	63 378	38.740
5	SYDNEY-NOUMEA	1 712	11 934	63 378	37.020
6	SYDNEY-NADI	1 786	338	63 378	35.486
7	SYDNEY-SUVA	1 786	12 948	63 378	35.486
8	MELBOURNE-AUCKLAND	1 840	3 899	63 378	34.445
9	SYDNEY-TARAWA	2 332	6 162	63 378	27.178
10	SYDNEY-HONIARA	2 366	2 327	63 378	26.787
11	SYDNEY-LAE	2 726	72 639	63 378	23.249
12	SYDNEY-TANDJUNGPRIOK	3 954	715	119 904	30.325
13	SYDNEY-MANILA	4 106	988	119 904	29.202
14	SYDNEY-PAPEETE	4 210	1 430	119 904	28.481
15	SYDNEY-HONG KONG	4 795	12 740	119 904	25.006
16	SYDNEY-MADRAS	5 909	1 482	119 904	20.292
17	MELBOURNE-BOMBAY	6 633	4 368	139 762	21.071
18	SYDNEY-OAKLAND	6 859	377	139 762	20.376
19	SYDNEY-GENOA	10 178	1 144	146 574	14.401
20	SYDNEY-TILBURY	13 050	507	146 574	11.232
	BELGIUM				
1	OSTENDE-DOUVRES	62	2 909 400	13 470	217.258
2	ANVERS-CRISTOBAL	4 743	4 229	106 895	22.537
3	ANVERS-BUENAVENTURA	5 143	8 616	117 886	22.922
4	ANVERS-MATADI	5 602	737	117 886	21.044
5	ANVERS-GUYAQUIL	5 758	6 665	117 886	20.473
6	ANVERS-CALLAO	6 408	11 154	127 874	19.955
7	ANVERS-VALPARAISO	7 888	3 006	136 870	17.352
8	ANVERS-HO CHI MINH	8 980	18 692	143 857	16.020
9	ANVERS-HAIPHONG	9 705	11 041	150 856	15.544
	CANADA				
1	MONTREAL-HAVANA	2 587	23 400	51 187	19.786
	CHILE				
1	VALPARAISO-ANTOFAGASTA	570	78 780	60 223	105.654
2	VALPARAISO-CALLAO	1 383	156	85 873	62.092
3	VALPARAISO-CRISTOBAL	3 222	1 482	122 677	38.075
	DENMARK				
1	DRAGOR-LIMHAMN	14	922 805	14 862	1 061.571
2	KOBENHAVN-OSLO	280	183 547	18 740	66.929
3	KOBENHAVN-REYKJAVIK	1 510	4 160	72 051	47.716

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col. 4	Col 5	Col 6
	SPAIN				
1	ALGECIRAS-TANGER	32	71 591	40 304	1 259.500
	FRANCE				
1	CALAIS/DUNKERQUE-FOLKESTONE/DOUVRES	31	1 085 436	20 523	662.032
2	MARSEILLE-ALGER	405	191 052	23 131	57.114
3	MARSEILLE-TUNIS	471	69 678	23 131	49.110
4	MARSEILLE-CASABLANCA	948	117 450	35 394	26.787
5	MARSEILLE-HAIFA	1 640	53 478	38 015	23.180
6	BORDEAUX-DAKAR	2 223	17 784	39 280	17.670
7	LE HAVRE-MONTREAL	3 099	120 042	38 667	12.477
8	LE HAVRE-NEW YORK	3 260	688 140	38 667	11.861
9	BORDEAUX-ABIDJAN	3 380	23 544	45 265	13.392
10	BORDEAUX-COTONOU	3 798	36 072	48 065	12.655
11	BORDEAUX-DOUALA	4 313	21 438	51 210	11.873
12	MARSEILLE-MOMBASA	4 620	9 270	54 394	11.774
13	MARSEILLE-BOMBAY	4 834	51 570	54 394	11.252
14	BORDEAUX-POINTE NOIRE	4 908	34 434	55 545	11.317
15	MARSEILLE-MADAGASCAR	5 671	14 688	49 715	8.767
16	LE HAVRE-LE CAP	6 030	68 688	49 715	8.245
17	MARSEILLE-SINGAPOUR	6 544	15 768	62 987	9.625
18	MARSEILLE-HONG KONG	7 913	14 328	66 593	8.416
19	LE HAVRE-TOKYO	10 812	6 030	60 762	5.620
20	LE HAVRE-SYDNEY	12 864	40 680	81 630	6.346
	GREAT BRITAIN				
1	DOVER/FOLKESTONE-CALAIS/DUNKERQUE	31	33 974	8 838	285.097
2	HOLYHEAD-DUBLIN	57	287 935	4 419	77.526
3	DOVER-OSTEND	62	69 214	8 838	142.548
4	HARWICH-HOOK OF HOLLAND	112	17 362	22 095	197.277
5	HARWICH-ESBJERG	332	13 926	26 514	114.284
6	LONDON-PIRAEUS	2 815	8 146	66 285	23.547
7	LONDON/LIVERPOOL-FREETOWN	2 995	9 381	97 218	32.460
8	LONDON-ALEXANDRIA	3 107	17 031	39 771	12.800
9	LONDON/LIVERPOOL-TEMA/TAKORADI	3 935	22 092	97 218	24.706
10	LONDON-JEDDAH	3 960	14 466	92 799	23.434
11	LONDON/LIVERPOOL-APAPA	4 225	68 157	97 218	23.010
12	LONDON/LIVERPOOL-DOUALA	4 565	6 331	97 218	21.296
13	NEWHAVEN-RIO DE JANEIRO	5 077	9 100	150 246	29.593
14	SOUTHAMPTON-CAPE TOWN	5 995	40 187	79 542	13.268
15	FELIXSTOWE/LONDON-BOMBAY	6 366	22 639	53 028	8.330
16	LONDON-KUWAIT	6 705	7 592	101 637	15.158
17	SOUTHAMPTON-PORT KELANG	7 895	11 895	44 190	5.597
18	FELIXSTOWE/SOUTHAMPTON-HONG KONG	9 560	8 528	35 352	3.698
19	SOUTHAMPTON-TOKYO	11 000	20 168	48 609	4.419
20	LONDON-MELBOURNE/SYDNEY	11 487	34 200	106 056	9.233
	INDIA				
1	RAMESHWARAN-TALIMANNAR	24	12 805	297	12.375
2	CALCUTTA-RANGOON	787	1 588	19 535	24.823
3	MADRAS-SINGAPOUR	1 420	351	18 248	12.851
4	BOMBAY-ADEN	1 660	2 106	11 970	7.211
5	BOMBAY-BAHRAIN	1 669	238	18 172	10.888
6	BOMBAY-KHORAMSHAHR	2 132	591	18 172	8.523
7	BOMBAY-BASRAH	2 153	733	18 172	8.440
8	BOMBAY-HODEIDAH	2 270	1 703	18 932	8.340
9	CALCUTTA-HONG KONG	3 187	328	57 009	17.888
10	BOMBAY-ALEXANDRIA	3 348	1 495	38 373	11.461
11	CALCUTTA-KOBE	4 747	2 340	36 599	7.710
12	BOMBAY-MARSEILLES	10 445	3 692	60 200	5.764
13	BOMBAY-GENOVA PORT	10 610	2 470	60 200	5.674
14	BOMBAY-AVONMOUTH	10 773	8 723	60 200	5.588
15	BOMBAY-NEW YORK	11 450	312	89 444	7.812
16	BOMBAY-HAMBURG	13 277	234	60 200	4.534
	ITALY				
1	SIRACUSA-LA VALLETTA	83	164 125	39 793	479.434
2	BRINDISI-PATRASSO	324	15 405	55 098	170.056
3	NAPOLI-HAIFA	1 185	95 355	76 525	64.578
4	NAPOLI-TEL AVIV	1 191	48 815	76 525	64.253
5	GENOVA-HAIFA	1 467	69 160	76 525	52.164
6	GENOVA-TEL AVIV	1 502	50 960	85 708	57.063
7	GENOVA-MONTREAL	4 027	15 535	125 501	31.165
8	GENOVA-NEW YORK	4 061	90 740	125 501	30.904
9	NAPOLI-NEW YORK	4 163	5 070	125 501	30.147
10	GENOVA-BOMBAY	4 465	2 600	125 501	28.108
11	GENOVA-LA GUAYRA	4 530	46 865	125 501	27.766
12	GENOVA-RIO DE JANEIRO	5 070	27 935	134 684	26.565
13	GENOVA-SANTOS	5 268	3 985	134 684	25.566
14	GENOVA-MONTEVIDEO	6 149	19 890	146 928	23.895
15	GENOVA-BUENOS AIRES	6 265	37 765	146 928	23.453
16	GENOVA-SINGAPORE	6 452	1 820	146 928	22.776
17	GENOVA-DJAKARTA	6 693	1 755	146 928	21.955
18	GENOVA-VALPARAISO	8 060	2 405	162 233	20.128
19	GENOVA-MELBOURNE	9 356	54 470	168 355	18.189
20	GENOVA-SYDNEY	9 715	33 540	168 355	17.329
21	GENOVA-KOBE	10 123	9 360	174 477	17.236
22	GENOVA-AUCKLAND	10 777	2 795	174 477	16.190
	JAPAN				
1	SHIMONOSEKI-BUSAN	123	94 601	43 300	351.220
2	YOKOHAMA-NAKHODKA	946	351	79 300	83.731
3	KOBE-XINGANG	1 069	357 357	92 400	86.436
4	YOKOHAMA-KEELUNG	1 139	4 888	92 400	81.124
5	YOKOHAMA-MANILA	1 869	4 407	104 400	55.859
6	KOBE-SINGAPORE	2 812	2 028	123 600	43.954

Route No	Country and route	Length in n m	Weight in kg	Price in g c per 1000 kg	Price in g c per t-n m
Col 1	Col 2	Col 3	Col 4	Col 5	Col 6
7	YOKOHAMA-KOTA KINABALU	2 911	2 002	114 000	39.162
8	YOKOHAMA-BANGKOK	3 018	3 522	123 600	40.954
9	YOKOHAMA-TANDJUNGPRIOK (DJAKARTA)	3 361	2 899	132 000	39.274
10	YOKOHAMA-HONOLULU	3 397	1 209	140 000	41.213
11	KOBE-SYDNEY	4 412	23 010	150 000	33.998
12	YOKOHAMA-VANCOUVER	4 429	11 778	150 000	33.868
13	YOKOHAMA/KOBE-OAKLAND	4 685	155 675	150 000	32.017
14	YOKOHAMA-COLOMBO	4 715	1 014	150 000	31.813
15	KOBE-AUCKLAND	4 862	3 757	150 000	30.852
16	YOKOHAMA-CALCUTTA	5 136	5 109	150 000	29.206
17	KOBE-RIO DE JANEIRO	12 487	1 170	219 600	17.586
	KENYA				
1	MOMBASA-MOGADISHU	526	1 014	21 533	40.937
2	MOMBASA-TANANARIVE	1 654	1 014	24 391	14.747
3	MOMBASA-HAIFA	3 381	2 028	48 783	14.429
	NETHERLANDS				
1	ROTTERDAM-MONTREAL	3 205	156	43 200	13.479
2	AMSTERDAM-PARAMARIBO	4 083	1 573	79 448	19.458
3	AMSTERDAM-WILLEMSTAD	4 278	1 872	126 391	29.544
4	AMSTERDAM-GEORGETOWN	4 471	689	79 448	17.770
5	AMSTERDAM-PUERTO LIMON	5 113	4 628	120 268	23.522
6	AMSTERDAM-BARRANQUILLA	5 308	3 406	120 268	22.658
7	AMSTERDAM-CORINTO	5 538	3 107	95 776	17.294
8	AMSTERDAM-ACAJUTLA	5 785	6 890	95 776	16.556
	PORTUGAL				
1	LISBOA-S. VICENTE	1 555	7 469	73 922	47.538
2	LISBOA-BISSAU	2 227	7 579	80 720	36.246
3	LISBOA-LUANDA	3 996	38 032	99 413	24.878
4	LISBOA-MAPUTO	6 661	858	124 053	18.624
	SRI LANKA				
1	COLOMBO-MALE	480	8 424	6 226	12.971
	SWEDEN				
1	HELSINGBORG-HELSINGOR	3	96 967	29 640	9 880.000
2	TRELLEBORG-SASSNITZ	54	5 564	57 000	1 055.556
3	STOCKHOLM-TURKU	160	118 105	9 500	59.375
4	STOCKHOLM-HELSINKI	243	301 012	9 880	40.658
5	GOTEBORG-HALIFAX	2 860	76 765	25 840	9.035
	THAILAND				
1	BANGKOK-SINGAPOUR	800	5 278	23 206	29.008
2	BANGKOK-HONG KONG	1 500	1 976	23 772	15.848
	YEMEN (PEOPLE'S DEM REP)				
1	ETHIOPIE	356	936	4 936	13.865
2	SOMALIE	1 131	8 905	9 530	8.426
	ZAIRE				
1	KINSHASA-BRAZZAVILLE	7	18 256	26 033	3 719.000
2	KINSHASA-ILEBO	796	14 417	26 033	32.705

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Basic data for calculating the weighted world average price curve

A. Land transport (Prices based on 15 commodities)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	2	1416155	6.4554291	4.1363014	13.3422402	20.8494940	4486466.31	2983552.75	9449282.4	14217717.21
GERMANY, FED REP OF	10	2565216	26.8470489	24.1943605	64.6677084	72.4934933	6825471.17	6271086.82	16637162.9	18237497.22
USA	12	352209	39.9956921	13.5203306	44.6956735	134.4127053	1164647.79	396446.00	1303665.4	3874919.20
ARGENTINA	2	192092	6.3387768	2.8192953	8.9286715	20.1146709	605221.87	271769.62	855629.3	1909162.94
AUSTRIA	20	9703902	44.2446987	38.2322196	84.5897239	101.4144796	21437199.13	16851832.12	36996791.8	48549837.10
BELGIUM	9	11599955	20.9700089	16.4713446	38.3047060	49.0062922	26900964.25	20750382.44	48134742.0	62525847.06
BRAZIL	1	3991	3.1861082	1.1101519	3.5370637	10.1512854	12715.76	4430.62	14116.4	40513.78
CANADA	2	90800	5.7708636	2.7307326	7.8793648	16.7694996	241928.10	123971.39	330310.3	645519.20
CHILE	3	94038	7.3060981	4.9642951	12.2370664	17.8593403	243965.22	188637.21	492189.9	634193.96
DENMARK	3	1734873	6.3604417	5.9521772	12.4659570	13.7541198	4004249.16	3050611.95	7047852.2	9245515.20
SPAIN	5	1292876	14.5016213	7.4603360	21.6373905	42.2506426	3647058.24	1929084.70	5441730.9	10295404.21
FRANCE	27	10613299	77.7404739	49.6269159	141.8415318	225.5553301	30831608.94	18860379.32	54589977.5	89949470.90
INDIA	6	67000	18.5158739	6.2513537	19.2161658	58.7501665	214981.43	70144.63	224799.4	696579.03
ITALY	20	2052765	56.6913782	31.9462883	89.8959191	161.5627003	5712783.34	3329462.09	9241425.5	15930553.71
JAPAN	4	130195	11.5227486	5.0833590	14.5845765	33.2889643	375543.34	168583.13	484870.5	1086414.47
JORDAN	1	11913	2.5250446	1.1984920	3.0262457	6.3758502	30080.86	14277.64	36051.6	75955.50
KENYA	1	198354	3.0354298	1.1017815	3.3443803	9.2138340	602089.64	218542.77	663371.2	1827600.83
NETHERLANDS	5	30602	10.3210922	10.3312301	21.2271866	21.4271201	63032.15	63517.99	130665.6	130024.66
PORTUGAL	1	22958	2.6374897	1.2721667	3.3553263	6.9563519	60551.49	29206.40	77031.5	159703.93
SWEDEN	10	1021369	26.1557983	20.6754823	53.9202332	68.6980206	2665308.36	2128299.37	5529975.5	6992358.18
SWITZERLAND	3	3257998	7.1737054	5.0198802	11.9915738	17.1785067	7911415.62	5392419.65	13081331.0	19236928.11
SYRIAN ARAB REP	2	51324	5.4055989	3.5841063	9.6832769	14.6140926	140414.36	90279.49	246947.8	384194.09
ZAIRE	3	47089	8.6619864	5.7504562	16.5516368	25.1706239	127812.37	92706.59	250836.3	349367.46
ZIMBABWE	1	373334	2.7795965	1.8033753	5.0126553	7.7261567	1037717.88	673261.31	1871394.6	2884436.99
TOTALS	153	46924307	415.1430038	265.2364245	705.9362740	1155.5937409	119343226.78	83952886.00	213132152.52	309879714.94
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i x_i^2$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:
a = 1.943 7990 b =-0.060 8207

The weighted world price curve equation is as follows:

$$y = \frac{10}{x^{0.0608207}}$$

for land transport.

B. Land transport (Prices actually paid in 1978)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	2	1416155	6.4554291	2.7178168	8.7591250	20.8494940	4486466.31	2008902.37	6360010.7	14217717.21
GERMANY, FED REP OF	20	9212761	55.7755826	39.6347215	110.4571933	156.2261409	25962509.40	18333418.24	51635600.3	73327895.04
USA	11	318721	37.2665274	9.6628538	32.6068623	126.9643654	1073253.52	275823.75	927500.0	3625489.19
ARGENTINA	2	691635	6.3387768	2.8397901	8.9954132	20.1146709	2203378.88	979758.12	3119581.9	7027753.38
BELGIUM	9	12083291	20.9700089	18.4883552	42.9317320	49.0062922	28021848.43	24954475.22	57724029.4	65131115.84
CANADA	2	90800	5.7708636	2.1458809	6.1820102	16.7694996	241928.10	99085.81	263928.2	645519.20
DENMARK	3	1734873	6.3604417	4.7429632	9.7867317	13.7541198	4004249.16	2416754.49	5574761.4	9245515.20
SPAIN	3	2120456	8.7460556	4.1410587	11.8501742	25.5738722	5996038.24	3470677.64	9765684.3	16971607.91
FRANCE	27	10613299	77.7404739	55.7503089	160.5208923	225.5553301	30831608.94	21914777.71	63662372.2	89949470.90
GREAT BRITAIN	10	616524	25.4458060	24.6096790	62.6201630	65.1872559	1635277.77	1516888.83	4023387.4	4348371.01
INDIA	8	331435	26.3433221	8.7788920	28.9081472	86.8032452	1105936.16	363704.03	1213611.7	3690820.61
ITALY	19	2026158	53.6781195	32.7656010	92.3636356	152.4829724	5624063.00	3579512.78	9928651.0	15653378.86
JAPAN	3	100347	8.4941773	3.5628154	10.0437824	24.1167202	297936.40	110108.17	325799.1	886309.47
KENYA	1	198354	3.0354298	1.8344399	5.5683132	9.2138340	602089.64	363868.49	1104497.2	1827600.83
NETHERLANDS	3	1418575	6.7019482	5.8582622	13.0692414	15.0290812	3261048.96	2720429.47	6252650.5	7503327.68
PORTUGAL	1	18151	2.6374897	0.8981764	2.3689307	6.9563519	47873.08	16302.80	42998.4	126264.74
SWEDEN	10	10213169	26.1557983	13.2613797	34.5469144	68.6980206	2665308.36	1386174.41	3590980.6	6992358.18
SWITZERLAND	3	4709887	7.1737054	7.7623924	18.5616838	17.1785067	11398983.37	12186583.28	29494224.9	27624811.77
SYRIAN ARAB REP	2	49088	5.4283421	3.4756590	9.4274372	14.7395443	131964.36	86575.44	232625.8	354879.56
THAILAND	1	10816	2.7951847	1.5963113	4.4619846	7.8130575	30232.72	17265.70	48260.8	84506.03
YUGOSLAVIA	19	4251247	55.3283333	26.6252737	76.9612481	161.8155527	12723674.45	5023714.11	14965549.8	38159879.42
ZIMBABWE	1	373334	2.7795965	1.4224584	3.9538601	7.7261567	1037717.88	531052.08	1476110.4	2884436.99
TOTALS	160	53407276	451.4214125	272.5750816	754.9454759	1292.5740844	143383387.13	102354852.94	271732817.00	390279029.02
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i^2 x_i$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:

a = 3.456 7511 b =-0.573 7123

The weighted world price curve equation is as follows:

$$y = \frac{3.4567511}{x^{10}} \qquad \text{for land transport.}$$

C. Land transport (Prices actually paid in 1983)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-km	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	2	1416155	6.4554291	3.1102495	10.0257863	20.8494940	4486466.31	2286771.66	7240317.9	14217717.21
GERMANY, FED REP OF	20	6978842	55.7755826	39.8041011	110.9287579	156.2261409	19548076.95	13939090.28	39022850.2	54931663.16
USA	12	352209	39.9956921	12.9549256	42.8166839	134.4127053	1164647.79	389115.27	1279917.1	3874919.20
ARGENTINA	2	192192	6.3387768	2.5818656	8.1788982	20.1146709	605527.71	248697.53	783179.4	1910098.33
BELGIUM	9	11599955	20.9700089	17.7626425	41.2408226	49.0062922	26900964.25	23020932.24	53245907.8	62525847.06
BRAZIL	1	3991	3.1861082	1.6905238	5.3861914	10.1512854	12715.76	6746.88	21496.2	40513.78
CANADA	2	90800	5.7708636	2.5568350	7.3688547	16.7694996	241928.10	117562.21	313165.2	645519.20
CHILE	3	93938	7.3060981	4.6768975	11.4767478	17.8593403	243733.00	165853.30	431960.6	633654.69
DENMARK	3	1734873	6.3604417	4.8246160	9.9598479	13.7541198	4004249.16	2463970.99	5683741.5	9245515.20
SPAIN	7	1296581	21.0710765	7.8744834	23.9087056	63.8393550	3659134.23	2072083.16	5828907.6	10334780.24
FRANCE	27	10613249	77.7404739	59.5120042	171.3514416	225.5553301	30831460.42	23393100.05	67956866.4	89949029.75
GREAT BRITAIN	10	616524	25.4458060	22.4049359	57.0100132	65.1872559	1635277.77	1380959.77	3662846.8	4348371.01
INDIA	6	67000	18.5156752	7.5040322	23.1569802	58.7488394	214981.02	83794.68	268869.3	696576.31
ITALY	20	2052765	56.6913782	36.1251619	102.0759100	161.5627003	5712783.34	3794346.59	10548903.2	15930553.71
JAPAN	4	130195	11.5227486	5.2762317	15.1459730	33.2889643	375543.34	172024.87	494533.0	1086414.47
JORDAN	1	11913	2.5250446	1.2175102	3.0742673	6.3758502	30080.86	14504.20	36623.7	75955.50
KENYA	1	198354	3.0354298	1.9321437	5.8648865	9.2138340	602089.64	383248.44	1163323.7	1827600.83
NETHERLANDS	5	30602	10.3210922	9.9210285	20.4826496	21.4271201	63032.15	62999.45	129728.5	130024.66
PORTUGAL	1	22958	2.6374897	1.0461830	2.7592968	6.9563519	60551.49	24018.27	63347.9	159703.93
SWEDEN	10	1021369	26.1557983	13.5251213	35.1993643	68.6980206	2665308.36	1424662.68	3683644.8	6992358.18
SWITZERLAND	3	3257998	7.1737054	6.8502085	16.3764887	17.1785067	7911415.62	7419730.12	18013233.4	19236928.11
SYRIAN ARAB REP	2	51324	5.4055989	3.5841063	9.6832769	14.6140926	140414.36	90279.49	246947.8	384194.09
THAILAND	1	153790	2.7951847	1.9001375	5.3112352	7.8130575	429871.46	292222.15	816814.8	1201570.11
YUGOSLAVIA	19	3171571	55.3296553	19.5668010	56.3108525	161.8222064	9489125.62	2650469.22	7859124.4	28461897.68
ZAIRE	3	47089	8.6619864	6.0159695	17.2094606	25.1706239	127812.37	102577.69	275973.9	349367.46
ZIMBABWE	1	373334	2.7795965	1.7464318	4.8543754	7.7261567	1037717.88	652002.37	1812303.3	2884436.99
TOTALS	175	45579571	489.9667413	295.9651378	817.1577681	1394.3218140	122194908.96	86651763.56	230884529.47	332075210.86
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i^2 x_i$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:

a = 2.751 4756 b =-0.317 1926

The weighted world price curve equation is as follows:

$$y = \frac{10^{2.7514758}}{x^{0.3171926}}$$

for land transport.

D. Sea transport (Prices based on 15 commodities)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	1	69433	3.7765560	1.8001396	6.7983276	14.2623752	262217.61	124989.09	472028.2	990279.50
GERMANY, FED REP OF	22	1461749	83.3814560	32.7713625	123.0391774	318.2089920	5068103.35	2116777.92	7248187.2	17857129.07
USA	9	189725	30.2822277	14.6717768	48.6269747	102.4594387	636247.27	306015.47	1014026.0	2143000.30
ARGENTINA	6	9674	22.0068130	7.4852149	27.0152052	81.2604473	36147.32	11481.39	42502.2	135559.74
AUSTRALIA	19	174889	66.5817970	30.1717677	104.3517460	235.0614310	588139.20	289804.10	966946.1	1984942.55
BELGIUM	9	2973240	32.3322369	10.3092830	34.5206521	119.8908915	5461683.12	6861779.88	12428794.5	10301305.69
CANADA	1	23400	3.4127962	1.6799907	5.7334658	11.6471779	79859.43	39311.78	134163.1	272543.96
CHILE	3	80418	9.4048224	5.2636982	16.2183920	29.7665538	222796.83	170407.24	471266.0	618099.75
DENMARK	5	1734873	8.2493840	14.1981476	19.4509937	18.6357294	1965826.28	5454800.25	5635333.4	2714008.05
SPAIN	1	71591	1.5051499	2.5469668	3.8335668	2.2654762	107755.19	182339.90	274448.8	162187.71
FRANCE	20	2679570	68.4894151	31.7364762	104.5166801	241.5003861	6984444.29	5712010.94	13113504.5	20713512.60
GREAT BRITAIN	20	712324	65.4435291	30.0261739	90.8059432	227.8660739	1857232.40	1320458.99	3073400.6	5532045.05
ITALY	17	530270	61.4938996	16.7602578	57.6582582	227.3787841	1673886.97	653552.07	1847450.0	5679198.68
JAPAN	17	673777	58.0022774	17.0832271	57.2485653	201.0422525	2087307.74	706712.55	2104607.8	6632145.83
KENYA	3	4050	9.4685659	3.6207240	11.1190378	30.2168906	13158.40	4530.41	14306.1	43193.72
NETHERLANDS	8	22321	29.3377154	8.8869349	32.6101576	107.6383666	82943.52	24948.18	93677.8	308271.53
PORTUGAL	4	53938	13.9646154	6.4227059	22.2751036	48.9855326	189469.02	88317.41	309643.9	666910.78
SRI LANKA	1	8424	2.6812411	1.1129065	2.9839706	7.1890538	22586.78	9375.12	25136.9	60560.59
SWEDEN	5	598413	10.2556069	12.3274538	20.7735056	25.7245589	1299645.63	1336529.70	2496418.3	3242708.51
YEMEN (P DEM REP)	2	9841	5.6049126	2.5986147	7.2096637	15.8335309	29579.25	11630.21	34833.7	89120.22
ZAIRE	2	32673	3.7460110	5.1765634	7.5825417	9.1294863	57250.57	88513.07	121049.6	134361.59
TOTALS	175	12114593	589.4210286	256.6503772	804.3719287	2075.9634293	28726280.17	25514285.67	51920725.70	80281085.42
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i^2 x_i$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:

a = 3.778 3264 b = -0.705 2289

The weighted world price curve equation is as follows:

$$y = \frac{10^{3.7783264}}{x^{0.7052289}}$$ for sea transport.

E. Sea transport (Prices actually paid in 1978)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	1	69433	3.7765560	1.0842903	4.0948830	14.2623752	262217.61	75285.53	284320.0	990279.50
GERMANY, FED REP OF	22	1339819	83.3814560	23.2315656	86.3475753	318.2089920	4702212.59	1712989.48	5757198.8	16824205.65
USA	9	189725	30.2822277	12.0157352	39.9252689	102.4594387	636247.27	255014.61	846985.1	2143000.30
ARGENTINA	6	15960	22.0650244	6.4097486	23.2012844	81.6125961	55642.30	19459.13	66117.6	196165.64
AUSTRALIA	20	199758	69.7955801	28.2226820	97.5880297	245.3898328	668062.77	289182.46	962480.4	2241799.57
BELGIUM	7	1862531	24.3919653	8.9926517	29.1745330	88.3663665	3435550.61	4347242.05	7899941.4	6522994.63
CANADA	1	23400	3.4127962	1.1465311	3.9128766	11.6471779	79859.43	26828.83	91561.3	272543.96
DENMARK	3	1110512	6.7722627	6.2005198	12.3562881	17.4080847	1520045.61	3091719.21	3962972.0	2353431.87
SPAIN	1	154054	1.5051499	2.9666550	4.4652603	2.2654762	231874.36	457025.07	687891.2	349005.67
FRANCE	20	2679570	68.4894151	23.4566598	74.6411973	241.5003861	6984444.29	5000293.35	10807245.6	20713512.60
GREAT BRITAIN	20	712324	65.4435291	25.1935054	75.8888016	227.8660739	1857232.40	1016433.35	2413211.2	5532045.05
INDIA	16	21576	55.8900808	14.4541158	49.3578055	197.5281807	74585.92	19345.11	65371.5	260742.78
ITALY	10	661199	36.1178311	11.4029009	40.6395716	131.1666331	2402288.71	743387.43	2675894.8	8761442.33
JAPAN	16	128479	54.9979615	24.5421779	82.4254881	191.8450328	328633.89	275591.12	662459.6	902128.03
KENYA	2	685	5.9395209	2.0501256	5.8236736	17.7627320	1935.02	914.44	2523.2	5494.17
NETHERLANDS	6	528220	20.2653641	9.3802124	29.0202796	70.6097935	1208942.09	1559168.36	3354211.1	2942239.91
PORTUGAL	5	30358	17.7391795	5.6642354	19.9543950	63.1211594	108689.70	33716.43	120152.6	389862.79
SRI LANKA	1	12168	2.6812411	1.0585021	2.8380990	7.1890538	32625.34	12879.85	34533.9	87476.41
SWEDEN	5	597923	10.2556069	10.8341879	17.2866957	25.7245589	1297952.01	1123213.70	1994544.3	3236854.75
THAILAND	1	754	2.9030898	1.3368399	3.8809662	8.4279303	2188.93	1007.98	2926.2	6354.66
YEMEN (P DEM REP)	2	21099	5.6049126	3.4640045	9.6690331	15.8335309	62506.32	35506.60	104947.0	185965.25
TOTALS	174	10359547	591.7107508	223.1078395	712.4920056	2080.1954055	25953737.17	20096204.09	42797489.69	74917545.52
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i x_i^2$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:

a = 3.851 1640 b = -0.762 9002

The weighted world price curve equation is as follows:

$$y = \frac{10^{3.8511640}}{x^{0.7629002}}$$ for sea transport.

F. Sea transport (Prices actually paid in 1983)

Country	Number of price routes	Total, per country, of annual weights in kg	Ignoring the weights shown in column 3: Total per country				Allowing for the weights shown in column 3: Total per country			
			of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances	of logs of distances	of logs of prices per tonne-nm	of the products of the two logs	of the squares of the logs of the distances
1	2	3	4	5	6	7	8	9	10	11
SOUTH AFRICA	1	69433	3.7765560	1.1358320	4.2895331	14.2623752	262217.61	78864.23	297835.1	990279.50
GERMANY, FED REP OF	22	1461749	83.3814560	30.0686834	112.5700455	318.2089920	5068103.35	2301884.72	7788616.0	17857129.07
USA	9	189725	30.2822277	14.5779246	48.5487433	102.4594387	636247.27	308929.52	1027839.7	2143000.30
ARGENTINA	4	6329	15.1992678	4.4556404	16.9419839	57.7559591	24066.24	7244.36	27567.0	91515.17
AUSTRALIA	20	199758	69.7955801	29.0428245	100.4156834	245.3898328	668062.77	298198.80	992522.5	2241799.57
BELGIUM	9	2973540	32.3322369	12.6200611	43.3919805	119.8908915	5462220.83	6880252.98	12499058.8	10302269.49
CANADA	1	23400	3.4127962	1.2963581	4.4242059	11.6471779	79859.43	30334.78	103526.4	272543.96
CHILE	3	80418	9.4048224	5.3975618	16.7542659	29.7665538	222796.83	162063.96	448497.8	618099.75
DENMARK	3	1110512	6.7722627	6.5302275	13.2721249	17.4080847	1520045.61	3134430.28	4042610.7	2353431.87
SPAIN	1	71591	1.5051499	3.1001983	4.6662630	2.2654762	107755.19	221946.29	334062.4	162187.71
FRANCE	20	2679570	68.4894151	24.2786350	77.9206233	241.5003861	6984444.29	4981428.45	10863653.3	20713512.60
GREAT BRITAIN	20	712324	65.4435291	27.9166911	83.4147088	227.8660739	1857232.40	1164601.20	2736895.7	5532045.05
INDIA	16	39708	54.8523478	15.2793154	51.2427582	194.7402671	118257.80	37136.09	104404.1	404209.89
ITALY	22	799630	77.6060360	33.8856943	115.6680919	279.5053748	2516355.80	1437407.40	4246061.1	8316022.60
JAPAN	17	673777	58.0022774	28.3878004	94.8133283	201.0422525	2087307.74	1271442.54	3829546.7	6632145.83
KENYA	3	4056	9.4685659	3.9400558	12.2390543	30.2168906	13179.57	5170.69	16558.6	43268.44
NETHERLANDS	8	22321	29.3377154	10.3224593	37.8712035	107.6383666	82943.52	29025.53	107807.9	308271.53
PORTUGAL	4	53938	13.9646154	5.9021892	20.4560060	48.9855326	189469.02	78518.82	274902.3	666910.78
SRI LANKA	1	8424	2.6812411	1.1129735	2.9841502	7.1890538	22586.78	9375.69	25138.4	60560.59
SWEDEN	5	598413	10.2556069	11.3569160	18.1959042	25.7245589	1299645.63	1171407.83	2084817.0	3242708.51
THAILAND	2	7254	6.0791809	2.6624922	8.0570481	18.5154849	21598.47	10090.32	29940.4	64415.63
YEMEN (P DEM REP)	2	9841	5.6049126	2.0675411	5.7399012	15.8335309	29579.25	9311.50	27895.7	89120.22
ZAIRE	2	32673	3.7460110	5.0850404	7.4111235	9.1294863	57250.57	87017.89	118429.8	134361.59
TOTALS	195	11828384	661.3938103	280.4231063	901.2889309	2326.9420409	29331225.97	23716083.87	52028188.38	83239809.65
		$= Sk_i$	$= Sx_i$	$= Sy_i$	$= Sx_i y_i$	$= Sx_i^2$	$= Sk_i x_i$	$= Sk_i y_i$	$= Sk_i x_i y_i$	$= Sk_i^2 x_i$

The values of the constants a and b in the weighted world average price curve equation obtained from the above data are:
a = 3.605 5839 b =-0.645 4605

The weighted world price curve equation is as follows:

$$y = \frac{10^{3.6055839}}{x^{0.6454605}}$$

for sea transport.

Congress – Doc 9/Annex 4

Calculation of transit charge scales on the basis of the weighted world average price curves and the weighted world arithmetical mean of postal costs

A. Land transport (Prices based on 15 commodities)

(For a= 1.9437990 and b= -0.0608207)

Steps				Median length of step in km	For the length (col 2) Price in g c per t/km	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
UP TO			300	150	64.788	9718	27200	36918	37
ABOVE	300	UP TO	600	450	60.603	27271	27200	54471	54
–	600	–	1000	800	58.519	46815	27200	74015	74
–	1000	–	1500	1250	56.950	71188	27200	98388	98
–	1500	–	2000	1750	55.795	97641	27200	124841	125
–	2000	–	2500	2250	54.953	123644	27200	150844	151
–	2500	–	3000	2750	54.287	149289	27200	176489	176
–	3000	–	3800	3400	53.591	182209	27200	209409	209
–	3800	–	4600	4200	52.905	222201	27200	249401	249
–	4600	–	5500	5050	52.311	264171	27200	291371	291
–	5500	–	6500	6000	51.772	310632	27200	337832	338
–	6500	–	7500	7000	51.286	359002	27200	386202	386
CALCULATION DATA FOR DETERMINING THE TRANSIT CHARGES FOR EACH ADDITIONAL 1000 KM:									
				8000	50.874	406992	27200	434192	434
				9000	50.512	454608	27200	481808	482
				10000	50.187	501870	27200	529070	529
				11000	49.888	548768	27200	575968	576
				12000	49.636	595632	27200	622832	623
				13000	49.385	642005	27200	669205	669
				14000	49.169	688366	27200	715566	716
				15000	48.966	734490	27200	761690	762

B. Land transport (Prices actually paid in 1978)

(for **a=** 3.4567511 and **b=** -0.5737123)

Steps				Median length of steps in km	For the length (col 2) Price in q c per t/km	Transport costs in q c per 1000 kg col 2 x col 3	Postal costs in q c per 1000 kg	Transit charges in q c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in q c
1				2	3	4	5	6	7
UP TO			300	150	161.566	24235	17600	41835	42
ABOVE	300	UP TO	600	450	86.030	38714	17600	56314	56
-	600	-	1000	800	61.837	49470	17600	67070	67
-	1000	-	1500	1250	47.868	59835	17600	77435	77
-	1500	-	2000	1750	39.468	69069	17600	86669	87
-	2000	-	2500	2250	34.170	76883	17600	94483	94
-	2500	-	3000	2750	30.454	83749	17600	101349	101
-	3000	-	3800	3400	26.961	91667	17600	109267	109
-	3800	-	4600	4200	23.880	100296	17600	117896	118
-	4600	-	5500	5050	21.485	108499	17600	126099	126
-	5500	-	6500	6000	19.464	116784	17600	134384	134
-	6500	-	7500	7000	17.817	124719	17600	142319	142
CALCULATION DATA FOR DETERMINING THE TRANSIT CHARGES FOR EACH ADDITIONAL 1000 KM:									
				8000	16.502	132016	17600	149616	150
				9000	15.425	138825	17600	156425	156
				10000	14.519	145190	17600	162790	163
				11000	13.748	151228	17600	168828	169
				12000	13.078	156936	17600	174536	175
				13000	12.489	162357	17600	179957	180
				14000	11.971	167594	17600	185194	185
				15000	11.506	172590	17600	190190	190

C. Land transport (Prices actually paid in 1983)

(For a = 2.7514756 and b = −0.3171926)

Steps				Median length of step in km	For the length (col 2) Price in g c per t/km	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	115.153	17273	27200	44473	44
Above	300	Up to	600	450	81.278	36575	27200	63775	64
–	600	–	1000	800	67.713	54170	27200	81370	81
–	1000	–	1500	1250	58.772	73465	27200	100665	101
–	1500	–	2000	1750	52.829	92451	27200	119651	120
–	2000	–	2500	2250	48.783	109762	27200	136962	137
–	2500	–	3000	2750	45.769	125865	27200	153065	153
–	3000	–	3800	3400	42.793	145496	27200	172696	173
–	3800	–	4600	4200	40.019	168080	27200	195280	195
–	4600	–	5500	5050	37.746	190617	27200	217817	218
–	5500	–	6500	6000	35.733	214398	27200	241598	242
–	6500	–	7500	7000	34.031	238217	27200	265417	265

Calculation data for determining the transit charges for each additional 1000 km:

8000	32.619	260952	27200	288152	288
9000	31.425	282825	27200	310025	310
10000	30.393	303930	27200	331130	331
11000	29.490	324390	27200	351590	352
12000	28.686	344232	27200	371432	371
13000	27.962	363506	27200	390706	391
14000	27.313	382382	27200	409582	410
15000	26.722	400830	27200	428030	428

D. Sea transport (Prices based on 15 commodities)

(For a = 3.7783264 and b =-0.7052289)

Steps				Median length of step in n m	For the length (col 2) Price in g c per t/nm	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	175.277	26292	21100	47392	47
Above	300	Up to	600	450	80.765	36344	21100	57444	57
-	600	-	1000	800	53.830	43064	21100	64164	64
-	1000	-	1500	1250	39.294	49118	21100	70218	70
-	1500	-	2000	1750	30.997	54245	21100	75345	75
-	2000	-	2500	2250	25.961	58412	21100	79512	80
-	2500	-	3000	2750	22.533	61966	21100	83066	83
-	3000	-	3500	3250	20.032	65104	21100	86204	86
-	3500	-	4000	3750	18.106	67898	21100	88998	89
-	4000	-	5000	4500	15.923	71654	21100	92754	93
-	5000	-	6000	5500	13.820	76010	21100	97110	97
-	6000	-	7000	6500	12.286	79859	21100	100959	101
-	7000	-	8000	7500	11.105	83288	21100	104388	104
Calculation data for determining the transit charges for each additional 1000 nm:									
				8500	10.167	86420	21100	107520	108
				9500	9.399	89291	21100	110391	110
				10500	8.760	91980	21100	113080	113
				11500	8.215	94473	21100	115573	116
				12500	7.746	96825	21100	117925	118
				13500	7.337	99050	21100	120150	120
				14500	6.976	101152	21100	122252	122

E. Sea transport (Prices actually paid in 1978)

(For a = 3.8511640 and b = -0.7629002)

Steps				Median length of step in nm	For the length (col 2) Price in g c per t/nm	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	155.261	23289	18300	41589	42
Above	300	Up to	600	450	67.152	30218	18300	48518	49
-	600	-	1000	800	43.297	34638	18300	52938	53
-	1000	-	1500	1250	30.800	38500	18300	56800	57
-	1500	-	2000	1750	23.826	41696	18300	59996	60
-	2000	-	2500	2250	19.672	44262	18300	62562	63
-	2500	-	3000	2750	16.879	46417	18300	64717	65
-	3000	-	3500	3250	14.858	48289	18300	66589	67
-	3500	-	4000	3750	13.321	49954	18300	68254	68
-	4000	-	5000	4500	11.592	52164	18300	70464	70
-	5000	-	6000	5500	9.946	54703	18300	73003	73
-	6000	-	7000	6500	8.757	56921	18300	75221	75
-	7000	-	8000	7500	7.851	58883	18300	77183	77
Calculation data for determining the transit charges for each additional 1000 nm:									
				8500	7.136	60656	18300	78956	79
				9500	6.554	62263	18300	80563	81
				10500	6.073	63767	18300	82067	82
				11500	5.665	65148	18300	83448	83
				12500	5.316	66450	18300	84750	85
				13500	5.013	67676	18300	85976	86
				14500	4.747	68832	18300	87132	87

F. Sea transport (Prices actually paid in 1983)

(For a = 3.6055839 and b = -0.6454605)

Steps				Median length of step in nm	For the length (col 2) Price in g c per t/nm	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	158.885	23833	21100	44933	45
Above	300	Up to	600	450	78.177	35180	21100	56280	56
-	600	-	1000	800	53.924	43139	21100	64239	64
-	1000	-	1500	1250	40.428	50535	21100	71635	72
-	1500	-	2000	1750	32.537	56940	21100	78040	78
-	2000	-	2500	2250	27.662	62240	21100	83340	83
-	2500	-	3000	2750	24.304	66836	21100	87936	88
-	3000	-	3500	3250	21.821	70918	21100	92018	92
-	3500	-	4000	3750	19.896	74610	21100	95710	96
-	4000	-	5000	4500	17.684	79578	21100	100678	101
-	5000	-	6000	5500	15.537	85454	21100	106554	107
-	6000	-	7000	6500	13.950	90675	21100	111775	112
-	7000	-	8000	7500	12.719	95393	21100	116493	116
Calculation data for determining the transit charges for each additional 1000 nm:									
				8500	11.732	99722	21100	120822	121
				9500	10.919	103731	21100	124831	125
				10500	10.234	107457	21100	128557	129
				11500	9.651	110987	21100	132087	132
				12500	9.147	114338	21100	135438	135
				13500	8.703	117491	21100	138591	139
				14500	8.311	120510	21100	141610	142

G. Land transport (Prices actually paid, with coefficients applied)

(For a = 2.7514756 and b = -0.3171926, coefficient applied to col 3: 0.9359, to col 5: 1.2432)

Steps				Median length of step in km	For the length (col 2) Price in g c per t/km	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	107.772	16166	33815	49981	50
Above	300	Up to	600	450	76.068	34231	33815	68046	68
–	600	–	1000	800	63.373	50698	33815	84513	85
–	1000	–	1500	1250	55.005	68756	33815	102571	103
–	1500	–	2000	1750	49.443	86525	33815	120340	120
–	2000	–	2500	2250	45.656	102726	33815	136541	137
–	2500	–	3000	2750	42.835	117796	33815	151611	152
–	3000	–	3800	3400	40.050	136170	33815	169985	170
–	3800	–	4600	4200	37.454	157307	33815	191122	191
–	4600	–	5500	5050	35.326	178396	33815	212211	212
–	5500	–	6500	6000	33.443	200658	33815	234473	234
–	6500	–	7500	7000	31.850	222950	33815	256765	257

Calculation data for determining the transit charges for each additional 1000 km:

8000	30.528	244224	33815	278039	278
9000	29.411	264699	33815	298514	299
10000	28.445	284450	33815	318265	318
11000	27.600	303600	33815	337415	337
12000	26.847	322164	33815	355979	356
13000	26.170	340210	33815	374025	374
14000	25.562	357868	33815	391683	392
15000	25.009	375135	33815	408950	409

H. Sea transport (Prices actually paid, with coefficients applied)

(For a = 3.6055839 and b = -0.6454605; coefficient applied to col 3 = 1.0240, to col 5: 1.0738)

Steps				Median length of step in n m	For the length (col 2) Price in g c per t/n m	Transport costs in g c per 1000 kg col 2 x col 3	Postal costs in g c per 1000 kg	Transit charges in g c per 1000 kg col 4 + col 5	DRAFT SCALE TRANSIT CHARGES per kg, in g c
1				2	3	4	5	6	7
Up to			300	150	162.698	24405	22657	47062	47
Above	300	Up to	600	450	80.053	36024	22657	58681	59
-	600	-	1000	800	55.218	44174	22657	66831	67
-	1000	-	1500	1250	41.398	51748	22657	74405	74
-	1500	-	2000	1750	33.318	58307	22657	80964	81
-	2000	-	2500	2250	28.326	63734	22657	86391	86
-	2500	-	3000	2750	24.887	68439	22657	91096	91
-	3000	-	3500	3250	22.345	72621	22657	95278	95
-	3500	-	4000	3750	20.374	76403	22657	99060	99
-	4000	-	5000	4500	18.108	81486	22657	104143	104
-	5000	-	6000	5500	15.910	87505	22657	110162	110
-	6000	-	7000	6500	14.285	92853	22657	115510	116
-	7000	-	8000	7500	13.024	97680	22657	120337	120

Calculation data for determining the transit charges for each additional 1000 nm:

8500	12.014	102119	22657	124776	125
9500	11.181	106220	22657	128877	129
10500	10.480	110040	22657	132697	133
11500	9.883	113655	22657	136312	136
12500	9.367	117088	22657	139745	140
13500	8.912	120312	22657	142969	143
14500	8.510	123395	22657	146052	146

Congress – Doc 9/Annex 5

Weighted world arithmetical mean of postal costs

A. Land transport

Country Col 1	Total, per country of annual weights in kg Col 2	Postal costs per 1000 kg Col 3	Product col 2 x col 3 / 1000 Col 4
SOUTH AFRICA	1 416 155	14 418	20 418 122
GERMANY, FED REP OF	6 978 842	53 488	373 284 300
UNITED STATES OF AMERICA	352 209	37 356	13 157 119
ARGENTINA	192 092	39 000	7 491 588
AUSTRIA	9 703 902	33 977	329 709 478
BELGIUM	11 599 955	7 600	88 159 658
BRAZIL	3 991	18 860	75 270
CANADA	90 800	22 039	2 001 141
DENMARK	1 734 873	18 966	32 903 601
SPAIN	1 292 876	26 364	34 085 382
FRANCE	10 613 299	32 280	342 597 291
INDIA	67 000	21 427	1 435 609
ITALY	2 052 765	43 000	88 268 895
JAPAN	130 195	87 907	11 445 051
JORDAN	11 913	16 000	190 608
KENYA	198 354	17 200	3 411 688
NETHERLANDS	30 602	5 100	156 070
PORTUGAL	22 958	3 180	73 006
SWEDEN	1 021 369	22 000	22 470 118
SWITZERLAND	3 257 998	4 320	14 074 551
TOTALS	50 873 131		1 385 408 553.37

WEIGHTED WORLD ARITHMETICAL MEAN IN GOLD CENTIMES PER 1000 KG: 27 232.62,

ROUNDED OFF TO 27 200 GOLD CENTIMES.

B. Sea transport

Country	Total, per country of annual weights in kg	Postal costs per 1000 kg	Product col 2 x col 3 / 1000
Col 1	Col 2	Col 3	Col 4
SOUTH AFRICA	69 433	13 035	905 059
GERMANY, FED REP OF	1 461 749	11 006	16 088 009
UNITED STATES OF AMERICA	189 725	37 356	7 087 367
ARGENTINA	9 674	25 400	245 719
AUSTRALIA	174 889	85 700	14 987 987
BELGIUM	2 973 240	8 000	23 785 920
CANADA	23 400	22 039	515 712
DENMARK	1 734 873	4 491	7 791 314
SPAIN	71 591	30 584	2 189 539
FRANCE	2 679 570	34 500	92 445 165
ITALY	530 270	76 000	40 300 520
JAPAN	673 777	53 740	36 208 775
KENYA	4 050	18 500	74 925
NETHERLANDS	22 321	7 350	164 059
PORTUGAL	53 938	11 020	594 396
SRI LANKA	8 424	15 400	129 729
SWEDEN	598 413	15 000	8 976 195
YEMEN (PEOPLE'S DEM REP)	9 841	20 982	206 483
TOTALS	11 993 583		252 696 879.58

WEIGHTED WORLD ARITHMETICAL MEAN IN GOLD CENTIMES PER 1000 KG: 21 069.34,

ROUNDED OFF TO 21 100 GOLD CENTIMES.

Congress – Doc 9/Annex 6

Coefficients for adapting the transit charge scales

1 The question of establishing coefficients for adapting the transit charge scales stems from operative paragraph iii of Rio de Janeiro Congress resolution C 28 whereby the Executive Council is instructed to seek ways to reflect, if necessary, changes in any of the factors taken into consideration for the calculation of the transit charge scales during the period between Congresses.

2 On the basis of a consultation the Executive Council, at its 1982 session, came to the conclusion that the most appropriate method would be to subject the scales, at the time they are fixed, to an average coefficient in the light of the movement of the prices actually paid and of the postal costs observed over the five years preceding Congress. This solution would make it possible to retain in the Convention fixed scales valid for the entire period of application of the Convention.

3 The data used for the calculation of the coefficients for adapting the scales are given in the following pages under:

- A. Development of transport costs actually paid between 1978 and 1983.
- B. Development of postal costs between 1978 and 1983.

A. Development of transport costs actually paid between 1978 and 1983

a Development of prices actually paid for land transport between 1978 and 1983

Calculation of the weighted average price in gold centimes

In 1978

Upper limits of the route (km)	Quantities transported over the route the upper limit of which is given in col 1 (tonnes)	Price in g c per t-km for the route (according to col 3 of the relevant Congress scale)	Product: col 2 x col 3
1	2	3	4
300	18 025	161.566	2 912 227.150
600	9 585	86.030	824 597.550
1000	14 239	61.837	880 497.043
1500	10 192	47.868	487 870.656
2000	492	39.468	19 418.256
2500	567	34.170	19 374.390
3000	7	30.454	213.178
3800	105	26.961	2 830.905
4600	0	23.880	0
5500	16	21.485	343.760
Above 5500	0		0
Totals	53 408		5 147 372.888

Weighted average: 96.3783 g c

In 1983

Upper limits of the route (km)	Quantities transported over the route the upper limit of which is given in col 1 (tonnes)	Price in g c per t-km for the route (according to col 3 of the relevant Congress scale)	Product: col 2 x col 3
1	2	3	4
300	15 470	115.153	1 781 416.910
600	8 674	81.278	705 005.372
1000	12 002	67.713	812 691.426
1500	8 827	58.772	518 780.444
2000	172	52.829	9 086.588
2500	306	48.783	14 927.598
3000	7	45.769	320.383
3800	105	42.793	4 493.285
4600	0	40.019	0
5500	16	37.746	603.936
Above 5500	0		
Totals	45 579		3 847 325.922

Weighted average: 84.410 g c

The weighted average price per weight transported over each route is:
96.378 in 1978
84.410 in 1983

The difference between these two weighted average prices is: – 12.4 %

Average annual increase (AAI) = – 2.617 %

Coefficient of increase corresponding to half the five-year period: 0.9359 (– 6.4 %)

b Development of the prices actually paid for sea transport between 1978 and 1983

Calculations of the weighted average price in gold centimes

In 1978

Upper limits of the route (nm)	Quantities transported over the route the upper limit of which is given in col 1 (tonnes)	Price in g c per t-nm for the route (according to col 3 of the relevant Congress scale)	Product: col 2 x col 3
1	2	3	4
300	5631	155.261	874 274.691
600	277	67.152	18 601.104
1000	498	43.297	21 561.906
1500	205	30.800	6 314.000
2000	235	23.826	5 599.110
2500	29	19.672	570.488
3000	201	16.879	3 392.679
3500	966	14.858	14 352.828
4000	403	13.321	5 368.363
5000	597	11.592	6 920.424
6000	411	9.946	4 087.806
7000	341	8.757	2 986.137
8000	59	7.851	463.209
(Above 8000 nm: 550 tonnes)*			
Totals	9853		964 492.745

Weighted average: 97.888 g c

* This weight of mail transported over distances above 8000 nm was not included in the calculation of the weighted average (it accounts for only 5.3 percent of the total weight).

In 1983

Upper limits of the route (nm)	Quantities transported over the route the upper limit of which is given in col 1 (tonnes)	Price in g c per t-nm for the route (according to col 3 of the relevant Congress scale)	Product: col 2 x col 3
1	2	3	4
300	6397	158.885	1 016 387.345
600	365	78.177	28 534.605
1000	534	53.924	28 795.416
1500	665	40.428	26 884.620
2000	295	32.537	9 598.415
2500	37	27.662	1 023.494
3000	195	24.304	4 739.280
3500	954	21.821	20 817.234
4000	565	19.896	11 241.240
5000	700	17.684	12 378.800
6000	324	15.537	5 033.988
7000	274	13.950	3 822.300
8000	91	12.719	1 157.429
(Above 8000 nm: 480 tonnes)*			
Totals	11 396		1 170 414.166

Weighted average: 102.704 g c

The weighted average price per weight transported over each distance is:
97.888 for 1978
102.704 for 1983

The difference between these two weighted average prices is: 4.9199

Average annual increase (AAI) = 1.01 %

Coefficient of increase corresponding to half the five-year period: 1.024 (+2.4 %)

* This weight of mail transported over distances above 8000 nm was not included in the calculation of the weighted average (it accounts for only 7.9 percent of the total weight).

B. Development of postal costs between 1978 and 1983

a Land:

In 1978*: 17 600 gold centimes
In 1983: 27 200 gold centimes

The difference between these two weighted average prices is: 54.55%

Average annual increase (AAI) = 9.10%

Coefficient of increase corresponding to half the five-year period: 1.2432 (+ 24.32%)

b Sea:

In 1978*: 18 300 gold centimes
In 1983: 21 100 gold centimes

The difference between these two weighted average prices is: 15.3%

Average annual increase (AAI) = 2.89%

Coefficient of increase corresponding to half the five-year period: 1.0738 (+ 7.38%)

* The Rio de Janeiro postal costs have been recalculated:
– to carry out local currency → SDR conversions according to the SDR exchange rate in April 1978;
– to take account of corrections brought to the attention of the International Bureau.

Congress – Doc 10

Terminal dues

Executive Council report

I. Introduction

1 Terminal dues were introduced at the 1969 Tokyo Congress, when the rate of payment of such dues was fixed at 0.50 gold francs per kilogramme of mail for all rate categories combined. The Lausanne Congress decided to increase this rate to 1.50 gold francs per kilogramme and also to take airmail into account in determining the imbalance in exchanges. Moreover, the same Congress instructed the Executive Council to conduct in-depth studies on the questions relating to terminal dues.

2 The results of this study, which was conducted by a Working Party composed of three countries – Canada (reporting country), Colombia and Great Britain – were set out in Congress – Doc 7 of the Rio de Janeiro Congress. Following discussions, that Congress fixed differentiated terminal dues rates of 5.50 gold francs per kilogramme of LC/AO mail and 1.50 gold francs per kilogramme for M bags. The same Congress also instructed the Executive Council in its resolution C 35:

i to continue the study of terminal dues, with special reference to the method of determining the volume of imbalance of exchanges and the presentation and settlement of the relevant accounts;

ii to consider the possibility of proposing a rate formula for fixing the rate of terminal dues, taking into account all factors which are reflected in costs both for administrations of origin and administrations of destination;

iii to seek ways of reflecting in the Acts the development of this rate during the period between Congresses and to make the necessary proposals to the next Congress.

II. Development of the study

1980

3 To implement resolution C 35, the 1980 Executive Council considered that this study should be assigned to a restricted Working Party that was representative of the interests of all countries. This Working Party was constituted as follows: Argentina, Brazil (reporting country), France, Kenya, Spain, Thailand, USSR and United States of America. It met for the first time in Berne on 20 October 1980.

1981

4 The Terminal Dues Working Party (WP 3) held two meetings in 1981, one on 2 May and the other on 21 October.

5 At its second meeting on 2 May, the Working Party took note of the comments submitted by certain administrations following the WP's first meeting at which Brazil, the reporting country, had already proposed a methodology for conducting the terminal dues study. This methodology, which was developed at length by the reporting country, stems from the definition of the equivalence principle which originates in the concept of the equilibrium of mail flows: two mail flows are in equilibrium if, for each item sent from country "A" to country

"B" there is an identical item sent from "B" to "A". The origin of the payment of terminal dues lies in the non-existence of this condition of equilibrium in exchanges between postal administrations.

6 Following discussions on this subject both in the Working Party and in Executive Council Committee 5, it was decided that the work would be continued on the basis of the equivalence principle, without however excluding other possibilities, in particular those centred on costs.

7 At its third meeting on 21 October 1981, WP 3 considered a document by the reporting country dealing with pilot statistical research conducted by Brazil on the basis of its exchanges with 80 countries in order to evaluate the financial implications of a few formulas with a view to the payment of terminal dues. During this meeting, a consensus emerged on the continuation of the study in accordance with the equivalence principle, but as the United States of America had suggested also resuming the study made by the previous WP with regard to the costs aspect, it was entrusted with this aspect of the study.

8 It was decided to reconvene the WP at Berne from 18 to 21 January 1982. The aims of this fourth meeting were:

- to prepare a programme for the sampling of overall international traffic, established by category of item, weight step, tariff base, special services, etc;
- to select the countries which would take part in the sampling.

1982

9 In 1982 the Working Party held three meetings, from 18 to 21 January, on 29 April (followed by a supplementary meeting on 6 May) and on 8 November respectively.

10 The most important results of the first two meetings (4th and 5th meetings of WP 3), which were subsequently approved by the 1982 EC, were as follows:

a the model instruction manuals proposed by the reporting country as a basis for implementing a worldwide sampling programme were finalized:
   - the instruction manual for implementing a simplified sampling programme, in which all Union member countries would participate, was intended to obtain representative data about the proportions and average weights for each category of item;
   - the instruction manual for implementing a detailed sampling programme made it possible to ascertain the distribution of countries' traffic, by category of item, on the basis of the actual weight of each article according to the weight steps laid down in article 19 of the Convention; a representative sample of Union member countries, consisting of approximately 20 countries, was to participate in this programme, the results of which would be applied to all countries on the basis of the regressive structures established in conformity with the functional relations obtained;

b the minimum size of the sample, expressed as a number of bags, was fixed in such a way as to make the results of the study representative;

c the period from 15 November 1982 to 15 May 1983 was scheduled for carrying out the sampling, which was to involve a total of 24 days of observation;

d the questionnaire prepared by the United States of America on the costs aspect with regard to the calculation of terminal dues rates was finalized.

11 At the 6th meeting of WP 3, held on 8 November 1982, the Working Party approved the inclusion of an additional form in the instruction manuals for the purpose of collecting information about the total volume of countries' mail flows during the sampling days, with a view to calculating the effective sampling rates. Moreover, the Working Party discussed how the results of the study were to be presented.

12 In connection with the related study on the costs aspect, the United States had, up to the date of the 6th meeting of WP 3, received 56 replies to the questionnaire that had been sent out.

13 At the 6th meeting of WP 3, France proposed the development of a study with a view to fixing the conditions for the possible application of an exceptional procedure for determining bilateral rates of payment of terminal dues.

1983

14 The results obtained by the Working Party at its 7th meeting on 28 April 1983, which were subsequently approved by Committee 5 and the 1983 EC, were as follows:

a the methodology proposed by the reporting country (Brazil) for putting into effect the study on the equivalence principle was approved, as were the specimen tables for the presentation of the results obtained;

b the draft report of the study on the costs aspect presented by the United States of America was to be sent to all the participants for verification of the data presented in national currencies, particularly with respect to their up-to-dateness in relation to the date of conversion into SDR;

c France remained instructed to continue with its work concerning an exceptional bilateral procedure for terminal dues, leaving open the possibility of negotiation for countries wishing it.

15 The 8th and final meeting of the Terminal Dues Working Party was held at Berne from 5 to 9 December 1983.

16 At this meeting, WP 3 had occasion to consider the final report of the study based on the equivalence principle (annex 2) and the final report of the study on the costs aspect (annex 3). It noted that the results of the two studies were compatible and to a large extent confirmed each other.

17 During its 8th meeting WP 3 also considered the conditions in which an exceptional bilateral procedure for determining terminal dues rates could be implemented.

18 On conclusion of its work, the Terminal Dues Working Party drew up its recommendations to Executive Council Committee 5.

1984

19 The Committee left it to the Executive Council to take a position on the conclusions of the Working Party report and on the way in which the final report of the terminal dues study was to be presented to Congress. During the Executive Council's discussions, most of the Working Party's recommendations were adopted. However, some of them were subject to reservations by certain administrations. The comments made in plenary session in favour of and against the Working Party's conclusions are reproduced in annex 1 to this document and concern the validity of the equivalence principle, the choice of price system to be used for calculating the terminal dues rates, the advantages of adopting the alternative approach consisting in the status quo increased by applying a coefficient based on inflation, and the advantages of instead providing for the increase in the terminal dues rates to be fixed by the Hamburg Congress to be spread over several years.

20 Following its discussions, the Executive Council:

i considered that the equivalence principle had already been adopted at its previous sessions as a valid method for determining the terminal dues rates;

ii approved the ways and means of applying the equivalence principle as specified in the recommendations of the Working Party, viz:

  a establishment of world average weights per kilogramme;

  b calculation of separate rates for LC, AO and M bags on the basis of the composition of the mail as determined during the global sampling carried out between November 1982 and May 1983;

c use, for the calculation of these rates, of the price system in force, composed of the basic charges laid down in the Convention and the median values of the special service charges applied by administrations; on the basis of the data comprising the basic rates adopted by the Rio de Janeiro Congress, this produced the following rates:
  – "LC" rate: 25.81 gold francs/kilogramme;
  – "AO" rate: 3.09 gold francs/kilogramme;
  – "M bags" rate: 0.82 gold francs/kilogramme;

iii was in favour of the stability of the rates between Congresses, ie of not adjusting the rates to be fixed by the Hamburg Congress until the following Congress;

iv approved the draft proposal for amendment of article 62 of the Convention, arising from the decisions made on the above points (proposal 3062.4);

v adopted a draft resolution providing the legal basis for the principles of determining the terminal dues rates (proposal 3000.4);

vi accepted the results of the study on the costs aspect;

vii left it to Congress to decide on the advisability of using inflation as a method of fixing the terminal dues rates.

21 The proposals arising from the study conducted by France on the possible introduction of an exceptional procedure for calculating bilateral rates of payments of terminal dues were not considered by the Executive Council, since France had declined to present them to Congress and no other EC member country had expressed the wish to take them up on its own account.

III. The study according to the equivalence principle

Equivalence principle

22 The origin of terminal dues lies in the existence of imbalances in letter-post traffic between countries. They represent a remuneration for the work done in the administration which has to handle the excess mail not offset by its own dispatches. In order that rates of terminal dues can be established, a precise definition of mail imbalance has to be found. As mail is composed of items of different rate categories and different weights, these elements must be included in the definition of imbalance. How can this imbalance be circumscribed?

23 Bearing in mind the particular features of mail, international postal traffic between two countries is in equilibrium when it consists of the same total weight of items, with the same number of items in each rate category, in both directions – more specifically, when, for each item in each rate category of a given weight sent in one direction, there is an item of the same rate category and of the same weight sent in the opposite direction. An imbalance would result if one of these conditions were not satisfied.

24 Once the imbalance has been defined, it is necessary to determine how to compensate the administration which is at a disadvantage owing to this imbalance in such a way that the equilibrium is restored. As this question is a financial one, a way has to be found of passing from a physical imbalance, as defined above, to a corresponding financial imbalance.

25 To do this, it is necessary to refer to a price system which is based on the above-mentioned characteristics of postal traffic (rate and weight categories) and which is accepted as being representative of the actual rate situation of the countries. The Universal Postal Union has such a system at its disposal; administrations use it as a basis for fixing the rates of the international service. It consists of the basic charges laid down in the Convention. Thus, the *universal* price system to be considered would, logically, be a *function of the basic charges.*

26 In view of these facts, the financial equilibrium of two mail flows would be obtained when the mail flow in both directions is composed of the same number of items of the same weight in each rate category, thus generating, through the application of a system of reference prices (as appropriate, the basic charges), *the same revenue* in both directions. The financial imbalance in postal relations can thus be defined on the basis of these concepts.

27 As the origin of terminal dues lies in the concept of imbalance, the purpose of paying them must be to re-establish equilibrium. When it has been possible to measure the imbalance in terms of the revenues associated with the mail flows by applying a common price system, the only way of restoring *equilibrium* is to make the revenues of the countries concerned *equivalent.*

28 The equivalence principle thus finds its application in the payment of terminal dues: whenever a revenue imbalance between two countries is found, equilibrium must be re-established by sharing the difference in revenue. In other words, each country will be entitled to half of the difference in revenue in its bilateral relations, revenue being calculated according to a common rate system. Thus, between two countries A and B:

$$M = \frac{1}{2}(R_{AB}\,V_{AB} - R_{BA}\,V_{BA})$$

or M = amount of remuneration in respect of terminal dues
R = average revenue per kg or per item calculated per country on the basis of the composition of the mail
V = volume of mail dispatched, expressed in kilogrammes or as a number of items

29 The application of this principle at Union level presupposes the establishing of terminal dues rates which take into account all the above-mentioned factors, viz:
- a common price system applicable to all Union member countries;
- the composition of the mail dispatched from all the countries to each of the others, according to the number of items per rate category (including items subject to special services) and the weight of these items.

30 The common price system applicable to all member countries, which serves as a basis for determining international postal rates, must depend on the basic charges in the Convention, which constitute the only available price system which is generally applied within the Union. The adoption of such a price system provides factors which enable the analyses of traffic composition to be simplified, since the basic charges are fixed by rate category and according to the weight steps applicable to postal items.

31 The basic charges in the Convention had already been used as a reference price system in the study by the previous Working Party, for ascertaining average revenues with a view to calculating the rates of terminal dues. On that occasion, the validity of such a price system was not questioned.

32 In order for terminal dues accounts to be settled in such a way as to take account of the specific characteristics of the postal traffic between each pair of countries (bilateral situation) it would be necessary to analyze, in each bilateral relation, the price system which is closest to the actual rate situation in each of the two countries, as well as the composition of their reciprocal traffic by rate category and weight. In practice, however, such an analysis is not feasible within the Union because it would involve calculating 165 average revenues for application to the relations of each of the 166 member countries with each of the others; this would produce a total of $\frac{165 \times 166}{2}$, ie 13 695 terminal dues rates.

33 The search for a system which can be applied to all Union member countries therefore requires the adoption of simplification measures which, initially, lead to the consideration of relations between groups of countries with more or less homogeneous characteristics. If this system is adopted, a certain number of terminal dues rates would be fixed for each country, each of these rates being applicable to that country's relations with the other countries belonging to one and the same group.

34 Another, even simpler, solution would presuppose the fixing of a terminal dues rate for each country which would be applicable to its relations with all other countries. As in the previous cases, these rates would take into consideration the characteristics of the traffic sent by the country to which the rate would apply, as well as the characteristics of the global traffic sent from all the other countries to the country concerned. (This solution would involve the calculation of 166 terminal dues rates.)

35 Needless to say, as the system is progressively simplified and as fewer terminal dues rates are obtained, these rates become less accurate in terms of the actual situations corresponding to the bilateral relations, since they represent average situations. This remains true regardless of the system adopted for calculating terminal dues rates.

36 In the final analysis, the simplest solution gives a world average rate which is applicable to relations between all countries but which, in some cases, presents considerable distortions compared with the individual situations. This rate will equal half the value of the average world revenue obtained from the study, bearing in mind that the purpose of terminal dues is to re-establish international postal equilibrium by sharing the difference in revenues corresponding to the traffic in imbalance. This latter solution was selected by the Executive Council because it is easier to apply in practice and because it makes it possible to obtain a uniform rate of terminal dues for all countries.

37 In view of the existence of two main rate categories in the Union, LC and AO, the first measure to be taken, if it is planed to establish world average terminal dues rates while at the same time trying to avoid distortions, would be to establish a rate for each of these categories. Another measure that could be envisaged would be to consider separately the AO subcategory consisting of M bags, for which a separate terminal dues rate already exists. In this way, three world average rates of terminal dues, applicable to the LC, AO and M bag categories, are obtained.

38 Because of the method used for calculating them, these terminal dues rates take account of the composition of the mail in each rate category according to the weight steps for which basic charges are laid down in the Convention. In other words, these rates may be fixed per item and applied to the mail imbalance measured according to the number of items, or else they may be fixed per kilogramme and applied to the imbalance measured in kilogrammes. So far as the world average composition of mail is concerned, the application of both these rate-fixing methods would produce the same result, if the basic assumption is that the traffic configuration of each country approximates to the world average configuration.

39 For practical reasons, a rate per kilogramme should be adopted because it is much easier and less costly to measure the imbalance of exchanges in terms of weight than in terms of the number of items, particularly as the Union's existing statistical system for measuring imbalances in mail flows is based on weight.

40 The equivalence principle is justified by the difficulties inherent in cost analyses, since very few countries have an accounting system for service costs which could serve as the basis for a technical analysis giving results that could be applied at world level. That is why the concept of postal costs was replaced by that of postal revenues in the study carried out in accordance with the equivalence principle.

Sampling survey

41 The composition of international letter-post traffic was determined on the basis of data relating to the outward traffic of administrations, obtained from statistical research by sampling carried out by 69 countries. These countries represent a significant proportion of the world postal traffic, a fact which gives the research a large degree of representativity. During the research period, a total sample of 54 678 LC/AO bags were opened and analyzed; 305 252 M bags were also examined over the same period (exhaustive sampling).

42 The sampling survey was carried out by means of two types of research, one detailed and one simplified, from 15 November 1982 to 15 May 1983, in accordance with the following:

– The detailed research was carried out by 21 (twenty-one) countries and one territory, including 8 (eight) members of the Working Party and 14 (fourteen) chosen for their representativity in traffic volume and on the basis of an acceptable geographical distribution. Its purpose was to determine both the distribution of each country's outward postal traffic by category *and by weight step* and the incidence of special services and the average weight of the items in Argentina, Australia, Austria, Belgium, Brazil, Byelorussia, Canada, China (People's Rep), France, German Democratic Republic, Great Britain, India, Italy, Kenya, Morocco, Netherlands, Spain, Thailand, Ukraine, USSR, United States of America and the Virgin Islands.

– The simplified research, originally planned for all the other member countries of the UPU, was carried out by 47 administrations. Its aim was to determine the distribution of items by category, the incidence of special services and the average weight of items per category.

43 The instruction manuals for carrying out the two types of research were circulated to all member countries and to the Restricted Unions under cover of circular letters 3395(B1)1019 and 3395(B1)1039 of 13 September 1982. These instruction manuals are reproduced in appendix II to the reporting country's report, this document being part of the voluminous technical documentation kept at the International Bureau and available to countries for consultation. In addition to appendix II, 21 annexes to appendix I (annex 2, part two – technical report) containing all the sampling results by participating country, form part of this technical documentation.

44 Examples of the tables containing the results of the sampling are presented in the reporting country's report (annex 2), part two (technical report), chapter II.

45 For sampling purposes, letter-post items were grouped in the following rate categories: LC, normal-rate printed papers, reduced-rate printed papers, small packets and M bags (normal or reduced rate); in addition, the following special services were considered: registration, express and advice of delivery.

Average revenues

46 The flows of revenue collected by administrations on the basis of universal price systems are measured according to the average revenues, which are presented in gold francs/kg in the final study report, although they can easily be calculated in gold francs per item. These average revenues represent, for each category of item, weighted price averages which depend, inter alia, on the distribution of the mail over the weight steps for which the basic charges are laid down. They were calculated according to several variants, defined by the following elements:

a rate system;
b categories of item (combined or separate revenues);
c scope (revenue per country or global).

47 Three situations resulting from the combination of rate systems were considered in the study:

a basic charges for the weight steps and maximum charges for the special services;
b basic charges for the weight steps and median charges for the special services; and
c median charges for the weight steps and median charges for the special services.

48 Taking the categories of items into account, the variants for the calculation of average revenue are as follows:

a separate average revenues for LC, AO and M bags;
b average revenues for LC/AO (combined revenue) and for M bags.

49 As regards their scope, the average revenues were calculated at three levels:

a by country, according to the destination groups of its dispatches;
b by country, according to the whole of its dispatches;
c worldwide.

50 The methods used to obtain the average revenues, as well as detailed explanations about the criteria adopted, can be found in the report of the reporting country (annex 2), part two (technical report), chapters III and IV. Tables containing the results of the estimates of average revenue, worldwide and for each country that participated in the sampling, as well as the regressions used, will be found in chapter VII of the technical report. In addition, chapter XI of the technical report shows that there is a great likelihood that the regressive structures obtained will not vary with time. To supplement the analysis by actual situations, examples of distortions in the application of the general results to the bilateral postal exchanges between certain pairs of countries are given in chapter VIII, 8.1, of the technical report.

51 By way of illustration, the values of the world average rates of terminal dues (value of the world average revenue per kg divided by two) obtained on the basis of the three situations resulting from the combination of the rate systems set out in paragraph 47 above and using the actual charges applied in 1983, are as follows:

Compensation rates for terminal dues (g fr/kg)

Category of item	Situation resulting from the study			For information: status quo
	a	b	c	
LC	28.68	25.81	28.71	–
AO	3.21	3.09	3.63	–
LC/AO	10.24[1]	9.36[1]	10.56[1]	5.50[1]
M bags	0.87	0.82	1.04	1.50

[1] The rates corresponding to the status quo and to the situations resulting from the study have been calculated using different methods (see comments by France and Brazil in annex 1 (PV 2), pages 24 and 25).

52 A comparison between the terminal dues rates derived from the recommendations of the Executive Council (system b above) calculated on the basis of the situation prevailing in 1983, and the results of the study carried out by the previous Terminal Dues Working Party, which used the basic charges and special services rates in force in 1978 (Congress – Doc 7 – Rio de Janeiro Congress), gives the following situation:

Category of item	Recommendations of Executive Council	Results of previous study
LC	25.81 g fr/kg	20.97 g fr/kg
AO	3.09 g fr/kg	2.08 g fr/kg
M bags	0.82 g fr/kg	0.40 g fr/kg

Updating the study submitted to the Rio de Janeiro Congress

53 Another variant considered by the Working Party for development by the reporting country was an updating of the results of the study submitted to the Rio de Janeiro Congress.

54 The results of this analysis are given in annex 2, part two, chapter V. According to this analysis, the relative costs approach (disregarding the sum of the conveyance cost components at point of origin and at destination) produces results proportional to those of the equivalence principle: the results obtained with the equivalence principle are *17 percent* and *9 percent lower* than those obtained with relative costs, for *LC/AO* and *M bags* respectively. This difference decreases very slightly with the inclusion of conveyance costs.

Other aspects of the study

55 Other considerations relevant to the study are given in annex 2, part two (technical report). They deal with the current relevance of the price systems employed (chapter IX) and with the variation over time of these systems (chapter XII).

56 In addition, annex 2, part two, chapter VIII, 8.2 gives certain details to facilitate the choice of a threshold for the possible application of special bilateral rates.

Rate of inflation

57 The application of an inflation-based coefficient to the terminal dues rates might be considered as a means of updating these rates, should the present rates have to be used for fixing the new ones, or of adjusting the rates between Congresses, in accordance with operative subparagraph iii of Rio de Janeiro Congress resolution C 35, which instructs the Executive Council "to seek ways of reflecting in the Acts the development of this rate (of terminal dues) during the period between Congresses and to make the necessary proposals to the next Congress".

58 It should be noted that in its final report on the study (annex 2, part two, chapter X), the reporting country stated that the IMF's inflation indicators did not necessarily apply to the postal field and suggested a system for working out the inflation rates which would use a quotient of two price indicators corresponding to two consecutive postal rate situations. If this calculation were to be made at the Hamburg Congress, the rate situations arising from the decisions of the Rio de Janeiro and Hamburg Congresses would have to be considered.

59 On the possibility of adopting a method of fixing the terminal dues rates based on inflation, the Executive Council, at the request of two administrations, left the decision to Congress.

60 On the subject of adjusting the terminal dues rate between Congresses, the Executive Council decided that they should not be adjusted during that period.

IV. Recommendations of the Executive Council: practical application of the results of the study according to the equivalence principle

61 The recommendations of the Executive Council regarding the application of the equivalence principle to the settlement of terminal dues accounts may be summed up as follows:

a adoption of world average rates per kilogramme;

b fixing of different rates for LC, AO and M bags, on the basis of data on the composition of mail resulting from the world sampling carried out between November 1982 and May 1983;

c determination of these rates according to the price system in force, composed of the basic charges from the Convention and the median values of the special service rates applied by administrations.

62 The terminal dues rates derived from these recommendations, calculated from the basic charges and the special service rates in force before the Hamburg Congress would be:

– "LC" rate: 25.81 gold francs/kilogramme;
– "AO" rate: 3.09 gold francs/kilogramme;
– "M bags" rate: 0.82 gold francs/kilogramme.

63 The level of terminal dues would, for each bilateral relation, depend on the proportions and volume of LC and AO in the combined LC/AO mail dispatched by one administration to the other. These volumes and proportions would be determined on the basis of the statistical system to be adopted by the Hamburg Congress to replace the present triennial statistics for the settlement of transit charges and terminal dues accounts (Congress – Doc 11). For M bags, on the other hand, it may be said that the rate given in the previous paragraph, based on the rate situation in force before the Hamburg Congress, represents a drop of 45.3 percent in relation to the present rate, which is overestimated.

64 The following theoretical example compares two countries with the same proportions by weight of LC and AO mail as each other and as the world sample for outward mail (LC = 27.1 percent, AO = 72.9 percent):

– mail dispatched from country A to country B:

  LC: 27 100 kg; AO: 72 900 kg

– mail dispatched from country B to country A:

  LC: 13 550 kg; AO: 36 450 kg

– imbalance: 27 100 – 13 550 = 13 550 kg of LC

$$72\,900 - 36\,450 = \frac{36\,450 \text{ kg of AO}}{50\,000 \text{ kg of LC/AO}}$$

a according to the present terminal dues rates, country A owes country B:

  50 000 kg of LC/AO x 5.50 g fr/kg = 275 000 gold francs

b according to the terminal dues rate corresponding to the recommendations of the Executive Council, using the price system in force before the Hamburg Congress, country A owes country B:

$$13\,550 \text{ kg of LC} \times 25.81 \text{ g fr/kg} = 349\,725.50 \text{ gold francs}$$

$$36\,450 \text{ kg of AO} \times 3.09 \text{ g fr/kg} = \frac{112\,630.50 \text{ gold francs}}{462\,356.00 \text{ gold francs}^{1}}$$

65 The calculation shown in the foregoing example would, applied to the actual postal relations of each country, bring out the various special situations arising in practice owing to the different proportions and volumes of LC and AO in the total LC/AO traffic dispatched from each country to each of the other countries.

V. Supplementary study on the costs aspect

General considerations

66 The report on costs, prepared by the United States of America, may be regarded as a useful supplement to that by Brazil. This may be seen by comparing the basic documents, namely the report of the study dealing with *costs* (annex 3) and the report of the study dealing with *revenue* (annex 2).

[1] Remark. – The average LC/AO rate obtained on the basis of this figure is 9.25 g fr/kg and differs from the rate of 9.36 g fr/kg, calculated on the basis of the world average composition of outward mail, by 0.11 g fr/kg. The slight difference is due to the rounding of the decimal places in the figures used for calculating the values of the terminal dues rates resulting from the study, which were calculated individually and directly according to the distribution of items in the various categories.

67 The Working Party carried out these two studies for two reasons:

i the mandate received from Congress, namely resolution C 35, which stipulates that the costs aspect must be examined;

ii as the previous Working Party had found it impossible to calculate total costs, it had used in its study average revenues as an equivalent yardstick; these revenues were then allocated by means of an approach based on relative costs.

68 Therefore, with a study on costs available, it is interesting to compare its results with those of a study on revenue to *confirm the original hypothesis of Canada that revenue derived from basic charges can be used instead of costs.*

69 The rapid analysis carried out by the United States of America shows that, to an astonishing degree, the revenues given in the report by Brazil are similar to the costs contained in its report. More precisely, the comparison shows that for M bags and AO the results are very close and that for LC the revenue is somewhat higher than the figures from the study on costs.

70 Generally speaking, the analytical technique consisted in taking the unit costs shown in the list contained in the report by the United States of America (paragraph 88) and multiplying them by the average number of items per kilogramme given in the report by Brazil.

71 The comparison for LC items must be empirical, for the study on costs is based on the costs for items up to 20 grammes, whereas the study by Brazil gives an average weight per item of 21 grammes. It is known that costs do not increase proportionally to weight; however, the processing of items with an average weight of 21 grammes should cost slightly more than the processing of items with an average weight of half as much, for example.

72 In addition, the rapid calculation made by the United States of America does not take into account the additional costs relating to the execution of special services.

73 If these two factors are added empirically, it may be assumed that the *costs for LC items* lie within the range of *20 to 23 g fr/kg,* whereas in the *report by Brazil the range is from 25.81 to 28.71 g fr/kg.*

74 Where AO are concerned, as the average number of items per kilogramme is 5.65 (average weight of an AO = 177 g) and the cost obtained for the inward processing of an ordinary item whose weight lies between 101 and 250 g is 0.582 g fr per item (see table in paragraph 88), the *cost* comes to *3.29 g fr/kg.* The *range worked out by Brazil* when considering the special services is from *3.09 g fr/kg to 3.63 g fr/kg.*

75 As regards the M bags, as the cost of processing an M bag of 10 kg is estimated at 8.846 g fr, the *cost* of processing *1 kilogramme* is *0.88 g fr.* The *range worked out by Brazil* is *from 0.82 g fr/kg to 1.04 g fr/kg.*

76 The United States of America thinks that it is not surprising that the results of a study on costs approximate to the results of a revenue study more closely for AO items than for LC items. Article 19 of the Convention lays down a greater regression rate for the AO charges. On the other hand, the costs do not increase as quickly as the charges for LC items.

77 This shows that in a particular situation, specifically that of the costs incurred in 1982 and the revenue to be derived from the basic charges promulgated by the Rio de Janeiro Congress, a close relation may be seen, particularly for AO items and M bags.

78 However, this does *not* show that this relationship would remain in any other system of basic charges which might be promulgated at Hamburg.

Conduct of the study

79 Seventy-two countries replied to the questionnaire, distributed by circular letter 3395(B1)637 of 28 May 1982, on the cost of handling inward international mail. Of the 72 replies, 43 were sufficiently detailed to make possible at least a partial analysis of these costs.

80 The questionnaire comprised eight parts. The first part contained general questions. The replies to these questions helped the analyst to put into perspective the replies to the following seven parts in which the questions dealt more directly with costs and related to the various types of mail, namely: a surface LC item of the first weight step; a registered LC item; an express LC item; a printed papers item at the normal rate; a printed papers item at reduced rate; a small packet and an M bag.

81 Attention was focussed on the two types of item with the greatest economic importance, a foreign-origin surface letter-post item of the first weight step and a foreign-origin printed papers (AO) item of a very common weight step, ie between 101 and 250 grammes.

82 The basic analytical approach consists in classifying the administrations' replies to each of the basic cost questions and relating these cost estimates to the characteristics of each administration as shown by their answers to the corresponding questions. As regards reliability, reliance was placed on the total information provided and not so much on the replies given to each question.

83 All the data on the costs, asked for in terms of national currency, were converted into SDR according to the exchange rates published in the monthly "International Financial Statistics" of the International Monetary Fund. The conversion date adopted was 30 September 1982, very close to the date laid down for the receipt of replies.

84 The fundamental point which arises from all these analyses relates to the usefulness of the data. Clearly, they cannot be said to be as comprehensive as those that would have resulted from the cost study originally planned. However, they serve a very useful purpose in that they enable cost ranges and central tendencies to be established; moreover, they indicate the enormous diversity of the universal postal system. Indeed, all previous efforts to study worldwide costs have also brought out the great range of estimates. The reasons for these variations are many and help to explain the consistency with which such diversity is reported. These reasons include:

- Different costing methodologies and variations within a particular system, whether that system is based on fully allocated costs or on volume-variable costs.
- Widely varying wage levels.
- Fundamental differences in the economies served (for example, more or less industrialized and more or less urbanized societies). These varying economic structures in turn affect the aggregate mail volumes generated and the geographical concentration of these volumes. Moreover, all these factors affect the feasibility of mechanization, the efficient use of manpower and the amount of pre-mailing preparation which may be undertaken by senders.
- Variations in the minimum level of service which may be established, regardless of volumes.
- Differences in the mandates under which postal administrations operate (eg, to promote social objectives such as the creation of employment or to function as a purely economic enterprise). These different mandates affect both the costs incurred and the closely-related matter of pricing.
- The distortions that result from converting national currencies into the common denominator of SDR.
- Variations according to the classification, shape or weight of items, the use of postcodes, legibility of addresses, etc.

Results of the study

85 The most common measure of central tendency is the arithmetic mean. It is obtained by adding the values of the elements and dividing by their number. Since all the elements are used in the calculation, the extreme values are taken into account.

86 By taking the median, on the other hand, the problem raised by the presence of extreme values is avoided since the latter are disregarded. The median may be defined as that value which divides a distribution so that an equal number of elements are to be found on either side of it.

87 The results of the inquiry were obtained by applying the median, as a measure of the central tendency, to the values reproduced in annex 3, attachments 2 to 8.

88 *Survey results: median values*

Type of item	Median cost	
	SDR	g fr
Foreign-origin, surface, letter post (LC) in first weight step; ie weighing up to 20 grammes	0.110	0.337
Foreign-origin, surface, registered, letter post (LC) in first weight step; ie weighing up to 20 grammes	0.425	1.301
Foreign-origin, surface, express, letter post (LC) in first weight step; ie weighing up to 20 grammes	0.385	1.178
Foreign-origin, surface, printed papers (AO) in weight step 101 to 250 grammes	0.190	0.582
Foreign-origin, surface, reduced-rate, printed papers (AO) in weight step 101 to 250 grammes	0.190	0.582
Foreign-origin, surface, small packet (AO) weighing 800 grammes	0.560	1.714
Foreign-origin, surface, M bag (AO), weighing 10 kg	2.890	8.846

89 The study was designed to draw some general conclusions as to the level of inward costs incurred by the world's postal administrations in handling international mail. The median cost data given above offer a useful indication of those costs.

VI. Conclusions

90 In the light of the foregoing and taking account of the observations and reservations mentioned in paragraph 19 and annex 1, the Executive Council invites Congress:

i to fix the rates of terminal dues by applying the equivalence principle (paragraphs 22 to 56 and 61 to 65) in accordance with the following criteria:
   a establishment of world average rates per kilogramme;
   b calculation of separate rates for LC, AO and M bags on the basis of the composition of the mail as determined during the global sampling carried out between November 1982 and May 1983;
   c use, for the calculation of these rates, of the price system in force, composed of the basic charges laid down in the Convention and the median values of the special service charges applied by administrations. For reference purposes, the terminal dues rates calculated in accordance with the price system in force before the updating of the basic charges by Congress are as follows: LC rate: 25.81 g fr/kg; AO rate: 3.09 g fr/kg; M bags rate: 0.82 g fr/kg;

ii to decide in favour of the stability of the rates between Congresses, ie in favour of not adjusting the rates to be fixed until the next Congress;

iii to approve proposal 3062.4 and add the rates fixed;

iv to adopt the draft resolution providing the legal basis for the principles of calculating terminal dues rates and instructing the Executive Council to study the procedure to be applied in any adjustment of these rates (proposal 3000.4);

v to take note of the results of the study on the costs aspect (paragraphs 66 to 89);

vi if appropriate, to decide on the advisability of using inflation as a method of fixing the terminal dues rates (paragraphs 57 to 60).

Berne, 26 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

List of annexes:

Annex 1: Extracts from the minutes of the second and third plenary meetings of the 1984 Executive Council

- Annex 1/Attachment 1: Statements by members of the Working Party (WP 3) at its 8th meeting, from 5 to 9 December 1983

- Annex 1/Attachment 2: Supplementary document by the reporting country (Brazil) on the effects of the system of establishing terminal dues rates recommended by the Working Party, after its last meeting from 5 to 9 December 1983

Annex 2: Application of the equivalence principle on the basis of the results of sampling on world level – Report by the reporting country (Brazil)

- Part one: analytical report

- Part two (appendix I): technical report

Annex 3: Supplementary study on the costs aspect. Report by the United States of America

- Annex 3/Attachments 1 to 9: Tables showing the results of the survey

Congress – Doc 10/Annex 1

Extracts from the minutes of the second and third plenary meetings of the 1984 Executive Council

Minutes of the second meeting

Committee 5 (Transit Charges and Terminal Dues) – Agenda item 10
B. Study on terminal dues

Working Party's report

The CHAIRMAN invited the Executive Council to consider the report of the Terminal Dues Working Party (CE 1984 – Doc 10/Annex 11) and the two variants of the draft resolution aimed at laying down the principles to be used for calculating terminal dues (CE 1984 – Doc 10/Annexes 12 and 13), seeing that the Committee had not taken a decision on the matter.

The representative of BRAZIL said that in the meeting of Committee 5 at which the final report of the Terminal Dues Working Party had been considered, Brazil, the reporting country of the study, had been greatly surprised by certain questions raised about the definition of the equivalence principle.
The original definition of the equivalence principle, according to which the reporting country had planned to develop the study to enable the EC to carry out the mandate received from the Rio de Janeiro Congress in resolution C 35, had been submitted to the Executive Council in 1981. Since then, all the conclusions of the reports of EC Committee 5 which had followed had been approved by that body. Those conclusions envisaged the continuation of the studies according to the equivalence principle, as a valid solution for the calculation of terminal dues. Consequently, it was evident that the procedure in force in the Union did not allow the Working Party to work independently, without reporting to the Executive Council once a year on the principles and methods used.
By reporting periodically on the progress of the work to the Executive Council through the Committee, the Working Party made the continuation of the study dependent on the approval of that body. Thus, the time to call into question the equivalence principle as a valid method for the calculation of terminal dues had already passed. Throughout the whole of its term of office up to the last meeting, the Executive Council had approved the continuation of the work in order to fulfil the mandate received in resolution C 35, on the basis of the equivalence principle.
The study had thus been concluded. Extremely costly research had been carried out to determine the composition of the international mail. The reporting country had done its part. The Working Party, made up of eight countries on the basis of balanced geographical distribution between terminal dues creditor and debtor countries, had carried out its mandate. The Working Party had reached a consensus in favour of adopting the conclusions of the study carried out according to the equivalence principle. It had been up to Committee 5, and now was up to the Executive Council, meeting in plenary session, to play its due part.
Since 1981 there had no longer been any question of accepting or refusing the equivalence principle as a valid method for calculating terminal dues. It was up to the Executive Council to recommend this principle to Congress as a valid method for calculating these rates, otherwise it would not have fulfilled the mandate received in resolution C 35 of the Rio de Janeiro Congress. Obviously, that did not imply recognition of the equivalence principle as the only valid method for calculating the terminal dues rates. The Working Party had never claimed that. That was why several solutions had been considered in the reporting country's final report. The Working Party had chosen the solution which it thought was the easiest to apply in practice, avoiding as far as possible distortions and unfair situations for the debtor and creditor countries alike, while using world average rates.
The recommendations of WP 3, reflected in the conclusions of its report to the Committee (CE 1984/C 5 – Doc 26 and Adds 1 and 2) on the practical application on the equivalence principle, were summarized as follows:

a adoption of world average terminal dues rates per kg;
b fixing the rates according to:
  – the world average composition of international mail, determined by the sampling carried out;
  – a price system which should reflect, in the world average rates, a world situation;
c determination of the rates according to the categories of letter-post items, namely LC and AO. In the AO category there was already a subcategory which was considered separately in settlements of terminal dues accounts namely M bags. The only aim of that separation was to avoid major distortions of the actual situation, which could exist in the event of the adoption of a single LC/AO rate, as in the present situation, whatever rate was adopted.

The reporting country took the liberty of referring again to the discussions in Committee 5. During those discussions, there had been interventions in which the working method adopted by the Working Party and – it could not be repeated too often – endorsed by the Executive Council had been to some extent called into question.
In one sense, none of the arguments put forward had a technical content. They appeared to be rather the result of inadequate information on the part of those who had raised doubts. That was the only plausible explanation in the eyes of the reporting country. Any other reason would have no place in a Union like the UPU, in which the member countries (represented by the members of the EC) sought to achieve the development of the international postal service, for the benefit of all.
Thus, on consideration, it was clear to the reporting country that it was partly responsible for the lack of understanding shown in respect of several aspects of the study. The Working Party had reached a consensus because its delegations had been able to take an active part in every stage of the study and discuss in detail the technical aspects, which were essential to determine the composition of the international mail.
Brazil therefore proposed to give the meeting a brief additional explanation, to try to disperse the doubts which had been expressed.
As such an explanation was in the interest of all, including (and particularly) the countries which would take note of the results of the study for the first time at the Hamburg Congress, Brazil asked the Chairman to have this statement reproduced verbatim in the minutes of the present meeting. The text of the statement would be supplied to the International Bureau, as would be the explanations which were to follow. In addition, Brazil asked the Chairman to have the part of the minutes of the current meeting relating to the study on terminal dues, as well as the present statement, reproduced verbatim as an annex to the document which would be prepared for the Hamburg Congress, submitting for consideration by Congress the results of the study carried out in accomplishment of the mandate received in resolution C 35.
The explanations were as follows:
"1 The mathematical model and the technical formulations used in the study have been so used with the sole aim of determining the composition of the international mail, which is a fundamental element in determining the level of the terminal dues rates, if it is wished to do this in a technical manner whatever the method used. The reporting country made computer calculations and the results have been used to determine the rates. On the basis of these results, very precise rates have been proposed in the final report of the reporting country (CE 1984/C 5 – Doc 26/Annex 1), as well as in the report of the Working Party (CE 1984/C 5 – Doc 26 and Adds 1 and 2).
"The system of establishing the terminal dues accounts remains the same as the one which is used at present, namely: determination of the volume of imbalance of exchanges between two countries according to the statistics system which Congress will adopt to replace the present triennial statistical operation, and multiplication of the weight of mail in imbalance by the corresponding terminal dues rate. That is all. The only difference is that there will have been a technical basis for calculating the rates, in order to ensure that everyone receives a fair remuneration for the work done, which can be justified in the administrations of origin and destination by concrete arguments.
"According to the final report of the Working Party (CE 1984/C 5 – Doc 26 and Adds 1 and 2), as well as its annex 1 (technical report), the composition of the international mail was determined on the basis of the following categories and subcategories:
– LC;
– normal-rate printed papers;
– reduced-rate printed papers;
– small packets;
– M bags.
"In addition, the participation of mail subject to special services (registered, express, advice of delivery) was taken into consideration.
"2 The study carried out is absolutely technical and objective. It is neutral and does not aim to favour creditors or debtors, which would be foreign to the spirit of the Union. The results obtained, according to what has been

set out in the final report of the study and using the basic charges of the Convention in force as a reference, as well as the median of the rates for special services applied by the administrations, are as follows:

- LC rate: 25.81 g fr/kg
- AO rate: 3.09 g fr/kg
- M bags: 0.82 g fr/kg.

"It should be noted in this connection that the Union has no other system of universal price reference than the basic charges in the current Convention. The above-mentioned rates are the concrete proposal of the Working Party. They have been calculated, for the moment, on the basic charges adopted by the Rio de Janeiro Congress. They already represent (except in the case of M bags) an average increase over the present rate of 5.50 g fr/kg. These rates may be further adjusted at the Hamburg Congress, depending on the decision taken in regard to increasing the basic charges in the Convention.

"With these explanations, Brazil hopes that it has repaired the omission due to the relatively small number of practical explanations compared with the large volume of technical texts (which were, however, necessary) submitted to Committee 5 for consideration. The reporting country also claims to reflect the views of the Working Party when it asks the Executive Council, in the light of the Committee 5 report and of the latest explanations given, to consider the conclusions of the terminal dues study and to endorse them, either by adopting the Working Party's recommendations or by submitting to Congress a wider range of solutions, on the basis of the results submitted in the technical report of the study (CE 1984/C 5 – Doc 26/Annex 1). These results are partly summarized in the part of the Working Party report attached to the Committee 5 report (CE 1984 – Doc 10/Annex 11, paragraphs 4 to 23). The reporting country remains at the disposal of any delegation which may still have doubts, in order to answer their questions either orally or in writing."

The CHAIRMAN said that the explanations which Brazil, the reporting country of the terminal dues study, had given showed that the equivalence principle used to calculate terminal dues had been selected by the EC at its 1981 session. Consequently, that subject should no longer be liable to discussion and it would appear that the equivalence principle set out at point i of the Working Party's conclusions in CE 1984 – Doc 10/Annex 11, chapter V, was already adopted. He therefore called on the EC to move to consideration of point ii, which dealt with the methods of application of the equivalence principle.

The representative of INDIA said it was for the EC to recommend to Congress adoption of the equivalence principle. In respect of certain bases for calculating terminal dues, in 1981, the EC had been unable to take a final decision and submit it to Congress. Subsequently, in the Committee 5 meetings, some postal administrations had expressed certain reservations about that question. The EC should therefore examine each of the implications of those proposals and take a decision on each of them.

With regard to the three variants suggested by Brazil on the equivalence principle, the Committee 5 report only described variant b, whereas no decision had been taken on the choice of a system at the Committee meeting. It would therefore be reasonable for the EC to give a ruling on that matter now and, if there was no consensus on the choice of one of the proposed variants, the EC could submit the three variants a, b and c to Congress. His administration accordingly felt that the EC did not necessarily have to adopt the equivalence principle as a basis of recommendation to Congress. The EC might well present the equivalence principle in full to all postal administrations in a document in order to draw their attention to the need to decide in favour of one or other of the available options. His administration's option was retention of the existing system, subject to indexation as described in paragraph 24 of the Working Party report.

The CHAIRMAN said he had the impression that he had not been properly understood when he had proposed that the Executive Council should consider the conclusions of the report point by point, because the representative of India had broached the question under discussion in its entirety. He recalled that the EC had approved the equivalence principle in 1981. It had also agreed in 1983 that the conclusions of the terminal dues study should be submitted in accordance with the equivalence principle. If point i of the conclusions was regarded as approved, the EC could now continue consideration of point ii concerning the methods of application of the equivalence principle.

The representative of INDIA said that the Working Party had suggested in its report, as he had pointed out in his previous statement, three variants a, b and c, which were in fact reproduced in paragraph 19 of CE 1984 – Doc 10/Annex 11. Variant a referred to basic charges for the weight steps and maximum charges for the special services. Variant b referred to basic charges for the weight steps and median charges for the special services. Lastly, variant c referred to median charges for the weight steps and median charges for the special services.

His administration considered that the three variants should be set out in the table in CE 1984 – Doc 10, paragraph 30. Those three variants led to the establishment of different world terminal dues rates. Variant c, which used median charges for weight steps and median charges for special services, led to the highest rates. The report by the United States of America on the costs aspect illustrated that situation clearly. Consequently, his administration formally recommended that the EC should adopt variant c in CE 1984 – Doc 10/Annex 11, paragraph 19. Otherwise, the three variants could be submitted to Congress.

The representative of ARGENTINA said the adoption of the basic charges for calculating terminal dues assumed that those charges really covered the cost of the letter-post services, hence the application of the equivalence principle to compensate administrations which had loss-making postal traffic. In that connection, his administration considered that printed papers already benefited from a considerable reduction under article 19, paragraph 6, of the Convention. Terminal dues should be calculated from the basic charge without making a further reduction. In his administration's view, reduced charges should not be taken into account, since their adoption by postal administrations was part of a rates policy which admittedly served respectable purposes but which, in the final analysis, benefited large companies or publishing houses in the exporting of their products by mail. His administration did not agree that the consequences of that policy should be partly borne by administrations of destination, which were in fact not party to it. In actual fact, the effort to be made to apply a promotional rates system should be made by the country concerned.

The representative of FRANCE said the purpose of his intervention covered the presentation of the document and, in particular, paragraph 30, which contained four rates given as LC, AO, LC/AO and M bags. That presentation compared the LC/AO rate of 9.36 g fr/kg emerging from the work of WP 3 with the rate of 5.50 g fr/kg arising from the existing situation. An explanation should therefore be given to show that the existing rate of 5.50 g fr/kg, which arose from the Rio de Janeiro Congress (study by Canada), took account of traffic in imbalance. On the other hand, the rate of 9.36 g fr/kg arose from a world average of all LC/AO mail dispatched. The two figures which were placed side by side did not come from the same method of calculation. A footnote should therefore be added to the text sent to Congress showing how those rates had been calculated.

The representative of BRAZIL said that question had already been discussed at the WP 3 meeting.
The proposal by France, based on imbalances, as described in Rio de Janeiro Congress – Doc 7/Annex 3, with all due respect to the efforts made by the preceding Working Party, led to serious distortions in the terminal dues rates, depending on the positive or negative slant given to the values of the weight imbalances and because of the small number of pairs considered.
According to the sample examined, the terminal dues rates could become as high as the LC rates or as low as the M bag rates, if they wanted to adopt a single rate.
If the imbalances in weight flows were considered in absolute terms, in other words without taking account of the signs, the rate obtained could not be justified by the technical arguments put forward by the reporting country of WP 3 when it had prepared its report, the theory behind which had not been rejected at previous meetings of the Executive Council.
Furthermore, the representativity of the pairs selected for that analysis was extremely important; that could be easily understood by means of the example, the data of which were contained in the report by the previous WP, which he quoted:
USA–Canada: imbalance in
LC = 1 827 452 kg 8.87%;
AO = 18 785 760 kg 91.13%.
In that case, the combined LC/AO rate would be 5.11 g fr/kg, if they took the rates suggested in CE 1984/C 5 – Doc 26, viz:
LC = 25.81 g fr/kg;
AO = 3.09 g fr/kg.
Similarly, for the pair Great Britain – USA:
LC = 219 856 kg 44.02%;
AO = 279 569 kg 55.98%.
In that case, the combined rate would be 13.09 g fr/kg.
Taking the overall imbalance, they would have:
LC = 2 047 308 kg 9.70%;
AO = 19 065 329 kg 90.30%.

In that case, the combined rate would be 5.29 g fr/kg. It was therefore easy to conclude that the greater imbalance, ie that between the United States of America and Canada, had greatly influenced the overall figure. That situation would tend to be repeated when the flow between all administrations was taken into account.
In the light of the above, Brazil insisted that the alternatives proposed by the Working Party, viz separate overall rates for LC, AO and M bags, calculated according to the system set out in CE 1984/C 5 – Doc 26/Annex 1, should be adopted.

The representative of FRANCE said the purpose of its previous intervention had not been to challenge the WP 3 recommendation, since France was a party to it and was in agreement with the compromise reached. His administration also agreed with the examples of distortion which Brazil had just set out. France's comment referred only to paragraph 30 in the Committee's report, where it had been thought fit to give – for the purpose of comparing the rates recommended by WP 3 with the existing situation – a combined LC/AO rate, since there was only an LC/AO rate at that time. It was obviously not the existing rate which was in dispute, since it was being applied. What his delegation considered to be open to dispute was the figure given for the combined rate in the WP 3 report. His administration was in favour of separate LC and AO rates and their application to imbalances in LC traffic and imbalances in AO traffic, but it had noted that the combined rate was not calculated on the percentages of LC and AO in their respective imbalances but on the percentages of LC and AO in outward traffic. That was why it had feared that that figure, given as it stood, might be wrongly interpreted. France's aim had therefore been to have an explanation added somewhere in the report to indicate that the method of calculating the existing rate and that of the figure submitted by WP 3 were not the same. But, he repeated, his administration agreed with all the WP 3 recommendations, which were not open to dispute.

No further comment having been made, *the Council approved the methods of application of the equivalence principle as they resulted from the work of WP 3 (CE 1984 – Doc 10/Annex 11, paragraph 109, ii, a to c, viz:*

a establishment of world average weights per kg;

b calculation of separate rates for LC, AO and M bags on the basis of the global sampling carried out between November 1982 and May 1983;

c calculation of these rates according to the price system in force, ie on the basis of the basic charges in the Convention and the median of the special service charges applied by administrations,

it being understood that those recommendations would be submitted to the 19th Congress together with the comments made on them by India, France and Argentina during consideration by the Executive Council in plenary session.

Minutes of the third meeting

The CHAIRMAN invited discussion on subparagraph iii of the recommendations of WP 3 (CE 1984 – Doc 10/Annex 11, paragraph 109) concerning the non-adjustment of the rates between Congresses.

The representative of SRI LANKA noted that on the previous day, the EC had adopted subparagraph ii of the recommendations of WP 3. He asked whether this meant that it had accepted, for submission to Congress, the three variants a, b and c mentioned in paragraph 19 of CE 1984 – Doc 10/Annex 11 and not just rate system b, which was based on the basic charges in article 19 of the Convention and on the median of the special service charges applied by administrations.

The CHAIRMAN replied that, as he understood it, they had, in adopting the recommendations of WP 3, chosen variant b since this was the solution advocated by WP 3 in its conclusions, paragraph 109, ii, c. He asked the reporting country for its opinion.

The representative of BRAZIL took the same view as the Chairman.

The representative of INDIA returned to the question raised by the delegate of Sri Lanka, ie whether the three variants a, b and c had been accepted or only variant b. He noted that, in the opinion of Committee 5, which had made no recommendation in favour of any particular variant, the whole question should be submitted to Congress. He wanted to know whether or not the recommendations of Committee 5 in a plenary meeting took precedence over those of WP 3.

The CHAIRMAN said that the EC had adopted the recommendation of WP 3, though naturally all relevant comments had to be taken into consideration and would appear in the report on the present meeting.

The representative of EGYPT felt that many delegates were still wondering about the point of CE 1984 – Doc 10/Annex 11, paragraph 109, ii, and whether that recommendation had in fact been accepted. He therefore asked the Chairman to confirm the fact, by vote if necessary, in accordance with article 16 of the EC Rules of Procedure.

The CHAIRMAN stated that the EC had already taken a decision on subparagraph ii and that that decision should not be questioned especially as all the aspects of the discussion would be included in the Congress document and examined.

The representative of INDIA wanted to return to his initial statement on the previous day concerning the various implications of adopting the equivalence principle. In his wisdom, the Chairman had considered that statement as beside the point and had said that India could make comments on each question as the various subparagraphs in chapter V, paragraph 109, of the Working Group's report (CE 1984 – Doc 10/Annex 11) came up for discussion. He wished to point out, with all due respect, that his initial statement, which outlined the consequences of accepting the equivalence principle – and the decisions this implied – was of direct relevance to paragraph 109, i, of CE 1984 – Doc 10/Annex 11. That subparagraph aimed at a decision on the adoption of the equivalence principle as a valid method for determining the terminal dues rates. When he had taken the floor on the previous day he had proposed that the equivalence principle and its consequences be presented in extenso in a Congress document together with the alternative set out in paragraph 24 of the report of the Terminal Dues Working Party, which had been laid before the EC in the form of annex 11 to CE 1984 – Doc 10; this alternative was to continue with the present system of terminal dues rates subject to indexing.

The representative of GREAT BRITAIN found it most awkward that the report should be examined somewhat incoherently point by point, since all the points were interrelated. The opportunity for a frank, open and full debate on the issue as a whole had been missed. Regarding subparagraph iii, ie whether there should be a rate applicable for the whole of the five-year period, or whether it should be adjusted in stages, the answer depended on what the rate would be. It appeared that the rate preferred by the EC was the one calculated by means of rate system b, namely:

- LC: 25.81 g fr/kg;
- AO: 3.09 g fr/kg;
- M bags: 0.82 g fr/kg.

Although the present discussion had not yet come to this, the report stated further on that these rates would have to be increased in the light of the decision to be taken by Congress on the subject. The figures in question corresponded to an increase of around 50 percent. Accordingly, they would be adjusted as follows:

- LC: 25.81 g fr/kg + 50% = 38.72 g fr/kg;
- AO: 3.09 g fr/kg + 50% = 4.64 g fr/kg;
- M bags: 0.82 g fr/kg + 50% = 1.23 g fr/kg.

This would mean that the increase for LC, in relation to the present rate of 5.50 g fr/kg, would be around 605 percent, an enormous rise by any reckoning. There was the danger that if the countries of origin introduced such rates for postage, the public would baulk. This brought back the possibility of spreading out the increase, a solution which would help maintain existing traffic flows, whereas an excessively sharp increase would harm them and merely do a good turn to the Post's competitors.

The CHAIRMAN said that the figures given were the outcome of EC decisions. These figures would be readjusted in the light of the basic charges when the time came to consider the report of Committee 4. Moreover, the question of the stability of the rates between Congresses was one of principle and quite separate from the level of the rates. As for the problem of revising these rates, he was equally concerned and thought that the increases should not be excessive. That was why the EC had to be fair and find a balanced and carefully thought-out solution which would lead to an increase in world postal traffic.

As there were no other speakers on subparagraph iii, *the Council endorsed the recommendation of WP 3 therein (CE 1984 – Doc 10/Annex 11, paragraph 109), namely, the non-adjustment of the rates between Congresses.*

The CHAIRMAN invited discussion on subparagraph iv of CE 1984 – Doc 10/Annex 11, paragraph 109.

The representative of SRI LANKA said that, at bottom, his country's delegation was not entirely in agreement over applying the equivalence principle for determining the terminal dues. However, as the EC had already accepted this principle, he would not question it. But should the issue be submitted to Congress and consideration given to maintaining the status quo in regard to rates (LC/AO = 5.50 g fr/kg; M bags = 1.50 g fr/kg), his delegation thought that it would be highly desirable for the EC to work out certain procedures that would make it easier for Congress to take decisions. It also proposed that the principle concerning use of the inflation rate for adjusting terminal dues should be adopted and submitted to Congress in the event that maintenance of the status quo were also envisaged.

The CHAIRMAN proposed that the decision on subparagraph iv be left to Congress since there had been no consensus on this point within the Working Party. As the EC signalled its agreement, he moved on to subparagraph v of the conclusions of the Working Party (draft resolution providing the legal basis for the principles of determining the terminal dues rates), which included two draft resolutions proposed by France and Brazil respectively (CE 1984 – Doc 10/Annex 12 and Annex 13). He proposed that they should not be discussed by the EC but that the whole question should be submitted to Congress, the Union's supreme body, at which a great many member countries would be represented.

The representative of GREAT BRITAIN said that his delegation was not at all in favour of that suggestion. They could not simply send the results of their work to Congress, for that would be an abdication of their duty. In his view, it would be better to debate the question at the present meeting. He thought, moreover, that neither of the resolutions was satisfactory. Terminal dues should be evaluated and paid on the basis of the actual costs. The method adopted by Brazil was interesting, but did not represent the best solution which they could adopt. The delegation of Brazil had spoken of the actual imbalances used. In that analysis (United States of America–Canada, United States of America–Great Britain, Denmark–Sweden) interesting conclusions had been drawn. One of them was that the actual imbalances between the administrations were quite different from the world averages used in Brazil's report. Great Britain had already emphasized that point at the Rio de Janeiro Congress during consideration of the study carried out by Canada, in which there had been 13 analyses of that kind proving that the actual nature of those imbalances showed results completely different from those which had been proposed to them as a solution. This had been proved again with the study by Brazil. Therefore, Great Britain would like to emphasize that consideration of the actual imbalances between administrations should be used as the fundamental criterion in seeking a fair and acceptable solution. If Brazil's draft resolution was accepted, and the terminal dues rates were linked to the basic charges, the question of updating the terminal dues rates could be limited to a controversy on the level to adopt for the basic charges. They would have to rule out world averages. Great Britain was in favour of separate rates for LC, AO and M bags. As regards the AO category which, being heavier, gave a very low number of items per kilogramme, the weight should be used as the fundamental factor. For that category there was also the possibility of establishing a link with the items and not only with the weight. In any case, his delegation thought that neither France's resolution nor that of Brazil was acceptable.

The representative of INDIA said that, like Great Britain, his administration also acknowledged certain difficulties regarding subparagraph v of paragraph 109 of CE 1984 – Doc 10/Annex 11, although their reasons were a little different. The resolution proposed by France (CE 1984 – Doc 10/Annex 12) contained provisions (cf paragraph ii, b) on bilateral rates which could possibly be substituted for the world rates on the conditions defined by the Convention and its Detailed Regulations. That question of bilateral rates was to be found in subparagraph vii of paragraph 109 of the document, which had not yet been dealt with by the EC. Under these circumstances, the question was whether they could decide, at the present stage, on the advisability of a reference to the rates mentioned in the resolution. Subparagraph ii, c, mentioned the system which would be applied for calculating the medians for the world statistics. India thought that all the possibilities should be submitted to Congress instead of recommending a particular system, as did the resolution by France. In the resolution by Brazil, there was no possibility of substituting the bilateral rates for the world rates. There too, reference was made to the adoption of a particular system, to the exclusion of other systems. India thought that it should be left to Congress to make a decision on those resolutions.

The representative of EGYPT said that as the application of the provisions of the Convention could lead them to establish bilateral rates, it did not seem necessary for the resolutions concerned to include specific indications on the subject.

The representative of BRAZIL said that what his administration had used in its statement on the traffic in imbalance was not the result of its study; it was rather the calculations it had made on the basis of the imbalances between certain countries (United States of America–Canada, United States of America–Great Britain) given in annex 3 to Rio de Janeiro Congress – Doc 7. It was accepted that that could lead to a distortion of the analysis, which would be extremely disadvantageous for the countries with low traffic compared with the countries with very large imbalances. For the study entrusted to Brazil by the Rio de Janeiro Congress it had taken the suggestions made by the previous Working Party as a basis. It had assumed that, to a certain extent, the basic charges established by the Union would provide a representative system and, according to the previous Working Party, that emerged from the actual cost of the postal services. Brazil's study had had to be founded on a technical basis and there had been no other more reliable technique. Nevertheless, the question was whether the work gave them a really representative rate and Brazil shared the reservation expressed by Great Britain. However, there was no question of finding a final system; each Executive Council and each Congress should seek suitable pinpoint solutions for the problems with which they had to deal.

The representative of GREAT BRITAIN proposed that Brazil should withdraw its draft resolution (CE 1984 – Doc 10/Annex 13).

The representative of BRAZIL did not accept that proposal.

The representative of FRANCE commented that, in contrast to the Brazilian resolution which provided for the automatic updating of terminal dues rates at each Congress, France's draft aimed at entrusting the continuation of the study to the Executive Council for it to determine the advisability of such and adjustment.
In proposing, in subparagraph ii of the draft, the application of the equivalence principle for any adjustment, the possibility was not excluded of carrying out the study by any other method recognized as being valid at that time.
One of the main points of the French draft was that, in its preambular paragraphs, it gave the future Executive Council very precise guidelines for a new study on terminal dues.
France also confirmed that it did not insist on the reference to the bilateral rates in subparagraph ii, b, of its draft resolution.

The CHAIRMAN invited the delegations of Brazil, France and Great Britain to discuss the aspects raised in the debates and to agree among themselves on the draft resolution to be submitted for the Executive Council's approval.

The representative of FRANCE submitted a draft resolution drawn up in agreement with Brazil and Great Britain and based on the text of the French draft reproduced in annex 12 to document CE 1984 – Doc 10.
It was therefore proposed:

- to amend the beginning of the sentence in subparagraph i, as follows: "i *to carry out studies with a view to a possible adjustment of the level of the rates* (remainder unchanged)";
- to delete completely the text in subparagraph ii, b;
- to amend the text of subparagraph iii as follows: "iii to determine whether, in order to carry out this adjustment, it is necessary to conduct a worldwide statistical operation with a view to updating the data on the structure of the traffic flows between the member administrations of the Union and, if so, to specify how it is to be organized, *by examining, in particular, a representative* number of bilateral flows between separate pairs of countries".

The representative of INDIA commented that the text of subparagraph ii, c, of the draft resolution contained a reference to a particular variant of the charging system which had not yet been adopted, that question having been postponed to the next Congress. It would therefore be advisable to amend that text.

The CHAIRMAN said the decision had already been taken on that point. In the event of a different decision by Congress, the resolution would be amended.
In consequence, *the Executive Council approved subparagraph v of the conclusions of the Working Party as well as a revised draft resolution reproduced in annex 1 to the present minutes.*

Subparagraph vi of the Working Party's conclusions concerning the results of the study on the cost aspect was approved without comment.
Subparagraph vii of the conclusions was deleted, in view of the fact that France, the author of the proposal, no longer supported the introduction of an exceptional bilateral procedure and that no other Executive Council member country had expressed the intention of submitting it to Congress.
As subparagraph viii of the conclusions was approved without discussion, the proposal for amending article 62 of the Convention, adopted in its original form, is the subject of annex 2 to the present minutes.

The CHAIRMAN said that they had completed consideration of the report of the Working Party referred to in chapter B, a, of the Committee's conclusions (paragraph 67). The suggestions put forward by the International Federation of the Periodical Press (FIPP), referred to in chapter B, b, would be considered within the framework of the report of Committee 4. On this point, it should be noted that the recommendation for realistic terminal dues, differentiated for LC, AO and M bags, according to the decisions which the EC had just taken, partly met the FIPP suggestions concerning terminal dues.
Accordingly, *the Executive Council approved the conclusions set out in chapter B (Study on terminal dues) of the Committee report in their entirety, subject to the above-mentioned amendments.*

Congress – Doc 10/Annex 1/Attachment 1

Study on terminal dues

Statements by members of the Working Party (WP 3) at its eighth meeting, from 5 to 9 December 1983

I. Argentina's position on the draft final report of the study on the equivalence principle

1 The reporting country should first of all be congratulated on its abundant contribution which is known by all the representatives here so that I can dispense with further comment.

2 In our view, useful ideas for reaching agreement should be spelt out.

3 *Equivalence principle:* We feel that, above all, it should be stressed that the equivalence principle put forward by the reporting country on the basis of a rational rates system for the letter-post service might serve as the basis for a satisfactory solution for calculating terminal dues. On this point, we think that, if the costs of the administration of destination are somewhat higher than those of the administration of origin, that difference does not detract from the principle concerned since it would be utopian to claim that, in order to confirm that principle, the workload and the corresponding costs for the two administrations should be absolutely identical.

4 It should be noted that, while the cost of handling international mail might vary from country to country for various reasons such as the size of the country, population density, the standard of service, etc, those factors should not affect the meaning of the above-mentioned relationship.

5 *Work carried out:* In the large-scale sampling which has been done and on which the reporting country's document is based, there is a group of administrations which, because of their number and the criterion adopted in selecting them, is a guarantee of the high level of reliability of the results obtained. Indeed, the 69 administrations which took part in the work together account for nearly 90 percent of world letter-post traffic.

6 *Explanation of the various solutions:* Chapter IV of the document we are analyzing puts forward three possible ways of obtaining terminal dues rates. The first two, viz:

– calculation of the average revenue per country, according to the destination groups of the dispatches,
– calculation of a single average revenue per country,

raise practical difficulties which, in a way, oblige us to reject them. Apart from the excessive workload which adoption of either of those solutions would entail for administrations, a large number of countries would not be able, under present circumstances, to provide information for calculating the terminal dues, because they have not taken part in the work of this study.

7 Under these circumstances, the only solution, easy to apply and also reliable, is to calculate the world average revenue, but logically to calculate it separately for each category of item concerned, in other words LC, AO and M bags; similarly, separate terminal dues rates should be set for each of these categories.

8 Although it is a world average, establishing different values for each category corrects the variations which, in practice, exist in the composition of the traffic exchanged between various administrations. It can therefore be said that the values thus obtained will remain in close relation with the revenue generated by the traffic exchanged.

9 *Rate system applicable:* The report gives three situations resulting from the combination of the rate systems, viz:

a Basic charge for the weight steps and maximum charges for the special services.
b Basic charge for the weight steps and median charges for the special services; and
c Median charge for the weight steps and median charges for the special services.

10 In this connection, we think that the ordinary letter-post charge is the one which will mainly affect the calculation of the terminal dues rate. We therefore think it appropriate to refer to the two variants in relation to the ordinary charge, namely:

a and b basic charges for the weight steps;
c median charge for the weight steps.

11 Whichever variant is adopted in this field, we consider that a fair solution to the problem can only be found on the basis of a rate system adapted to the realities of the service.

12 That is why, if the basic charges are adopted, machinery for updating them between Congresses should be established and the increase recorded added to the terminal dues rates in the same proportion.

13 Experience shows that there are considerable rate changes between Congresses due to the long period of time between Congresses, inflation and the higher costs borne by the service. That means that administrations collect charges which are much higher than the charges in the Convention which are quickly superseded.

14 That is why, if either variant a or variant b is adopted, the machinery for adjusting the basic charges to which I have previously referred, should be established in order to maintain the compensatory value of the terminal dues rate.

15 However, if variant c "median charges for the weight steps" is adopted, these charges will have to be readjusted periodically (annually or every two years), by consulting postal administrations, if they are to reflect the reality of the moment.

16 Faced with those two situations, it might be easier to apply variant c which also would reflect more closely the real rate situation in the world.

17 In any event, what should remain clear in this connection is that, in implementation of the provisions of Rio de Janeiro Congress Resolution C 35, ways should be sought of reflecting in the Acts the development of that rate during the inter-Congress period.

18 *The special charges on AO items:* To calculate the terminal dues rate according to the various variants submitted in the report, the reporting country has considered, as regards AO items, printed papers prepaid at the ordinary rate and reduced-rate printed papers.

19 In our view, there is no need to include reduced charges, because they are adopted by postal administrations as part of a rate policy which admittedly meets respectable interests but which, in the final analysis, favours large publishing houses, particularly in the export of their products by mail.

20 We do not agree that the consequences of that policy should be partly borne by the administrations of destination which, in fact, have nothing to do with it. In reality, the effort made in the application of a promotional rate system should be borne by the country concerned.

II. Comments by France on the draft final report on the study based on the equivalence principle submitted by Brazil at the eighth meeting of the WP – December 1983

21 According to the reporting country, the object of the equivalence principle is "the fair distribution of the difference existing between the revenue flows" (Technical Report, chapter I, appendix 1 of the reporting country's report).

22 In this connection, traffic flows must be valorized in consideration of their peculiarities:
a proportions of LC, AO, ...;
b average weight for each category;
c percentages of special services items.

23 Separate terminal dues rates, at least for LC and AO, are a fundamental condition for the application of the equivalence principle.

24 By considering different world rates for the LC and AO, the scope of the principle is already sharply reduced since these rates group together, for example:
– Malaysia and Great Britain, whose average LC weights are 5 g and 36 g respectively;
– and for AO, Ghana and the United States of America, whose average weights are 24 g and 308 g.

25 ANY SINGLE WORLD LC + AO RATE WOULD BE INCOMPATIBLE WITH THE EQUIVALENCE PRINCIPLE AND SHOULD BE EXAMINED USING ANOTHER APPROACH.

26 In this connection, the data given in annex 4 of the report indicate that the percentage of LC in their outbound mail varies from 3 percent for the USSR to 87 percent for Oman, producing LC/AO revenues of 5.998 gold francs and 111.80 gold francs per kg.

27 Under this approach, the terminal dues rate should not be based on the revenue from outgoing traffic, but on the revenue corresponding to the composition of the weight of mail in imbalance.

28 Indeed, this is the concept used by Canada and approved by the Rio Congress for fixing the rate of 5.50 gold francs (Rio de Janeiro Congress Doc 7/Annex 3/section III).

29 That study showed that LC items represented 8.5 percent of the weight imbalance and AO items 91.5 percent.[1] There is no reason to believe that these percentages would be different at this time.

30 The single LC/AO world rate being contemplated by Brazil would constitute an updating of the conclusions of the study by the Working Party coordinated by Canada, the third approach proposed by Brazil at the third meeting of WP 3 (CE 1982/C 5 – Doc 15, paragraph 8).

Conclusion

31 Consequently, it would be desirable:
i to delete from the final report of the study on the equivalence principle, any reference to:
  – world LC/AO revenues calculated from outgoing traffic;
  – the corresponding LC/AO world terminal dues rates;
ii to provide a new chapter dealing with the updating of the Canada approach aimed at determining a world LC/AO terminal dues rate based on the distribution of the weight imbalance according to the tariff categories.

III. Reply by Brazil to the comments by France on the draft final report on the study based on the equivalence principle

32 The equivalence principle is defined on a bilateral basis. In this context, with all variants known the question of separate or combined rates is irrelevant. Of course, as we have emphasized before, when one moves away from the bilateral status to global alternatives, distortions, and these are substantial, will come into the picture. Also as an extreme, the concept will cover the notion of weight imbalance. High differences relative to bilateral

[1] According to the report by Brazil, the world percentages for weight are 27 percent for LC items and 73 percent for AO items, in outgoing traffic.

trade is the price to be paid for the simplification in rates. However, as stressed in the conclusions of our technical report, we cannot identify a definite trend. Moreover the concept is no longer "robust" (insensible) relative to the choice of combined or separate rates. The example below involving two hypothetical administrations A and B serves to illustrate. The rates used are basic charges with median rates for special services.

Traffic A → B

LC: 40 000 kg;
AO: 160 000 kg.

Traffic B → A

LC 40 000 kg;
AO 60 000 kg.

33 The amounts which A has to pay B, under the systems of combined rates or separate rates for LC and AO mail will be the following:
- terminal dues combined rates: 936 000 g fr;
- terminal dues separate rates: 309 000 g fr.

34 We see a substantial difference. The combined structure is computed at a rate of 9.36 g fr per kg. The separate structure at an AO rate of 3.09 g fr per kg. It is not difficult to provide another example showing the unique rates very conservative. All one needs to do is to permute the symbols LC and AO in the example above.

35 From a pure mathematical point of view to assess precisely by how much each of the above solutions is wrong one should take a close inspection in the bilateral trade AB in the same manner of chapter VIII of our technical report. Of course the conclusion will depend on the structure of the trade AB. If we vary A and B conclusion may change as in chapter VIII.

36 Intuitively, it seems obvious that any global solution involving separate rates will be more equitable from a statistical point of view since it will involve a fewer number of parameters (to be estimated from the sampling programme on a global basis) and as a consequence fewer "pears and bananas" type averages would have to be performed.

37 If administrations are really concerned about the above differences in regard to overall rates and think it is worth to pay the price of more extensive programmes for weight determination they may very well jump to separate rates.

38 We do not favour deleting the combined LC/AO rate from our report. Firstly because the rate represents a possibility within the principle of equivalence. Certainly the most extreme, but a possibility. Secondly because we were given the mission of computing it as can be seen in almost all previous documents of the Working Party. Thirdly, and lastly, because we believe it provides an appropriate basis to assess inflation rates for the combined structure LC/AO that would permit the updating of the status quo (Rio de Janeiro Congress rate of 5.50 g fr/kg).

39 In regard to the suggestion made by France of updating the work presented in annex 3 to Rio de Janeiro Congress Doc 7 we have a technical objection. The way the proposal is set forth in that document is meaningless. This is due to the orientations attached to imbalances. In this context we can provide an example in which the only terminal dues rate to be used is that of M bags. Indeed, consider a hypothetical world ω composed of the administrations A1, A2, A3, and A4. Suppose the possible trades ω have the following imbalance structure (as in Rio de Janeiro Congress Doc 7/Annex 3):

	A1 – A2	A2 – A3	A1 – A4	A2 – A4	Total	%
LC	+ 1000	– 1500	500	0	0	0
AO	3500	+ 500	– 3500	– 500	0	0
M bags	5000	– 1000	– 4000	+ 100	100	1

40 It is readily seen that the weights to be used to compute combined revenues are 0, 0 and 1 for LC, AO and M bags respectively. These obviously, lead to the M bag rate.

41 In the same fashion other examples could be worked out employing payments only in LC terms, in AO terms, or more drastically with no payment at all in the presence of significant imbalances on a pair-to-pair basis.

42 A straightforward repair in this technique is to consider absolute values of differences, ie, disregard signs. However, we do not think of this procedure as a good alternative. The resulting rate would have the same problems as the unique rate that is being criticized. Also it would not be obtained as an extreme case of the equivalence principle on a bilateral basis. The best alternative if "pseudo" imbalances via equivalence are to be considered is to adopt separate rates. If this is the case the actual traffic for particular pairs of trade will define automatically the appropriate weighted average to be considered.

IV. Statement by France with regard to Rio de Janeiro Congress resolution C 35, operative paragraph iii (increasing rates between Congresses)

43 Resolution C 35 concerning the continuation of the terminal dues study was prepared and adopted in 1979, ie at a time when the accounting unit was the gold franc. It is well known that the equivalents of the gold franc in national currencies were not always updated and that administrations did not have a system of automatic adjustment of their currency in relation to the accounting unit.

44 Under those circumstances, the introduction of operative paragraph iii into resolution C 35 was easily explained: it met a concern to adjust the amount of terminal dues collected by creditor countries in relation to their domestic inflation rate in order to ensure that their expenses were always covered.

45 The solution does not lie therefore in raising the terminal dues rates by a uniform world percentage but in raising their value in the national currencies to offset the effects of inflation, which vary from country to country.

46 However, this adjustment is already made through the SDR, since, for a debt in a constant SDR amount, the beneficiary countries receive, in their national currency, amounts which vary according to the rate of exchange of their currency in relation to the SDR.

47 For most countries, this indexing to the SDR offsets, or even exceeds, the increase in their internal costs.

48 This phenomenon is obviously the same for the debtor countries, such as France.

49 Since 1 January 1981, the date the Rio de Janeiro rates came into force, the amount of terminal dues paid by France for 1 kg of LC/AO has increased from 10 FF to 15.30 FF, ie an increase of 53 percent, considerably more than our domestic inflation which will be 30 percent for the three years and considerably more than the increase in international charges during those three years, which is about the same size.

50 In conclusion, the aim of operative paragraph iii of resolution C 35 has already been achieved and even exceeded by the automatic indexation of national currencies to the SDR. There is therefore no need to seek another form of updating machinery as contemplated in resolution C 35, operative paragraph iii.

V. Statement by the United States of America on the general issue of between-Congresses "Inflationary" terminal dues increases

51 If a system of terminal dues were adopted along the lines of the system favoured by a majority of this Working Party, ie separate rates for LC, for AO, and M bags, under variant b, an inflation factor, per se should not be introduced since this system flows from the table of basic charges which the Congress will set, presumably taking into account any increases since the previous Congress.

52 Since the Rio de Janeiro Congress adopted the SDR as its means of settling postal accounts, and the SDR value fluctuates to recognize inflation factors (building an inflation factor into the terminal dues rates between Congresses) a special terminal dues inflation adjustment is not necessary or appropriate.

53 If terminal dues, for any reason, or for any class of mail, were to rise by an extraordinary amount as compared with the current level, the increase in terminal dues should not be implemented all at one time; rather they should be implemented in periodic steps over the period of time between Congresses.

Congress – Doc 10/Annex 1/Attachment 2

Study on terminal dues

**Supplementary document by the reporting country (Brazil)
on the effects of the system of establishing terminal dues rates recommended
by the Working Party after its last meeting, from 5 to 9 December 1983**

1 The terminal dues rates of 5.50 g fr per kg of LC/AO mail and of 1.50 g fr per kg of M bags adopted at the Rio de Janeiro Congress were a compromise solution in that rates higher than 5.50 g fr per kg had originally been proposed for LC/AO mail and the report by the Terminal Dues Working Party of the time had led to a lower rate than 1.50 g fr per kg for M bags.

2 The following analysis refers only to LC/AO mail since M bags are already considered separately with a rate peculiar to that category of mail.

3 The adoption of a world average terminal dues rate per kg for all LC/AO mail causes considerable distortions in the amounts to be paid for mail imbalance between two particular countries, since the proportions (in weight and number of items) of LC and AO in the mail sent by each of the two countries to the other may differ sharply from the world average proportions.

4 The adoption of differential rates for LC and AO makes it possible to reduce the distortions and make the payment of terminal dues between two countries more equitable and more adapted to the special features of those two countries. Indeed, the application of different world average rates to the imbalance of LC mail and to the imbalance of AO mail, calculated separately on the basis of the dispatches of each of the two countries to the other, in accordance with the system of statistics which will replace the present triennial statistics, entails a calculation of the amount to be paid as compensation for the imbalance in traffic according to two components, viz:

- amount to be paid at the LC rate for the imbalance in LC mail;
- amount to be paid at the AO rate for the imbalance in AO mail.

5 The world average rates may be calculated per kg or per item. As regards the world average composition of mail, application of the two rates would produce the same result to the extent that the distribution of mail in particular countries is compared to the one used to calculate the world rate (a necessary hypothesis for the establishment of such rates). For LC items, for instance, the average rate per item is the same as the world average rate per kg of LC divided by the world average number of items contained in 1 kg of LC. The same goes for AO.

6 The mail imbalance, where this condition is met, may be calculated both in weight and in the number of items. The rate per kg would be applied to the weight imbalance and the rate per item would apply to the imbalance in the number of items.

7 For practical reasons, it is better to use the rate per kg, since it is much easier and more economical to measure the imbalance of exchanges by weight than it would be by the number of items.

8 At its eighth meeting, from 5 to 9 December 1983, the Terminal Dues Working Party (WP 3) came to conclusions recommending that Committee 5 should propose to the 1984 EC:

- the adoption of the equivalence principle as the basis for establishing terminal dues rates;

– the adoption of world average rates per kg calculated separately for LC, AO and M bags on the basis of the results of the sampling conducted at world level from 15 November 1982 to 15 May 1983 and based on a system of prices consisting of the basic charges in article 19 of the Convention and by the median values of the tariffs set by postal administrations for the special services.

9 Adoption of these recommendations by WP 3 leads to the following values of terminal dues rates:
– LC: 25.81 g fr/kg;
– AO: 3.09 g fr/kg;
– M bags: 0.82 g fr/kg.

10 The difference between the amounts of the terminal dues rates per kg to be applied to LC items and AO items is explained by, among other things, the following facts:
– 1 kg of LC contains an average of 48 items (the world average weight of an LC item, according to the sampling = 21 g), while 1 kg of AO contains an average of 5.6 items (world average weight of an AO item = 177 g). Therefore, 1 kg of LC mail contains, on average, eight times as many items as 1 kg of AO mail;
– the basic charges set for LC in article 19 of the Convention are often more than twice the basic charges for printed papers and small packets in the same weight step and over four times the rate for printed papers of the same weight step which have been granted a 50 percent reduction.

11 It should be noted that the system adopted takes into account both the weight and the number of items since it is based on the composition of the mail according to rate categories and the weight steps laid down in article 19 of the Convention. Furthermore, this system is easy to apply in practice and takes account of the particular position of each pair of countries, since the relative proportions of LC and AO in the traffic imbalance of each pair of countries (bilateral) will be established on the basis of the system of statistics which will replace the triennial statistics (see the results of the study by the Executive Council Committee 5 Statistics Working Party (WP 1)).

12 Distortions are thus reduced in comparison with the single-rate system for all LC/AO mail which considers the world average proportions of LC and AO in letter post as a whole as being valid for the outward international traffic of every Union member country.

13 A further advantage of the adoption of separate rates for LC and AO would be to eliminate the present misapprehension of regarding the single rate in force for all LC/AO mail (5.50 g fr/kg) as being the rate actually paid for an imbalance of 1 kg of LC *or* of 1 kg of AO. This rate of 5.50 g fr/kg, if it had been calculated on technical bases, should have corresponded to the weighted average according to the world average proportions in weight of LC and AO in the whole of international letter post. Obviously, the rate for LC mail is much higher than 5.50 g fr/kg and the rate for AO items is much lower than that figure. For instance, the world average revenue per kg calculated on technical bases by the preceding Working Party for LC mail, for AO mail and for M bags, based on the basic charges adopted at the Lausanne Congress, were 36.32 g fr/kg, 3.93 g fr/kg and 1.11 g fr/kg respectively (as against 51.62 g fr/kg, 6.18 g fr/kg, and 1.64 g fr/kg in the present study, based on the basic charges of the Rio de Janeiro Congress).

14 The instrinsic features of the proposed new system for settling terminal dues accounts make its comparison with the present position practically impossible, if such a comparison is to be made on an overall basis.

15 Indeed, since the proposed system takes account of the particular position of each pair of countries, it could only be compared with the present system on an actual basis "per pair of countries" or in the form of examples illustrating the situation which would arise.

16 As a result, the application of the separate new rates of 25.81 g fr/kg (LC), 3.09 g fr/kg (AO) and 0.82 g fr/kg (M bags) to the offset account between any two countries may entail an increase or reduction in the amounts to be paid in comparison with the present position (5.50 g fr/kg (LC/AO) and 1.50 g fr/kg (M bags)). A reduction in the amounts might occur, for instance, between two countries whose reciprocal international LC traffic is in balance, the imbalance arising in AO traffic.

17 It is therefore impossible to calculate a percentage increase in the terminal dues rates between the dates the two systems enter into force, which would be of general application, bearing in mind the bilateral aspect inherent in the proposed new system (despite the fact that the rates submitted are world averages). On the other hand, it is possible to say that the rate proposed for M bags is 45.3 percent lower than the present rate.

18 The rates of 25.81 g fr/kg (LC), 3.09 g fr/kg (AO) and 0.82 g fr/kg (M bags) were calculated on the basis of a price system founded on the basic charges adopted by the Rio de Janeiro Congress (in the same way as the calculations by the previous Working Party were based on the basic charges adopted by the Lausanne Congress).

19 If the Hamburg Congress decided to increase the basic charges in article 19 of the Convention and if the terminal dues rates to be calculated on the basis of the price system in force, new terminal dues rates will have to be calculated for application from when the Hamburg Acts come into force, taking into account the new basic charges and the new median values of the tariffs laid down by the postal administrations for the special services.

Congress – Doc 10/Annex 2

Study on terminal dues

Application of the equivalence principle on the basis of the results of sampling on world level

Report by the reporting country (Brazil)

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NB. – The relation of the UPU member countries and their respective codes are given in part 1 of appendix II (instruction manuals)

Part one

Analytical report

Introduction

Terminal dues come within the context of the exchange of letter-post items between countries. They consist of a payment made to the administration of destination of a letter-post item as compensation for the service rendered in handling the item received.

The problem associated with the terminal dues system is how to establish criteria and machinery for determining a fair payment for all UPU member countries.

1 Background

Acceptance of the principle of payment of terminal dues is the result of a vast amount of work done hitherto by the member countries of the Universal Postal Union.

Historically, it may be said that postal exchanges come under the principle of non-sharing of charges between the countries of origin and destination, on the supposition that every letter elicits a reply (principle of reciprocity) and that, consequently, the total number of letters sent from one country to another is the same as the total sent in the other direction, so that the expenditure of each country is the same.

However, social, cultural and economic developments in the world have not been the same in all countries, causing an imbalance in postal exchanges between these countries and invalidating the principle of reciprocity.

This question had already been put to the 1906 Rome Universal Postal Congress by a delegation which proposed inserting in the UPU Acts a procedure for financial compensation to be paid by administrations sending printed papers, so that its country could meet the expenditure arising from the imbalance existing in its international postal exchanges. That delegation showed that its country had received from abroad, during the previous financial year, printed papers of considerable volume and weight without its having dispatched any printed papers in exchange.

However, the Rome Congress rejected that proposal since other countries were in a similar position but did not receive compensation. In addition, Congress considered that, in any case, the payment could not be made by the dispatching administration since it did not make any profit on the printed papers service. It was stressed that the proposal was based on arguments which were totally foreign to the spirit of the Union.

This position was maintained for many years, although there was constant discussion on the subject.

However, the adoption by the 1964 Vienna Congress of resolution C 13 instructing the EC to undertake a study to correct the imbalances in the provision of reciprocal services between countries showed that it was no longer possible to speak of reciprocity in exchanges since, at that time, several countries received very much more mail from abroad that they sent.

In addition, the above-mentioned study and the subsequent studies carried out to implement 1969 Tokyo Congress resolution C 47 and 1974 Lausanne Congress resolution C 53 showed that the questions concerning the calculation of the sums to be paid as compensation for terminal dues, as well as the system of calculation to be used, were very complex.

In the opinion of several countries, any proposal for establishing a payment for terminal dues should be based on postal service costs, particularly those linked to the handling and forwarding of letter-post items. However, the studies carried out so far have revealed that the information on costs provided by the various administrations forms quite a varied whole. It therefore becomes difficult to find a simple method of calculating terminal dues on the basis of such costs.

The absence of technically satisfactory solutions led to fixing the payment rate per kilogramme to be applied to the excess weight of mail received, ie to the difference between the weight received and the weight dispatched each year. Adoption of this payment occurred at the Tokyo Congress, which set compensation at 50 gold centimes per kilogramme of surface letter-post items received in excess of mail dispatched in bilateral relations between administrations. This payment was extended to airmail by the Lausanne Congress, which decided to raise that rate to 1.50 gold francs per kilogramme. The 1979 Rio de Janeiro Congress decided to adopt separate payment rates for LC/AO items (5.50 gold francs/kg) and for M bags (1.50 gold francs/kg).

The work submitted to the Rio de Janeiro Universal Postal Congress as the outcome of Lausanne Congress resolution C 53 greatly contributed to looking at the problem from a technical-scientific point of view. The proposal presented a system of costs based on the structure of postal traffic and the UPU basic charges and introduced innovations, although it did not attain the level of acceptance necessary for its approval.

The work submitted in the context of the present study, carried out in accordance with Rio de Janeiro Congress resolution C 35, must be regarded as a continuation of the very useful studies carried out hitherto and is aimed at submitting further alternatives for solving the terminal dues problem.

2 Aims of the study

The discussions during the Rio de Janeiro Congress on the terminal dues study and the conclusions to which they came led to the adoption of resolution C 35, as follows:

"Congress,
"Having adopted
the rate of terminal dues laid down in article 62, paragraph 2, of the Convention[1],

"Bearing in mind
the report submitted on this subject by the Executive Council and the opinions expressed during the discussions,

"Considering
that although very valuable studies have been carried out to date, a number of very important aspects still have to be considered and others studied in greater detail,

"Instructs

the Executive Council:

i to continue the study of terminal dues, with special reference to the method of determining the volume of imbalance of exchanges and the presentation and settlement of the relevant accounts;

ii to consider the possibility of proposing a rate formula for fixing the rate of terminal dues, taking into account all factors which are reflected in costs both for administrations of origin and administrations of destination;

iii to seek ways of reflecting in the Acts the development of this rate during the period between Congresses and to make the necessary proposals to the next Congress."

[1] This article corresponds to article 53 of the 1974 Lausanne Convention.

At its May 1980 meeting, Executive Council Committee 5, which was responsible for this study, decided to set up a restricted Working Party representative of the interests of all countries in order to implement resolution C 35. This Working Party consisted of: Argentina, Brazil (reporting country), France, Kenya, Spain, Thailand, USSR and United States of America.

The initial stage of the work was designed to establish the variables to be taken into account in calculating terminal dues. It emerges from the work submitted to previous Congresses that it is extremely difficult to establish a formula for the payment of terminal dues based on costs, as suggested in paragraph 2 of resolution C 35, as the differences between the cost structures of the various administrations as well as the wide variety of methods used to calculate them make any result, which consideration of the problem from that angle might produce, highly vulnerable.

All in all, the reporting country considered that the studies should be conducted from a new angle, taking as a basis the revenue stemming from international mail flows, and this led to the presentation of a methodology for calculating terminal dues on the basis of this revenue. The development of this methodology, which was based on a principle called the "Equivalence Principle", was considered valid and appropriate by all the members of the Working Party. It was then approved by the Executive Council. Despite that, it was also decided to instruct the United States of America to develop a formula taking into account cost factors.

As a result, *the main aim was to establish a substantial group of alternative solutions to the problem*, bearing in mind the studies based both on revenue and costs. In the present report, the study is carried out on the basis of the equivalence principle.

3 Equivalence Principle

The basic idea behind the problem of terminal dues is the imbalance in postal exchanges between two administrations. Therefore, *the basic question to be determined is linked to the criterion which has to be used to measure this imbalance.*

The principle of reciprocity, adopted when the UPU was established, postulated the existence of a balance between any two mail flows, since it considered that the dispatch of a letter was matched by the receipt of another as a reply. This principle posits the idea that the real balance in exchanges between two administrations would occur whenever, for any letter-post item sent by one administration, there was another item, equivalent in weight and category, sent in the opposite direction.

Under this approach, if there is a universal rates system for postal items and equivalence in weight and category in the postal traffic between two administrations, there will of necessity be a financial balance. In other words, that means that the postal revenue collected on items sent by one administration to another will be equal to the revenue collected on items sent in the opposite direction.

On this basis, it is possible to move from the definition of the principle of reciprocity to the definition of the equivalence principle, consisting of a new version of the former. Under this definition, two reciprocal mail flows are said to comply with the equivalence principle if they generate the same revenue on the basis of a common rates system. This produces an extremely simple formula for the payment of terminal dues: where there is no financial balance between two reciprocal mail flows, the difference between the revenue generated by them will be shared equitably between the two administrations, the equivalence of the flows thus being re-established.

As may be seen, the definition of the equivalence principle rests on bilateral procedures, ie it is expounded by taking into account the reciprocal flows of two administrations. However, at the meetings of the Terminal Dues Working Party, it was considered that it would be difficult to apply a solution in bilateral terms since that would require, for each pair of countries, the provision of detailed analyses of the postal traffic structure of the two flows involved. In addition, the statistical research necessary for the definition of the variables examined would have to be carried out on the basis of a large sample which would make it difficult both to collect the data and analyze them. Furthermore, postal administrations would not be able to stand the cost incurred by work of such magnitude.

That is why an attempt was made to develop several alternatives requiring the processing of a smaller quantity of data while still providing representative findings with a minimum of distortion compared with bilateral situations and reflecting the traffic structure of each country as closely as possible.

The various types of payment submitted were developed on the basis of data concerning administrations' outward traffic obtained from statistical research by sampling, covering 69 countries. These countries account for a significant portion of world postal traffic thus making the research highly representative. With the values established on the basis of alternative price systems, it is hoped to provide a quantitative basis for Congress to decide on the payment to be adopted in the light of the principles of justice which guide the activities of the Universal Postal Union towards the further improvement of international postal relations.

Chapter I. Methodology

The main condition for the application of the equivalence principle as defined is the calculation of the revenue generated by dispatching mail in various countries. For each administration, this total revenue may be defined as the total number of items sent multiplied by the AVERAGE REVENUE generated per item, or even, the total weight sent multiplied by the AVERAGE REVENUE generated per kilogramme of mail. As a result, the basic problem is to calculate these average revenues.

1.1 Calculating the average revenues[1]

The average revenue per item is in fact the average postage on the item. Therefore, in order to establish the criteria for measuring as accurately as possible the financial flows linked to international postal traffic, the Working Party developed a mathematical model for calculating average revenue, taking into account for that purpose the variables according to which the prices are defined.

1.1.1 *Variables taken into account*

1.1.1.1 *Rates system*

As was emphasized above, a study, the aim of which is to compare the revenue generated in various countries, will have to be undertaken on the basis of a universal system of prices.

As a result of a consensus among UPU member countries, the basic charges to be applied to letter-post items in the international service are defined at article 19 of the Universal Postal Convention. Consequently, it was considered appropriate to use this rates system as the basis for the studies on the equivalence principle.

However, since the Universal Postal Convention, in the same article, sets a margin of possible variation in relation to the basic charges, the postage rates charged by the various administrations do not always coincide with those charges. In this context, it was considered appropriate to adopt a system more representative of the price structure of international mail. This system uses the median values of the charges collected by UPU countries.

The values relating to the two rates systems are identified in appendix I, section 2.2.4.

[1] See detailed model in appendix I, chapter III.

1.1.1.2 *Category of item*

Letter-post items have certain specific features which define the various categories. In order to rationalize the mathematical model developed for calculating the average revenue, these categories are presented as follows:

- LC Letters and postcards;
- AO Printed papers (normal rate);
  Special printed papers (reduced rate);
  Small packets;
- M bags.

This classification makes it possible to apply the rate-fixing criteria laid down at article 19 of the Universal Postal Convention, which set different prices according to the above-mentioned categories.

1.1.1.3 *Weight steps*

The inherent complexity in calculating the average revenue is due to the fact that postal prices are set according to weight steps which do not define a linear relation between the prices charged and the weight of the items, except in the case of M bags. Because of the absence of a linear relation, the average price of an item, for any administration, can only be calculated if the rates for each weight step and the distribution of items in these weight steps, in percentage terms, are known.

1.1.1.4 *Special services*

The Universal Postal Convention provides, at article 24, for maximum charges to be collected for the various special services. Some of these charges play a significant part in the final composition of the unit price of postal items because of the high frequency of the service to which they relate. As a result, the Working Party decided to include in the calculation of the average revenue the following special services (on the basis of maximum and median charges, by analogy with the median charges for the weight steps):

- For LC and AO Registered;
  Express;
  Advice of delivery;
- For M bags Registered.

1.1.2 *Mathematical model for calculating average revenue per item*

1.1.2.1 *LC items*

The average revenue for ordinary LC mail represents the composition of the distribution in percentage terms of items in each weight step, multiplied by the relevant charges, under one of the rates systems defined.[1] In other words, the average revenue may be described as representing a weighted average of the charges relating to the various weight steps.

In order to obtain the final average revenue, the figures for the special items as percentages of total LC items, multiplied by their respective rates as laid down in each of the rates systems, should be added to the result of the above-mentioned calculation.

[1] It should be pointed out that postcards were regarded as being in a separate weight step in the weight steps of LC items because they have a special rate.

1.1.2.2 *AO items*

The rates systems for AO items are defined separately for the subcategories of printed papers, special printed papers and small packets. In order to calculate the average revenue for AO, it is first of all necessary to calculate, in a similar way as was done for LC, the average revenue of each of the above-mentioned subcategories.

The combined average revenue for AO is the weighted average of the average revenues of printed papers, special printed papers, and small packets.

1.1.2.3 *LC/AO items*

The weighted average of the average LC and AO revenues was used to calculate the combined average revenue for LC/AO.

1.1.2.4 *M bags*

Under article 19 of the Convention, a normal rate (bags of printed papers) or a reduced rate (bags of special printed papers) is applied.

For bags weighing over one kilogramme, these rates increase by linear progression in relation to the increase in the weight of the bags in kilogrammes. Thus, the average revenue of M bags containing printed papers or M bags containing special printed papers is obtained by direct application of their average weights to the rates formulae given in appendix I, section 3.4.

The overall average revenue represents the weighted average of the average revenues of bags at the normal rate and bags at the reduced rate, to which is added the registration charge multiplied by the number of registered M bags as a percentage of total M bags.

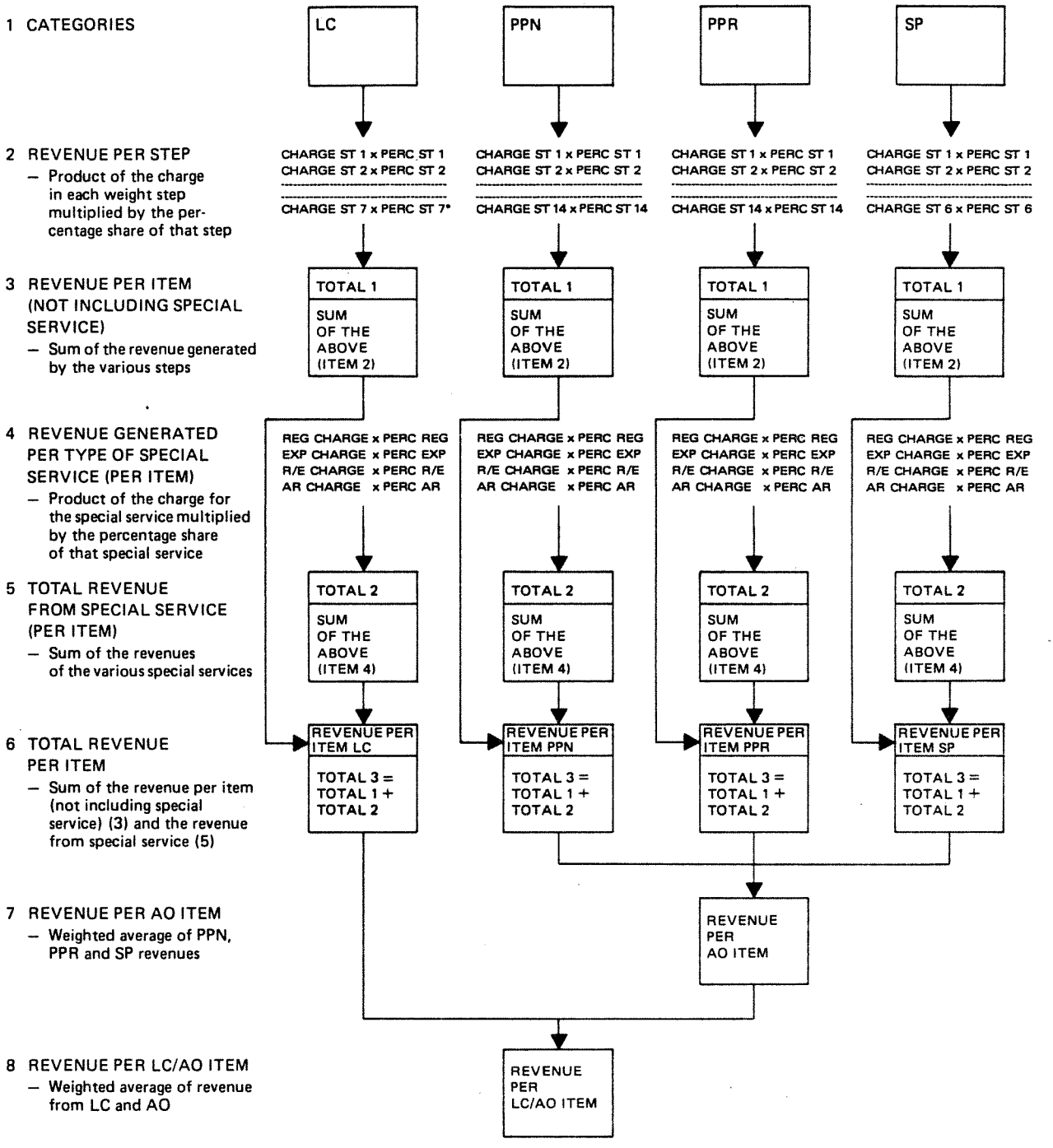
1.1.3 *Calculating the average revenue per kilogramme*

It should be stressed that the model also makes it possible to calculate the average revenue according to the weight of the mail. This is obtained by dividing the average revenue per item by the average weight of those items.

1.1.4 *Graphic representation of the model*

After defining the rates system to be employed, the mathematical model for calculating the average revenue per letter-post item may be represented graphically in the following way:

1.1.4.1 *LC/AO items*

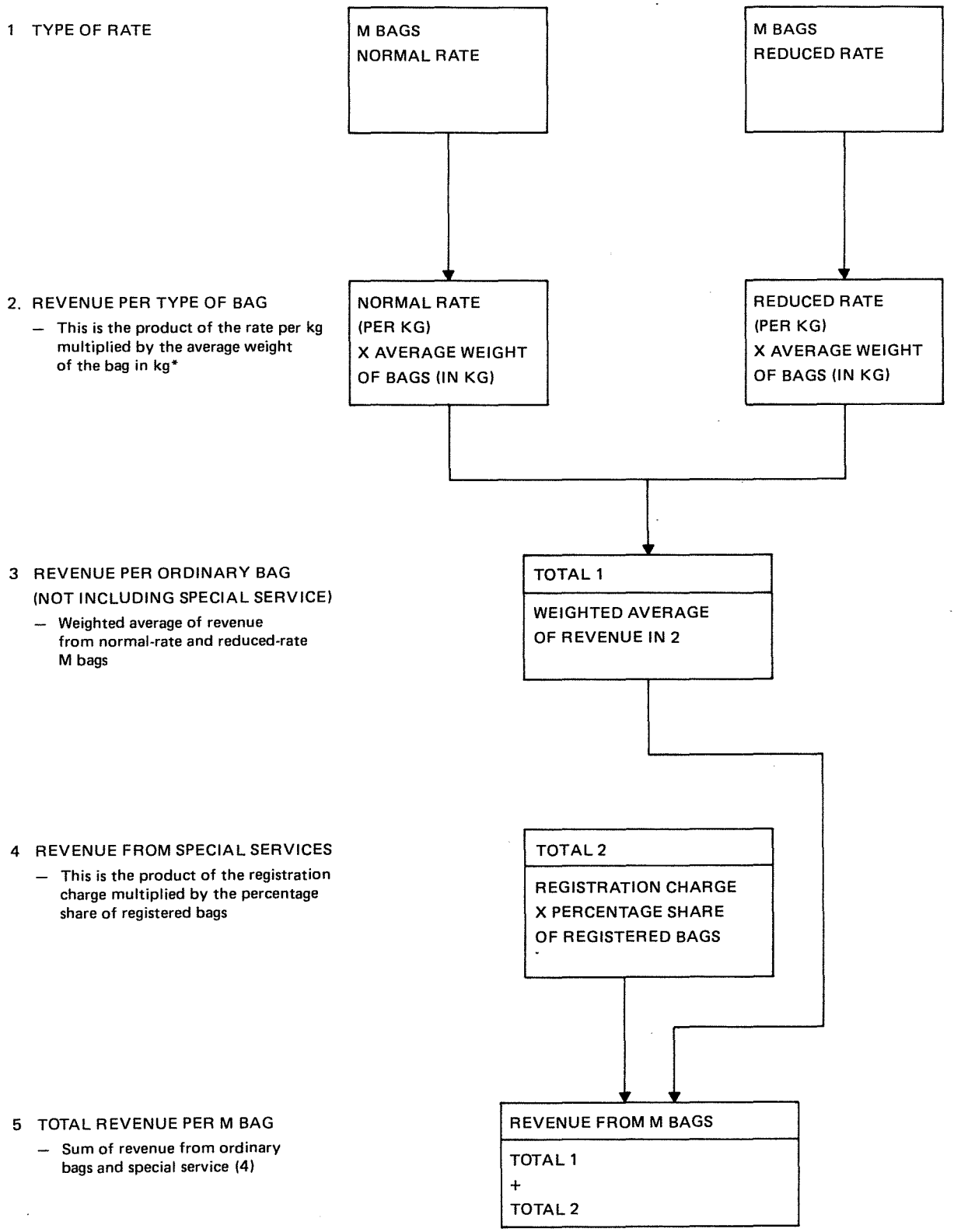


* Step 7 of LC concerns postcards.

Legend

LC:	Letters and postcards
PPN:	Printed papers normal rate
PPR:	Printed papers reduced rate
SP:	Small packets
AO:	Other items
CHARGE ST:	Charge for the weight step
PERC ST:	Percentage of items in weight step
PERC:	Percentage
REG:	Registered
EXP:	Express
R/E:	Registered and express
AR:	Advice of delivery

1.1.4.2 *M bags*



* Where the median values of the rates are used in accordance with annex 1 (Technical Document), the value of the average revenue per bag is increased by the constant represented by the rate formula concerned.

1.2 Application of the model

Application of the formulae concerning the equivalence principle is directly related to the collection of detailed data on the structure of international postal traffic. This information, as shown in section 1.1, concerns the distribution of items per category and per weight step, the effect of special services, and the average weight of the items according to the category for which the average revenue is to be determined.

Adoption of a system under which data of this kind are to be collected and assembled for analysis is a problem requiring careful study to ensure that the results reflect the aim of the investigation accurately and from an operational point of view. In the specific case of research, the results of which may have a greater or lesser influence on the settlement of accounts of all postal administrations, this problem assumes a much greater importance. The prudence undeniably necessary to the conduct of a terminal dues study led the Working Party to use all available means to ensure that the work was carried out using the most soundly based and reliable statistical principles possible and that it reflected the actual position of the individual postal traffic of each country.

Therefore, in order to test the statistical model and assess its financial consequences, before starting to collect data on a world scale, it was considered appropriate to carry out pilot research. This research was conducted in the main Brazilian offices of exchange (Sao Paulo and Rio de Janeiro) and covered outward and inward mail in Brazil.[1] The results thereof, apart from the confirmation of the operational viability of the model, provided the necessary basis for conducting the worldwide research.

It was shown that, although the ideal solution for the application of average revenue would be a bilateral calculation, its strict application was impracticable because it required detailed analysis of the exchanges between each country and every one of the other countries with which it had postal contacts.

As a result, an attempt was made to conduct the studies on the basis of the total outward traffic of several countries. However, even in that case, it would be difficult to obtain detailed data from all the administrations because of the cost and the large amount of work required in recording and processing these data. Consequently, taking as a basis the experience acquired in the pilot research in Brazil and bearing in mind the validity of the sampling models, as demonstrated at its meetings, the Working Party decided to use statistical analyses to simplify the research. It was therefore decided that the data would be collected by two types of sampling, one detailed and the other simplified, as follows:

- Detailed sampling – covering 20 administrations, consisting of 8 members of the Working Party plus 12 selected on the basis of the representativity of their traffic volume and in accordance with acceptable geographical distribution, aimed at determining both the distribution of the outward postal traffic of each country by category and weight step and the effect of the special services and the average weight of the items in each category;
- Simplified sampling – covering the other UPU member countries and designed to determine both the distribution of items per category and the effect of the special services and the average weight of these items per category.

As described in sections 1.1.2.1 and 1.1.2.2, for calculating the average revenue per ordinary item in the defined categories of item (LC and AO), it is essential to obtain data on the items per weight step. Therefore, using the data of the detailed sampling, the average revenue of the countries taking part in that sampling was calculated and this in turn served as the basis for defining the functional relationships between the average revenue and the average weights of the items, which was done by statistical analysis (regression analysis).

The universal validity of these relationships stems both from the representativity of the countries on the basis of which they were calculated and on the strong correlation between the relevant variables. Once these relationships and the average weights of the items (including those concerning the countries which took part in the simplified sampling) were known, it was possible to determine the average revenue from ordinary mail for all the countries which took part in the sampling programme.

[1] The data, analyses and detailed results of this research are given in CE 1982/C 5 – Doc 15/Annex 1 – pilot research on international traffic between Brazil and other countries (outward and inward).

In order to calculate the final average revenue, the proportion of special services and the distribution of the items per category were taken into account for each country, in accordance with sections 1.1.2.1, 1.1.2.2 and 1.1.2.3.

As regards the sampling of M bags, which was uniformly done by all the participating countries, it was possible to calculate the average revenue by direct application of the data obtained from the formulae mentioned in section 1.1.2.4.

Chapter II. Statistical research by sampling of letter-post items in international traffic

2.1 Criteria for the research[1]

The point of departure for the development of any statistical research by sampling is the prior knowledge of the population concerned, which, in the case of this research, is the world international postal traffic.

To meet this preliminary condition, the data relating to the various kinds of traffic for 1979 were requested from administrations. The information provided was necessary both for determination of the global sample and for its apportionment among the various member countries of the Universal Postal Union.

2.1.1 *Determination of the sample*

On the basis of considerations concerning the desired accuracy, of the costs considered to be tolerable for the progress of the work and of the absence of data from several countries concerning the 1979 dispatches, as described in section 2.1.2 below, the sample for LC/AO was fixed at 68 638 bags.[2]

This number of bags, according to the Working Party's definitions, was to be examined during the period from 15 November 1982 to 15 May 1983 and was to cover 24 days of observation.

In view of the ease of obtaining the data relating to M bags and the simplicity of their analysis, the Working Party decided to carry out an exhaustive sampling of M bags during the 24 days earmarked for the research.

2.1.2 *Allocation of the sample by country*

To increase the accuracy of the results of the research, it was decided to carry out stratified cluster sampling. Thus, on the basis of the data for the 1979 traffic supplied by 97 countries, the administrations were grouped into six homogeneous strata, according to the total weight dispatched.

Then, the number of bags to be sampled was assigned to each group according to the proportionality criterion, ie in accordance with the weight dispatched by each group in the global context.

[1] These criteria are explained in detail in appendix I, chapter VI.
[2] See appendix I, section 6.1.

For each group the size of the sample to be taken per country was calculated in a uniform way, in other words, an equal sample was determined for each country in the same group. However, this criterion was not adopted strictly for group 6, in which the sample for each country was calculated proportionally to its dispatch. This was because the data for some countries differ from the others.

In the case of administrations which did not send data relating to their 1979 traffic, the sample was calculated on the basis of subjective criteria of "similarity", according to characteristics known from other sources.

In the table given in annex 2 (Technical Document), it is possible to see the allocation, by country, of the number of bags earmarked for the research.

2.1.3 *Allocation of each country's sample*

After defining the numbers of bags to be observed by the different administrations, the countries of destination of each of these administrations' dispatches were grouped into six homogeneous strata, determined according to the weight dispatched for each country.

Then, the size of the sample of the destination groups was determined proportionally to the number of bags dispatched for each group and according to the forwarding method. The aim of the proportional division of the bags to be observed by forwarding method was to ensure greater accuracy of sampling.

It should be emphasized that the administrations which did not send the data for the 1979 traffic were requested to stratify their dispatches by destination group themselves.

In this way, the allocation of bags and the composition of the destination groups of each administration's dispatches were carried out in accordance with annexes 2 and 3 (Technical Document).

2.2 **Methodological aspects of the research**

2.2.1 *Initial definitions*

For the purposes of research by sampling, the letter-post items were grouped into the following categories:

LC letters and postcards;

AO printed papers (normal rate);
special printed papers – which include books, periodicals, newspapers, music scores and maps, when reduced rates are granted for these items;
small packets;

M bags at normal or reduced rate – bags containing printed papers or special printed papers addressed to the same addressee and for the same address.

Letter-post items which are exempt from postage and on which the remuneration charge for terminal dues is not, therefore, paid were excluded from the sampling research. These are:
- items exchanged between postal administrations;
- items relating to prisoners of war and civilian internees;
- literature for the blind.

The special services which were considered are the following:
- registration;
- express;
- advice of delivery.

2.2.2 *Detailed sampling*

The specific instruction manuals for this sampling and the models of the forms used for collecting the data (GT1, GTM and GT3) were sent to the countries which participated in the research (see appendix II, Technical Document).

2.2.2.1 *Form GT1*

This was used to obtain the following data relating to LC/AO letter-post items contained in the bags which were identified and classified by destination and forwarding method (air or surface):
- category of item (letters, postcards, printed papers, special printed papers small packets);
- weight of the items, according to the weight steps laid down;
- incidence of special services.

These data were used to calculate the proportions of items by category, by special service and by weight step, and also to calculate the average weight of the items, such information being needed to determine the average revenue per item and per kg of correspondence.

2.2.2.2 *Form GTM*

This form was used to obtain the following data relating to the M bags, according to forwarding method (air or surface):
- weight;
- rate applied (normal or reduced);
- destination;
- incidence of registered service.

On the basis of this information the average weights of bags (overall and by rate applied) were calculated, as well as their proportion by rate applied and the percentage of registered bags in the total of M bags.

2.2.2.3 *Form GT3*

This was used for each country to give the total number of bags sent by the offices of exchange participating in the research, during the days concerned, for all destinations.

This information was used to determine the volume and composition of each administration's outward traffic; this enabled the weighted average revenue to be calculated on the basis of the administrations' data.

2.2.3 *Simplified sampling*

Specific instruction manuals and models of forms GT2, GTM and GT3 for obtaining data were also distributed to the participants in this research. (See appendix II, Technical Document).

2.2.3.1 *Form GT2*

This was used to obtain the following data relating to LC/AO items contained in bags which were identified and classified according to destination and forwarding method:
- category of items;
- weight of items;
- incidence of special services.

This information was used to calculate the proportions of items according to categories and special services as well as the average weight of items, variables necessary for the application of the statistical analyses made on the basis of the detailed sampling data.

The use of the GTM and GT3 forms has been described above.

Chapter III. Treatment of research data

3.1 Data testing

To check the compatability between the data supplied by the various administrations and the specifications defined in the research instruction manuals, the reporting country established a testing system comprising manual activities and computer operations.

The sequence of operations starts with the preliminary analysis of the data sent in on the research forms by the postal administrations. The aim of this analysis, which is carried out by specialized staff, is to test the consistency of the data and to eliminate any errors.

In a later stage, the data are subjected to input and testing programmes. Listings containing the data recorded and details of errors found are compiled. These listings then go through an analysis procedure in which, in addition to correction of errors detected by the computer, the input is verified to eliminate any other errors that might exist.

To clear up any doubts about the interpretation of the data, the reporting country contacted the administrations concerned, whenever this was necessary, in order to make use of the greatest possible amount of data and to make sure that the results of the studies were not prejudiced by the existence of data which were not fully clear or compatible with the models drawn up.

It should be emphasized that even the data sent by magnetic tape were subjected to the testing programmes in order to verify their accuracy and, where necessary, to make corrections.

3.2 Data processing

After acceptance by the testing programmes, the data are processed by computer according to the procedures laid down in appendix II (Technical Document). These procedure relate mainly to the form of processing and to the presentation of the data.

The purpose of the programmes for processing of the data received is to determine the relationships which were the basis for the development of the statistical analyses needed to calculate the terminal dues rates. The data used in these analyses consist of: the revenue per ordinary item obtained on the basis of the detailed analysis; the average weights and the proportions of the items according to categories and special services (for LC/AO); the average weights and the proportions of the items according to the rate applied and the special services (registration), for M bags. Statistical calculations enabled the regression lines to be determined and were used to estimate, for all the countries, the *average revenue per item and per kilogramme.*

3.3 Présentation of the research data

3.3.1 *Global data*

Sixty-nine countries took part in the statistical sampling research; 22 of them (not 20 as had originally been planned) took part in the detailed sampling and 47 in the simplified sampling.

3.3.1.1 *LC/AO bags*

3.3.1.1.1 Detailed sampling

The 22 countries taking part in this sampling examined 45 770 bags, which represented 98 percent of the number originally planned for these countries, ie 46 867 bags.

3.3.1.1.2 Simplified sampling

The 47 countries taking part in the simplified sampling examined 8908 bags, representing 107 percent of the number originally planned for these countries, ie 8359 bags.

The numbers of bags planned for the research are given in annex 2 (Technical Document) and the numbers actually observed are given in scale 200 (annex 4, Technical Document).

3.3.1.2 *M bags*

Of the countries participating in the research, only 31 gave data relating to M bags; 305 252 units were observed.

3.3.2 *Specific data*

For presentation of the various data obtained as a result of the research, the following scales were produced by the data processing system:

- general dispatch table – scale 200;
- general estimate – items/bundles/weights – scale 210;
- estimate of LC/AO items – scale 220;
- proportion of items by rate category – scale 230;
- traffic distribution – LC items – scale 240;
- traffic distribution – AO items – small packets – scale 250;
- traffic distribution – AO items – normal-rate printed papers – scale 260;
- traffic distribution – AO items – reduced-rate printed papers – scale 270;
- dispatch of M bags – scale 130;
- average revenue – M bags – scale 135;
- global dispatch – scale 100:
  - bags/items/bundles/weights;
  - general explanation;
- proportion of items by rate category and type of service – global – scale 105;
- estimate of total traffic distribution – detailed research – scale 120;
- global dispatch of M bags – scale 140;
- world average revenue – M bags – scale 145.

These scales, which are described in appendix II (Technical Document), contain the data of the research days for each month and the data for the sampling period. They are set out in annexes 4 to 12 and in annex 20 of the Technical Document, as follows:

- annex 4 – report of the sampling period, with data relating to the observation days of each administration;
- annex 5 – report of the research days, November 1982;
- annex 6 – report of the research days, December 1982;
- annex 7 – report of the research days, January 1983;
- annex 8 – report of the research days, February 1983;
- annex 9 – report of the research days, March 1983;
- annex 10 – report of the research days, April 1983;
- annex 11 – report of the research days, May 1983;
- annex 12 – report of the six-month period containing estimated data for the entire sampling period;
- annex 20 – revenue of M bags per country (group and general) and global.

Chapter IV. Analysis of results

4.1 Presentation of variants

At the meetings of the Working Party there were discussions on the form in which the results should be presented. During these discussions an analysis was made of questions relating to the desired accuracy and the necessary simplicity in the system of application of the model on a worldwide scale.

Several alternative solutions were studied. The levels of accuracy and difficulty involved in their implementation are variable. Therefore, so that Congress can make a fully informed decision, it was considered appropriate to submit, as the result of the studies, a whole range of solutions taking into consideration two rate systems, the different forms of grouping of categories of items, the individual traffic of each country (by destination groups and overall) and, lastly, world traffic.

Accordingly, the calculation variants, in g fr/kg, are as follows:

- Calculation of the average revenue per country, according to the destination groups of the dispatches:
  1 For LC, AO and M bags, separately, according to:
    a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, pages 72 to 81, columns X1 and RAOW, for LC and AO; annex 20, part I, for M bags);
    b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, pages 72 to 81, columns X1 and RAOW, for LC and AO; annex 20, part II, for M bags);
    c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, pages 72 to 81, columns X1 and RAOW, for LC and AO; annex 20, part III, for M bags);

  2 For LC/AO (combined revenue) and M bags, according to:
    a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, pages 72 to 81, column RW, for LC/AO; annex 20, part I, for M bags);
    b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, pages 72 and 81), column RW, for LC/AO; annex 20, part II, for M bags);
    c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, pages 72 to 81, column RW, for LC/AO; annex 20, part III, for M bags);

– Calculation of a single average revenue per country:

1 For LC, AO and M bags, separately, according to:
   a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, pages 92 and 93, columns X1 and RAOW, for LC and AO; annex 20, part I, for M bags);
   b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, pages 92 and 93, columns X1 and RAOW, for LC and AO; annex 20, part II, for M bags);
   c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, pages 92 and 93, columns X1 and RAOW, for LC and AO; annex 20, part III, for M bags);

2 For LC/AO (combined revenue) and M bags, according to:
   a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, pages 92 and 93, column RW, for LC/AO; annex 20, part I, for M bags);
   b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, pages 92 and 93, column RW, for LC/AO; annex 20, part II, for M bags);
   c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, pages 92 and 93, column RW, for LC/AO; annex 20, part III, for M bags);

– Calculation of world average revenue:

1 For LC, AO and M bags, separately, according to:
   a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, page 93, last line, columns X1 and RAOW, for LC and AO; annex 20, part I, last page, scale 145, for M bags);
   b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, page 93, last line, columns X1 and RAOW, for LC and AO; annex 20, part II, last page, scale 145, for M bags);
   c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, page 93, last line, columns X1 and RAOW, for LC and AO; annex 20, part III, last page, scale 145, for M bags);

2 For LC/AO (combined revenue) and M bags, according to:
   a the basic charges for the weight steps and the maximum charges for the special services (Technical Document, annex 17, page 93, last line, column RW, for LC/AO; annex 20, part I, last page, scale 145 for M bags);
   b the median charges for the weight steps and the median charges for the special services (Technical Document, annex 18, page 93, last line, column RW, for LC/AO; annex 20, part II, last page, scale 145, for M bags);
   c the basic charges for the weight steps and the median charges for the special services (Technical Document, annex 19, page 93, last line, column RW, for LC/AO; annex 20, part III, last page, scale 145, for M bags).

It should be emphasized that all the average revenues per kg relating to the above variants are calculated by applying to the calculation model the average weights and proportions obtained for each administration. The method used is described in chapter I, section 1.2, the calculation being made on the basis of the regression lines defined[1] for LC/AO and, direct, by the application of the formulae described in chapter I, section 1.1.2.4, for M bags. *These revenues must be divided by two in order to obtain the rate of compensation for terminal dues.* These lines, which define the relations existing between the average revenue per ordinary item and the average weights of letter-post items, viz LC, small packets, printed papers and special printed papers, are expressed by the following equations:

[1] The calculations for these relationships are given in appendix I, chapter VII.

Basic charge

LC = 63.0633 + 1.5861 $\overline{w}$;
AO-PPN = 65.4994 + 0.3856 $\overline{w}$;
AO-PPR = 43.6851 + 0.1561 $\overline{w}$;
AO-SP = 81.4587 + 0.4640 $\overline{w}$;

Median charge

LC = 73.4653 + 1.6718 $\overline{w}$;
AO-PPN = 75.1124 + 0.4366 $\overline{w}$;
AO-PPR = 56.6508 + 0.1904 $\overline{w}$;
AO-SP = 100.7023 + 0.5188 $\overline{w}$;

where $\overline{w}$ = average weight of items by country (overall or by destination group) or worldwide.

4.2 Analysis of the variants

In order to facilitate the analysis of the 18 variants set out in the preceding section, it is necessary to present the 3 variables which were used as the basis for their preparation. These variables can be defined as follows:
– Rate system;
– Category of items;
– Scope.

4.2.1 *Rate system*[2]

The rate system comprises the charge applied to the items according to the weight steps and the charges applied to the special services. The charges for the weight steps taken into consideration are the basic charges laid down in article 19 of the Convention and the median values of the actual charges collected by the administrations (median charge). For the special services, the maximum charges laid down in article 24 of the Convention and the median values of the charges collected by the administrations (median charges) were taken into consideration.

Three situations resulting from the combination of the rate systems were presented:
a Basic charge for the weight steps and maximum charges for the special services;
b Basic charge for the weight steps and median charges for the special services; and
c Median charge for the weight steps and median charges for the special services.

The above situations represent either values laid down in the UPU Acts or representative values of the charges in force in the various countries.

From a comparison between the results of this work it can be concluded that the use of any one of these situations leads to results that are very close to each other. *By way of example*, the values relating to the worldwide terminal dues rates (value of the average revenue, per kg, divided by two) are transcribed as follows:

RATES FOR TERMINAL DUES COMPENSATION (G FR/KG)

Category of item	Situation		
	a	b	c
LC	28.68	25.81	28.71
AO	3.21	3.09	3.63
LC/AO	10.24	9.36	10.56
M BAG	0.87	0.82	1.04

[2] See also the analysis in appendix I, chapter XII.

The value obtained on the basis of situation "a" is higher than that of situation "b" because of the high value of the maximum charges for the special services as compared with the median charges, in accordance with appendix I, chapter II. At the same time, the value observed in "c" is higher than the others, as the median charges for all weight steps are higher than the basic charges.

To define the above situation more clearly, a separate analysis must be made of the rates and charges used.

The purpose of using the median charge in this work was to enable a greater range of alternatives to be presented for the terminal dues problem. However, as they represent values resulting from actual prices collected by administrations which, in turn, vary with time, the median charges do not form a stable basis for determining a system of terminal dues. In other words, it could be said that the dynamism of the values of the median charge would involve a periodic revision of the terminal dues rates, which would make the system for settlement of accounts very complex.

As for the basic charges, these show the stability needed for application of the terminal dues rates, as they are fixed by Congresses so as to remain in force during the inter-Congress periods.

As regards the special services, as was stressed in the previous chapters, the values laid down in the Universal Postal Convention represent the maximum limits for charges.

Consequently, the actual charges fixed by postal administrations are normally very much below the values laid down.

4.2.2 *Categories of item*

Taking the categories of item into account, the alternatives for calculating the average revenue are as follows:

a Separate average revenues for LC, AO and M bags:

b Average revenues for LC/AO (combined revenue) and for M bags.

Comparing these alternatives, it can be seen that, in practical terms, they lead to equal results for any administration, provided that bilateral terminal dues rates are adopted. This assertion is justified by the fact that the single average revenue for LC/AO is a combination of the average revenues for LC and AO – average weighted by the administration's traffic (see detailed analysis in appendix I, chapter IV).

The above situation will not be confirmed if the world average revenue is used. This is explained, in this case, by the combined LC/AO revenue which is calculated on the basis of the world proportions of LC and AO which, obviously, do not coincide with each administration's proportions of LC and AO.

4.2.3 *Scope*

With regard to their scope, the average revenues were calculated at 3 levels:

a By country, according to the destination groups of its dispatches;

b By country; and

c Worldwide.

The definition of the equivalence principle is essentially bilateral. However, the difficulties involved in carrying out a terminal dues study are, from this point of view, considerable, and this prevents a strict application of this criterion. It was therefore thought appropriate to look for alternatives which allow a minimum of distortion as compared with the bilateral situation, which are applicable without great difficulty and which require less expensive methods of measuring the relevant variables.

Specifically, taking the terminal dues liquidation account into consideration, it can be said that the alternatives analyzed in the order in which they have been mentioned probably show increasing levels of distortion in comparison with the bilateral criterion. Therefore, when analyzing the above-mentioned alternatives from the theoretical viewpoint of the equivalence principle, it would be consistent to adopt the one which showed the smallest distortion in comparison with the bilateral situation.

At the same time, the implications inherent in the application of each alternative must be analyzed.

As regards alternatives "a" and "b", the fundamental problem is not having data relating to the traffic of all the administrations, which prejudices the immediate application of these alternatives. In fact, it was not possible to establish values for the administrations that did not take part in the research. This problem will not be solved until full data from all the administrations are available.

In practical terms, alternative "c" is feasible, as no extra work is needed to implement it. The data available are representative of the world traffic; thus, the traffic structure so defined (in terms of proportions and average weights) tends to remain unchanged, even if it were possible to take account of the data relating to the countries which did not participate in the research. It should be emphasized that the data relating to those countries represents only a small proportion of world traffic (probably not more than 10 percent).

4.3 Correction of rates

As already stated in the preceding chapters, the principle developed here aims at establishing the financial equilibrium of the international postal flows. To achieve this equilibrium, the rates for terminal dues compensation must be linked to the postal prices in force. Thus, should there be a change in these prices, the values of the terminal dues rates would have to be corrected accordingly, to avoid upsetting the financial equilibrium.

Consequently, as the values arrived at in this study were calculated on the basis of the postal prices resulting from the rate system approved by the Rio de Janeiro Congress, and considering that the Hamburg Congress will probably adopt new charges, the rates calculated here will have to be corrected.

4.4 Postal inflation index

Supplementary to the analyses of possible solutions to the terminal dues problem, consideration would have to be given to a proposal put forward at one of the meetings of the Working Party with a view to correcting the values approved by the Rio de Janeiro Congress by means of world inflation rates. From the standpoint of the equivalence principle, such a proposal can be envisaged by applying the postal inflation indices. The considerations on this matter are given in appendix I, chapter X.

Chapter V. Development of remuneration rates

According to subparagraph 3 of Rio de Janeiro Congress resolution C 35, the terminal dues study should include an analysis of ways of reflecting in the Acts the development of the rates during the period between Congresses.

According to the approach taken in this study, the rates for terminal dues compensation are given as a direct function of the composition of the traffic and of the rate systems. Therefore, if there is a variation in at least one of the two variables considered, there will be a variation in these rates.

5.1 Traffic structure

A change in the traffic structure will probably produce a variation in the average revenue defined. This results from the system of calculating this revenue, which is based both on the composition of the traffic, as regards the distribution of items by category, special services and weight steps, and on the average weights of items. In this case, correction of the rates means carrying out research aimed at updating the data available.

This work showed that the costs of research of this magnitude are very high. In addition, it was noticed during the study that such research considerably hampers work in offices of exchange.

On the basis of these ideas and of the evidence that the structure of world traffic does not undergo substantial changes over a short period (interval between Congresses), it does not seem suitable to conduct, between two Congresses, research similar to that already carried out, with the specific aim of updating the rates during that interval.[1]

5.2 Rate systems[2]

The terminal dues rates proposed are defined in accordance with rate systems: basic charges and median charges.

The basic charges are adopted by Congresses, to remain in force for five years. They cannot, therefore, be used to justify an alteration in the terminal dues rates between Congresses, unless differentiated charges are adopted that will be in force for consecutive periods between one Congress and the next.

If the system of median charges is approved (although it shows a certain degree of instability, which makes the settlement procedure for terminal dues accounts difficult – see chapter IV, section 4.2.1), there is the possibility of updating the terminal dues rates on the basis of these charges. This action is justified by the fact that the actual prices collected by the countries are subject to constant changes, even if the basic charges are not modified.

Chapter VI. Conclusions

The terminal dues system represents a vast complex in which innumerable possible proposals and analyses make it very difficult to choose the solution which best reflects the interests of the member countries of the UPU as a whole.

As already emphasized, the methodology evolved from the viewpoint of the equivalence principle is essentially bilateral. However, variants have been developed in this work, bearing in mind the complexity of applying a bilateral procedure.

[1] See appendix I, chapter XI and conclusions.
[2] See appendix I, chapter X.

From the point of view of accuracy, the bilateral solutions could be considered more satisfactory than the others. However, technical arguments represent only one aspect of the problem. It is fundamental that questions relating to the measurement of the relevant variables, as well as questions concerning the practical aspects of applying the results, should also be taken into consideration. Hence the main difficulty encountered by the Working Party in pointing to an alternative which can meet all the aims put forward by the members of the UPU: for although, on the one hand, some solutions may be considered to be in line with the wishes of the postal community from the philosophical point of view, on the other hand their application comes up against operational obstacles.

Bearing the above findings in mind, it is appropriate to submit all the variants put forward in chapter IV for consideration by Congress, so that it can decide on the adoption of a rate capable of reflecting the ideas of the different administrations, while at the same time being aware of the implications of these variants.

As regards the development of the terminal dues rates, it should be added that decisions in this respect depend on the rate criterion; such development will therefore depend on the solution to be adopted.

Part two

Appendix I – Technical report

Terminal dues

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Introduction

The main aim of this work is to propose alternatives for the payment of terminal dues. At the level of this work, such variants are without exception linked to measuring procedures comprising complicated statistical procedures. It therefore becomes necessary to develop this paper in a dual context, ie giving equal weight to the philosophical and methodological aspects. The disadvantage of this approach is that some considerations of importance for evaluating the proposals for fixing terminal dues rates are made very complicated by formulations concerning the sample profiles and by other technical aspects relating to statistical inference theory which are not always accessible. However, the reporting country believes that the scope of the statistical results (which transcends their use for terminal dues) fully justifies any reading difficulties which may arise from a detailed description of the mathematics used.

The following topics form the focus of our paper:
- the equivalence principle;
- alternatives for fixing terminal dues rates arising from the equivalence principle;
- comparison between the equivalence principle and the costs formula submitted to the Rio de Janeiro Congress for assessment;
- the statistical technique used to characterize the demand for postal services.

In connection with terminal dues, attention will be concentrated on the equivalence principle, in the sense that results of previous studies have not been updated. This is confirmed, particularly, within the framework of analyses based on relative costs. This procedure is justified by the difficulties involved in interpreting the results. In the reporting country's opinion, new evaluations of cost (or relative cost) structures do not add much to the general experience acquired.

Chapter I. The equivalence principle: General ideas

The equivalence principle takes its justification from the intrinsic difficulties of cost analyses. It represents a shift from costs to revenue and basically generalizes the concept of balance between two postal flows. The latter are in balance if, and only if, for each item sent from country "A" to country "B" there is a corresponding identical item (identical as regards category and weight) sent from "B" to "A". If this physical balance and a universal price system exist, there must of necessity be financial equilibrium, ie the revenue flows linked to the physical flows between countries "A" and "B", calculated on the basis of a common price system, must coincide. The transformation of this necessary condition into a necessary and sufficient condition is the main philosophy of the equivalence principle, according to which two flows are in balance (are equivalent) if, and only if, they generate the same revenue, or to put it differently, if the balance of payments of international postal services between countries "A" and "B" is in equilibrium. This definition gives rise to an extremely simple formula for paying terminal dues. If an imbalance is noted, the equivalence principle would be verified by the fair distribution of the difference existing between the revenue flows (the measure of the imbalance). In these terms, adopting the equivalence principle means making financial equilibrium obligatory in exchanges of international mail between postal administrations.

From the purely mathematical point of view, it is our interest to work with the partition determined in the set of all postal flows by the equivalence relation (equality of revenue flows). In this case, the equivalence principle means fusion of this class, or in other words, its reduction to a single component, on a pair-to-pair basis.

Chapter II. Sampling survey

2.1 General ideas

It seems obvious that any quantitative approach to the problem of terminal dues must include knowledge of the nature of postal flows between the various administrations. This is due to the fact that, in order to characterize the revenue (or costs), it is necessary to have information about the weighted average price (average revenue) of the items relating to the postal flows. When calculated on a universal price basis (single rate system), these permit comparison of the various financial flows involved. Therefore, as we emphasized in the previous chapter, the idea of terminal dues remains intrinsically linked to knowledge of the demand for postal services. In order to suitably quantify this demand, we conducted statistical research by means of sampling. For each administration, we focussed our attention on the population defined by the dispatch of letter-post items during the period from 15 November 1982 to 15 May 1983. This survey was organized in such a way as to make it possible to evaluate even characteristics such as the seasonal aspect of postal traffic at world level. Out of a total of 3 557 285 LC/AO bags (for the envisaged period), 54 678 bags were opened with the participation of 69 countries[1] responsible for approximately 90 percent of world international postal traffic. As regards M bags, a total of 305 252 bags, covering 31 countries, were examined.

2.2 Classification of items

2.2.1 *Letter-post items category*

Basically, the UPU's classification of letter-post items defines the statistically important flows. This classification comprises:

- *LC items* Letters (including aerogrammes) and postcards;
- *AO items* Printed papers, special printed papers and small packets. Special printed papers comprise books, newspapers, periodicals, musical scores and geographical maps, provided that reduced rates are granted for these items;
- *M bags* Bags containing printed papers or special printed papers addressed to the same addressee at the same address.

The work excluded all letter-post items exempt from terminal dues, ie postage-free items – items relating to prisoners of war and civilian internees, literature for the blind, and items exchanged between postal administrations, in accordance with article 63 of the Convention.

2.2.2 *Postal handling*

Letter-post items are also classified according to the postal handling they receive. From the point of view of our study, the items may (on a mutually exclusive basis) be ordinary, registered, express, registered/express and with advice of delivery.

2.2.3 *Forwarding method*

Although for terminal dues purposes it is not of interest to classify letter-post items according to the forwarding method (air or surface), this distinction becomes important from the statistical point of view (data collection) because surface and airmail items are often bagged and handled in different operational centres when they are dispatched.

[1] This number does not include the Federal Republic of Germany, which did not participate in the sampling programme, although it provided estimates for LC/AO traffic which were taken into consideration in the statistical analyses.

2.2.4 *Rate system*

Another classification of major importance for our aims is that defined by the UPU's rate structure. This is presented below with two price alternatives on which we shall concentrate our attention: the basic rates provided for in article 19, and the median rates representing the median values of the actual charges collected by the various administrations. Another price system considered is a combination of the values of the basic charges for the weight steps of the items and of the median charges for the special services.

LC ITEMS

Items	Weight steps (grammes)	Basic charges (g c)	Median charges[1] (g c)
Letters	0 to 20	75	85.11
	20 to 100	180	197.73
	100 to 250	360	388.40
	250 to 500	690	741.49
	500 to 1000	1200	1290.62
	1000 to 2000	1950	2053.86
Postcards		52.50	66.40

[1] See annex 1 (Technical Document) for the criteria for calculating the median charges.

AO ITEMS

Small packets

Weight steps (grammes)	Basic charges (g c)	Median charges (g c)[1]
0 to 100	82.50	104.50
100 to 250	150.00	175.73
250 to 500	270.00	310.31
500 to 1000	450.00	512.50
1000 to 2000	900.00	1025.00
2000 to 3000	1350.00	1537.50

[1] See annex 1 (Technical Document) for the criteria for calculating the median charges.

Printed papers

Weight steps (grammes)	Basic charges (g c)	Median charges (g c)[1]
0 to 20	37.50	46.14
20 to 100	82.50	91.07
100 to 250	150.00	171.49
250 to 500	270.00	308.69
500 to 1000	450.00	514.05
1000 to 2000	630.00	714.76
Per additional step of 1000 g	315.00	351.57

[1] See annex 1 (Technical Document) for the criteria for calculating the median charges.

Special printed papers

Weight steps (grammes)	Basic charges (g c)	Median charges (g c)[1]
0 to 20	18.75	28.25
20 to 100	41.25	52.92
100 to 250	75.00	94.82
250 to 500	135.00	163.55
500 to 1000	225.00	283.78
1000 to 2000	315.00	405.90
Per additional step of 1000 g	157.50	182.92

[1] See annex 1 (Technical Document) for the criteria for calculating the median charges.

M BAGS

The rate applicable to "M" bags is calculated in the same way as the rate for AO items (printed papers) by steps of 1000 g, up to the total weight of the bag (limit: 30 000 g). A reduction of 10 percent may be applied to the final value. In the case of special printed papers, an additional reduction of 50 percent may be applied. These reductions will be taken into consideration in this work.

SPECIAL SERVICES

Type	Item	Basic charge (g fr)	Median charge (g fr)[1]
Registered	M bags	20	9.781
	LC/AO	4	1.929
Express	LC/AO	5	2.7027
Advice of delivery	LC/AO	3	1.3988

[1] See annex 1 (Technical Document) for the criteria for calculating the median charges.

We note that the values for the special services (special charges) represent maximum postage charges. Although in several studies there have never been any objections from UPU member countries to taking these values into consideration, it nevertheless seems appropriate to take median values into consideration for the special services. The resultant price system is of great interest; it combines the basic and median values to which we referred previously.

2.3 Results of sampling statistics

After describing the structure of postal items on the basis of their definitions and classifications, it becomes easy to explain what we mean by identifying postal demand: this simply involves the quantification, over a given period of time, of a postal flow such as that of LC items in the 0 to 20 grammes step. Other examples are: flow of LC items, flow of AO items, and flow of small packets between 500 and 1000 grammes.

The sampling programme gave rise to a voluminous collection of reports which present quantified data for postal flows at all relevant levels. These figures reflect monthly data and six-monthly cumulative data for the sampling period. It is very important to be completely familiar with the form of presentation of the statistical results, which will henceforth be introduced. For the time being, the technical details about how they were obtained are being omitted. This topic will be dealt with later in depth.

As regards the statistics, the research population is divided into two separate classes, defined by the level of information available:

- countries with full information (class C) – countries of detailed sampling;
- countries with partial information (class P) – countries of simplified sampling.

The following is a list of the countries making up these classes, along with the relevant codes.

CLASS C

Code	Country
100	Brazil
101	Argentina
200	Byelorussia
204	German Dem Rep
206	Ukraine
207	Union of Soviet Socialist Republics
302	United States of America and Territories of the United States
303	Australia
	– Christmas Island
	– Cocos (Keeling) Islands
	– Norfolk Island
304	Austria
305	Belgium
306	Canada
308	Spain
310	France
	– French Overseas Departments
	– Territorial Community of Mayotte
	– French Overseas Territories
311	Great Britain
	– United Kingdom of Great Britain and Northern Ireland
	– Guernsey
	– Isle of Man
	– Jersey
312	Overseas Territories (United Kingdom of Great Britain and Northern Ireland):
	– Virgin Islands
316	Italy
323	Netherlands
404	China (People's Rep)
407	India
423	Thailand
518	Kenya
616	Morocco

CLASS P

Code	Country
105	Chile
106	Colombia
110	Dominica
111	El Salvador
121	Panama (Rep)
122	Paraguay
128	Trinidad and Tobago
129	Uruguay
132	Belize
201	Bulgaria (People's Rep)
202	Hungarian People's Rep
205	Czechoslovakia
300	South Africa
301	Germany, Fed Rep of[1]
307	Denmark (including Greenland) and Faröe Islands
314	Iceland
315	Israel
317	Japan
319	Luxembourg
321	Norway
322	New Zealand
	– Cook Islands
	– Western Samoa
325	Sweden
401	Bangladesh
405	Korea (Rep)
412	Malaysia
417	Pakistan
422	Sri Lanka
429	Vanuatu
508	Congo (People's Rep)
510	Ethiopia
512	Gambia
513	Ghana
521	Madagascar
522	Malawi
523	Mali
524	Mauritius
528	Nigeria
537	Tanzania (United Rep)
541	Zambia
542	Zimbabwe
600	Saudi Arabia
604	Jordan
607	Oman
612	Algeria
701	Cyprus
702	Greece
704	Portugal
707	Yugoslavia

[1] The relevant information was taken from the global data supplied.

By way of example, it is sufficient to consider a typical representative of class C. We therefore concentrate on code 100 (Brazil) and on the combination of C and P (consolidation of research data – global data).

According to the nature of the statistical information they contain, the scales are numbered: 100, 105, 120, 130, 140, 200, 210, 220, 230, 240, 250, 260 and 270. Scales 100, 105, 120 and 140 represent consolidated data. Scales 130, 200, 210, 220, 230, 240, 250, 260 and 270 are available for the components of class C, and scales 130, 200, 210, 220 and 230 for those of class P. For each administration (and for the global data) the reports are presented in annexes 4 to 12 (Technical Document) in the following way:

Annex 4 Report of the sampling period;
Annex 5 Report of the research days, November 1982;
Annex 6 Report of the research days, December 1982;
Annex 7 Report of the research days, January 1983;
Annex 8 Report of the research days, February 1983;
Annex 9 Report of the research days, March 1983;
Annex 10 Report of the research days, April 1983;
Annex 11 Report of the research days, May 1983;
Annex 12 Report of the six-month period.

Characterization will be done on the basis of annex 4, for the code 100, and annex 12, for the consolidated data (Technical Document).

SCALE 200

General dispatch table

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83 Number of sampling days: 24

Group	Number of bags during period			Number of bags sampled			Sampling ratio/bags		
	Total	Surface	Air	Total	Surface	Air	Total	Surface	Air
1	795	281	514	39	6	33	0,049	0,021	0,064
2	384	107	277	21	11	10	0,055	0,103	0,036
3	1.056	417	639	42	10	32	0,040	0,024	0,050
4	836	246	590	45	8	37	0,054	0,033	0,063
5	1.030	367	663	52	9	43	0,050	0,025	0,065
6	1.759	411	1.348	93	12	81	0,053	0,029	0,060
Grand Total	5.860	1.829	4.031	292	56	236	0,050	0,031	0,059

Virtually no explanation is required for scale 200 which, in the main, describes the research from the point of view of its intensity in the LC/AO categories. The "Group" column concerns the stratification adopted for dispatches and gives values from 1 to 6. For each administration, the list of the components of each of these groups can be found in annex 3 (Technical Document). Group 1 for Brazil, for instance, refers only to code 302.

It is important to note that the total line always corresponds to the overall data of the administration. That applies to all the tables.

SCALE 210

General estimate – Items/bundles in transit/weights

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83 Number of sampling days: 24

Group	Number		Number of items - special services				Weight	Average weight (kg)		
	Items	Bundle in transit	Registered	Express	Reg/Exp	A.R.	(kg)	Items	Bundle in transit	Bag
1	412.266	795	55.750	0	0	2.222	21.165	0,051	26,623	26,623
2	136.644	384	9.525	0	0	311	6.704	0,049	17,458	17,458
3	555.522	1.175	31.553	0	0	855	21.497	0,037	17,444	19,410
4	527.865	836	17.927	0	0	502	16.390	0,031	19,605	19,635
5	437.636	1.030	23.075	0	0	1.297	17.346	0,040	16,841	16,841
6	404.995	4.568	20.285	0	0	662	18.696	0,046	4,093	10,629
TOTAL	2.474.928	8.798	157.915	0	0	5.839	103.798	0,041	11,470	17,201

Scale 210 is an LC/AO dispatch table (total items). It shows both the overall demand in items and special services and the general features as regards volume (weight). What is new in conceptual terms is the bundles in transit (pseudo-bags) column. A further innovation is the concept of average weight of bags for each group. Since, in the research, the transit items have been "separated" from the bags containing them and "redistributed" according to the actual destination group, the result is that the average weights are representative of the bags of a given group if, and only if, they coincide with the average weights of the "bundles" variable. In that way, for code 100, the net average weight of a bag for group 1 is 26 623 kg while it is not 19 410 kg for group 3. Such considerations do not apply to the totals line. There, the result is correct, since it represents the quotient of the total weight dispatched (estimated) in the period divided by the number of bags observed.

SCALE 220

Estimate of LC/AO items

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83 Number of sampling days: 24

Cat	Group	Number of items	Number of items - special services: Registered	Express	Reg/Exp	A.R.	Weight (kg): Total	Average
	1	387.969	52.509	0	0	2.222	10.459	0,027
L	2	126.139	8.320	0	0	311	1.547	0,012
	3	518.101	29.969	0	0	830	11.410	0,022
	4	499.666	16.366	0	0	502	9.739	0,020
C	5	334.890	21.213	0	1	1.208	9.228	0,026
	6	371.673	18.374	0	0	662	9.559	0,026
	TOTAL	2.238.539	146.751	0	0	5.735	51.992	0,023
	1	24.298	3.241	0	0	0	10.706	0,441
A	2	10.514	1.006	0	0	0	5.157	0,490
	3	37.340	1.584	0	0	25	9.096	0,243
	4	28.200	1.560	0	0	0	6.601	0,234
O	5	52.746	1.862	0	0	79	8.118	0,154
	6	33.323	1.910	0	0	0	9.137	0,274
	TOTAL	186.421	11.163	0	0	104	48.805	0,262
A	1	2.915	2.283	0	0	0	1.444	0,495
O	2	347	293	0	0	0	193	0,556
	3	1.685	1.358	0	0	0	885	0,525
S	4	1.821	1.375	0	0	0	990	0,543
	5	1.604	1.268	0	0	20	728	0,454
P	6	2.326	1.210	0	0	0	1.072	0,461
	TOTAL	10.698	7.787	0	0	20	5.312	0,497
A	1	7.787	469	0	0	0	2.888	0,371
O	2	3.200	129	0	0	0	999	0,281
	3	18.171	151	0	0	25	3.272	0,180
P	4	14.471	130	0	0	0	2.379	0,164
	5	29.235	376	0	0	59	2.909	0,100
P	6	18.284	113	0	0	0	2.924	0,160
N	TOTAL	91.148	1.367	0	0	84	15.270	0,168
A	1	13.596	489	0	0	0	6.374	0,469
O	2	6.967	585	0	0	0	4.066	0,584
	3	17.485	75	0	0	0	4.930	0,282
P	4	11.908	56	0	0	0	3.233	0,271
	5	21.907	218	0	0	0	4.480	0,205
P	6	12.712	586	0	0	0	5.141	0,404
R	TOTAL	84.575	2.009	0	0	0	28.224	0,334

Scale 220 shows the distribution of the results of scale 210 for the LC and AO categories and the subcategories of AO. These are represented as follows:

AOSP small packets;

AOPPN printed papers normal rate;

AOPPR printed papers reduced rate.

SCALE 230

Proportion of items per rate category

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83 Number of sampling days: 24

Group	ITEMS		AO ITEMS		
	LC	AO	SP	PPN	PPR
1	0,941	0,059	0,120	0,320	0,560
2	0,923	0,077	0,033	0,304	0,663
3	0,933	0,067	0,045	0,497	0,468
4	0,947	0,053	0,065	0,513	0,422
5	0,879	0,121	0,030	0,554	0,415
6	0,918	0,082	0,070	0,549	0,381
TOTAL	0,925	0,075	0,057	0,489	0,454

Scale 230 describes the distribution (proportions) of demand as regards total LC/AO items and AO subcategories.

SCALE 240

Distribution of traffic – LC items

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R	Proportion of items - special services Registered	Express	Reg/Exp	A.R	Weight (kg) Total	Average
	00	56.138	0,145	0	0	0	0	0,000	0,000	0,000	0,000	253	0,005
	01	259.794	0,670	29.740	0	0	795	0,114	0,000	0,000	0,003	2.428	0,009
	02	53.467	0,138	15.268	0	0	938	0,286	0,000	0,000	0,018	2.252	0,042
1	03	11.354	0,029	5.016	0	0	367	0,442	0,000	0,000	0,032	1.816	0,160
	04	5.055	0,013	1.671	0	0	82	0,331	0,000	0,000	0,016	1.730	0,342
	05	1.508	0,004	530	0	0	41	0,351	0,000	0,000	0,027	1.051	0,697
	06	652	0,002	285	0	0	0	0,437	0,000	0,000	0,000	929	1,425
	TOTAL	387.968	-----	52.508	0	0	2.223	0,135	0,000	0,000	0,006	10.459	0,027
	00	2.834	0,022	0	0	0	0	0,000	0,000	0,000	0,000	14	0,005
	01	115.360	0,915	6.619	0	0	183	0,057	0,000	0,000	0,002	891	0,008
	02	6.491	0,051	1.408	0	0	91	0,217	0,000	0,000	0,014	241	0,037
2	03	987	0,008	219	0	0	37	0,222	0,000	0,000	0,037	166	0,169
	04	274	0,002	55	0	0	0	0,201	0,000	0,000	0,000	98	0,358
	05	165	0,001	18	0	0	0	0,109	0,000	0,000	0,000	115	0,697
	06	18	0,000	0	0	0	0	0,000	0,000	0,000	0,000	22	1,222
	TOTAL	126.129	-----	8.319	0	0	311	0,066	0,000	0,000	0,002	1.547	0,012
	00	54.231	0,105	25	0	0	0	0,000	0,000	0,000	0,000	258	0,005
	01	396.341	0,765	18.153	0	0	352	0,046	0,000	0,000	0,001	3.658	0,009
	02	50.183	0,097	7.920	0	0	251	0,158	0,000	0,000	0,005	2.113	0,042
3	03	10.132	0,020	2.564	0	0	75	0,253	0,000	0,000	0,007	1.604	0,159
	04	4.601	0,009	729	0	0	25	0,158	0,000	0,000	0,005	1.509	0,328
	05	2.087	0,004	503	0	0	101	0,241	0,000	0,000	0,048	1.466	0,702
	06	603	0,001	75	0	0	25	0,124	0,000	0,000	0,041	802	1,330
	TOTAL	518.180	-----	29.969	0	0	829	0,058	0,000	0,000	0,002	11.410	0,022
	00	90.173	0,180	0	0	0	0	0,000	0,000	0,000	0,000	433	0,005
	01	354.895	0,710	9.307	0	0	242	0,026	0,000	0,000	0,001	3.342	0,009
	02	40.238	0,081	4.570	0	0	111	0,114	0,000	0,000	0,003	1.733	0,043
4	03	8.378	0,017	1.300	0	0	93	0,155	0,000	0,000	0,011	1.263	0,151
	04	4.050	0,008	575	0	0	37	0,142	0,000	0,000	0,009	1.387	0,342
	05	1.560	0,003	446	0	0	19	0,286	0,000	0,000	0,012	1.149	0,736
	06	372	0,001	167	0	0	0	0,449	0,000	0,000	0,000	483	1,298
	TOTAL	499.666	-----	16.366	0	0	502	0,033	0,000	0,000	0,001	9.789	0,020
	00	59.738	0,155	0	0	0	634	0,000	0,000	0,000	0,011	294	0,005
	01	275.020	0,715	11.508	0	0	218	0,042	0,000	0,000	0,001	2.489	0,009
	02	35.038	0,091	5.303	0	0	277	0,165	0,000	0,000	0,008	1.486	0,042
5	03	9.052	0,024	2.535	0	0	79	0,230	0,000	0,000	0,009	1.489	0,164
	04	3.585	0,009	495	0	0	0	0,139	0,000	0,000	0,000	1.238	0,345
	05	1.703	0,005	574	0	0	0	0,322	0,000	0,000	0,000	1.342	0,753
	06	614	0,002	297	0	0	0	0,454	0,000	0,000	0,000	890	1,450
	TOTAL	384.890	-----	21.212	0	0	1.208	0,055	0,000	0,000	0,003	9.228	0,024
	00	47.142	0,127	38	0	0	0	0,001	0,000	0,000	0,000	227	0,005
	01	265.210	0,714	8.627	0	0	359	0,033	0,000	0,000	0,001	2.440	0,009
	02	44.410	0,119	6.567	0	0	227	0,148	0,000	0,000	0,005	1.986	0,045
6	03	8.911	0,024	1.780	0	0	76	0,200	0,000	0,000	0,009	1.429	0,160
	04	3.466	0,009	720	0	0	0	0,208	0,000	0,000	0,000	1.206	0,348
	05	1.740	0,005	597	0	0	0	0,228	0,000	0,000	0,000	1.171	0,673
	06	794	0,002	246	0	0	3	0,310	0,000	0,000	0,000	1.100	1,385
	TOTAL	371.673	-----	19.375	0	0	662	0,049	0,000	0,000	0,002	9.559	0,026

Consolidation of estimates for LC items

Postal administration - Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R	Proportion of items - special services Registered	Express	Reg/Exp	A.R	Weight (kg) TOTAL	Average
Consolidated	00	310.256	0.136	63	0	0	634	0.030	0.000	0.000	0.002	1.479	0.005
	01	1.666.622	0.728	83.954	0	0	2.149	0.050	0.000	0.000	0.001	15.249	0.009
	02	229.887	0.100	41.536	0	0	1.895	0.181	0.000	0.000	0.008	9.811	0.043
	03	48.814	0.021	13.412	0	0	727	0.275	0.000	0.000	0.015	7.766	0.159
	04	21.029	0.009	4.246	0	0	144	0.202	0.000	0.000	0.007	7.168	0.341
	05	8.843	0.004	2.468	0	0	161	0.279	0.000	0.000	0.018	6.293	0.712
	06	3.053	0.001	1.070	0	0	25	0.350	0.000	0.000	0.008	4.226	1.384
	TOTAL	2.288.504	-----	146.749	0	0	5.735	0.064	0.000	0.000	0.003	51.992	0.023

SCALE 250

Distribution of traffic – AO items – small packets

Postal administration - Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R	Proportion of items - special services Registered	Express	Reg/Exp	A.R	Weight (kg) TOTAL	Average
1	01	61	0.021	3	0	0	0	0.000	0.000	0.000	0.000	5	0.075
	02	775	0.266	632	0	0	3	0.815	0.000	0.000	0.000	159	0.206
	03	815	0.280	693	0	0	0	0.850	0.000	0.000	0.000	298	0.355
	04	1.182	0.405	917	0	0	0	0.776	0.000	0.000	0.000	887	0.751
	05	82	0.028	41	0	0	0	0.500	0.000	0.000	0.000	95	1.153
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	2.915	-----	2.283	0	0	0	0.793	0.000	0.000	0.000	1.444	0.495
2	01	18	0.052	13	0	0	0	1.000	0.000	0.000	0.000	2	0.102
	02	18	0.052	0	0	0	0	0.000	0.000	0.000	0.000	4	0.229
	03	110	0.317	73	0	0	0	0.664	0.000	0.000	0.000	39	0.355
	04	201	0.579	201	0	0	0	1.000	0.000	0.000	0.000	148	0.735
	05	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	347	-----	292	0	0	0	0.841	0.000	0.000	0.000	193	0.556
3	01	75	0.045	50	0	0	0	0.667	0.000	0.000	0.000	6	0.074
	02	176	0.105	101	0	0	0	0.574	0.000	0.000	0.000	36	0.202
	03	277	0.164	201	0	0	0	0.726	0.000	0.000	0.000	99	0.359
	04	1.131	0.672	981	0	0	0	0.867	0.000	0.000	0.000	718	0.635
	05	25	0.015	25	0	0	0	1.000	0.000	0.000	0.000	26	1.021
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	1.684	-----	1.358	0	0	0	0.806	0.000	0.000	0.000	885	0.525
4	01	130	0.071	19	0	0	0	0.146	0.000	0.000	0.000	10	0.080
	02	316	0.174	186	0	0	0	0.589	0.000	0.000	0.000	57	0.180
	03	464	0.255	353	0	0	0	0.761	0.000	0.000	0.000	154	0.331
	04	873	0.480	799	0	0	0	0.915	0.000	0.000	0.000	731	0.818
	05	37	0.020	19	0	0	0	0.514	0.000	0.000	0.000	37	1.012
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	1.820	-----	1.376	0	0	0	0.756	0.000	0.000	0.000	990	0.544
5	01	79	0.049	40	0	0	0	0.506	0.000	0.000	0.000	7	0.087
	02	475	0.296	337	0	0	0	0.709	0.000	0.000	0.000	92	0.193
	03	456	0.284	396	0	0	20	0.868	0.000	0.000	0.044	174	0.381
	04	594	0.370	495	0	0	0	0.833	0.000	0.000	0.000	456	0.758
	05	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	1.604	-----	1.268	0	0	20	0.791	0.000	0.000	0.012	728	0.454
6	01	57	0.024	33	0	0	0	0.657	0.000	0.000	0.000	5	0.083
	02	511	0.220	204	0	0	0	0.407	0.000	0.000	0.000	99	0.193
	03	1.002	0.431	397	0	0	0	0.396	0.000	0.000	0.000	366	0.366
	04	691	0.293	492	0	0	0	0.722	0.000	0.000	0.000	525	0.771
	05	76	0.033	76	0	0	0	1.000	0.000	0.000	0.000	77	1.019
	06	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	2.327	-----	1.211	0	0	0	0.520	0.000	0.000	0.000	1.072	0.451

Consolidation of estimates for AO items – small packets

Postal administration - Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items		Number of items - special services				Proportion of items - special services				Weight (kg)	
		Number	Prop	Registered	Express	Reg/Exp	A.R	Registered	Express	Reg/Exp	A.R	Total	Average
Consolidated	01	420	0.039	165	0	0	0	0.393	0.000	0.000	0.000	34	0.081
	02	2.271	0.212	1.464	0	0	0	0.645	0.000	0.000	0.000	446	0.196
	03	3.124	0.292	2.113	0	0	20	0.676	0.000	0.000	0.006	1.130	0.362
	04	4.662	0.436	3.885	0	0	0	0.833	0.000	0.000	0.000	3.466	0.744
	05	220	0.021	161	0	0	0	0.732	0.000	0.000	0.000	236	1.071
	06	0	0.000	7	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	10.697	-----	7.783	0	0	20	0.728	0.000	0.000	0.002	5.312	0.497

SCALE 260

Distribution of traffic – AO items – printed papers at normal rate

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R	Proportion of items - special services Registered	Express	Reg/Exp	A.R	Weight (kg) TOTAL	Average
	01	1.223	0.157	0	0	0	0	0.000	0.000	0.000	0.000	12	0.010
	02	1.773	0.228	82	0	0	0	0.046	0.000	0.000	0.000	101	0.057
	03	2.365	0.304	20	0	0	0	0.008	0.000	0.000	0.000	532	0.225
	04	836	0.107	102	0	0	0	0.122	0.000	0.000	0.000	323	0.386
	05	713	0.092	82	0	0	0	0.115	0.000	0.000	0.000	526	0.738
	06	836	0.107	163	0	0	0	0.195	0.000	0.000	0.000	1.262	1.510
	07	20	0.003	20	0	0	0	1.000	0.000	0.000	0.000	46	2.300
1	08	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	09	20	0.003	0	0	0	0	0.000	0.000	0.000	0.000	84	4.200
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	7.786	-----	469	0	0	0	0.060	0.000	0.000	0.000	2.886	0.371
	01	347	0.108	0	0	0	0	0.000	0.000	0.000	0.000	3	0.009
	02	1.536	0.480	0	0	0	0	0.000	0.000	0.000	0.000	117	0.076
	03	585	0.183	0	0	0	0	0.000	0.000	0.000	0.000	95	0.162
	04	439	0.137	55	0	0	0	0.125	0.000	0.000	0.000	138	0.314
	05	128	0.040	55	0	0	0	0.430	0.000	0.000	0.000	85	0.664
	06	73	0.023	18	0	0	0	0.247	0.000	0.000	0.000	104	1.425
	07	37	0.012	0	0	0	0	0.000	0.000	0.000	0.000	95	2.568
2	08	37	0.012	0	0	0	0	0.000	0.000	0.000	0.000	141	3.811
	09	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	3	0.000
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	3	0.030
	11	18	0.006	0	0	0	0	0.000	0.000	0.000	0.000	121	6.722
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	3	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	3	0.000
	TOTAL	3.200	-----	128	0	0	0	0.040	0.000	0.000	0.000	899	0.281
	01	1.307	0.072	0	0	0	0	0.000	0.000	0.000	0.000	17	0.013
	02	9.195	0.506	50	0	0	0	0.005	0.000	0.000	0.000	495	0.054
	03	4.500	0.248	0	0	0	0	0.000	0.000	0.000	0.000	662	0.147
	04	1.795	0.099	50	0	0	0	0.028	0.000	0.000	0.000	606	0.339
	05	1.081	0.059	25	0	0	0	0.023	0.000	0.000	0.000	883	0.817
	06	251	0.014	25	0	0	25	0.100	0.000	0.000	0.100	407	1.629
	07	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
3	08	50	0.033	0	0	0	0	0.000	0.000	0.000	0.000	199	3.980
	09	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	18.169	-----	150	0	0	25	0.008	0.000	0.000	0.001	3.272	0.180
	01	5.815	0.402	0	0	0	0	0.000	0.000	0.000	0.000	91	0.016
	02	3.845	0.266	37	0	0	0	0.010	0.000	0.000	0.000	196	0.051
	03	2.601	0.180	0	0	0	0	0.000	0.000	0.000	0.000	414	0.159
	04	1.096	0.076	74	0	0	0	0.068	0.000	0.000	0.000	411	0.375
	05	650	0.045	19	0	0	0	0.029	0.000	0.000	0.000	476	0.732
	06	409	0.028	0	0	0	0	0.000	0.000	0.000	0.000	583	1.438
	07	19	0.001	0	0	0	0	0.000	0.000	0.000	0.000	46	2.421
4	08	19	0.001	0	0	0	0	0.000	0.000	0.000	0.000	65	3.421
	09	19	0.001	0	0	0	0	0.000	0.000	0.000	0.000	92	4.842
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	14.473	-----	130	0	0	0	0.009	0.000	0.000	0.000	2.379	0.164
	01	10.300	0.352	0	0	0	0	0.000	0.000	0.000	0.000	154	0.015
	02	12.776	0.437	139	0	0	0	0.011	0.000	0.000	0.000	557	0.044
	03	3.843	0.131	99	0	0	0	0.026	0.000	0.000	0.000	575	0.150
	04	1.268	0.043	59	0	0	20	0.047	0.000	0.000	0.016	453	0.353
	05	614	0.021	40	0	0	20	0.065	0.000	0.000	0.033	405	0.650
	06	396	0.014	0	0	0	20	0.000	0.000	0.000	0.051	566	1.429
	07	40	0.001	20	0	0	0	0.500	0.000	0.000	0.000	96	2.400
5	08	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	09	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	10	20	0.001	20	0	0	0	1.000	0.000	0.000	0.000	103	5.150
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	29.237	-----	377	0	0	60	0.013	0.000	0.000	0.002	2.910	0.100
	01	5.941	0.325	0	0	0	0	0.000	0.000	0.000	0.000	99	0.017
	02	7.516	0.411	19	0	0	0	0.003	0.000	0.000	0.000	337	0.045
	03	2.384	0.130	19	0	0	0	0.008	0.000	0.000	0.000	384	0.161
	04	832	0.046	38	0	0	0	0.045	0.000	0.000	0.000	276	0.332
	05	815	0.045	19	0	0	0	0.023	0.000	0.000	0.000	662	0.812
	06	797	0.044	19	0	0	0	0.024	0.000	0.000	0.000	1.166	1.463
	07	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
6	08	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	09	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	18.285	-----	114	0	0	0	0.006	0.000	0.000	0.000	2.924	0.160

SCALE 260 (cont)

Consolidation of estimates for AO items – printed papers at normal rate

Postal administration: Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R	Proportion of items - special services Registered	Express	Reg/Exp	A.R	Weight (kg) Total	Average
Consolidated	01	24.933	0.274	3	0	0	0	0.000	0.000	0.000	0.000	376	0.015
	02	36.641	0.402	327	0	0	0	0.009	0.000	0.000	0.000	1.804	0.049
	03	16.278	0.179	138	0	0	0	0.008	0.000	0.000	0.000	2.663	0.154
	04	6.236	0.068	379	0	0	20	0.051	0.000	0.000	0.003	2.207	0.354
	05	4.001	0.044	240	0	0	20	0.060	0.000	0.000	0.005	3.037	0.759
	06	2.762	0.030	223	0	0	45	0.081	0.000	0.000	0.016	4.095	1.493
	07	116	0.001	40	0	0	0	0.345	0.000	0.000	0.000	283	2.440
	08	106	0.001	0	0	0	0	0.000	0.000	0.000	0.000	405	3.821
	09	39	0.000	0	0	0	0	0.000	0.000	0.000	0.000	176	4.513
	10	20	0.000	20	0	0	0	1.000	0.000	0.000	0.000	103	5.150
	11	18	0.000	0	0	0	0	0.000	0.000	0.000	0.000	121	6.722
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	91.150	-----	1.369	0	0	85	0.015	0.000	0.000	0.001	15.270	0.168

SCALE 270

Distribution of traffic – AO items – printed papers at reduced rate

Postal administration - Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R.	Proportion of items - special services Registered	Express	Reg/Exp	A.R.	Weight (kg) Total	Average
	01	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	02	1.855	0.136	0	0	0	0	0.000	0.000	0.000	0.000	175	0.067
	03	5.320	0.391	41	0	0	0	0.008	0.000	0.000	0.000	981	0.136
	04	2.752	0.202	183	0	0	0	0.066	0.000	0.000	0.000	983	0.357
	05	2.507	0.184	82	0	0	0	0.033	0.000	0.000	0.000	1.802	0.719
	06	652	0.048	61	0	0	0	0.094	0.000	0.000	0.000	959	1.471
1	07	326	0.324	41	0	0	0	0.126	0.000	0.000	0.000	857	2.629
	08	163	0.012	61	0	0	0	0.374	0.000	0.000	0.000	566	3.472
	09	20	0.001	20	0	0	0	1.000	0.000	0.000	0.000	95	4.750
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	13.595	-----	489	0	0	0	0.036	0.000	0.000	0.000	6.375	0.469
	01	18	0.003	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	02	2.834	0.437	0	0	0	0	0.000	0.000	0.000	0.000	204	0.072
	03	1.335	0.192	0	0	0	0	0.000	0.000	0.000	0.000	201	0.136
	04	1.170	0.168	18	0	0	0	0.015	0.000	0.000	0.000	404	0.349
	05	603	0.087	55	0	0	0	0.091	0.000	0.000	0.000	453	0.750
	06	475	0.068	201	0	0	0	0.423	0.000	0.000	0.000	723	1.522
2	07	91	0.013	15	0	0	0	0.198	0.000	0.000	0.000	213	2.346
	08	110	0.316	73	0	0	0	0.664	0.000	0.000	0.000	395	3.591
	09	329	0.047	219	0	0	0	0.666	0.000	0.000	0.000	1.452	4.413
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	6.965	-----	584	0	0	0	0.084	0.000	0.000	0.000	4.066	0.584
	01	302	0.017	0	0	0	0	0.000	0.000	0.000	0.000	4	0.013
	02	5.317	0.304	0	0	0	0	0.000	0.000	0.000	0.000	325	0.061
	03	6.688	0.382	0	0	0	0	0.000	0.000	0.000	0.000	1.189	0.178
	04	3.495	0.200	0	0	0	0	0.000	0.000	0.000	0.000	1.242	0.355
	05	1.131	0.065	50	0	0	0	0.044	0.000	0.000	0.000	811	0.717
	06	327	0.019	0	0	0	0	0.000	0.000	0.000	0.000	499	1.526
3	07	75	0.004	25	0	0	0	0.333	0.000	0.000	0.000	174	2.320
	08	25	0.001	0	0	0	0	0.000	0.000	0.000	0.000	84	3.360
	09	126	0.007	0	0	0	0	0.000	0.000	0.000	0.000	601	4.762
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	17.486	-----	75	0	0	0	0.004	0.000	0.000	0.000	4.929	0.282
	01	110	0.011	0	0	0	0	0.000	0.000	0.000	0.000	2	0.015
	02	4.737	0.398	0	0	0	0	0.000	0.000	0.000	0.000	266	0.056
	03	4.124	0.346	19	0	0	0	0.005	0.000	0.000	0.000	782	0.190
	04	1.430	0.120	19	0	0	0	0.013	0.000	0.000	0.000	516	0.361
	05	1.096	0.092	19	0	0	0	0.017	0.000	0.000	0.000	800	0.730
	06	111	0.009	0	0	0	0	0.000	0.000	0.000	0.000	184	1.677
4	07	242	0.020	0	0	0	0	0.000	0.000	0.000	0.000	583	2.409
	08	37	0.003	0	0	0	0	0.000	0.000	0.000	0.000	119	3.216
	09	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	11.907	-----	57	0	0	0	0.005	0.000	0.000	0.000	3.232	0.271
	01	396	0.318	0	0	0	0	0.000	0.000	0.000	0.000	6	0.015
	02	14.677	0.670	20	0	0	0	0.001	0.000	0.000	0.000	645	0.044
	03	2.872	0.131	40	0	0	0	0.014	0.000	0.000	0.000	485	0.169
	04	2.258	0.103	79	0	0	0	0.035	0.000	0.000	0.000	799	0.354
	05	1.050	0.048	59	0	0	0	0.056	0.000	0.000	0.000	723	0.693
	06	297	0.014	20	0	0	0	0.067	0.000	0.000	0.000	389	1.310
5	07	198	0.009	0	0	0	0	0.000	0.000	0.000	0.000	515	2.601
	08	20	0.001	0	0	0	0	0.000	0.000	0.000	0.000	76	3.800
	09	79	0.004	0	0	0	0	0.000	0.000	0.000	0.000	393	4.848
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	40	0.002	0	0	0	0	0.000	0.000	0.000	0.000	294	7.350
	13	20	0.001	0	0	0	0	0.000	0.000	0.000	0.000	163	8.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	21.907	-----	219	0	0	0	0.010	0.000	0.000	0.000	4.480	0.205
	01	132	0.010	0	0	0	0	0.000	0.000	0.000	0.000	2	0.015
	02	3.934	0.309	0	0	0	0	0.000	0.000	0.000	0.000	206	0.052
	03	4.105	0.323	38	0	0	0	0.009	0.000	0.000	0.000	791	0.193
	04	2.423	0.191	151	0	0	0	0.062	0.000	0.000	0.000	863	0.355
	05	1.040	0.082	33	0	0	0	0.032	0.000	0.000	0.000	735	0.708
	06	681	0.054	132	0	0	0	0.194	0.000	0.000	0.000	996	1.463
6	07	76	0.036	57	0	0	0	0.750	0.000	0.000	0.000	173	2.276
	08	151	0.012	76	0	0	0	0.503	0.000	0.000	0.000	549	3.636
	09	151	0.012	95	0	0	0	0.629	0.000	0.000	0.000	694	4.596
	10	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	11	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	12	19	0.001	0	0	0	0	0.000	0.000	0.000	0.000	137	7.211
	13	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	14	0	0.000	0	0	0	0	0.000	0.000	0.000	0.000	0	0.000
	TOTAL	12.712	-----	587	0	0	0	0.046	0.000	0.000	0.000	5.142	0.404

SCALE 270 (cont)

Consolidation of estimates for AO items – printed papers at reduced rate

Postal administration - Code 100 - BRAZIL
Reference period: from 15/11/82 to 15/05/83. Number of sampling days: 24

Group	Weight step	Items Number	Items Prop	Number of items - special services Registered	Express	Reg/Exp	A.R.	Proportion of items - special services Registered	Express	Reg/Exp	A.R.	Weight (kg) Total	Average
Consolidated	01	978	0,012	0	0	0	0	0,000	0,000	0,000	0,000	14	0,014
	02	33.354	0,394	20	0	0	0	0,001	0,000	0,000	0,000	1.770	0,053
	03	24.444	0,289	138	0	0	0	0,006	0,000	0,000	0,000	4.443	0,182
	04	13.528	0,160	450	0	0	0	0,033	0,000	0,000	0,000	4.808	0,355
	05	7.427	0,088	303	0	0	0	0,041	0,000	0,000	0,000	5.335	0,718
	06	2.543	0,030	414	0	0	0	0,163	0,000	0,000	0,000	3.730	1,467
	07	1.008	0,012	141	0	0	0	0,140	0,000	0,000	0,000	2.523	2,500
	08	506	0,006	210	0	0	0	0,415	0,000	0,000	0,000	1.789	3,536
	09	705	0,008	336	0	0	0	0,476	0,000	0,000	0,000	3.224	4,573
	10	0	0,000	0	0	0	0	0,000	0,000	0,000	0,000	0	0,000
	11	0	0,000	0	0	0	0	0,000	0,000	0,000	0,000	0	0,000
	12	59	0,001	0	0	0	0	0,000	0,000	0,000	0,000	431	7,305
	13	20	0,000	0	0	0	0	0,000	0,000	0,000	0,000	160	8,000
	14	0	0,000	0	0	0	0	0,000	0,000	0,000	0,000	0	0,000
	TOTAL	84.572	*****	2.013	0	0	0	0,024	0,000	0,000	0,000	28.224	0,334

Scales 240 to 270 identify demand according to its distribution among the tariff weight steps. For each category or subcategory (LC, AOSP, AOPPN or AOPPR), traffic is divided by groups and consolidated. In the latter case, this is shown by the word "Consolidated" in the column corresponding to the groups.

SCALE 130

Dispatch of M bags

Postal administration - Code 100 - BRAZIL

Reference period: from 15/11/82 to 15/05/83

Category	Group	Number of bags	WEIGHT - (kg) Total	Average	Number of registered bags
Overall	1	0	0	0.000	0
	2	0	0	0.000	0
	3	0	0	0.000	0
	4	1	28	28.000	1
	5	0	0	0.000	0
	6	0	0	0.000	0
	TOTAL	1	28	28.000	1
Normal rate	1	0	0	0.000	0
	2	0	0	0.000	0
	3	0	0	0.000	0
	4	1	28	28.000	1
	5	0	0	0.000	0
	6	0	0	0.000	0
	TOTAL	1	28	28.000	1
Reduced rate	1	0	0	0.000	0
	2	0	0	0.000	0
	3	0	0	0.000	0
	4	0	0	0.000	0
	5	0	0	0.000	0
	6	0	0	0.000	0
	TOTAL	0	0	0.000	0

This scale gives the distribution of M bags. Not all members of the C and P classes took part in this classification. Here, the population is therefore reduced to 31 administrations. It should also be mentioned that the express and advice of delivery special services were ignored.

SCALE 100

World dispatch

1 Bags/items/bundles in transit/weight

Reference period: from 15.11.82 to 15.5.83

BAG TRAFFIC - NUMBER			GENERAL CHARACTERISTICS NUMBER		WEIGHT (kg)	
TOTAL	SURFACE	AIR	ITEMS	BUNDLES IN TRANSIT	ITEMS	AVERAGE
3.557.285	1.940.868	1.616.417	2.183.214.799	11.205.897	127.001.399	0.058

2 General liquidation account

Category	Number of items	Number of items - special services				Weight (kg)	
		Registered	Express	Reg/Exp	A.R.	Items	Average
LC	1.659.403.827	64.652.930	20.044.775	3.141.584	2.211.592	34.433.518	0.071
AO	523.810.975	7.718.464	1.511.160	286.781	160.867	92.568.023	0.177
AO-SP	24.083.254	3.657.369	488.573	97.465	17.657	8.834.438	0.367
AO-PPN	273.540.132	2.642.391	909.055	179.715	140.687	35.242.628	0.129
AO-PPR	226.187.601	1.418.787	113.527	7.573	7.526	48.490.992	0,214

Scale 100 shows the movement of bags during the sampling period and the general features of the dispatches. Without taking into account the movement of the bags of the period, these data reflect the consolidation of the *information* for the whole period *from programme participants.*

SCALE 105

Proportion of items per rate category and type of service

World

REFERENCE PERIOD: FROM 15/11/82 to 15/05/83

CATEGORY	OVERALL PROPORTION	PROPORTION OF ITEMS - SPECIAL SERVICES			
		Registered	Express	Reg/Exp	A.R
LC	0,760	0,039	0,012	0,002	0,001
AO	0,240	0,015	0,003	0,001	0,000
AO-SP	0,046	0,152	0,020	0,004	0,001
AO-PPN	0,522	0,010	0,003	0,001	0,001
AO-PPR	0,432	0,006	0,001	0,000	0,000

This scale is similar to scale 230 and gives overall figures (C plus P).

SCALE 120

Estimate of the distribution of total traffic

Detailed sampling – Part 1

Reference period: from 15/11/82 to 15/05/83

Category	Weight step	Items Number	Items Proportion	Number of items – special services Reg	Number of items – special services Express	Number of items – special services Reg/Exp	Number of items – special services A.R.	Proportion of items – special services Reg	Proportion of items – special services Express	Proportion of items – special services Reg/Exp	Proportion of items – special services A.R	Weight (kg) Total	Weight (kg) Average
	00	135.571.916	0.117	15.977	83.720	821	8.552	0.000	0.001	0.000	0.000	555.204	0.014
	01	873.647.529	0.752	5964.181	6941.965	399.517	1172.331	0.007	0.008	0.001	0.001	8.818.287	0.010
	02	116.508.889	0.100	5320.608	1383.811	413.011	383.252	0.046	0.012	0.004	0.003	5.156.591	0.044
L C	03	21.311.939	0.018	1584.368	378.930	88.769	61.189	0.074	0.018	0.004	0.003	3.310.931	0.155
	04	8.392.439	0.007	723.695	180.149	41.933	17.196	0.086	0.021	0.005	0.002	2.824.775	0.337
	05	5.918.616	0.003	413.075	110.613	29.143	8.557	0.105	0.028	0.007	0.002	2.692.137	0.647
	06	2.083.780	0.002	377.684	51.414	7.412	3.571	0.192	0.125	0.004	0.003	2.975.495	1.396
	TOTAL	1161.434.108	-----	4399.588	9130.792	1380.606	1656.848	0.004	0.008	0.001	0.001	26.263.430	0.023
	01	3.403.446	0.236	153.918	22.291	5.003	1.162	0.045	0.007	0.001	0.000	191.987	0.053
	02	3.234.132	0.224	308.031	41.635	9.896	2.163	0.095	0.013	0.003	0.001	553.866	0.171
AO-SP	03	3.411.463	0.237	410.630	50.110	11.105	1.553	0.120	0.015	0.003	0.000	1.247.927	0.365
	04	3.781.016	0.262	789.105	253.757	19.389	3.517	0.209	0.067	0.005	0.001	2.870.146	0.754
	05	391.838	0.027	50.048	19.693	5.815	346	0.128	0.050	0.015	0.001	554.520	1.415
	06	216.797	0.015	7.592	290	0	01	0.035	0.001	0.000	0.000	588.792	2.741
	TOTAL	14.442.692	-----	1719.324	387.826	51.408	8.841	0.119	0.027	0.004	0.001	6.017.239	0.417

Estimate of the distribution of total traffic

Detailed sampling – Part 2

Reference period: from 15/11/82 to 15/05/83

Category	Weight step	Items Number	Items Proportion	Number of items – special services Reg	Number of items – special services Express	Number of items – special services Reg/Exp	Number of items – special services A.R.	Proportion of items – special services Reg	Proportion of items – special services Express	Proportion of items – special services Reg/Exp	Proportion of items – special services A.R.	Weight (kg) Total	Weight (kg) Average
	01	69.932.631	0.314	168.610	131.073	120.501	119.915	0.002	0.002	0.002	0.002	933.958	0.013
	02	91.229.021	0.409	138.936	48.657	5.919	1.146	0.002	0.001	0.000	0.000	4.494.610	0.048
	03	40.144.466	0.180	216.151	60.295	2.439	10.430	0.005	0.002	0.000	0.000	5.166.187	0.154
	04	11.680.017	0.052	190.758	340.513	6.781	1.291	0.016	0.029	0.011	0.000	3.968.133	0.340
	05	5.574.725	0.025	245.751	36.932	5.175	721	0.044	0.007	0.001	0.000	3.825.684	0.686
	06	3.056.301	0.014	162.665	35.957	2.505	2.757	0.053	0.012	0.001	0.001	4.361.509	1.427
	07	675.227	0.003	38.233	1.775	118	166	0.057	0.003	0.000	0.000	1.621.813	2.402
A O-PPN	08	262.927	0.001	18.276	217	0	01	0.070	0.001	0.000	0.000	894.885	3.404
	09	213.937	0.001	19.735	298	73	01	0.092	0.001	0.000	0.000	961.106	4.492
	10	19.373	0.000	2.181	0	0	01	0.113	0.000	0.000	0.000	97.002	5.007
	11	9.158	0.000	357	0	0	01	0.044	0.000	0.000	0.000	48.840	5.987
	12	5.429	0.000	561	0	0	01	0.103	0.000	0.000	0.000	38.503	7.092
	13	2.913	0.000	57	0	0	01	0.020	0.000	0.000	0.000	21.714	7.719
	14	2.726	0.000	659	0	0	01	0.242	0.000	0.000	0.000	24.388	8.946
	TOTAL	222.807.757	-----	1202.950	655.735	143.511	136.426	0.005	0.003	0.001	0.001	27.368.262	0.123

SCALE 120 (cont)

Estimate of the distribution of total traffic

Detailed sampling – Part 3

Reference period: From 15/11/82 to 15/05/83

Category	Weight step	Items Number	Items Proportion	Number of items – special services Reg	Number of items – special services Express	Number of items – special services Reg/Exp	Number of items – special services A.R.	Proportion of items – special services Reg	Proportion of items – special services Express	Proportion of items – special services Reg/Exp	Proportion of items – special services A.R.	Weight (kg) Total	Weight (kg) Average
	01	28.169.154	0.151	1.334	6.922	0	0	0.000	0.000	0.000	0.000	471.984	0.017
	02	68.139.108	0.366	62.384	13.136	0	3.967	0.001	0.000	0.000	0.000	4.079.801	0.060
	03	52.130.342	0.280	83.076	7.945	227	107	0.002	0.000	0.000	0.000	8.566.243	0.164
	04	22.799.111	0.122	101.461	7.255	1.271	0	0.004	0.000	0.000	0.000	7.613.818	0.335
	05	9.092.797	0.043	141.518	7.695	810	369	0.017	0.001	0.000	0.000	5.508.078	0.681
	06	3.658.015	0.020	167.722	7.016	1.968	3531	0.046	0.002	0.001	0.000	5.194.246	1.375
	07	1.364.656	0.007	159.278	1.420	244	116	0.117	0.001	0.000	0.000	3.250.234	2.382
A 0-PPR	08	830.475	0.004	59.140	723	232	0	0.071	0.001	0.000	0.000	2.790.931	3.361
	09	779.397	0.004	90.566	1.360	0	299	0.116	0.002	0.000	0.000	3.448.304	4.424
	10	172.289	0.001	15.797	0	0	0	0.092	0.000	0.000	0.000	856.440	4.971
	11	47.133	0.000	11.838	0	0	0	0.251	0.000	0.000	0.000	286.954	6.089
	12	35.022	0.000	14.368	0	0	0	0.410	0.000	0.000	0.000	252.315	7.204
	13	25.807	0.000	10.038	113	0	0	0.389	0.004	0.000	0.000	209.022	8.099
	14	36.760	0.000	16.932	0	0	0	0.461	0.000	0.000	0.000	362.166	9.338
	TOTAL	186.270.063	-----	935.452	53.595	4.752	7.113	0.003	0.000	0.000	0.000	42.800.536	0.230

This scale is similar to scales 240 to 270, consolidating the class C data.

SCALE 140

World dispatch of M bags

Reference period: from 15/11/82 to 15/05/83

Category	Number of bags	Weight (kg) Total	Weight (kg) Average	Number of Registered bags
Overall (TOTAL)	806,017	14,310,100	17.754	118,323
Normal rate	80,368	1,523,620	18.958	7,125
Reduced rate	725,649	12,786,500	17.621	111,198

Represents the consolidation of the M bag data concerning the six-month period (Annex 12, Technical Document).

Chapter III. Average revenue

The main source of reference for this chapter is the pilot research – CE 1982/C 5 – Doc 15/Annex 1 – Chapter V.

The measurement of the flows of revenue collected by the administrations on the basis of universal price systems may be based on the average revenue per kg or per item. Essentially, these represent, for each category of item, weighted price averages. The concept was introduced by the Terminal Dues Working Party set up by the Lausanne Congress and can also be applied to cost analyses. The definitions given here, although based on the same principles, differ from the versions proposed at the Rio de Janeiro Congress, especially with respect to the treatment of special services, M bags and AO items. In terms of these services, the concept has also undergone some changes compared to CE 1982/C 5 – Doc 15. Thus, the subcategory of services "with advice of delivery" has been included in the analysis.

3.1 LC items

We shall be dealing here only with rate systems in which the difference between special service charges and ordinary category charges are constant for each weight step. The same consideration will be valid for AO items and for M bags. A more general formulation than this one is described in CE 1982/C 5 – Doc 15/Annex 1.

Let j be a typical rate step and i a typical special service. Let a_i, $i = 1, 2, 3, 4$, be constants in gold centimes corresponding to the special services charges. The average revenue per LC item is defined as:

$$R_{LC} = R^{\circ}_{LC} + \sum_i h_i^{LC} a_i \qquad \text{(in gold centimes)}$$

where $$R^{\circ}_{LC} = \sum_j p_j^{LC} \psi_j^{LC}$$

p_j^{LC} = proportion of items (without taking account of the special services classification) in weight step j;

ψ_j^{LC} = cost of an LC item in weight step j, in gold centimes;

h_i^{LC} = proportion of items having been given special service i treatment.

The average revenue per kg of LC items, measured in gold francs/kg, is defined as:

$$\ell_{LC} = 10 \frac{R_{LC}}{\overline{W}_{LC}}$$

where $\overline{W}_{LC}$ is the average weight in grammes of an LC item.

3.2 AO items

The definition of revenues for AO items, in each of their subcategories, is similar to that for the LC items. In this way, we can count, separately, three average revenues per item – R_{AOSP}, R_{AOPPN} and R_{AOPPR} – and three average revenues per kg – ℓ_{AOSP}, ℓ_{AOPPN} and ℓ_{AOPPR}. These average revenues may be combined to produce a single average revenue per item for each AO category, as well as a single average revenue per kg for AO items. The form of weighting shown for these combined revenues is defined by the percentage of items and the weights of each of the subcategories relative to the AO category. After algebraic manipulations, we obtain:

$$R_{AO} = p^{AOIR} \times R_{AOIR} + p^{AOIN} \times R_{AOIN} + p^{AOPP} \times R_{AOPP} \qquad \text{(in gold centimes per item)}$$

$$\ell_{AO} = 10 \times \frac{R_{AO}}{\overline{W}_{AO}} \qquad \text{(in gold francs per kg)}$$

where $p^{(.)}$ = proportion of items in subcategory (.);

$\overline{W}_{AO}$ = average weight of an AO item (in grammes)

3.3 Combined average LC/AO revenue

Revenues R_{LC}, R_{AO}, ℓ_{LC}, ℓ_{AO} may be combined to produce figures representative of all LC/AO traffic. In the same manner as for the AO items, the weightings indicated are the proportions of items and weights for each category. Thus,

$$R = p^{LC} \times R_{LC} + p^{AO} \times R_{AO} \qquad \text{(in gold centimes per item)}$$

$$\ell = 10 \times \frac{R}{\overline{W}} \qquad \text{(in gold francs per kg)}$$

where $p^{(.)}$ = proportion of items in category (.);

$\overline{W}$ = average weight of an item without taking account of the LC and AO classifications.

3.4 M bags

Let us take a mail flow having N M bags. Let N_1 be the number of bags containing printed papers and N_2 the number of bags containing special printed papers. Annex 1 to document CE 1982/C 5 – Doc 15 contains the formulae for average revenues for M bags, in terms of rate systems, with additional constants in the rate step for printed papers from 1 kg. These are:

M bags containing printed papers:

$R_I = 283.50\, \overline{W}_I$ (gold centimes);

$\overline{W}_I$ = average weight of M bags containing printed papers.

M bags containing special printed papers:

$R_{IS} = 141.75\,\overline{W}_{IS}$ (gold centimes);

$\overline{W}_{IS}$ = average weight of M bags containing special printed papers.

M bags:

$$R_M = \frac{1}{100}\left(\frac{N_1}{N} R_I + \frac{N_2}{N} R_{IS}\right) + \sum_i b_i^M \times h_i^M$$

where b_i^M = charge for special service i for M bags (in gold francs);

h_i^M = proportion of bags in special service i.

In the present paper, $i = 1$, so that, in other words, only the registered mail service will be considered. It should be noted that the average revenue per kg of M bags is obtained by dividing R_M by the average weight $\overline{W}_M$ (in kg) of an M bag.

The above relations, however, are not valid for the median charges. It is nevertheless possible to establish an analogous linear structure by using the same criterion.[1] Thus we obtain:

$R_I^* = 31.02 + 336.22\,\overline{W}_I$ (gold centimes);

$R_{IS}^* = 24.52 + 181.53\,\overline{W}_{IS}$ (gold centimes).

The value of R_M^* is defined in a manner similar to that for R_M.

Revenues per kg are defined by dividing the revenues per item by the respective average weights.

Chapter IV. Weight or item? Combined or separate revenue?

This chapter is of capital importance because the question of whether the terminal dues rates should be calculated on the basis of the weight or of the number of items has been debated for a long time. Other related questions are whether LC and AO items should be separated, and, for even greater detail, whether the AO subcategories should also be isolated.

Regarding the choice between number of items and weight, weight is beyond any doubt the variable of choice. First of all, it is easily quantified. Moreover, it is part of the postal culture. The weight of dispatches can be quantified with great precision. As for the number of postal items, there is a risk of considerable error in measurement unless technical precautions are taken.

[1] See annex 1 (Technical Document) for the criteria used for calculation of the median charge.

It should be noted that, from the population point of view, in the context of the equivalence principle, the variables weight and number of items lead to the same results according to the definitions of average revenues or prices. This would not hold true, for instance, for such an approach as that of relative costs, in which different structures must be used for revenues by item and by weight. Let us see how the equivalence theory works in terms of this discussion in order to demonstrate our assertions. First of all, we must remember that the significance of the equivalence principle lies in revenue flows being associated with postal flows. Let us consider, for example, the LC flow. Let us suppose that country A sends N^{LC} to country B with a total weight of W^{LC} kg. Our thesis is represented by the following:

$$N^{LC} \times R_{LC} = 100 . W^{LC} \times \ell_{LC}$$

It should be noted that the constant 100 appears only as a unit conversion factor: R_{LC} is measured in gold centimes whereas ℓ_{LC} is measured in gold francs.

The above result is a direct consequence of the definition of ℓ_{LC}. Indeed,

$$\ell_{LC} = 10 \times \frac{R_{LC}}{\bar{W}_{LC}} \; ; \quad \bar{W}_{LC} = 1000 \times \frac{\bar{W}^{LC}}{N^{LC}}$$

so that:

$$100 \times W^{LC} \times \ell_{LC} = 1000\, W^{LC} \frac{R_{LC}}{1000 \dfrac{W^{LC}}{N^{LC}}} = N^{LC} \times R_{LC}.$$

Now let us concentrate on the total weight $W = W^{LC} + W^{AO}$ of LC and AO items. There are two methods for calculating the revenue flow associated with the combined flow:

a $W^{LC} \times \ell_{LC} + W^{AO} \times \ell_{AO}$

b $W \times \ell$, ℓ being the combined LC/AO average revenue per kg.

It is not difficult to see that both approaches are equivalent. In applications, if it is desired to use ℓ_{LC} and ℓ_{AO} from the previous sampling programmes, then ℓ will give us a substantial advantage: it produces an equivalent result in terms of precision without it being necessary to measure W^{LC} and W^{AO}. If on the other hand it is intended to define specific programmes for characterizing average revenues, the choice of the criterion to be used is unimportant since all the values considered will be known. The same argument applies to the AO subcategories.

The above points must be very clear to the administrations. As a general rule, the following relations can be verified:

$$\ell_{AO} < \ell_{LC}$$

$$\ell_{AO} < \ell < \ell_{LC}$$

This turns out to be a consequence of the price system. This is the source of great confusion: $\ell > \ell_{AO}$ does not mean that we are overcharging for an AO item, and similarly $\ell < \ell_{LC}$ does not mean a decrease in the price for letters. This is simply a combined effect, an average. For a given administration, in terms of the overall effect, its application produces a result that is absolutely equal to (perhaps more precise than) that obtained when ℓ_{LC} and ℓ_{AO} are considered separately.

Of course, M bags could be included in ℓ, thus producing an even simpler measurement. We did not do this because we believe that there are problems of precision here. M bags can more easily be measured by counting and therefore, as regards precision, there is much to be gained by considering the revenue separately.

To conclude this chapter on a clear note, it must be stressed once again that the decisions regarding the variables to be used in the methodological applications suggested here could be taken within the following framework, with no prejudice whatsoever in terms of the net effect:

a Using *weight* as the basis for access to the revenue flows, with the possible exception of M bags;
b Using the *combined average revenue* for the *LC and AO flows,* but *not for M bags.*

Chapter V. Relative costs or equivalence principle

The results submitted to the Rio de Janeiro Congress can be reworked or updated as regards their financial implications by multiplying the results of the equivalence principle by a constant, after reduction of the approach to a bilateral interpretation, based on weight, and elimination of a few components of relatively negligible significance. The combined LC/AO revenue and the M bag revenue will be considered here.

According to the equivalence principle the terminal dues rates, which are bilateral in nature, are calculated as follows: let us consider two administrations, A and B, with directional weight flows of $W^{AB}_{LC/AO}$, $W^{BA}_{LC/AO}$, W^{AB}_{M}, W^{BA}_{M} and directional revenues per kg of $\ell^{AB}_{LC/AO}$, $\ell^{BA}_{LC/AO}$, ℓ^{AB}_{M} and ℓ^{BA}_{M}. For LC/AO mail, we calculate:

$$2\ D_{LC/AO}\ (A, B) = (W^{AB}_{LC/AO} \times \ell^{AB}_{LC/AO} - W^{BA}_{LC/AO} \times \ell^{BA}_{LC/AO})$$

and for the M bags, we calculate:

$$2\ D_{M}\ (A, B) = (W^{AB}_{M} \times \ell^{AB}_{M} - W^{BA}_{M} \times \ell^{BA}_{M})$$

Let us suppose that $D_{LC/AO}\ (A, B)$ and $D_{M}\ (A, B)$ are positive. The sum of these quantities must then be paid by A to B by way of compensation for terminal dues.

Now, let us see what the criterion is according to relative costs. The basic idea is summarized in Congress – Doc 7 (1979 Rio de Janeiro Congress)/Annex 1/Add 1, section 1 and presents an additive cost structure for directional revenues $\ell^{AB}_{LC/AO}$, $\ell^{BA}_{LC/AO}$, ℓ^{BA}_{M} and ℓ^{BA}_{M}. Because this structure is uniform and in order to simplify the notation to some extent, let us use ℓ^{AB} to represent a typical average revenue per kg. We have:

$$\ell^{AB} = C^{1}_{AB} + C^{2}_{AB} + C^{3}_{AB}$$

where C^1_{AB} = cost of handling the postal flow at A;

C^2_{AB} = cost of handling the postal flow at B;

C^3_{AB} = sum of the conveyance cost components at point of origin and at destination.

It should be noted that this formula supposes a terminal dues structure intrinsically associated to the charges. In this line of thinking, A must pay B, by way of compensation for terminal dues, per kg of mail flow originating at A, the rate determined by the sum of C^2_{AB} and those components of C^3_{AB} related to conveyance at destination. The results of the Lausanne WP show that the C^3_{AB} components are not significant and that the main problem is the empirical measurement of C^2_{AB}. The solution found by the WP set up the Lausanne Congress was to define representative measurements of the world distribution of ratios C^2_{AB}/C^1_{AB}. Apart from the problems pertaining to the interpretation of the results (see Congress – Doc 7/Annex 1, chapter III (Rio de Janeiro Congress) and CE 1982/C 5 – Doc 15/Annex 1), the measurement 1.4 was obtained for the ratio for LC/AO items, and 1.2 for the ratio for M bags. Thus, ignoring C^3_{AB}, terminal dues based on relative costs would be:

LC/AO items:

$$\frac{1.4}{2.4}\ (W^{AB}_{LC/AO} \times \ell^{AB}_{LC/AO} - W^{BA}_{LC/AO} \times \ell^{BA}_{LC/AO})$$

M bags:

$$\frac{1.2}{2.2}\ (W^{AB}_{M} \times \ell^{AB}_{M} - W^{BA}_{M} \times \ell^{BA}_{M})$$

Thus we see that the relative cost approach produces results proportional to those of the equivalence principle. The results obtained with the equivalence principle are *17 percent* and *9 percent* lower than those obtained with relative costs for *LC/AO* and *M bags* respectively. This difference does not decrease very significantly with the inclusion of conveyance costs (which are not taken into consideration in any part of this paper).

It must be said that we have some reservations regarding the relative cost approach. Our main reservation is that the approach is defined by measurement methods that are fairly subjective. Another is related to the interpretation of the rate obtained, which is affected by the use of the volume variable and does not apply in an equivalent manner in both cases – number of items and weight – without substantial corrections.

Obviously, the equivalence principle, although founded on a logical basis with respect to its formulation, is itself not exempt from criticism. The notions of "partnership" applied to the postal services and of international financial balance simply mean an appeal to the common sense of the postal administrations in order to reach a consensus. The latter must be defined on two levels: the level of the principle itself and the level of the price system to be used. Obviously, the procedure is a subjective one. The advantage of the cost approach is that the subjectivity stops there; in other words, once the price system and the criterion of imbalance are established, the formulation process for payment of terminal dues will follow, without the postal administrations having to use a representative measurement of any sort (usually difficult to characterize, owing to the various definitions of the population used by the administrations).

Chapter VI. The sampling programme in detail

6.1 Determination of the sample

Before discussing the statistical approach strictly from the point of view of the characteristics of the sampling techniques used, it is vital to make a few remarks on the quite distinct levels of information associated with the C and P classes.

To calculate average revenue we must know the demand by weight steps. This level of information calls for quite complex operational procedures in the centres where international mail is handled. Unfortunately, not all administrations possess the minimum infrastructure needed for introducing such procedures or are willing to interrupt their routines with evaluation procedures which require special training and may directly affect the time taken to process mail. In this context, one has to adopt a method which requires the minimum amount of information and at the same time causes the fewest operational difficulties. Fortunately, the latter can be reduced by taking advantage of the structure of variables such as R°_{LC}. There exists a strong correlation between R°_{LC} and $\overline{W}_{LC}$ with the result that it is possible, knowing $\overline{W}_{LC}$, to determine R°_{LC}. This is why we have used the division into classes C and P. By choosing C with a small number of representative elements, relations of the type $R^{\circ}_{LC} = f(\overline{W}_{LC})$[1] can be determined and hence all results expressed in average revenue for a larger class (C + P) can be inferred provided that the average weight and the proportions of each category flow and of the special services are known. From the Union's point of view (overall data), the consolidation of C in the weight steps is representative and taking the group C + P yields highly precise average weights and proportions.

The sampling programme was determined on the basis of these ideas. From a statistical point of view, it appeared as a stratified sampling in unequal clusters (mailbags). Two levels of this programme emerged in the reports: the dispatches of administrations were grouped according to a criterion of optimization ("cluster analysis") and the Union was regarded as a set of administrations. The members of class C, extremely important for defining functional relations, were selected in conjunction with the International Bureau (Postal Statistics).

In determining average revenue, the levels of precision fundamentally required concerned the average weights and the proportions of items in the general and special service categories. The M bags were fully analyzed on the days chosen for sampling so that, for these items during the sampling period, the results show the exact population.

Questions concerning the size of the sample were dealt with by somewhat heuristic arguments, by seeking a balance between the costs involved and the probability of small errors.

Broadly speaking, and depending on the number of bags examined, the cost of a sampling programme like the one proposed is roughly 4 n (US $), n being the number of units in the sample. This amounts to one fifth less than the cost noted by the reporting country in its pilot survey. The reduction is explained by optimized statistical formulae and by the fact that the information was partially processed by a few administrations (data supplied on magnetic tapes). The "4 n" relation was used to lay down an initial limitation for the determination of n: the number of bags to be sampled could not exceed 200 000. Members of the Working Party used their intuition (common sense) to set the minimum at 120 000 bags. The figure of 130 000 bags allows all the estimates of interest to be resonably accurate. However, the sample actually employed was around 55 000 bags since a number of countries did not take part in the programme: only 69 out of the 169 countries supplied information. Reducing the sample of 130 000 bags in proportion to this new aggregate shows that the size of the sample was actually the same in regard to precision levels.

As already stressed, it is natural to regard the administrations as strata for obtaining estimates for the Union as a whole. This approach produces stratified sampling to global estimators. In this context, let us assume a proportional allocation, a choice that is highly suited to practical objectives (although it is not crucial as a hypothesis in what follows). We shall concentrate on the degree of precision concerning the average weights. Strictly speaking, the analysis we are to carry out should be repeated for other variables but this we have not done since, as we have already said, our adjustments take a heuristic attitude to the assumptions and available information. Moreover, the experience gained from previous studies revealed that the size of the sample obtained would generate so many items that the resulting proportions of the categories and services would certainly be very precise.

[1] Linear relations, ie $f(\overline{W}_{LC}) = \alpha + \beta \times \overline{W}_{LC}$.

Let us consider a population of N mailbags. Let us call the total weight observed in bag i for the j type of item Y_{ji} and the number of items classified as being of the j type M_{ji}, and represent by L the number of strata (in our case, each administration specified a maximum of six strata with the result that L can be taken as six times the number of administrations). Let $N_1, \ldots, N_L$ be the respective "sizes" of L strata. The average weight (of the population) of a type j item is therefore:

$$\bar{A}_j = \frac{\sum_i Y_{ji}}{\sum_i M_{ji}} = \frac{\bar{Y}_j}{\bar{M}_j}$$

where $\bar{Y}_j$ is the average weight per bag and $\bar{M}_j$ is the average content of a bag in terms of j-type items).

In order to avoid the complexities of the variance formulae associated with ratio estimators, let us assume that we have information on $\bar{M}_j$ for all j (so that our analysis is conditional on $\bar{M}_j$). Let d_j stand for an error or tolerance and $\bar{Y}_j^{st}$ for the estimator of $\bar{Y}_j$ obtained by the stratified random sampling. The Chebyschev inequality, applied to the distribution of probability P associated with the sampling procedure, yields:

$$P\left\{\left|\bar{A}_j^{st} - \bar{A}_j\right| \geqslant d_j\right\} = P\left\{\left|\bar{Y}_j^{st} - \bar{Y}_j\right| \geqslant d_j \times \bar{M}_j\right\}$$

$$\leqslant \frac{\sum_{h=1}^{L} \left(\frac{N_h}{N}\right)^2 \times var\,(\bar{Y}_{hj})}{(d_j \times \bar{M}_j)^2}$$

where $\bar{Y}_{hj}$ is the average weight per bag for the h stratum (type j) and

$\bar{A}_j^{st} = \bar{Y}_j^{st} / \bar{M}_j$.

Let us represent the average weight (sample) of a bag of the h stratum by $\bar{W}_h$. Let us assume that in a uniform manner, in j, $var\,(\bar{W}_h) \geqslant var\,(\bar{Y}_{hj})$. This is a somewhat heuristic though plausible conjecture which implies that, by measuring precisely the average weight of a bag, the average weights per bag of the various categories will be measured with precision (within a programme which includes such classifications). This bound is also due to the fact that we intend to work with maximal variations for the $\bar{W}_h$ averages.

It follows that:

$$P\left\{\left|\bar{A}_j^{st} - \bar{A}_j\right| \geqslant d_j\right\} \leqslant \frac{var\,(\bar{W}^{st})}{(d_j \times \bar{M}_j)^2}$$

where $\bar{W}^{st}$ is the estimator of the average weight of a mailbag. With proportional allocation:

$$var\,(\bar{W}^{st}) = \frac{1 - f_j}{n_j} \times \sum_{h=1}^{L} \left(\frac{N_h}{N}\right) var\,(\bar{W}_h)$$

where n_j is the size of the sample adopted for the category j and

$f_j = \frac{n_j}{N}$ is the sampling fraction.

Similarly:

$$P\left\{\left|\bar{W}^{st} - L\,(\bar{W}^{st})\right| \geqslant d_j \times \bar{M}_j\right\} = \alpha$$

if, and only if

$$\frac{var\,(\bar{W}^{st})}{(d_j \times \bar{M}_j)^2} = \left(\frac{1}{Z\alpha}\right)^2$$

assuming a normal approximation for $\bar{W}^{st}$ and with $Z\alpha$ such that:

$$P\left\{Z \geqslant Z\alpha\right\} = \alpha/2$$

where Z is the standard normal.

Let us select n_j, such that:

$$n_j = \frac{n_{oj}}{1 + n_{oj}/N} \simeq n_{oj} \quad \text{(without considering } f_j\text{)}$$

where $n_{oj} = Z^2_{\alpha} \sum_{h=1}^{L} \frac{N_h}{N}\, var\,(\bar{W}_h) / (d_j \times \bar{M}_j)^2$

The choice of n_j produces a limit of $(1/Z\,\alpha)^2$ for the probability of an error d_j in estimating $\bar{A}_j$ conditional upon $\bar{M}_j$.

Following the argument of Cochran (1977, chapter 4), the product D n_j – where D is the number of administrations – makes it possible to obtain the appropriate size of sample for arriving at the same levels of precision for the countries. One naturally obtains even greater precision for the global estimators.

Let us take the kilogramme as the unit of weight. Let $Z^2\,\alpha = 10$, with the result that the probability of an error d_j is less than 1/10. The formula for n_{oj} requires, apart from $\bar{M}_j$, information on *var* $(\bar{W}_h)$ for all h, but this is not available. However, the worst that can happen is a uniform variation in the interval (0.30). This line of argument leads to a limit of $0.083 \times (30)^2$ for *var* $(\bar{W}_h)$ uniformly in h and avoids the need for information on N_h/N. Thus:

$$n_j = n_{oj} = \frac{10 \times 0.083 \times 900}{(d_j \times \bar{M}_j)^2} = \frac{747}{(d_j \times \bar{M}_j)^2}$$

so that:

$$d_j^2 = \frac{747}{n_j \times \bar{M}_j^2}$$

The latter relation works well for studying the influence of sample size on the level of precision. The coefficient $\sqrt{\frac{747}{n_j}}$ may be used as a general measure of this impact. Thus, for example, we obtain with at least 90 percent of confidence:

$$d_j^2 = 1.052 \left(\frac{1}{\bar{M}_j}\right)^2$$

for a sample of 120 000 bags, and

$$d_j^2 = 0.631 \left(\frac{1}{\bar{M}_j}\right)^2$$

for one of 200 000 bags.

The data of the Working Party set up after the Lausanne Congress and of the pilot programme carried out by Brazil can be used to produce d_j tolerance levels for each j. The actual references are: Congress – Doc 7 (1979, tables 4.3 and 4.4) and CE 1982/C 5 – Doc 15/Annex 1 (tables dealing with the overall results of the sampling, pp 15–19 of the French version). They give the following information:

- Congress – Doc 7 (Tables 4.3 (attachement 10) and 4.4 (attachment 11)):
  Number of bags: 635 510
  Number of M bags: 47 042
  Net number of bags: 588 468

- Congress – Doc 7 (Table 4.4, attachment 11):
  Number of AO items: 44 083 003
  Number of LC items: 110 933 907

- CE 1982/C 5 – Doc 15/Annex 1:
  Proportions in relation to all AO items:
  Printed papers: 82%
  Special printed papers: 16%
  Small packets: 2%

The data in CE 1982/C 5 – Doc 15/Annex 1 could be misleading when used as they are here in that it is implicity assumed that Brazil is representative of all administrations. However, this does not constitute a serious limitation on the objective of determining the size of the sample.

Combining the above information gives:

Average number of AO items per bag:	75
Average number of LC items per bag:	189
Average number of printed papers per bag:	61
Average number of special printed papers per bag:	12
Average number of small packets per bag:	2

Using this information

$$d_j^2 = \frac{747}{n_j \times \bar{M}_j^2}$$

one can obtain the following table in which the error level, in grammes, is shown for several sizes of sample with a degree of confidence that attains a probability of at least 90 percent.

Type of item	Size of sample (10^3)								
	120	130	140	150	160	170	180	190	200
AO	14	13	13	12	12	11	11	11	11
LC	5	5	5	5	5	5	4	4	4
AOPPN	17	16	16	15	15	14	14	13	13
AOPPR	85	82	79	76	74	72	70	68	66
AOSP	513	493	475	459	444	431	419	408	397

The next table shows the general level of precision in terms of the size of the sample, and the corresponding costs:

Size of sample (10^3)	Level of error	Cost (US $ 10^3) ($4n$)
40	1.777	160
80	1.256	320
100	1.123	400
120	1.026	480
130	0.985	520
140	0.950	560
150	0.918	600
160	0.888	640
200	0.794	800

With the exception of the "special printed papers" and "small packets" categories, wherein the levels of error are too high, all the sample sizes considered produce satisfactory results. The levels of error for those two AO subcategories are due to the fact that these items are relatively rare in Brazilian dispatches: for countries not in this position, the estimates could be made with greater precision.

From the standpoint of changes in the general level of error, the figure of 130 000 bags represents a threshold in that this is where the impact is for the first time lower than 1 in its interaction with $(1/\overline{M}_j)^2$. At first sight, an increase of US $40 000 (over the cost for 120 000 bags) appears a rather high price to pay for this and for an increased precision of 1 g for AO and AO printed papers. However, the increase is worthwhile because it reduces the lower limits of precision and provides a means of detecting, at an acceptable level of precision, items that are rare in a few administrations (a prudent approach).

6.2 Other aspects of determining the sample

In the question of determining the sample, there are three further points which need to be discussed:
a the proportional allocation of the sample;
b the stratification employed for the countries;
c the estimation procedures used for the sampling period in the monthly reports and in the consolidated reports for the Union as a whole.

Here we shall not discuss the operational techniques (forms, manuals, procedures) or the techniques relating to the processing of the data (procedures, automatic data processing etc), a description of which the reader will find in the Technical Document in appendix II.

6.2.1 Proportional allocation of the sample

The procedures for the proportional allocation of the sample assume prior knowledge of the dispatches (volume of bags) of the administrations. For this, the WP questioned all administrations on their mail flows with respect to the following variables (the information concerns traffic in 1979):
– number of surface bags (SB);
– surface weight (SW);
– number of airmail bags (AB);
– airmail weight (AW).

Only 97 out of 169 administrations provided information. Although the data made available represent a substantial proportion of world mail flows (probably not less than 80 percent) and are enough for proportional allocation in our C + P class, they are not enough for the full allocation discussed in section 6.2.2. Here, "enough" means "partly enough" since a certain amount of information is "missing", ie
– missing data for SB: 10
– missing data for AB: 42

In order to fill these gaps we carried out three regressions which, once the weight flows are known (generally easier to obtain), allow the flow of bags to be identified:

Total number of bags (TB) as a function of total weight (TW):[1]

$TB = 0.064 \times TW$

$R^2 = 0.99$

(45 points obtained from Rio de Janeiro Congress – Doc 7, table 4.3, attachment 10, the part dealing with the sampling.)

Number of surface bags (SB) as a function of surface weight (SW):

$SB = 0.049 \times SW$

$R^2 = 0.99$

(69 points from the data on world traffic in 1979.)

[1] According to our questionnaire, the relation obtained with 33 points was $TB = 0.053 \times TW$, with the same R^2.

Number of airmail bags (AB) as a function of airmail weight (AW):

$AB = 0.066 \times AW$

$R^2 = 0.99$

(57 points from the data on world traffic in 1979.)

Annex 13, Technical Document, deals with the data concerning the analyses which produced these results, but the abbreviations used therein are TM, TA, TS, PM, PA and PS instead of TB, AB, SB, TW, AW and SW.

Employing one or other of the above relations made it possible to estimate the number of bags for all the countries for which data were "missing" (10 SB and 42 AB) and then to undertake a proportional allocation of the sample.

For other countries whose data were not available to us from the start, we had to apply criteria of similarity. The various cases in which such situations arose can be identified by comparing annex 14 (results of the questionnaire on traffic in 1979), annex 15 (analysis of groupings for stratification purposes) and annex 2 (distribution showing the size of the sample for each country). We ask readers to excuse us for referring them elsewhere but a full description of these details would make the text very wearisome. The "semi-proportional" allocation of the sample (in this context) is explained in 6.2.2 and set out in annex 2 (Technical Document).

6.2.2 Stratification used for the countries

The stratification for each country was obtained by applying a cluster analysis procedure to the "weight of dispatches" variable. The algorithm used was that of the minimum distance, to be found in the 79.6 version of the SAS (Statistical Analysis System). The criterion identifies important groups and validates the sampling frame since it is perfectly proper, from the point of view of ease of measurement and extra precision, to take parallel directions into consideration. The classification by rank is shown in annex 15 (Technical Document). The choice of 6 groups throughout is to some extent subjective: our experience in sampling programmes suggests that not much precision is to be gained by taking more than 6 strata into account. Six are also enough for identifying the main directions of the dispatches (in general not more than 3 or 4). A few countries have used their own criteria (occasionally at our request) for defining the strata. These definitions were reasonable, as can be seen in the case of France (code 310). As for annex 2 (Technical Document) it should be noted that in practice, as indeed we foresaw, the sampling relations regarding size have suffered a bit (see scale 200).

6.2.3 Estimation procedures used for the sampling period

For each administration (whether in class C or P) the framework used, as we have already stressed, was stratified random sampling, with the sampling unit the mailbag ("cluster"). This was how the estimators were obtained. Let us, to start with, consider the sampling period and take as a typical flow the number of LC items. The technique illustrated by this flow applies to all the others. Taking administration *v* as typical, the dispatch of LC is computed by groups and the results added up so as to produce the result for *v* as a whole. This is the framework for stratified samplings. But, in our survey, the application of this method directly to the bags dispatched for each group can be made awkward by a minor anomaly in postal operational procedures. This is the presence

in the bags of bundles in transit or of isolated items, in other words, of objects having a different direction from the ones shown on the bag label. The solution to this problem calls for new "variates" in the following structure.

For v, let $N_1, N_2, \ldots, N_6$ be the totals of the bags dispatched during the period concerned in groups $G_1, G_2, \ldots, G_6$ respectively.

Let $X_i^{LC}(v)$ be the total dispatch of LC for group i. For each sample of size $n_1, n_2, \ldots, n_6$ in groups $G_1, G_2, \ldots, G_6$ respectively, express by $X_{\ell i}^{LC}(v)$ the number of items in the bags of group ℓ observed, addressed to group i. The estimator of $X_i^{LC}(v)$ is given by:

$$\hat{X}_i^{LC}(v) = \sum_{\ell=1}^{6} N_\ell \times \left(\frac{X_{\ell i}^{LC}(v)}{n_\ell}\right)$$

For v the estimate is straightforward:

$$\sum_{i=1}^{6} \hat{X}_i^{LC}(v)$$

A variable such as the average weight of an LC item is alway arrived at by means of a quotient estimator, ie by the quotient of two estimated totals. To take a typical example, if $\hat{W}_i^{LC}(v)$ represents the total estimated weight for the group i of v, the average weight of an LC in group i is estimated by:

$$\frac{\hat{W}_i^{LC}(v)}{\hat{X}_i^{LC}(v)}$$

and for v by:

$$\frac{\sum_{i=1}^{6} \hat{W}_i^{LC}(v)}{\sum_{i=1}^{6} \hat{X}_i^{LC}(v)}$$

The proportions also follow the same criterion of estimation.

The results of the monthly distribution are calculated at two levels: the total number of sampling days and the number of days in the month.[1] The monthly results are obtained by extrapolating the daily averages to correspond with the number of days in each month in question. The criterion was the same for all countries, ie it included the same number of days.

Here it should be said that when our results concern monthly totals and the aggregates of monthly totals, they probably display a slight deviation. The situation is worse in the case of countries which have had their totals estimated by means of the 1979 data for traffic or other data, that is, countries which have supplied no information on the movement of their bags. The results of the Union are shown in monthly and aggregate totals so as to avoid "adding up pears and bananas", a situation that would arise if the figures were consolidated without a common time unit. At this point a comment is called for: the results (total) of 6 months do not necessarily represent the sum of the corresponding monthly figures. Averages from typical days in the half-year period have

[1] The monthly totals are not given in this technical report, but will be submitted later for consideration by the members of the Union.

been calculated and the results extrapolated. The method of consolidation used calls for different levels of precision and interpretation for the statistical tables. In the weight steps, where the distribution and totals are concerned, the consolidation corresponds only to class C. The other statistics refer to the entire population C + P. The exception to this rule is the M bags, which were estimated at the same level by all the participants in the programme that offer this service.

It should be mentioned that, because information was lacking for a few administrations, it was impossible to present monthly statistical trends for them. In these cases, the data given for the Union cover a smaller population of countries.

It is important to stress that the data for the Union could be consolidated by simply adding up the sampling results, ie by regarding the bags sampled as an ordinary random sample for the period concerned. This would work for the estimates of proportion and the average weights, but one would lose the advantage of stratification and it would no longer be possible to estimate the totals. Accordingly, we have opted for what we consider the most precise and useful approach.

To conclude this chapter, Union members should be reminded that our programme is not exempt from errors, but every effort has been made to keep them to a minimum. We have also tried to adjust the data as little as possible. The problems encountered at all stages in the work, and the solutions adopted, are described in annex 16 "Problems raised by the study" (Technical Document).

Chapter VII. Average revenue estimates: results and precision measurements

As previously emphasized, our aim in respect of the level of detailed information in class C was to establish functional relationships between the average revenue and the average weights for each category of item, thus making possible the application of the revenue to the bigger class C + P. This method was employed for each of the price systems envisaged (basic charges for weight steps and maximum charges for special services, basic charges for weight steps and median charges for special services, and median charges for weight steps and median charges for special services). Once again, the exception to this rule is formed by the M bags, which were calculated for each country direct.

The linear adjustment of $f(\overline{W}) = \alpha \beta \overline{W}$ in the cases in question produced:

Basic charges

LC	$63.0633 + 1.5861\ \overline{W}$ ($R^2 = 0.94$)
AO small packets	$81.4587 + 0.4640\ \overline{W}$ ($R^2 = 0.96$)
AO printed papers	$65.4994 + 0.3856\ \overline{W}$ ($R^2 = 0.99$)
AO special printed papers	$43.6851 + 0.1561\ \overline{W}$ ($R^2 = 0.99$)

Median charges

LC	$73.4653 + 1.6718\ \overline{W}$ ($R^2 = 0.95$)
AO small packets	$100.7023 + 0.5188\ \overline{W}$ ($R^2 = 0.96$)
AO printed papers	$75.1124 + 0.4366\ \overline{W}$ ($R^2 = 0.99$)
AO special printed papers	$56.6508 + 0.1904\ \overline{W}$ ($R^2 = 0.99$)

The data concerning these regressions appear in annexes 17, 18 and 19 (Technical Document). We would recall that the regressions are not affected, irrespective of whether the basic charges for the weight steps are combined with median charges or with maximum charges for the special services.

Before continuing the exposition of the results, a few technical comments should be made. Except in the case of nil dispatches, it should be noted that each country in C contributes with 7 revenues for each regressions. We note further that, in the estimation process, values cited previously for all the administrations were used in an analysis conditioned on the observations $\overline{W}$. It might be thought that an analysis of the "seemingly unrelated" type, which determines the estimates of both α and β jointly for all the categories, would lead to different results; but this is not the case. As the changes are not substantial, we adopted separate regressions which enable the results to be better understood.

The reports in annexes 17, 18, 19 and 20 (Technical Document) show average revenues (estimated according to the values of the above-mentioned regressions*), per item and per kg, separate and combined, by groups and per administration.

The administration were coded as Group 9 and the Union received the code 999, Group 9. *For the purposes of the equivalence principle, all the results must be divided by two.* At this point, we shall isolate the revenues obtained for the administrations. The data concerning M bags are the subject of a detailed exposition in annex 20 (Technical Document).

* Except for M bags.

Table 7.1

Average revenue in g fr/kg
(basic charges for weight steps and maximum charges for special services)

OBS	Code	Group	LC	AOSP	AOPPN	AOPPR	AO	LC/AO
1	100	9	55.323	12.1600	8.1540	3.1566	5.6991	31.439
2	101	9	167.265	74.5481	9.4126	4.1516	6.7406	38.389
3	105	9	34.016	13.9035	8.8711	.	10.3571	41.490
4	106	9	147.770	23.9220	9.6994	.	11.2604	80.230
5	110	9	70.170	37.2232	.	.	37.2232	60.788
6	111	9	311.315	23.8530	29.1531	.	28.4890	148.420
7	121	9	250.555	31.3985	19.1550	.	23.7819	89.655
8	122	9	328.664	12.2309	10.6263	6.3041	10.6722	94.545
9	128	9	83.373	10.0925	28.3735	.	26.6211	70.070
10	129	9	114.833	13.4335	10.6466	10.3178	10.9750	61.699
11	132	9	166.525	21.2982	24.5636	7.0219	19.9019	106.971
12	200	9	88.191	.	4.3063	6.7007	6.3535	0.023
13	201	9	82.619	11.3159	13.5368	6.7768	9.4211	23.108
14	202	9	118.914	9.4396	10.1226	9.4546	9.5876	33.111
15	204	9	114.103	8.0695	12.3109	9.1011	8.8049	60.305
16	205	9	85.428	9.2190	8.9436	3.9272	5.6679	23.924
17	206	9	86.581	12.8138	6.1375	3.9002	4.4718	5.660
18	207	9	59.932	12.0787	4.8577	4.3692	4.9079	6.436
19	300	9	57.743	6.8348	8.0284	5.3600	7.6958	23.804
20	301	9	53.096	7.8909	10.9176	2.7063	6.4764	24.326
21	302	9	42.554	7.2415	6.7547	2.7419	4.1426	14.782
22	303	9	76.010	10.1432	8.1143	5.0842	8.0466	25.785
23	304	9	79.903	11.2014	14.0104	4.7583	9.1934	31.909
24	305	9	45.366	7.9226	9.6024	4.0949	7.6266	19.237
25	306	9	48.845	7.3859	9.5521	3.4657	5.6251	27.704
26	307	9	42.569	7.6216	8.5487	4.2413	7.7695	21.280
27	308	9	90.373	11.5967	8.4362	3.7297	5.1597	16.410
28	310	9	41.559	6.0670	7.0677	3.3424	4.6240	10.813
29	311	9	34.601	7.3143	10.4208	4.0888	6.1151	15.406
30	312	9	58.679	7.1616	22.0507	9.0932	15.1913	51.352
31	314	9	35.568	6.2961	5.7440	.	5.9031	15.524
32	315	9	67.537	7.3632	8.8564	4.5154	7.0323	29.459
33	316	9	58.493	12.4075	8.9270	4.3931	7.3630	27.574
34	317	9	87.326	8.8279	7.8869	3.7239	8.1473	34.454
35	319	9	54.885	8.9430	13.7114	2.8297	4.3007	14.308
36	321	9	30.170	7.7132	7.0400	4.5129	6.0183	14.340
37	322	9	50.696	7.3732	9.0139	.	8.5719	20.819
38	323	9	42.966	9.0985	13.2314	4.1698	9.6988	13.001
39	325	9	41.052	7.2095	7.0997	4.7499	6.3769	17.789
40	401	9	137.440	.	.	10.7804	10.7804	99.392
41	404	9	131.815	13.4441	7.6451	.	8.0356	20.969
42	405	9	101.464	12.9061	9.9767	4.3396	10.1440	40.101
43	407	9	127.315	14.7583	18.5793	4.4666	17.0366	81.120
44	412	9	107.388	43.7756	.	5.0787	46.5355	107.141
45	417	9	55.510	10.8007	7.8564	6.2817	9.1800	14.254
46	422	9	149.666	44.1546	.	7.3305	22.8102	93.300
47	423	9	97.747	10.3479	10.0547	.	10.0920	34.597
48	429	9	71.703	9.3801	13.8711	.	10.5218	42.735
49	508	9	92.331	13.6572	7.4321	9.2253	12.3586	66.435
50	510	9	131.924	13.8942	13.2260	.	14.9799	84.132
51	512	9	101.914	7.8579	67.4014	.	57.7242	91.045
52	513	9	217.133	37.4232	35.0467	.	35.4043	182.007
53	518	9	106.191	13.8494	14.9730	8.4954	14.7665	71.534
54	521	9	109.815	12.0061	9.1519	7.2404	9.4692	69.029
55	522	9	85.919	20.4537	22.5706	2.4829	20.4629	62.299
56	523	9	154.940	11.6706	11.0026	7.3859	10.8229	113.170
57	524	9	151.660	27.4576	9.1095	.	15.9875	110.126
58	528	9	46.711	15.4672	7.5993	6.2362	8.0436	19.130
59	537	9	83.373	8.0543	10.7033	15.0532	8.9307	30.098
60	541	9	113.324	12.9518	15.8319	.	13.1657	85.605
61	542	9	70.044	7.5386	32.3345	.	24.7869	55.691
62	600	9	154.375	25.4655	12.4331	2.6835	13.1576	88.743
63	604	9	108.646	15.2489	15.6270	6.3409	14.6754	72.353
64	607	9	151.237	11.0690	13.9333	6.2036	6.7964	131.774
65	612	9	135.598	11.3387	11.1933	10.9411	10.9927	72.836
66	616	9	99.924	13.3141	6.4009	7.0410	9.4857	60.310
67	701	9	53.663	12.6087	24.7313	8.4954	18.0768	48.244
68	702	9	113.234	10.3844	7.5663	4.8960	8.1937	38.265
69	704	9	94.464	9.0030	11.0647	5.8078	7.6598	30.687
70	707	9	135.124	18.2048	13.9558	5.3651	8.7342	35.427
71	999	9	57.367	8.5056	9.4843	3.7280	6.4163	20.485

Table 7.2

Average revenue in g fr/kg
(basic charges for weight steps and median charges for special services)

OBS	Code	Group	LC	AOSP	AOPPN	AOPPR	AO	LC/AO
1	100	9	49.082	9.117a	7.9473	3.c0780	5.2186	27.970
2	101	9	107.478	44.6c50	8.3a19	4.05005	6.0456	26.040
3	105	9	67.935	14.0140	7.9372	.	8.8360	33.815
4	106	9	104.833	16.1751	8.1327	.	8.9363	57.367
5	110	9	65.819	37.2232	.	.	37.2232	56.064
6	111	9	209.103	15.6140	20.3d13	.	19.7558	100.022
7	121	9	161.31d	20.6079	13.7141	.	16.3115	45.648
8	122	9	194.191	9.7206	8.4667	5.65791	d.5294	57.523
9	128	9	7d.102	15.2442	27.3737	.	27.6013	71.353
10	129	9	88.c92	9.7377	9.5025	9.57259	9.6036	48.378
11	132	9	117.816	15.9429	22.3839	7.02189	17.3235	76.979
12	200	9	31.299	.	4.3063	6.70057	6.3935	5.502
13	201	9	6a.181	3.4705	12.0209	a.2I023	5.1620	19.013
14	202	9	93.986	7.8165	9.3348	8.76101	8.6876	27.051
15	204	9	86.929	7.0669	11.7905	9.63090	9.0583	46.823
16	205	9	69.028	7.c269	8.4208	3.77928	5.2139	19.816
17	206	9	73.188	9.2577	5.6953	3.77143	4.2423	5.296
18	207	9	51.370	3.8566	4.7597	4.35e03	4.7031	5.998
19	300	9	52.544	5.5417	8.02d4	5.35995	7.c135	22.068
20	301	9	47.712	7.1156	10.7251	2.55897	6.1242	22.045
21	302	9	42.363	7.2342	6.7547	2.74193	4.1423	14.729
22	303	9	74.630	9.3725	8.0463	5.0c424	7.9495	25.353
23	304	9	69.034	9.3111	13.3049	4.32034	8.4720	27.928
24	305	9	41.479	7.1610	9.3305	4.67865	7.3849	17.374
25	306	9	46.025	7.3850	9.5521	3.46570	5.6251	26.260
26	307	9	43.534	7.4930	8.4908	4.24132	7.7009	20.409
27	308	9	81.733	8.7096	7.8697	3.38691	4.5850	14.770
28	310	9	38.815	5.8437	6.9986	3.31775	4.7394	10.300
29	311	9	33.968	7.3080	10.3797	4.05520	6.0867	15.131
30	312	9	66.449	7.1e16	22.0507	9.09317	15.1913	49.835
31	314	9	35.5a8	a.8961	5.7440	.	5.9031	15.524
32	315	9	52.792	7.2653	8.5889	4.43577	a.8350	26.628
33	316	9	55.134	9.551a	8.3223	4.01003	6.6804	23.692
34	317	9	63.629	8.2335	7.5260	3.72388	7.a778	26.260
35	319	9	49.049	3.0421	13.5281	2.73117	4.1564	13.037
36	321	9	34.522	7.6302	7.0300	4.51294	6.0080	13.874
37	322	9	50.896	7.3732	9.0139	.	8.5719	20.819
38	323	9	42.075	8.1099	13.1037	4.15758	9.5726	13.336
39	325	9	36.331	6.8326	6.9494	4.74994	6.2605	16.1a0
40	401	9	115.294	.	.	8.63720	8.6372	53.263
41	404	9	112.576	9.7497	7.4316	.	7.6017	18.563
42	405	9	87.435	8.9009	9.3819	4.30970	9.2586	34.893
43	407	9	110.353	12.9475	15.1678	4.37596	14.0696	69.977
44	412	9	154.227	48.1218	.	4.13996	45.8491	100.275
45	417	9	53.353	9.8306	a.9322	4.5e511	8.1501	12.429
46	422	9	127.616	27.2296	.	6.41853	15.1677	77.657
47	423	9	82.774	8.4604	9.7711	.	9.4a81	29.951
48	429	9	64.571	8.a023	13.6817	.	8.9151	38.678
49	508	9	80.041	11.3251	7.3440	9.22531	10.5148	57.561
50	510	9	105.499	13.0071	12.0332	.	12.3133	67.424
51	512	9	85.298	6.8240	65.3304	.	55.8693	73.461
52	513	9	171.278	37.2313	35.0467	.	3a.3583	145.320
53	518	9	39.821	11.3732	14.8695	8.49539	14.5620	a1.251
54	521	9	101.96a	9.2156	8.9793	6.15393	8.4121	63.950
55	522	9	79.329	20.379a	22.5708	2.48287	20.4334	58.057
56	523	9	124.869	8.9437	1C.8277	7.3859	9.3879	91.388
57	524	9	127.997	17.6424	8.4831	.	11.8886	92.309
58	528	9	41.997	14.663a	7.5993	4.0879	7.9893	14.214
59	537	9	d0.804	6.4517	1C.a168	15.6532	8.7900	27.971
60	541	9	95.437	12.4513	19.8319	.	18.1657	72.919
61	542	9	65.315	7.5396	32.3345	.	24.7869	52.493
62	600	9	119.327	18.9005	10.4679	2.3203	10.4934	68.740
63	604	9	90.554	11.5729	12.6654	5.3255	11.7969	60.140
64	607	9	128.165	10.2905	13.9333	6.2096	6.7356	111.d00
65	612	9	111.131	8.5584	11.0808	10.8970	10.2048	60.331
66	616	9	89.251	9.3323	6.2904	7.0910	8.0241	53.668
67	701	9	51.447	5.6842	24.5301	8.4954	1a.9371	42.551
68	702	9	38.951	3.3637	7.2679	4.8960	7.5025	30.803
69	704	9	33.759	7.5711	10.8a02	5.5423	7.1335	27.330
70	707	9	105.974	12.7557	11.0013	5.3124	7.4634	28.451
71	999	9	51.618	7.8650	9.2080	3.6595	6.1758	18.727

Table 7.3

Average revenue in g fr/kg
(median charges for weight steps and median charges for special services)

OBS	Code	Group	LC	AOSP	AOPPN	AOPPR	AO	LC/AO
1	100	9	54.401	10.0533	9.0289	3.7391	6.0821	31.175
2	101	9	114.114	47.9026	9.3853	5.1195	7.1045	28.201
3	105	9	74.911	15.7011	8.9178	.	9.9211	37.390
4	106	9	112.024	17.7809	9.0176	.	9.6933	61.770
5	110	9	71.010	45.4691	.	.	45.4091	63.763
6	111	9	222.902	13.9322	21.9471	.	21.2919	106.772
7	121	9	171.631	22.4308	14.8911	.	17.7321	48.869
8	122	9	203.716	10.9170	9.3576	7.0383	9.4873	60.748
9	128	9	88.414	19.1111	31.1979	.	31.4908	80.804
10	129	9	97.550	10.6773	10.0841	12.7167	10.9437	53.402
11	132	9	126.674	17.5383	25.2379	8.9857	19.7505	33.216
12	200	9	91.612	.	4.5817	8.5692	8.0834	8.312
13	201	9	72.816	9.2579	13.5213	7.7705	9.5607	21.392
14	202	9	103.511	8.7522	10.5358	11.0393	10.4616	30.502
15	204	9	94.720	7.9495	13.3924	11.5716	9.3714	51.100
16	205	9	76.003	8.5296	9.5272	4.7398	6.1905	22.102
17	206	9	87.713	10.1729	6.4141	4.7349	5.1536	6.319
18	207	9	56.749	9.7505	5.3881	5.5250	5.7026	7.117
19	300	9	58.602	7.4750	9.1501	6.8305	8.6843	24.740
20	301	9	52.902	8.0650	12.2154	3.1568	7.0673	24.615
21	302	9	47.553	8.3536	7.6894	3.4355	4.9268	16.734
22	303	9	84.943	11.5944	9.1603	6.4730	9.2280	28.588
23	304	9	75.825	10.5164	15.0960	5.3568	9.8260	31.351
24	305	9	45.923	8.1233	10.5028	5.9413	8.6125	20.092
25	306	9	51.404	9.2002	10.8973	4.4000	6.6960	29.529
26	307	9	45.105	8.6391	9.6724	5.3799	8.8781	22.899
27	308	9	92.051	9.5837	8.8904	4.1771	5.4230	16.862
28	310	9	43.027	6.6254	7.9593	4.1754	5.6003	11.707
29	311	9	37.714	8.4854	11.8409	5.1451	7.2855	17.208
30	312	9	75.307	8.3059	25.2304	11.6717	17.9330	56.699
31	314	9	39.675	7.9777	6.5305	.	6.7305	17.416
32	315	9	70.583	8.4114	9.7278	5.6100	7.9958	30.133
33	316	9	64.192	10.5835	9.3971	4.9735	7.7063	26.381
34	317	9	68.646	9.4846	8.5234	4.7059	8.8146	28.683
35	319	9	54.423	9.1827	15.4306	3.3882	4.9727	14.756
36	321	9	38.190	8.8650	8.0038	5.7321	7.1053	15.677
37	322	9	57.532	8.5074	10.2802	.	9.8183	23.624
38	323	9	47.092	9.2081	14.9483	5.2679	11.1066	15.329
39	325	9	39.788	7.8135	7.8918	6.0394	7.3165	18.008
40	401	9	129.153	.	.	10.4879	10.4879	93.500
41	404	9	126.435	10.6925	8.4365	.	8.6059	20.908
42	405	9	97.748	11.0153	10.6140	5.4434	10.4750	39.096
43	407	9	124.217	15.0004	16.8353	5.5294	15.7481	78.722
44	412	9	175.888	58.7985	.	4.8215	56.0035	116.337
45	417	9	61.162	11.3918	7.7652	5.3630	9.3639	14.029
46	422	9	143.332	29.3817	.	7.9511	16.9649	87.189
47	423	9	92.299	9.4912	11.1092	.	10.7376	33.525
48	429	9	72.303	9.3144	15.6047	.	11.3322	43.464
49	508	9	89.566	12.9195	8.3404	11.8431	12.3337	64.554
50	510	9	116.757	14.2123	13.6375	.	13.7462	74.671
51	512	9	94.823	7.6610	74.5708	.	63.7051	87.717
52	513	9	189.471	45.5772	40.1336	.	43.6448	161.548
53	518	9	100.134	12.5675	16.9810	10.8965	10.6095	68.443
54	521	9	115.825	10.2323	10.2169	7.5596	9.6396	72.674
55	522	9	89.642	24.6282	25.8265	3.0995	23.3005	65.850
56	523	9	138.723	9.9006	12.3281	9.4578	10.8032	101.635
57	524	9	143.714	19.1029	9.5859	.	13.1139	103.553
58	528	9	40.441	17.3988	8.8530	4.5870	9.1428	15.968
59	537	9	91.117	7.3827	12.1091	20.1788	10.1310	31.699
60	541	9	103.096	13.4639	22.8959	.	20.9507	81.706
61	542	9	73.002	3.7718	37.0234	.	28.4256	59.327
62	600	9	131.742	21.3733	11.6789	2.7883	11.3227	75.998
63	604	9	100.307	13.5185	14.0507	9.5051	13.2178	67.019
64	607	9	143.882	11.5582	15.9216	7.9310	8.4036	125.629
65	612	9	123.545	7.4143	12.6351	13.9988	12.4501	87.661
66	616	9	100.509	10.8400	7.1418	9.0753	9.3124	60.561
67	701	9	57.032	10.7541	28.3435	10.8905	19.4123	47.311
68	702	9	97.809	7.3342	8.2329	5.2288	8.4050	34.027
69	704	9	94.072	8.4739	12.3789	6.9936	8.3799	30.964
70	707	9	118.233	14.0169	12.1473	6.7543	8.8140	31.895
71	999	9	57.427	8.5378	10.4626	4.6057	7.2517	21.114

Table 7.4

Revenue from M bags (g fr/kg)

Code	Basic charges for weight steps and maximum charges for special services	Basic charges for weight steps and median charges for special services	Median charges for weight steps and median charges for special services
100	3.55	3.18	3.72
106	2.84	2.84	3.39
200	1.69	1.55	1.97
201	1.42	1.42	1.83
202	2.84	2.84	3.39
206	2.14	1.77	2.19
207	2.18	1.86	2.29
301	1.59	1.57	1.99
302	1.56	1.56	1.98
303	2.84	2.84	3.38
304	1.45	1.45	1.86
305	2.61	2.45	2.95
306	1.48	1.46	1.92
308	2.08	1.75	2.15
310	1.59	1.53	1.94
311	1.44	1.44	1.85
315	1.42	1.42	1.83
316	2.50	2.44	2.94
317	2.84	2.84	3.38
319	2.10	2.08	2.55
322	2.84	2.84	3.38
323	2.84	2.84	3.38
325	1.57	1.57	2.01
404	2.87	2.85	3.39
405	3.43	3.13	3.67
508	2.84	2.84	3.39
600	3.89	3.35	3.89
612	1.42	1.42	1.85
702	3.78	3.30	3.84
704	1.87	1.71	2.13
707	1.59	1.57	2.00
999	1.73	1.65	2.08

The features peculiar to the breakdown of these revenues appear in annexes 17, 18, 19 and 20 (Technical Document). They include the modes, medians and averages and other measurements. It is important here to draw attention to the results of code 999, for they define the values to be taken as rates for the terminal dues, if the weight imbalances are to be maintained.

Table 7.5

Terminal dues (g fr/kg)

Rate system	LC/AO	M bag	LC	AO	AOSP	AOPPN	AOPPR
Basic charge for weight steps/Median charge for special services	9.36	0.82	25.81	3.09	3.93	4.60	1.83
Basic charge for weight steps/Maximum charge for special services	10.24	0.87	28.68	3.21	4.45	4.74	1.86
Median charge for weight steps/Median charge for special services	10.56	1.04	28.71	3.63	4.47	5.23	2.30

The above table is important and must form the subject of comparisons in typical bilateral trade situations. We shall make such comments in chapter VIII of the present appendix I.

To return to the technical discussions: annexes 17, 18 and 19 (Technical Document) present the standard deviations associated with the different revenue estimates. The approach adopted in these calculations is conditioned by the values observed for the average weights and the proportions. This has been done because we believe that these quantities are measured with precision. A minor difference will be noted here by comparison with previous documents of the Working Party, in which we considered the Taylor expansion for the estimators, ie arguments of the type: if $g(\hat{y})$ is a continuously differentiable function of the estimator $\hat{y}$, then:

$$g(\hat{y}) \doteq g(E(\hat{y})) + \nabla g(E(\hat{y}))(\hat{y}-y)$$

and therefore

$$\hat{V}(g(\hat{y})) \doteq \nabla' g(\hat{y})\, \hat{V}(\hat{y})\, \nabla g(\hat{y})$$

where $\hat{V}(.)$ represents the variance-covariance matrix, and $\nabla g(.)$ the gradient of g.

In order to consolidate our position still further in a conditional analysis, it should be pointed out that the formulation using the Taylor expansion, in the context of our study, added practically nothing of importance to the standard deviation estimates. There are no significant correlations between revenues and proportions, and the $\hat{V}$ block relating thereto is almost zero in view of the enormous sample used. Another problem is the calculation effort needed to obtain a result which, in itself, is already approximate.

Thus, in the present version, our variance estimate for a variable such as R°_{LC} is:

$$\hat{V}_{LC} = V(\hat{\alpha}) + (\overline{W}_{LC})^2\, V(\hat{\beta}) + 2\,\overline{W}_{LC}\, COV(\hat{\alpha}, \hat{\beta})$$

where $COV(.,.)$ is the covariance. For a variable such as:

$$\hat{R}_{AO} = \hat{p}_1\, \hat{R}_{AOPP} + \hat{p}_2\, \hat{R}_{AOIN} + \hat{p}_3\, \hat{R}_{AOIR}$$

it is:

$$\hat{V}_{AO} = (\hat{p}_1)^2\, V(\hat{R}_{AOPP}) + (\hat{p}_2)^2\, V(\hat{R}_{AOIN}) + (\hat{p}_3)^2\, V(\hat{R}_{AOIR})$$

and for an equivalent per kg such as:

$$\hat{\ell}_{LC} = 10 \times \frac{\hat{R}_{LC}}{\overline{W}_{LC}}$$

it is:

$$\hat{V}(\hat{\ell}_{LC}) = \left(\frac{10}{\overline{W}_{LC}}\right)^2 \times \hat{V}_{LC}$$

This approach simplifies the calculations enormously and the results are, to our thinking, accurate.

To conclude this chapter, it should be stressed that we have not presented the full series of the movement of monthly revenue. The exception to this rule concerns class C, where the aim was merely to study the robustness of the estimators as regards variations in time. We shall be analyzing these results in a separate chapter.

It is very important to point out that the data employed to obtain average revenues for the countries relate to the sampling period (and not to specific monthly totals or six-month totals). For the Union as a whole, these data represent a consolidation of six months. This is the most precise way we have found of describing these quantities in order to make them comparable from the viewpoint of the estimation criteria and advantageous from the viewpoint of the estimated totals for the Union (see comments in the preceding chapters).

Chapter VIII. Bilateral criterion or weight imbalance

8.1 Bilateral criterion

From the stratifications associated with the administrations, and from our own estimations, it follows that it is possible to make a detailed analysis of the following postal traffic pairs:

TABLE 8.1

POSTAL TRAFFIC PAIRS

Code	Country		Code	Country
301	Germany, Fed Rep of	⟷	304	Austria
301	Germany, Fed Rep of	⟷	326	Switzerland
303	Australia	⟷	418	Papua New Guinea
401	Bangladesh	⟷	407	India
100	Brazil	⟷	704	Portugal
306	Canada	⟷	302	United States of America
307	Denmark	⟷	325	Sweden
302	United States of America	⟷	311	Great Britain
309	Finland	⟷	325	Sweden
321	Norway	⟷	325	Sweden

We shall analyze the overall solutions according to the equivalence principle, in the context of average revenue per kg, estimated for a few directions defined by the pairs in table 8.1. We shall concentrate on LC/AO traffic. The weight data is that for outbound mail in 1979 (annex 14 of the Technical Document); these figures are being used in order to produce a more realistic picture, since the values in question are already known, seeing that they concern terminal dues accounts that have already been prepared. Let us start by looking at the greatest postal imbalance in the world, defined by the 302 ⟷ 306 (USA ⟷ Canada) relationship. According to figures supplied by the administration of the United States of America, we have (annex 14):

302 ⟶ 306 = 31 918 057 kg
306 ⟶ 302 = 8 410 352 kg
D = 23 507 705 (weight imbalance).

Now let us look at the basic charges for the weight steps and the average charges for special services. Three terminal dues "accounts" will be calculated, based on the following criteria:

a universal rate;
b single rate per country; and
c essentially bilateral rate.

CRITERION a

Universal rate: 9.36 g fr/kg
Compensation for terminal dues: 220 032 118.00 (g fr)

CRITERION b

Rate in 302: 7.36 g fr/kg
Rate in 306: 13.13 g fr/kg
Compensation for terminal dues: 124 488 977.00 (g fr)
"Ex-post" rate: 5.30 g fr/kg

CRITERION c (real value)

Rate 302 ⟶ 306: 8.43 g fr/kg
Rate 306 ⟶ 302: 12.58 g fr/kg
Compensation for terminal dues: 163 266 992.00 (g fr)
"Ex-post" rate: 6.95 g fr/kg

Thus we can see that the criterion "a" deviation corresponds to 35 percent of the real value and the criterion "b" deviation to 24 percent. Criterion "b" in this case gives an underestimated value in terms of the real value.

Now let us examine pair 302 ⟷ 311 (USA ⟷ Great Britain), using information supplied by the United States of America.

302 ⟶ 311 = 7 715 660 kg
311 ⟶ 302 = 5 988 008 kg
D = 1 727 652 kg

CRITERION a

Universal rate: 9.36 g fr/kg
Compensation for terminal dues: 16 170 822.00 (g fr)

CRITERION b

Rate in 302: 7.36 g fr/kg
Rate in 311: 7.59 g fr/kg
Compensation for terminal dues: 11 338 276.00 (g fr)
"Ex-post" rate: 6.56 g fr/kg

CRITERION c

Rate 302 ⟶ 311: 7.57 g fr/kg
Rate 311 ⟶ 302: 7.35 g fr/kg
Compensation for terminal dues: 14 395 687.00 (g fr)
"Ex-post" rate: 8.33 g fr/kg

Here the deviation is 12 percent in "a" and 21 percent in "b". Criterion "b" once again gives the value most divergent from the real value, and the lowest.

Now we shall look at pair 307 ⟷ 325 (Denmark ⟷ Sweden), using information supplied by Denmark:

307 ⟶ 325 = 939 171 kg
325 ⟶ 307 = 803 245 kg
D = 135 926 kg

CRITERION a

Universal rate: 9.36 g fr/kg
Compensation for terminal dues: 1 272 267.00 (g fr)

CRITERION b

Rate in 307: 10.20 g fr/kg
Rate in 325: 8.08 g fr/kg
Compensation for terminal dues: 3 089 324.00 (g fr)
"Ex-post" rate: 22.73 g fr/kg

CRITERION c

Rate 307 ⟶ 325: 9.08 g fr/kg
Rate 325 ⟶ 307: 9.31 g fr/kg
Compensation for terminal dues: 1 049 461.00 (g fr)
"Ex-post" rate: 7.72 g fr/kg

In this case "b" is higher than the real value and presents the greatest deviation.

It is not necessary to examine other pairs for our purposes. Solutions "a" and "b" may involve substantial discrepancies in terms of bilateral traffic. They may even produce inversions of the creditor/debtor relationship. It should be noted that such inversions can occur also with criterion "b".

8.2 Weight imbalance or criteria of exception

Much has been said about the problems of adopting the bilateral criterion in the study of terminal dues. One of the arguments has to do with the cost of the statistical research, which would be enormous. This is not always true. Let us consider, for example, the terminal dues accounts (actual criterion) of the five largest postal exchanges of the United States of America, in US dollars, for traffic in 1979:

Destination	D (kg)	Value (US $)
Canada	23 507 705	45 134 793.60
Japan	4 662 106	8 951 243.52
Australia	3 905 069	7 497 732.48
Mexico	3 620 347	6 951 066.24
Brazil	2 692 634	5 169 857.28

It is obvious that the cost of conducting a bilateral survey would be justified for each of these directions. In none of these cases would the cost of obtaining the statistics require resources much higher than US $ 500 000 for exhaustive programmes. This figure is undoubtedly much lower than the alteration that would probably be made to the account.

Of course, such bilateral procedures would have to be undertaken on an exceptional basis, for obvious reasons. The physical and personal structures required are not available to all member countries of the Union.

In this context, regarding the observations made by France, we suggest that the exceptional nature of the procedure be defined in rigid and highly specific terms. One possible solution would be to consider a weight imbalance as exceptional whenever its probability of occurrence is one in 100 (or five in 100). To obtain the figures required for a quantitative definition of this criterion, we analyzed 2492 pairs of imbalance (annex 21: Technical Document). The results were as follows:

Average: 85 936.2 kg
Median: 6 353 kg

QUANTILES

99 percent: 1 505 490 kg
95 percent: 311 046 kg
90 percent: 137 683 kg

It follows that any choice within the interval (311 046 – 1 505 490) might well be considered exceptional. The higher the figure selected, the more the procedure is exceptional. By way of illustration, one can say that using the upper limit, only 25 pairs would be analyzed, and using the lower limit, 125 pairs. Thus we can see that the choice of 1500 tonnes is minimal with respect to the costs involved and the most restrictive in terms of the exceptional character. Needless to say, some rigid alternatives of a financial nature could also be defined.

To conclude this chapter, we must stress that the choice of an exceptional procedure is essentially a political question and depends on the solution that we intend to adopt for terminal dues. Of course, our proposal, as regards the observations made by France, is somewhat of a paradox in relation to the adoption of weight imbalance with single rates. The resultant errors would be so great that the rigid limits might become unfair from a financial point of view because of the inversions that might result from application of the exceptional criterion in the creditor/debtor relationships.

Chapter IX. Terminal dues: minimized rates or actual rates

Our calculations of terminal dues rates, whether bilateral or not, are extremely conservative because they concern an old price system; in other words, they are based on a rate system which will undoubtedly be increased by the Hamburg Congress. This criterion leaves a margin of action for debtor administrations. The approach offers advantages as regards the spreading out of costs. However, it should not be forgotten that the values of the terminal dues rates should be fixed at the same time as the basic charges. The information on the structure of international traffic presented in this report makes it possible to implement such a procedure.

Chapter X. Status quo

If the "status quo" (5.50 g fr/kg) is maintained in respect of terminal dues, the question of the correction of the values in accordance with an inflation rate arises. From the point of view of the reporting country, the inflation rate must necessarily be measured within the postal context. One effective method of evaluating the development of inflation in the postal services is to calculate the weighted average prices in consecutive rate situations. Below, we set out the results of this approach on the basis of the present traffic composition. The data used are the direct product of the sampling; they have not been adjusted by functional relationships and reflect basic charges, with maximum charges for special services.

AVERAGE REVENUE

With basic charges (g fr/kg)	Items						
	LC	AO	AOSP	AOPPN	AOPPR	LC/AO	M bag
of Lausanne	36.65	4.23	6.04	6.05	2.58	13.18	1.13
of Rio de Janeiro	58.79	6.50	9.66	9.26	3.92	20.94	1.73
Increase (%)	60	54	60	53	40	59	53

The above table is extremely informative. For example, if the equivalence principle had been adopted by the Rio de Janeiro Congress, the terminal dues rates based on the Lausanne basic charges (see chapter IX) would be approximately 6.59 g fr/kg for LC/AO. This shows that, in this context, the rate of 5.50 g fr/kg which was adopted was unrealistically low. However, this assertion does not hold good if one speaks of the "status quo" obtaining at that time. In terms of the combined LC/AO rates of Lausanne, the increase index for terminal dues rates would be 59 percent, according to the above table. Therefore, on the basis of the terminal dues rates adopted at Lausanne, the new rate adopted by the Rio de Janeiro Congress should be 2.39 g fr/ kg (1.50 x 1.59). It is important to note that we are not discussing the validity of the rate of 1.50 g fr/kg (or even of the rate of 5.50 g fr/kg).

A similar comment can be made about M bags. According to the equivalence principle, the Lausanne rate would be approximately 0.57 g fr/kg. In terms of the "status quo" obtaining at that time (1.50 g fr/kg), the Rio de Janeiro Congress would have obtained the value of 2.30 g fr/kg (1.50 x 1.53) if the increase index of 53 percent had been applied (see the above table). Once again we are not discussing the validity of the rate of 1.50 g fr/kg for M bags which was in force during the period of application of the Lausanne Acts.

In the event of the adoption of the criteria of weight imbalance and inflation-based correction of the rates of 5.50 g fr/kg for LC/AO and 1.50 g fr/kg for M bags, we consider that the calculation should be made with reference to the new (basic and special) charges and the present structure of traffic. The new terminal dues rates would be applied at the same time as these charges were put into force. This procedure would eliminate the need to undertake annual corrections between Congresses (at least as regards postal inflation).

Chapter XI. Effect of time of the average revenue

In order to evaluate the effects of the seasonal characteristics of postal traffic on the average revenue estimates, we conducted a variance analysis of the data resulting from the monthly movement of these variables. In the context of the typical language of "Experimental Design", the method used was that of incomplete blocks. In this case, the blocks are represented by the country codes, and the interest lies in whether or not there are significant differences between "treatments", ie between months. We focussed on LC/AO items as they are theoretically subject to greater variation.

The following table shows the movement of combined average revenue (g fr/kg – basic charges) for the various administrations in class C (monthly data, totals of days observed).

Blocks	Treatments						
	November	December	January	February	March	April	May
100	32.40	29.66	34.48	33.65	37.26	29.92	30.01
101	45.29	108.21	58.90	39.48	33.72	31.90	14.95
200	–	–	–	8.18	3.42	4.47	6.87
204	–	63.66	55.17	52.18	64.13	56.54	63.73
206	–	–	–	6.46	4.39	4.23	5.55
207	6.35	4.87	6.13	6.76	5.98	5.91	6.37
302	13.79	15.85	15.57	14.75	14.70	15.18	12.29
303	27.93	25.01	27.00	22.44	32.21	22.90	–
304	24.53	–	29.00	28.30	34.22	35.53	29.51
305	16.89	20.51	21.02	17.90	18.76	16.85	18.20
306	–	–	27.45	29.04	30.30	27.73	27.96
308	18.74	24.99	16.01	19.72	10.99	14.51	16.10
310	11.95	11.73	10.56	10.74	10.26	11.10	10.82
311	20.83	19.86	15.83	14.68	15.67	15.69	16.23
312	–	45.41	45.65	55.84	57.05	46.71	–
316	–	23.72	23.21	27.32	29.60	27.02	22.49
323	–	15.03	13.14	15.43	11.15	13.40	11.19
404	23.13	23.65	26.49	16.64	19.55	15.20	24.32
407	–	76.97	77.34	92.28	67.49	75.42	44.45
423	57.20	33.10	47.68	40.41	22.98	31.77	30.93
518	70.91	70.10	90.89	81.11	64.28	73.45	71.23
616	–	53.97	58.50	61.15	55.15	59.21	88.87

The corresponding analysis of variance table is as follows:

Source	Degrees of freedom	Sum of squares	F	Pr.* > F
Blocks	21	58 480.84	33.62	0.0001
Treatments	6	555.94	1.12	0.3563
Error	109	9 029.09	–	–
Total	136	68 972.73	–	–

* Pr.: Probability.

The analysis of variance table shows that the time effect does not produce results pointing to the existence of significant differences.

Thus, for the C class, there is no need for analyses covering the period in question in the light of the monthly distribution. The results can be added up and the resultant average is representative. The following table shows these averages compared with the revenue for the sampling period:

Codes	Averages	Period
100	32.5	31.7
101	47.5	39.0
200	5.7	5.9
204	59.2	59.0
206	5.2	5.4
207	6.1	6.1
302	14.6	14.9
303	26.3	25.8
304	30.2	30.1
305	18.6	18.8
306	28.5	28.6
308	17.3	15.9
310	11.0	11.0
311	17.0	16.3
312	50.1	51.7
316	25.6	26.9
323	13.2	13.5
404	21.3	21.7
407	72.3	79.7
423	37.7	34.1
518	74.6	71.7
616	62.8	60.5

With the exception of codes 101 and 407, the results show an excellent level of concordance.

The average revenue can be envisaged as a good indicator of traffic structure. Thus, for LC/AO items, there are no strong indications of a lack of stability over time (the total numbers may vary, but the proportions and average weights are more or less invariable).

Our analyses in this chapter show that there is a considerable likelihood that regressive structures do not vary with time. Such stability is very important when it is intended to use our functional relationships in future applications of the equivalence principle. From the point of view of estimating proportions and average weights, it is very probably not strictly necessary to draw up complex sampling schemes covering the entire monthly movement over the period envisaged. Such comments obviously do not apply in the case of sudden rate changes which would lead to substantial alterations in the traffic structure. It is important to stress that any variation in the rate structure implies a modification of the functional relationships defined.

Chapter XII. Time aspect of the price systems used

There is an intrinsic time lay in two of the rate systems proposed which escape the direct control of Union decisions: these systems are "median charges for weight steps and median charges for special services" and "basic charges for weight steps and median charges for special services". In the former case, the problem is quite serious. It prevents the terminal dues rates from being set immediately after the basic charges have been approved by Congress, since the relevant calculations are wide-ranging. In the second system, adoption of the median for the special services as a *static* measure is fully justified because of the interval allowed in setting the rates of these services. This is a conservative approach which, within the framework of terminal dues, moves us away from the maximum limits, which usually are at such a level as not to be representative enough for general application.

It would be possible to make adjustments to update the median charges for the special services and, consequently, to update terminal dues rates immediately in relation to the variation in the range of special services charges.

In this context, "static measure" refers to an initial value to be adjusted on the basis of the adoption of new special charges by Congress.

Chapter XIII. Conclusions

In a context in which the decisions to be taken have a political component, as in the case of terminal dues, it becomes difficult to say which solution is best of the number which are presented. We obviously know which is the correct solution. Technically, the problem of terminal dues is bilateral and its solution must therefore be bilateral. The previous examples show that considerable distortions occur when we move away from this framework. However, very often, measurement problems prevent us from applying this rule strictly.

Throughout this paper, we have submitted several rates and suggestions for adjusting them in relation to inflation levels, in addition to interpretations for the exceptions. These variants are to the advantage of some countries, but not of others. From the practical and technical point of view, they are the best that it was possible to do. From the point of view of accuracy, they do not represent a definite trend in relation to bilateral rates. As a result, there is very little to add to what has already been presented and discussed. We submit our findings to the appreciation of postal administrations. A consensus will be required at three levels: rates system, exceptional procedure and criteria for calculation. However, it is obvious that the terminal dues rates can always be calculated without there being any need for additional subjective discussions, whatever choice is made among the range of possibilities (including the "status quo"). Once the criterion is established, the results will follow automatically.

In conclusion, we would draw attention to the fact that an immediate change in the approach to terminal dues is needed even if that involves increases which were not anticipated at the moment. These will certainly be diluted in future by probable negotiations and if the rate-fixing methods for the postal services are applied with care. As for postal statistics, despite some evidence of stability, the variables of interest should be re-assessed periodically in the same detailed way as in the present work. This could be done once between Congresses. As regards the liquidation accounts for terminal dues, as the accounts are settled once a year, the weights must be obtained once a year also.

Congress – Doc 10/Annex 3

Study on terminal dues

Supplementary study on the costs aspect

Report by the United States of America

I. Summary

1 Seventy-two replies were received to the questionnaire surveying the inward costs of handling international mail. Of these 72 replies, 43 were in sufficient detail to make possible at least a partial analysis of inward costs.

2 The basic analytical approach consists of ranking administrations' replies to each of the basic cost questions and relating these cost estimates to the characteristics of the administration as revealed by their answers to related questions. In the conclusion, reliance is placed upon the total weight of the evidence.

3 The conclusion is that the data, while not of the quality that would be produced by original cost-survey research, are eminently usable. The ranges of the data are inherently wide. These ranges of data must be analyzed in a manner that makes possible decision making for a universal postal system. The measure of central tendency employed is the median, which mitigates the effects of the extreme values (very high and very low numbers) and heterogeneity (unlike elements).

4 The results are these:

Type of Mail Piece	Median Cost (SDRs)
Foreign-origin, surface, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.110
Foreign-origin, surface, registered, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.425
Foreign-origin, surface, express, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.385
Foreign-origin, surface, printed papers (AO), in the weight step 101 to 250 grams	0.190
Foreign-origin, surface, reduced-rate, printed papers (AO), in the weight step 101 to 250 grams	0.190
Foreign-origin, surface, small packet (AO) item weighing 800 grams	0.560
Foreign-origin, surface, "M" bag (AO), weighing 10 kilograms	2.890

5 The median cost data, above, constitute a useful indication of the inward handling costs of the world's postal administrations.

II. Introduction

6 The Rio de Janeiro Congress, in resolution C 35, instructed the Executive Council:

a to continue the study of terminal dues, with special reference to the method of determining the volume of imbalance of exchanges and the presentation and settlement of the relevant account;

b to consider the possibility of proposing a rate formula for fixing the rate of terminal dues, taking into account all factors which are reflected in costs both for administrations of origin and administrations of destination;

c to seek ways of reflecting in the Acts the development of this rate during the period between Congresses and to make the necessary proposals to the next Congress.

7 As part of the Working Party's efforts to carry out this mandate from the Congress, the United States of America, at the third meeting of the Terminal Dues Working Party, 21 October 1981, suggested resuming the study by the previous Working Party as regards the cost aspect of inward mail handling (conveyance, sorting, delivery, etc), and was made responsible for this work. At the fourth meeting of the Working Party, 18 to 21 January 1982, the United States of America submitted a draft questionnaire designed to collect data on the different costing systems of the various postal administrations. The final version of this questionnaire was approved at the fifth meeting of the Terminal Dues Working Party, held during the May 1982 Executive Council session.

8 Distribution of the questionnaires to member countries was completed on or about 30 May 1982. Replies were due to be completed and returned to the International Bureau by 15 September 1982.

9 A draft report was submitted to the 7th meeting of the Working Party and Committee 5 at the 1983 EC in April–May of 1983. As a result of discussions in the Working Party and the Committee, it was the decision of the 1983 Executive Council to send a copy of the draft report to each of the responding administrations so that they would have an opportunity to check the data presented, particularly with respect to its timeliness, as of 30 September 1982, the time at which data submitted in national currencies were converted into SDR. Suggested revisions were to be returned to the International Bureau by 20 June 1983. A total of seven replies were received. The revisions were incorporated into this final report.

III. Response

10 In all, 72 administrations responded. Of the 72, six administrations provided little or no data of any type (eg, they failed to respond to basic questions on volumes and/or domestic postage rates). An additional 23 administrations failed to provide answers to either of two key questions (inward costs for a piece of first-weight-step, surface, LC mail and inward costs for a piece of surface AO in a much-used weight step – 101 to 250 grams). Thus, of the 166 members of the Universal Postal Union, 43 administrations offered replies that made possible at least a partial analysis of inward costs for mail pieces.

11 Attachments 1 to 8 tabulate the 72 replies. All monetary data have been converted into the International Monetary Fund's Special Drawing Rights (SDRs).

IV. Summary of replies

12 *Group I. General Questions*

13 *Question 1*

Does your administration maintain a costing system which measures the costs of individual mail classes; eg, international LC as distinct from international AO?

14 Most administrations do not maintain costing systems which measure the costs of individual classes of mail. Specifically, 25 administrations indicated they do maintain such systems and the remaining 47 indicated they do not or failed to answer.

15 *Question 2*
If your answer to question 1 is "yes," does your costing system track only those costs closely associated with a class of mail (eg, labor costs that vary as volume varies) or does it account for all postal costs (including fixed or overhead costs)? Please explain.

16 Of the administrations that maintain class-of-mail costing systems, most measure total costs, as distinct from volume-variable costs. Specifically, 19 administrations measure all costs and 8 measure only those costs that are closely associated with a class of mail. (Because of inconsistencies in replies, the number of responses to question 1 will not add to the number of responses to question 2.)

17 *Question 3*
What is the average annual wage, including fringe benefits (eg, retirement benefits, health-care benefits) stated in your own currency, for a postal clerk/carrier?

18 Sixty-one administrations indicated the average annual wage (including fringe benefits) of a postal clerk/carrier. The range of wages was enormous: From 233 SDRs (Liberia) to 25 179 SDRs (United States). Thus, the lowest wage is less than 1 percent of the highest wage. Nine administrations pay under 1000 SDRs per year; 31 administrations – by far the largest group – pay between 1000 and 5000 SDRs a year; 8 administrations pay between 5000 and 10 000 SDRs a year; 10 administrations pay between 10 000 and 20 000 SDRs a year; and 3 administrations pay a clerk/carrier more than 20 000 SDRs a year.

19 *Question 4*
What is the total number of items delivered by your administration in the most recent 12-month period for which you measured volumes (including both domestic and international mail)? For what year (or other 12-month period) was that?

20 Sixty-four administrations replied. The volumes carried (as measured by items) vary enormously: From Tuvalu which delivers 300 000 items annually to the United States which delivers over 110 000 000 000 items per year. All the data presented were of recent date, pertaining to a fiscal year or calendar year in the 1980–1982 time period.

21 *Question 5*
What is the total weight of mail delivered by your administration in the most recent 12-month period for which you measured weight (including both domestic and international mail)? This weight figure should relate to the piece figure used in answer to question 4. For which year (or other 12-month) period was that?

22 Thirty-eight administrations responded to this question. Here, too, the volumes carried (as measured by weight) vary enormously: From 25 000 kilos (Saint Lucia) to over 6 000 000 000 kilos (United States). Again, all the data presented were of recent date, pertaining to a fiscal year or calendar year in the 1980–1982 time period.

23 *Question 6*
For the same 12-month period used in answering question 4, what was the number of foreign-origin mail items delivered?

24 Fifty-six administrations responded to this question. The foreign-origin volumes (as measured by items) varied from 180 000 pieces (Tuvalu) to over 583 000 000 pieces (Great Britain).

25 *Question 7*
For the same 12-month period used in answering question 5, what was the weight of foreign-origin mail delivered?

26 Forty-two administrations responded to this question. The foreign-origin volumes (as measured by weight) varied from 17 000 kilos (Saint Lucia) to over 54 000 000 kilos (Canada).

27 *Question 8*
Labor costs represent what proportion of your total costs?

28 Forty-three administrations responded to this question. The labor-intensive nature of postal operations is apparent from the responses. Labor costs as a percentage of total costs range from 30 percent (Saint Lucia and Singapore) to 99 percent (Vanuatu). Five administrations indicated their labor costs are more than 80 percent of total costs; 29 administrations indicated labor costs are between 61 and 80 percent; 5 administrations indicated labor costs are 41 to 60 percent; and four administrations indicated labor costs are between 21 and 40 percent of total costs.

29 *Group II*
This group of four questions pertains to an item of foreign-origin, surface, letter mail (LC), in the first weight step; ie, weighing up to 20 grams.

30 *Question 9*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

31 Forty-three administrations responded to this key question. The indicated range of costs was enormous: from 0.02 SDR (Ghana and Vanuatu) to 4.17 SDRs (Zambia). Thus, the lowest cost was less than 1 percent of the highest cost. Even if one removes Zambia's costs from the range, the unit costs vary from 0.02 to 0.36 SDR – the low end of the range is about 5 percent of the figure at the high end of the range.

32 *Question 10*
Is the estimate used in answer to question 9 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

33 Forty-one administrations answered this question, with 27 indicating their cost estimate is a product of their costing system and 14 indicating it is not.

34 *Question 11*
If your answer to question 9 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

35 Thirty-one administrations responded to this question. Fully allocated costs is, by far, the preferred method: 26 administrations employ full costing and 5 administrations use volume-variable costs.

36 *Question 12*
What is the domestic postage (stated in your own currency) for an item of surface, letter mail (LC), in the first weight step; ie, weighing up to 20 grams?

37 Sixty-six administrations responded. The domestic postage rates ranged from 0.01 SDR (Kuwait) to 0.24 SDR (Australia and Sweden). Thus, the highest rate is 24 times the lowest rate. In 42 instances, administrations offered both the cost of handling the item (question 9) and the postage for the item (question 12). The cost/postage comparison is interesting: in 3 instances they are the same; in 20 instances the postage is more than the cost; and in 19 instances the postage is less than the indicated cost.

38. *Group III*
This group of four questions pertains to an item of foreign-origin, surface, registered, letter mail (LC), in the first weight step; ie, weighing up to 20 grams.

39 *Question 13*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

40 Forty-two administrations responded. They indicated per-item costs ranging from 0.03 SDR (Ghana and Niger) to 4.45 SDRs (Zambia). Thus, the lowest estimate is less than 1 percent of the highest estimate. Even if we eliminate the 4.45 figure from the comparison and take the next highest estimated cost (2.00 SDRs, Sweden), the low estimate is 1½ percent of the high estimate.

41 *Question 14*
Is the estimate used in answer to question 13 a product of your costing system? If your answer "no," is it based on: expert judgment? another method?

42 Thirty-eight administrations answered this question, with 25 indicating their cost estimate is a product of their costing system and 13 indicating it is not.

43 *Question 15*
If your answer to question 13 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

44 Thirty administrations responded to this question. Fully allocated costs is, by far, the preferred method: 26 administrations employ full costing and 4 administrations use volume-variable costs.

45 *Question 16*
What is the domestic postage (stated in your own currency) for an item of surface, registered, letter mail (LC), in the first weight step; ie, weighing up to 20 grams?

46 Sixty-six administrations responded. The domestic postage rates ranged from 0.04 SDR (Kuwait) to 3.26 SDRs (United States). Thus, the lowest rate is about 1 percent of the highest rate. In 41 instances, administrations offered both the cost of handling the item (question 13) and the postage for the item (question 16). The cost/postage comparison is interesting: in 20 instances the postage is more than the cost; in 17 instances the postage is less than the cost; and in 4 instances the cost and the postage are identical.

47 *Group IV*
This group of four questions pertains to an item of foreign-origin, surface, express, letter mail (LC), in the first weight step; ie, weighing up to 20 grams.

48 *Question 17*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

49 Thirty-four administrations responded. They indicated per-item costs ranging from 0.03 SDR (Ghana) to 3.63 SDRs (Netherlands). Thus, the lowest estimate is less than 1 percent of the highest estimate.

50 *Question 18*
Is the estimate used in answer to question 17 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

51 Thirty-five administrations answered this question, with 25 indicating their cost estimate is a product of their costing system and 10 indicating it is not.

52 *Question 19*
If your answer to question 17 represents the ouput of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

53 Twenty-five administrations responded to this question. Fully allocated costs is, by far, the preferred method: 22 administrations employ full costing and 3 administrations use volume-variable costs.

54 *Question 20*
What is the domestic postage (stated in your own currency) for an item of surface, express, letter mail (LC), in the first weight step; ie, weighing up to 20 grams?

55 Fifty-eight administrations responded. The domestic postage rates ranged from 0.05 SDR (Kuwait and Pakistan) to 2.59 SDRs (Great Britain). Thus, the lowest rate is about 2 percent of the highest rate. In 33 instances, administrations offered both the cost of handling (question 17) and the postage for the item (question 20). The cost/postage comparison is interesting: in 12 instances the postage is more than the cost; in 18 instances the postage is less than the cost; and in 3 instances the cost and the postage are identical.

56 *Group V*
This group of four questions pertains to an item of foreign-origin, surface, printed papers (AO), in the weight step of 101 to 250 grams.

57 *Question 21*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

58 Forty-two administrations responded. They indicated per-item costs ranging from 0.02 SDR (Ghana) to 4.17 SDRs (Zambia). Thus, the lowest estimate is less than 1 percent of the highest estimate. If we take the second-highest cost estimate (0.66 SDR, Indonesia), the low estimate is about 3 percent of the high estimate.

59 *Question 22*
Is the estimate used in answer to question 21 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

60 Forty administrations responded to this question, with 27 indicating their cost estimate is a product of their costing system and 13 indicating it is not.

61 *Question 23*
If your answer to question 21 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

62 Thirty administrations responded to this question. Fully allocated costs is, by far, the preferred method: 25 administrations employ full costing and 5 administrations use volume-variable costs.

63 *Question 24*
What is the domestic postage (stated in your own currency) for an item of surface, printed papers (AO), in the weight step 101 to 250 grams?

64 Sixty-six administrations responded. The domestic postage rates ranged from 0.01 SDR (Kuwait) to 0.82 SDR (Sweden). Thus, the lowest rate is about 1 percent of the highest rate. In 42 instances, administrations offered both the cost of handling (question 21) and the postage for the item (question 24). The cost/postage comparison is interesting: in 23 instances the postage is more than the cost; in 16 instances the postage is less than the cost; and in 3 instances the cost and the postage are identical.

65 *Group VI*
This group of four questions pertains to an item of foreign-origin, surface, reduced-rate, printed papers (AO), in the weight step 101 to 250 grams.

66 *Question 25*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

67 Thirty-four administrations responded. They indicated per-item costs ranging from 0.01 SDR (Ghana) to 0.66 SDR (Indonesia). Thus, the lowest estimate is between 1 and 2 percent of the highest estimate.

68 *Question 26*
Is the estimate used in answer to question 25 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

69 Thirty-three administrations responded to this question, with 23 administrations indicating their cost estimate is a product of their costing system and 10 indicating it is not.

70 *Question 27*
If your answer to question 25 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

71 Twenty-four administrations responded to this question. Fully allocated costs are, by far, the preferred method: 21 administrations employ full costing and 3 administrations use volume-variable costs.

72 *Question 28*
What is the domestic postage (stated in your own currency) for an item of surface, reduced-rate, printed papers (AO), in the weight step 101 to 250 grams?

73 Forty-four administrations responded. The domestic postage rates ranged from 0.01 SDR (Burma and Kuwait) to 0.85 SDR (Papua New Guinea). Thus, the lowest rate is about 1 percent of the highest rate. In 23 instances, administrations offered both the cost of handling (question 25) and the postage for the item (question 28). The cost/postage comparison is interesting: in 15 instances the postage is less than the cost; in 6 instances the postage is more than the cost; and in 2 instances the cost and the postage are identical.

74 *Group VII*
This group of four questions pertains to an item of foreign-origin, surface mail, a small packet (AO), weighing 800 grams.

75 *Question 29*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

76 Forty-one administrations responded. They indicated per-item costs ranging from 0.03 SDR (Ghana) to 4.91 SDRs (Zambia). Thus, the lowest estimate is less than 1 percent of the highest estimate. If we take the second-highest cost estimate (1.98, Indonesia), the low estimate is between 1 and 2 percent of the high estimate.

77 *Question 30*
Is the estimate used in question 29 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

78 Forty administrations responded to this question, with 27 administrations indicating their cost estimate is a product of their costing system and 13 indicating it is not.

79 *Question 31*
If your answer to question 29 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

80 Thirty administrations responded to this question. Fully allocated costs is, by far, the preferred method: 23 administrations employ full costing and 7 administrations use volume-variable costs.

81 *Question 32*
What is the domestic postage (stated in your own currency) for a surface-mail small packet (AO), weighing 800 grams?

82 Fifty-six administrations responded. The domestic postage rates ranged from 0.03 SDR (Burma and Kuwait) to 2.61 SDRs (Australia). Thus, the lowest rate is about 1 percent of the highest rate. In 34 instances, administrations offered both the cost of handling (question 29) and the postage for the item (question 32). The cost/postage comparison is interesting: in 14 instances the postage is less than the cost; in 16 instances the postage is more than the cost; and in 4 instances the cost and the postage are identical.

83 *Group VIII*
This group of four questions pertains to a foreign-origin, surface-mail, "M" bag (AO), weighing 10 kg.

84 *Question 33*
What do you estimate to be the average unit cost (stated in your own currency) of processing, transporting, and delivering the item described above; ie, costs your administration incurs in handling from your exchange office (receipt at port, airport, or border) to indicated recipient in your country?

85 Twenty-six administrations responded. They indicated per-item costs ranging from 0.04 SDR (Gabon) to 6.28 SDRs (Indonesia). Thus, the lowest estimate is less than 1 percent of the highest estimate.

86 *Question 34*
Is the estimate used in answer to question 33 a product of your costing system? If your answer is "no," is it based on: expert judgment? another method?

87 Twenty-seven administrations responded to this question, with 16 administrations indicating their cost estimate is a product of their costing system and 11 indicating it is not.

88 *Question 35*
If your answer to question 33 represents the output of your costing system, please state whether the system covers only volume-variable costs or fixed costs as well.

89 Sixteen administrations responded to this question. Fully allocated costs is, by far, the preferred method: 12 administrations employ full costing and 4 administrations use volume-variable costs.

90 *Question 36*
If your administration has, in its domestic service, the equivalent of an "M" bag, please state the domestic postage rate (stated in your own currency) for such a bag weighing 10 kg.

91 Eighteen administrations responded. The domestic postage rates ranged from 1.27 SDRs (Portugal) to 6.53 SDRs (Niger and Senegal). Thus, the lowest rate is about 19 percent of the highest rate. In 9 instances, administrations offered both the cost of handling (question 33) and the postage for the item (question 36). The cost/postage comparison is interesting: in 1 instance the postage is less than the cost; in 6 instances the postage is more than the cost; and in 2 instances the cost and the postage are identical.

V Reliability of the data

92 The questionnaire is in eight parts. Part I contains background questions. Answers to these background questions assist the analyst to place in perspective the answers to the following seven parts whose questions pertain more directly to costs. Each of the seven cost-oriented sections focuses on a type of mail. Sections II, III, and IV pertain to LC (a first-weight step, surface, piece of letter mail; a registered piece; and an express piece of LC). Sections V, VI, VII, and VIII pertain to AO (a piece of regular-rate printed matter; a piece of reduced-rate printed matter; a small packet; and an "M" bag).

93 The basic analytical approach has been to rank administrations' replies to each of the seven basic cost questions – from the lowest to the highest – and relate these cost estimates to the characteristics of the administration as revealed by their answers to related questions. (See Attachments 2 to 8.) To facilitate visual inspection, the data are broken into quartiles (in those instances in which the number of replying administrations is divisible by four) or groupings roughly approximating quartiles (in all other cases). To avoid great repetition, discussion focuses on the two key classes: the basic piece of LC mail (regular letter mail, question 9) and the basic piece of AO mail (regular-rate, question 21). The two analyses which follow – in themselves, repetitious – represent all seven cases.

94 *Costs for a piece of basic LC mail (surface letter mail in the first weight step): Question 9.*
At the outset, it is important to note that unit cost estimates were received from 43 administrations, of the 166 members of the UPU. Those not reporting their unit costs include major administrations: eg, the USA and the USSR. In addition – referring to Attachment 2 – we note that:

95 – There is an enormous range in reported costs. The range is from 0.02 SDR to 4.17 SDRs – the low estimate is less than 1 percent of the high estimate. (See answers to question 9.)

96 – Of the 43 administrations responding to question 9, only half have costing systems: 22 of the 43, to be exact. Moreover, of the 43, 14 administrations, for one reason or another, do not report consistently on the existence of a costing system: in the 14 instances, replies to question 1 (on the existence of a class-of-mail costing system) are not consistent with replies to question 10a (as to costing system for the particular piece of mail being discussed in question 9).

97 – There is no clear relationship between the level of costs and the nature of the costing system. Both volume-variable and fully allocated costing systems are to be found in all quartiles. Since volume-variable costing systems reflect only a portion of total costs, one might expect that the lower cost estimates would be associated with this type of costing system. (See answers to question 2.)

98 – There is no clear relationship between the level of costs and the level of salaries though, in line with expectations, salaries are the predominant cost for most reporting administrations. (See answers to question 8 in Attachment 1.) High- and low-salary administrations are to be found in all quartiles. (See answers to question 3.)

99 – There is no clear relationship between costs and the size of an administration, as measured by the total number of pieces delivered in a year. Large- and small-volume administrations are to be found in all quartiles. Moreover, there is no clear relationship between costs and the volume of foreign mail that is delivered by an administration. And there is no clear relationship between costs and imported mail as a percentage of total deliveries. (See high and low numbers in answers to questions 4a, 6, and 6 as a percentage of 4a, in each quartile.)

100 – There is no clear relationship between estimated costs and postage charges. In the 42 instances in which administrations offered both the cost of handling the item (question 9) and the postage for the same item (question 12), there were 20 cases of postage being higher than costs, 19 cases in which postage was less than costs, and 3 cases in which costs and postage were the same. Nor was there a clearly apparent relationship between the cost coverage and the type of costing method employed. (See answers to questions 2 and "postage rate higher/lower than cost".)

101 *Costs for piece of basic AO mail (surface printed papers in the weight step 101 to 250 grams): Question 21.* Again, it is important to note that unit cost estimates were received from 42 administrations, of the 166 members of the UPU. Those not reporting their unit costs include such major administrations as the USA and the USSR. In addition – referring to Attachment 5 – we note that:

102 – There is an enormous range in reported costs. The range is from 0.02 SDR to 4.17 SDRs – the low estimate is less than 1 percent of the high estimate. (See answers to question 21.)

103 – Of the 42 administrations responding to question 21, only half have costing systems: 21 of the 42, to be exact. Moreover, of the 42, 13 administrations, for one reason or another, do not report consistently on the existence of a costing system: in the 13 instances, replies to question 1 (on the existence of a class-of-mail costing system) are not consistent with replies to question 22a (as to a costing system for the particular piece of mail being discussed in question 21).

104 – There appears to be no relationship between the level of costs and the nature of the costing system. Both volume-variable and fully allocated costing systems are to be found in three of the four quartiles. Since volume-variable costing systems reflect only a portion of total costs, one might expect that the lower-cost estimates would be associated with this type of costing. (See answers to question 2.)

105 – There is no clear relationship between the level of costs and the level of salaries though, in line with expectations, salaries are the predominant cost for most reporting administrations. (See answers to question 8 in Attachment 1.) High- and low-salary administrations are to be found in all quartiles. (See answers to question 3.)

106 – There is no clear relationship between costs and the size of an administration, as measured by the total number of pieces delivered in a year. Large- and small-volume administrations are to be found in all quartiles. Moreover, there is no apparent relationship between costs and the volume of foreign mail that is delivered by an administration. And there is no apparent relationship between costs and imported mail as a percentage of total deliveries. (See high and low numbers in answer to questions 4a, 6, and 6 as a percentage of 4a, in each quartile.)

107 – There is no clear relationship between estimated costs and postage charges. In the 42 instances in which administrations offered both the cost of handling the item (question 21) and the postage for the same item (question 24), there were 23 cases of postage being higher than cost, 16 cases of postage being lower than costs, and 3 cases in which costs and postage were the same. Nor was there an apparent relationship between the cost coverage and the type pf costing method employed. (See answers to question 2 and "postage rate higher/lower than cost.")

108 *Conclusion*
In the discussions above, we have made six analyses for each of the two key types of mail surveyed. In the conclusion, reliance is placed not upon any one such analysis – though the first analysis, pertaining to the range of cost estimates, is paramount – but rather upon the total weight of the evidence.

109 The conclusion, clearly, is that the data are not of the caliber that would be produced by original cost-survey research. Yet, they serve a very useful purpose: they establish cost ranges and central tendencies; moreover, they indicate the enormous diversity of our universal postal system. Indeed, all previous efforts to study the costs of our worldwide system also have shown a great range of estimates. The reasons for these variations are many and help to explain the consistency with which diversity is reported. The reasons include:

110 – Different costing methodologies, including variations within such systems as fully allocated costs and volume-variable costs.

111 – Widely varying wage levels.

112 – Fundamental differences in the economies served (eg, more or less industrialized and more or less urbanized societies). These varying economic structures, in turn, affect the aggregate mail volumes generated and the geographical concentration of these volumes. And all these factors affect: the feasibility of mechanization; the efficient utilization of manpower; and the degree of premailing preparation which may be undertaken by mailers.

113 – Variations in the minimum level of service which may be established, regardless of volumes.

114 – Differences in the mandates under which postal administrations operate (eg, promote social objectives such as the creation of employment, or function as a purely economic enterprise). These different mandates affect both the costs incurred and the closely related matter of pricing.

115 – The distortions that result from converting national currencies into the common denominator of SDRs.

116 – Mail mixes that vary as to: classification, shape, weight, use of post codes, readability of addresses, etc.

117 The task of the analyst becomes one of dealing with the wide variations in costs which result from all the enumerated (and many not enumerated) factors. He must devise a tool for summarization which makes possible overall – indeed, universal – conclusions. It is fortunate that the survey data display enough central tendency to make possible summarization through a widely accepted statistical technique.

VI. Search for best estimates

118 In the previous section, we concluded that the data are of lesser quality than would be produced by original cost-survey research. Yet, they are eminently usable data. Statisticians have developed techniques for dealing with data characterized by extreme values (very high and very low numbers) and heterogeneity (unlike elements). These, certainly, are the problems presented by our cost data.

119 *Measures of central tendency*
The most common measure of central tendency is the arithmetic mean. This is normally referred to as "the average" and is obtained by adding the values of the items and dividing by the number of items. Since all items are used in its computation, it reflects extreme values. Use of the median avoids this problem because extreme values are not reflected. The median may be defined as that value which divides a distribution so that an equal number of items are to be found on either side of it.

120 *Survey results: median values*
In seven of the nine analytical tables appended (attachments 2 to 8), median values may either be read directly or interpolated. The results are as follows:

121

Type of Mail Piece	Median Cost (SDRs)
Foreign-origin, surface, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.110
Foreign-origin, surface, registered, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.425
Foreign-origin, surface, express, letter mail (LC), in the first weight step; ie, weighing up to 20 grams	0.385
Foreign-origin, surface, printed papers (AO), in the weight step 101 to 250 grams	0.190
Foreign-origin, surface, reduced-rate, printed papers (AO), in the weight step 101 to 250 grams	0.190
Foreign-origin, surface, small packet (AO) item weighing 800 grams	0.560
Foreign-origin, surface, "M" bag (AO), weighing 10 kilograms	2.890

122. *Conclusion*
This study was designed to draw some general conclusions as to the level of inward costs incurred by the world's postal administrations in handling international mails. The median cost data, above, offer a useful indication of those costs.

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Results of inward-cost survey

COUNTRY	1 COST SYS	2 TYPE SYS	3 WAGE (SDRs)	4a TOT VOL (000 ITEMS)	4b YEAR	5a TOT KG (000)	5b YEAR	6 INT'L VOL (000 ITEMS)	7 INT'L KG (000)	8 LABOR COST (%)
ALGERIA	NO	NR	4281	284622	CY1980	5147	CY1980	40000	UE	72
ARGENTINA	YES	ALL	4249	635000	CY1981	84000	CY1981	50800	6700	75
AUSTRALIA	YES	ALL	14524	2740000	FY1981	95000	FY1981	159000	12000	78
AUSTRIA	NO	NR	6866	2143553	CY1981	92000	CY1981	242800	10000	87
BAHAMAS	NO	NR	5642	23791	CY1981	185	CY1981	18701	145	69
BELGIUM	YES	ALL	13516	3017030	CY1981	170989	CY1981	217399	5617	83
BOTSWANA	NO	NR	1126	3500	CY1981	NR	NR	NR	NR	56
BRAZIL	NO	NR	3250	3942306	CY1981	217253	CY1981	UE	6157	69
BURMA	NO	NR	302	92879	FY1981	1000	FY1981	14900	280	80
CANADA	NO	NR	19482	6515389	FY1981	435490	FY1981	520144	54450	77
CYPRUS	UE	UE	UE	UE	UE	UE	UE	UE	UE	UE
DENMARK	YES	VOL VAR	13266	1930000	CY1981	NR	NR	67500	NR	63
ECUADOR	NO	NR	NR	20410	CY1981	519	CY1981	9862	399	NR
EGYPT	NO	NR	1019	242370	FY1981	NR	NR	95325	NR	UE
EQ. GUINEA	NO	NR	644	UE	NR	UE	CY1981	UE	UE	UE
FIJI	NO	NR	3256	27324	CY1981	UE	NR	12282	UE	65
FRANCE	YES	ALL	8925	13280000	CY1980	846500	CY1980	UE	21963	78
GABON	NO	NR	2613	7000	CY1982	140	CY1982	4000	100	UE
GERMANY, FR	YES	ALL	15457	11762961	CY1980	691296	CY1980	535153	23151	74
GHANA	YES	ALL	1695	105000	FY1981	3000	FY1981	48000	1400	35
GREAT BRITAIN	YES	ALL	11667	9974060	FY1981	UE	NR	583660	23980	70
GREECE	YES	ALL	6517	367108	CY1981	UE	NR	47791	UE	76
HUNGARY	NO	NR	1337	700000	CY1981	UE	NR	44000	975	58
INDIA	NO	NR	1514	10367000	FY1982	12900	FY1982	435000	7100	UE
INDONESIA	NO	NR	1502	263494	CY1981	25858	CY1981	28943	2097	61
ISRAEL	YES	ALL	4339	388000	FY1981	UE	NR	57000	UE	65
ITALY	NO	NR	9126	6381247	CY1981	328315	CY1981	453272	23321	80
JAPAN	YES	ALL	14820	14956000	FY1981	UE	NR	117757	13420	79
JORDAN	NO	NR	3224	25400	CY1981	1020	CY1981	19000	760	NR
KENYA	YES	ALL	2008	158713	CY1981	UE	UE	29555	UE	63
KOREA	YES	ALL	NR	1100000	CY1981	NR	NR	31000	1800	69
KUWAIT	NO	NR	624	67000	CY1982	1340	CY1982	61000	723	UE
LIBERIA	YES	VOL VAR	233	9259	CY1981	UE	UE	UE	UE	UE
LUXEMBOURG	NO	NR	NR	NR	NR	NR	NR	NR	NR	NR
MADAGASCAR	NO	NR	1122	33181	CY1981	1902	CY1981	3957	935	80
MALAYSIA	YES	VOL VAR	2593	719871	CY1981	14397	CY1981	78473	1708	43
MOROCCO	NO	NR	1791	136817	CY1981	UE	CY1981	63615	1321	NR
NETHERLANDS	YES	ALL	14629	4400000	CY1981	270000	CY1981	206000	13000	70
NIGER	NO	NR	UE	NR	NR	NR	NR	NR	NR	UE
NIGERIA	NO	NR	2257	943813	CY1981	UE	UE	187855	UE	UE
NORWAY	YES	ALL	14071	1032516	CY1981	UE	NR	50670	5379	74
OMAN	NR	NR	NR	11485	CY1981	428	CY1981	10518	402	NR
PAKISTAN	NO	VOL VAR	574	626885	FY1981	UE	FY1981	102837	UE	63
PAPUA NEW GUINEA	NO	NR	4789	17130	CY1981	UE	NR	NR	NR	NR
PERU	NO	ALL	2148	68041	CY1981	NR	NR	NR	NR	NR
PORTUGAL	NO	NR	3192	603888	CY1980	26382	CY1980	41514	4168	72
SAINT LUCIA	NO	NR	2418	1013	CY1981	25	CY1981	598	17	30
SAUDI ARABIA	NO	NR	7183	117000	CY1980	3768	CY1980	NR	1625	NR
SENEGAL	NO	NR	1568	UE	FY1981	NR	NR	UE	NR	NR
SIERRA LEONE	NO	NR	604	UE	NR	UE	NR	UE	UE	80
SINGAPORE	NO	NR	5077	205377	CY1981	UE	NR	49305	UE	30
SOMALIA	NO	NR	430	4320	CY1981	6380	CY1981	2850	4650	60
SOUTH AFRICA	YES	ALL	8168	1855848	FY1981	UE	NR	125153	6061	70
SPAIN	YES	ALL	6343	3948554	CY1981	110000	CY1981	270698	7500	83
SRI LANKA	NO	NR	621	534687	CY1981	96847	CY1981	23741	747	37
SUDAN	YES	VOL VAR	1963	22490	FY1981	670	FY1981	12016	435	UE
SWEDEN	NO	NR	23512	2909000	FY1981	187933	FY1981	99000	7773	78
SWITZERLAND	YES	ALL	23231	3558500	CY1981	212619	CY1981	168600	9658	73
SYRIA	NO	NR	2281	40000	CY1981	NR	NR	15000	NR	NR
TANZANIA	YES	ALL	1045	115358	CY1981	UE	UE	43049	549	UE
THAILAND	NO	NR	UE	309008	FY1981	17026	FY1981	23106	596	70
TRINIDAD & TOB.	NO	NR	NR	28800	CY1981	UE	CY1981	10348	UE	UE
TUVALU	YES	VOL VAR	13385	300	CY1981	109	CY1981	180	NR	UE
USSR	UE	UE	UE	UE	UE	UE	UE	UE	UE	UE
UNITED STATES	YES	VOL VAR	25179	110130000	FY1981	6143182	FY1981	UE	UE	84
UPPER VOLTA	NR	NR	NR	NR	NR	NR	NR	NR	NR	NR
VANUATU	NO	NR	2733	1580	CY1980	52	CY1980	1220	46	99
YEMEN AR	NO	NR	1270	16095	CY1981	61	CY1981	9961	169	UE
YEMEN PDR	NO	NR	1620	12534	CY1981	160	CY1981	8921	UE	NR
YUGOSLAVIA	NO	NR	3532	909911	CY1981	NR	NR	80902	NR	45
ZAIRE	YES	VOL VAR	567	28081	CY1980	UE	NR	9136	UE	UE
ZAMBIA	NO	NR	NR	51556	FY1981	UE	NR	13220	UE	NR
TOTAL			358920							2923
ARITHMETIC MEAN			5884							68

LC 20 gr item

COUNTRY	9 COST (SDRs)	10a COST SYS	10b EXP JMT	10c OTHER TYPE	11 TYPE COST	12 POSTAGE (SDRs)
ALGERIA	UE	NR	NR	NR	NR	.12
ARGENTINA	.13	YES	NR	NR	ALL	.10
AUSTRALIA	.15	YES	NR	NR	ALL	.24
AUSTRIA	.16	NO	YES	NO	NR	.21
BAHAMAS	.06	YES	NR	NR	ALL	.05
BELGIUM	.13	YES	NR	NR	ALL	.19
BOTSWANA	NR	NR	NR	NR	NR	.06
BRAZIL	UE	NR	NR	NR	NR	.14
BURMA	NR	NR	NR	NR	NR	.02
CANADA	.17	YES	NR	NR	ALL	.13
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	.09	YES	NR	NR	VOL VAR	.21
ECUADOR	NR	NR	YES	NR	NR	.05
EGYPT	.07	YES	NR	NR	UE	.04
EQ. GUINEA	UE	NR	NR	NR	NR	.06
FIJI	UE	NR	NR	NR	NR	.06
FRANCE	.12	YES	NR	NR	ALL	.19
GABON	.08	NO	NO	YES	ALL	.20
GERMANY, FR	.25	YES	NR	NR	ALL	.22
GHANA	.02	NO	YES	NR	NR	.13
GREAT BRITAIN	.09	YES	NR	NR	ALL	.22
GREECE	.10	YES	NR	NR	ALL	.16
HUNGARY	UE	NR	NR	NR	NR	.05
INDIA	.05	NR	YES	NR	ALL	.07
INDONESIA	.13	YES	NR	NR	ALL	.14
ISRAEL	.04	YES	NR	NR	ALL	.05
ITALY	.27	YES	NR	NR	ALL	.20
JAPAN	UE	NR	NR	NR	NR	.21
JORDAN	.11	NO	NO	YES	NR	.10
KENYA	.13	YES	NR	NR	ALL	.06
KOREA	.06	NO	NR	YES	ALL	.08
KUWAIT	UE	NO	NO	UE	UE	.01
LIBERIA	.06	YES	NR	NR	ALL	.06
LUXEMBOURG	UE	NR	NR	NR	NR	.15
MADAGASCAR	UE	NR	NR	NR	NR	.07
MALAYSIA	.04	YES	NR	NR	VOL VAR	.06
MOROCCO	UE	NR	NR	NR	NR	.09
NETHERLANDS	.18	YES	NR	NR	ALL	.22
NIGER	.03	NO	NR	NR	NR	NR
NIGERIA	.27	NR	NR	NR	NR	.14
NORWAY	.16	YES	NR	NR	ALL	.20
OMAN	NR	NR	NR	NR	NR	.11
PAKISTAN	.06	NR	YES	NR	NR	.03
PAPUA NEW GUINEA	NR	NR	NR	NR	NR	.12
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.11
SAINT LUCIA	.36	NO	NO	YES	UE	.03
SAUDI ARABIA	UE	NO	NR	NR	NR	.04
SENEGAL	UE	NR	NR	NR	NR	.20
SIERRA LEONE	.07	NO	YES	NR	NR	.04
SINGAPORE	UE	NR	NR	NR	UE	.04
SOMALIA	.12	YES	NR	NO	VOL VAR	.06
SOUTH AFRICA	.08	YES	NR	NR	ALL	.06
SPAIN	.09	NR	NR	NR	ALL	.11
SRI LANKA	.15	NO	YES	NR	NR	.02
SUDAN	.17	YES	NR	NR	VOL VAR	.10
SWEDEN	.18	YES	NR	NR	ALL	.24
SWITZERLAND	.14	YES	NR	NR	ALL	.17
TANZANIA	.05	YES	NR	NR	ALL	.05
SYRIA	NR	NR	NR	NR	NR	.12
THAILAND	.10	NO	NR	YES	NR	.05
TRINIDAD & TOB.	UE	NR	NR	NR	UE	UE
TUVALU	UE	NR	NR	NR	NR	.18
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	.19
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATU	.02	NO	NR	YES	NR	.14
YEMEN AR	UE	NR	NR	NR	NR	.15
YEMEN PDR	NR	NR	NR	NR	NR	.13
YUGOSLAVIA	.11	YES	NR	NR	ALL	.07
ZAIRE	.16	YES	NR	NR	ALL	.16
ZAMBIA	4.17	NO	NR	YES	VOL VAR	.08
TOTAL	9.18					7.56
ARITHMETIC MEAN	.21					.11

Registered LC 20 gr item

COUNTRY	13 COST (SDRs)	14a COST SYS	14b EXP JMT	14c OTHER TYPE	15 TYPE COST	16 POSTAGE (SDRs)
ALGERIA	UE	NR	NR	NR	NR	.71
ARGENTINA	.23	YES	NR	NR	ALL	.48
AUSTRALIA	1.90	YES	NR	NR	ALL	2.89
AUSTRIA	.70	NO	YES	NO	NR	.73
BAHAMAS	.13	YES	NR	NR	ALL	.26
BELGIUM	1.04	YES	NR	NR	ALL	1.33
BOTSWANA	NR	NR	NR	NR	NR	.31
BRAZIL	UE	NR	NR	NR	NR	1.04
BURMA	NR	NR	NR	NR	NR	.06
CANADA	1.85	YES	NR	NR	ALL	1.26
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	UE	NR	NR	NR	NR	1.26
ECUADOR	NR	NR	YES	NR	NR	.14
EGYPT	.08	YES	NR	NR	UE	.07
EQ. GUINEA	UE	NR	NR	NR	NR	.12
FIJI	UE	NR	NR	NR	NR	.54
FRANCE	1.40	YES	NR	NR	ALL	1.21
GABON	.16	NO	NO	YES	ALL	1.11
GERMANY, FR	1.44	YES	NR	NR	ALL	.77
GHANA	.03	NO	YES	NR	NR	.42
GREAT BRITAIN	1.34	YES	NR	NR	NR	1.80
GREECE	.47	YES	NR	NR	ALL	.39
HUNGARY	UE	NR	NR	NR	NR	.15
INDIA	.35	NR	YES	NR	ALL	.33
INDONESIA	.46	YES	NR	NR	ALL	.49
ISRAEL	.16	YES	NR	NR	ALL	.25
ITALY	.68	YES	NR	NR	ALL	.46
JAPAN	UE	NR	NR	NR	NR	1.42
JORDAN	.41	NO	NO	YES	NR	.41
KENYA	.44	YES	NR	NR	ALL	.27
KOREA	.63	NO	NR	YES	ALL	.33
KUWAIT	UE	NO	NO	NR	NR	.04
LIBERIA	.06	NR	YES	NR	ALL	.06
LUXEMBOURG	UE	NR	NR	NR	NR	.82
MADAGASCAR	UE	NR	NR	NR	NR	.48
MALAYSIA	.07	YES	NR	NR	VOL VAR	.29
MOROCCO	UE	NR	NR	NR	NR	.45
NETHERLANDS	1.40	YES	NR	NR	ALL	1.86
NIGER	.03	NR	YES	NR	NR	.69
NIGERIA	.82	NR	NR	NR	NR	.68
NORWAY	1.46	YES	NR	NR	ALL	1.01
OMAN	NR	NR	NR	NR	NR	.52
PAKISTAN	.21	NR	YES	NR	NR	.15
PAPUA NEW GUINEA	NR	NR	NR	NR	NR	.85
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.42
SAINT LUCIA	.52	NO	NO	YES	UE	.21
SAUDI ARABIA	UE	NO	NR	NR	NR	.12
SENEGAL	UE	NR	NR	NR	NR	.78
SIERRA LEONE	.09	NO	YES	NR	NR	.30
SINGAPORE	UE	NR	NR	NR	UE	.30
SOMALIA	.30	YES	NO	NO	VOL VAR	.30
SOUTH AFRICA	.26	YES	NR	NR	ALL	.39
SPAIN	.14	NR	NR	NR	ALL	.28
SRI LANKA	.20	NO	YES	NR	NR	.11
SUDAN	.25	YES	NR	NR	VOL VAR	.41
SWEDEN	2.00	YES	NR	NR	ALL	1.43
SWITZERLAND	.87	YES	NR	NR	ALL	.47
SYRIA	NR	NR	NR	NR	NR	.36
TANZANIA	.44	YES	NR	NR	ALL	.29
THAILAND	.11	NO	NR	YES	NR	.13
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR
TUVALU	UE	NO	NR	NR	ALL	.62
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	3.26
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATU	.31	NO	NR	YES	NR	.85
YEMEN AR	UE	NR	NR	NR	NR	.46
YEMEN PDR	NR	NR	NR	NR	NR	.67
YUGOSLAVIA	.11	YES	NR	NR	ALL	.15
ZAIRE	.63	YES	NR	NR	ALL	.63
ZAMBIA	4.45	NR	NR	YES	VOL VAR	NR
TOTAL	28.63					41.85
ARITHMETIC MEAN	.68					.63

Express LC 20 gr item

COUNTRY	17 COST (SDRs)	18a COST SYS	18b EXP JMT	18c OTHER TYPE	19 TYPE COST	20 POSTAGE (SDRs)
ALGERIA	UE	NR	NR	NR	NR	.91
ARGENTINA	.20	YES	NR	NR	ALL	.48
AUSTRALIA	2.14	YES	NR	NR	ALL	2.23
AUSTRIA	1.34	NO	YES	NO	NR	1.26
BAHAMAS	.11	YES	NR	NR	ALL	.26
BELGIUM	1.48	YES	NR	NR	ALL	1.62
BOTSWANA	NR	NR	NR	NR	NR	.48
BRAZIL	UE	NR	NR	NR	NR	2.00
BURMA	NR	NR	NR	NR	NR	UE
CANADA	1.43	YES	NR	NR	ALL	.88
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	UE	YES	NR	NR	UE	1.47
ECUADOR	NR	NR	YES	NR	NR	.29
EGYPT	.11	YES	NR	NR	UE	.09
EQ. GUINEA	UE	NR	NR	NR	NR	.06
FIJI	UE	NR	NR	NR	NR	.54
FRANCE	2.37	YES	NR	NR	ALL	1.58
GABON	UE	NR	NR	NR	NR	UE
GERMANY, FR	2.77	YES	NR	NR	ALL	1.14
GHANA	.03	NO	YES	NR	NR	.38
GREAT BRITAIN	UE	NR	NR	NR	NR	2.59
GREECE	.39	YES	NR	NR	ALL	.55
HUNGARY	UE	NR	NR	NR	NR	.24
INDIA	NR	NR	NR	NR	NR	NR
INDONESIA	.46	YES	NR	NR	ALL	UE
ISRAEL	.69	YES	NR	NR	ALL	.57
ITALY	.71	YES	NR	NR	ALL	.52
JAPAN	UE	NR	NR	NR	NR	.90
JORDAN	.52	NO	NO	YES	NR	.46
KENYA	.36	YES	NR	NR	ALL	.39
KOREA	.38	NO	NR	YES	ALL	.25
KUWAIT	NR	NO	NR	NR	UE	.05
LIBERIA	.06	YES	NO	NO	ALL	.06
LUXEMBOURG	UE	NR	NR	NR	NR	.72
MADAGASCAR	UE	NR	NR	NR	NR	NR
MALAYSIA	.10	YES	NR	NR	VOL VAR	.65
MOROCCO	UE	NR	NR	NR	NR	.63
NETHERLANDS	3.63	YES	NR	NR	ALL	1.86
NIGER	UE	NR	NR	NR	NR	UE
NIGERIA	UE	NR	NR	NR	NR	1.22
NORWAY	UE	NR	NR	NR	NR	1.21
OMAN	NR	NR	NR	NR	NR	NR
PAKISTAN	.07	NR	YES	NR	NR	.05
PAPUA NEW GUINEA	NR	NR	NR	NR	NR	.12
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.74
SAINT LUCIA	.38	NO	YES	NR	UE	.08
SAUDI ARABIA	UE	NO	NR	NR	NR	.16
SENEGAL	UE	NR	NR	NR	NR	1.24
SIERRA LEONE	.09	NO	YES	NR	NR	.47
SINGAPORE	UE	NR	NR	NR	UE	1.27
SOMALIA	.30	YES	NO	NO	VOL VAR	.30
SOUTH AFRICA	.89	YES	NR	NR	ALL	.88
SPAIN	.24	NR	NR	NR	ALL	.44
SRI LANKA	.29	NO	YES	NR	NR	.20
SUDAN	.32	YES	NR	NR	VOL VAR	.26
SWEDEN	3.47	YES	NR	NR	ALL	1.73
SWITZERLAND	1.94	YES	NR	NR	ALL	1.46
SYRIA	NR	NR	NR	NR	NR	.59
TANZANIA	.39	YES	NR	NR	ALL	.34
THAILAND	UE	NR	NR	NR	NR	.13
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR
TUVALU	UE	NR	NO	NR	NR	UE
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	2.14
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATU	.09	NO	NR	YES	NR	.85
YEMEN AR	UE	NR	NR	NR	NR	.56
YEMEN PDR	NR	NR	NR	NR	NR	.81
YUGOSLAVIA	.11	YES	NR	NR	ALL	.15
ZAIRE	.47	YES	NR	NR	ALL	.47
ZAMBIA	NR	NR	NR	YES	NR	NR
TOTAL	28.33					43.98
ARITHMETIC MEAN	.83					.77

AO printed papers, 101–250 gr

COUNTRY	21 COST (SDRs)	22a COST SYS	22b EXP JMT	22c OTHER TYPE	23 TYPE COST	24 POSTAGE (SDRs)
ALGERIA	UE	NR	NR	NR	NR	.38
ARGENTINA	.21	YES	NR	NR	ALL	.14
AUSTRALIA	.35	YES	NR	NR	ALL	.58
AUSTRIA	.28	NO	YES	NO	NR	.34
BAHAMAS	.06	YES	NR	NR	ALL	.11
BELGIUM	.17	YES	NR	NR	ALL	.27
BOTSWANA	NR	NR	NR	NR	NR	.14
BRAZIL	UE	NR	NR	NR	NR	.15
BURMA	NR	NR	NR	NR	NR	.48
CANADA	.26	YES	NR	NR	ALL	.29
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	.09	YES	NR	NR	VOL VAR	.37
ECUADOR	NR	NR	YES	NR	NR	.46
EGYPT	.05	YES	NR	NR	UE	.04
EQ. GUINEA	UE	NR	NR	NR	NR	.05
FIJI	UE	NR	NR	NR	NR	.12
FRANCE	.22	YES	NR	NR	ALL	.37
GABON	.08	NO	NO	YES	ALL	.39
GERMANY, FR	.38	YES	NR	NR	ALL	.37
GHANA	.02	NO	YES	NR	NR	.27
GREAT BRITAIN	.17	YES	NR	NR	ALL	.51
GREECE	.10	YES	NR	NR	ALL	.22
HUNGARY	UE	NR	NR	NR	NR	.05
INDIA	.07	NR	YES	NR	ALL	.14
INDONESIA	.66	YES	NR	NR	ALL	.17
ISRAEL	.07	YES	NR	NR	ALL	.19
ITALY	.24	YES	NR	NR	ALL	.16
JAPAN	UE	NR	NR	NR	NR	.19
JORDAN	.18	NO	NO	YES	NR	.15
KENYA	.30	YES	NR	NR	ALL	.14
KOREA	NR	NR	NR	NR	NR	NR
KUWAIT	UE	NO	NR	NR	NR	.01
LIBERIA	.11	YES	NO	NO	ALL	.11
LUXEMBOURG	UE	NR	NR	NR	NR	.23
MADAGASCAR	UE	NR	NR	NR	NR	.24
MALAYSIA	.07	YES	NR	NR	VOL VAR	.08
MOROCCO	UE	NR	NR	NR	NR	.11
NETHERLANDS	.47	YES	NR	NR	ALL	.71
NIGER	.20	NO	NR	NR	NR	.21
NIGERIA	.54	NR	NR	NR	NR	.34
NORWAY	.19	YES	NR	NR	ALL	.34
OMAN	NR	NR	NR	NR	NR	.15
PAKISTAN	.06	NR	YES	NR	NR	.03
PAPUA-NEW GUINEA	NR	NR	NR	NR	NR	.12
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.03
SAINT LUCIA	.24	NO	YES	NR	NR	.03
SAUDI ARABIA	UE	NO	NR	NR	NR	.08
SENEGAL	UE	NR	NR	NR	NR	.33
SIERRA LEONE	.06	NO	YES	NR	NR	.18
SINGAPORE	UE	NR	NR	NR	UE	.08
SOMALIA	.36	YES	NR	NO	VOL VAR	.36
SOUTH AFRICA	.10	YES	NR	NR	ALL	.12
SPAIN	.08	NR	NR	NR	ALL	.34
SRI LANKA	.29	NO	YES	NR	NR	.04
SUDAN	.47	YES	NR	NR	VOL VAR	.39
SWEDEN	.24	YES	NR	NR	ALL	.82
SWITZERLAND	.11	YES	NR	NR	ALL	.15
SYRIA	NR	NR	NR	NR	NR	.24
TANZANIA	.19	YES	NR	NR	ALL	.15
THAILAND	.15	NO	NR	YES	NR	.05
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR
TUVALU	UE	NR	YES	NR	NR	.13
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	.75
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATU	.19	NO	NR	YES	NR	.24
YEMEN AR	UE	NR	NR	NR	NR	.15
YEMEN PDR	NR	NR	NR	NR	NR	.30
YUGOSLAVIA	.04	YES	NR	NR	ALL	.03
ZAIRE	.39	YES	NR	NR	ALL	.39
ZAMBIA	4.17	NO	YES	YES	VOL VAR	.24
TOTAL	12.68					15.54
ARITHMETIC MEAN	.30					.24

AO reduced-rate printed papers, 101–250 gr

COUNTRY	25 COST (SDRs)	26a COST SYS	26b EXP JMT	26c OTHER TYPE	27 TYPE COST	28 POSTAGE (SDRs)
ALGERIA	UE	NR	NR	NR	NR	.34
ARGENTINA	.21	YES	NR	NR	ALL	.10
AUSTRALIA	.35	YES	NR	NR	ALL	.14
AUSTRIA	.28	NO	YES	NO	NR	.34
BAHAMAS	.06	YES	NR	NR	ALL	NR
BELGIUM	.17	YES	NR	NR	ALL	.08
BOTSWANA	NR	NR	NR	NR	NR	NR
BRAZIL	UE	NR	NR	NR	NR	.10
BURMA	NR	NR	NR	NR	NR	.01
CANADA	.25	YES	NR	NR	ALL	.20
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	.09	YES	NR	NR	NR	UE
ECUADOR	NR	NR	YES	NR	NR	.19
EGYPT	.05	YES	NR	NR	UE	.04
EQ. GUINEA	UE	NR	NR	NR	NR	NR
FIJI	UE	NR	NR	NR	NR	UE
FRANCE	.22	YES	NR	NR	ALL	.19
GABON	.08	NO	NO	YES	ALL	.34
GERMANY, FR	.38	YES	NR	NR	ALL	.18
GHANA	.01	NO	YES	NR	NR	.20
GREAT BRITAIN	.17	YES	NR	NR	ALL	.51
GREECE	UE	NR	NR	NR	NR	.19
HUNGARY	UE	NR	NR	NR	NR	.05
INDIA	.06	NR	YES	NR	ALL	.04
INDONESIA	.66	YES	NR	NR	ALL	.09
ISRAEL	.07	YES	NR	NR	ALL	.17
ITALY	NR	NR	NR	NR	NR	NR
JAPAN	UE	NR	NR	NR	NR	.12
JORDAN	.18	NO	NO	YES	NR	.08
KENYA	.30	YES	NR	NR	ALL	.14
KOREA	NR	NR	NR	NR	NR	NR
KUWAIT	UE	NO	YES	NR	NR	.01
LIBERIA	.11	YES	NR	NO	ALL	.11
LUXEMBOURG	UE	NR	NR	NR	NR	.11
MADAGASCAR	UE	NR	NR	NR	NR	.19
MALAYSIA	UE	NR	NR	NR	NR	UE
MOROCCO	UE	NR	NR	NR	NR	.11
NETHERLANDS	.47	YES	NR	NR	ALL	UE
NIGER	.20	NO	NR	NR	NR	.08
NIGERIA	.54	NR	NR	NR	NR	UE
NORWAY	.14	YES	NR	NR	ALL	UE
OMAN	NR	NR	NR	NR	NR	.11
PAKISTAN	UE	NR	NR	NR	NR	NR
PAPUA-NEW GUINEA	NR	NR	NR	NR	NR	.85
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.11
SAINT LUCIA	.17	NR	NO	YES	NR	NR
SAUDI ARABIA	UE	NO	NR	NR	NR	.07
SENEGAL	UE	NR	NR	NR	NR	.21
SIERRA LEONE	NR	NO	YES	NR	NR	.18
SINGAPORE	UE	NR	NR	NR	UE	.06
SOMALIA	.49	YES	NR	NO	VOL VAR	NR
SOUTH AFRICA	.10	YES	NR	NR	ALL	.12
SPAIN	UE	NR	NR	NR	NR	.25
SRI LANKA	.29	NO	YES	NR	NR	NR
SUDAN	.47	YES	NR	NR	VOL VAR	.39
SWEDEN	.24	YES	NR	NR	ALL	.16
SWITZERLAND	.11	YES	NR	NR	ALL	UE
SYRIA	NR	NR	NR	NR	NR	.12
TANZANIA	UE	NR	NR	NR	NR	UE
THAILAND	NR	NR	NR	NR	NR	NR
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR
TUVALU	.40	NR	NR	NR	VOL VAR	UE
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	.16
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATA	.10	NO	NR	NR	NR	UE
YEMEN AR	UE	NR	NR	NR	NR	NR
YEMEN PDR	NR	NR	NR	NR	NR	UE
YUGOSLAVIA	.04	YES	NR	NR	ALL	.02
ZAIRE	.39	YES	NR	NR	ALL	.39
ZAMBIA	NR	NR	NR	NR	NR	NR
TOTAL	7.85					7.65
ARITHMETIC MEAN	.23					.17

AO small packet, 800 gr

COUNTRY	29 COST (SDRs)	30a COST SYS	30b EXP JMT	30c OTHER TYPE	31 TYPE COST	32 POSTAGE (SDRs)
ALGERIA	NR	NR	NR	NR	NR	.69
ARGENTINA	.35	YES	NR	NR	ALL	.46
AUSTRALIA	.89	YES	NR	NR	ALL	2.61
AUSTRIA	1.24	NO	YES	NO	NR	.73
BAHAMAS	.11	YES	NR	NR	ALL	NR
BELGIUM	.56	YES	NR	NR	ALL	UE
BOTSWANA	NR	NR	NR	NR	NR	.42
BRAZIL	UE	NR	NR	NR	NR	1.62
BURMA	NR	NR	NR	NR	NR	.03
CANADA	.75	YES	NR	NR	ALL	.83
CYPRUS	UE	UE	UE	UE	UE	UE
DENMARK	.12	YES	NR	NR	VOL VAR	.95
ECUADOR	NR	NR	YES	NR	NR	.55
EGYPT	.36	YES	NR	NR	UE	.16
EQ. GUINEA	UE	NR	NR	NR	NR	.49
FIJI	NR	NR	NR	NR	NR	.33
FRANCE	1.00	YES	NR	NR	ALL	1.27
GABON	.08	NO	NO	YES	ALL	1.31
GERMANY, FR	1.78	YES	NR	NR	ALL	.85
GHANA	.03	NO	YES	NR	NR	.80
GREAT BRITAIN	.46	YES	NR	NR	ALL	1.89
GREECE	.11	YES	NR	NR	ALL	.90
HUNGARY	UE	NR	NR	NR	NR	UE
INDIA	NR	NR	NR	NR	NR	NR
INDONESIA	1.98	YES	NR	NR	ALL	.70
ISRAEL	.10	YES	NR	NR	ALL	UE
ITALY	.43	YES	NR	NR	ALL	1.31
JAPAN	UE	NR	NR	NR	NR	UE
JORDAN	.52	NO	NO	YES	NR	.52
KENYA	.36	YES	NR	NR	ALL	.28
KOREA	NR	NR	NR	NR	NR	NR
KUWAIT	UE	NO	YES	NR	NR	.03
LIBERIA	.33	YES	NO	NO	ALL	.33
LUXEMBOURG	UE	NR	NR	NR	NR	.53
MADAGASCAR	UE	NR	NR	NR	NR	.79
MALAYSIA	.05	NR	NR	NR	VOL VAR	.35
MOROCCO	UE	NR	NR	NR	NR	.63
NETHERLANDS	1.35	YES	NR	NR	ALL	1.69
NIGER	1.05	NO	NR	NR	NR	.98
NIGERIA	1.56	NR	NR	NR	NR	UE
NORWAY	1.41	YES	NR	NR	ALL	1.21
OMAN	NR	NR	NR	NR	NR	.97
PAKISTAN	.15	NR	YES	NR	NR	.13
PAPUA NEW GUINEA	NR	NR	NR	NR	NR	.48
PERU	NR	NR	NR	NR	NR	NR
PORTUGAL	UE	NR	NR	NR	NR	.74
SAINT LUCIA	.69	NO	YES	NR	NR	.16
SAUDI ARABIA	UE	NO	NR	NR	NR	.43
SENEGAL	UE	NR	NR	NR	NR	1.42
SIERRA LEONE	.11	NO	YES	NR	NR	1.24
SINGAPORE	UE	NR	NR	NR	UE	.38
SOMALIA	.91	YES	NR	NO	VOL VAR	.91
SOUTH AFRICA	.26	YES	NR	NR	ALL	UE
SPAIN	UE	NR	NR	NR	NR	1.44
SRI LANKA	.87	NO	YES	NR	NR	UE
SUDAN	1.51	YES	NR	NR	VOL VAR	1.17
SWEDEN	1.07	YES	NR	NR	ALL	1.63
SWITZERLAND	.88	YES	NR	NR	ALL	.43
SYRIA	NR	NR	NR	NR	NR	.71
TANZANIA	.79	YES	NR	NR	ALL	.29
THAILAND	.13	NO	NR	YES	NR	.27
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR
TUVALU	1.33	YES	NR	NR	VOL VAR	.44
USSR	UE	UE	UE	UE	UE	UE
UNITED STATES	UE	NR	NR	NR	NR	1.25
UPPER VOLTA	NR	NR	NR	NR	NR	NR
VANUATU	.19	NO	NR	NR	VOL VAR	.75
YEMEN AR	UE	NR	NR	NR	NR	.51
YEMEN PDR	NR	NR	NR	NR	NR	.85
YUGOSLAVIA	.28	YES	NR	NR	ALL	.13
ZAIRE	.63	YES	NR	NR	ALL	.63
ZAMBIA	4.91	NO	NR	YES	VOL VAR	UE
TOTAL	31.69					43.60
ARITHMETIC MEAN	.77					.78

M bag, 10 kg

COUNTRY	33 COST (SDRs)	34a COST SYS	34b EXP JMT	34c OTHER TYPE	35 TYPE COST	36 POSTAGE (SDRs)	CURRENCY PER SDR	
ALGERIA	UE	NR	NR	NR	NR	5.93	5.0454	DINARS
ARGENTINA	1.81	YES	NR	NR	ALL	2.78	41794.5000	PESOS
AUSTRALIA	3.10	YES	NR	NR	ALL	4.25	1.1296	DOLLARS
AUSTRIA	3.77	NO	YES	NO	NR	UE	19.0760	SCHILLINGS
BAHAMAS	.11	YES	NR	NR	ALL	NR	1.0723	DOLLARS
BELGIUM	UE	NR	NR	NR	NR	UE	52.6300	FRANCS
BOTSWANA	NR	NR	NR	NR	NR	NR	1.1933	PULAS
BRAZIL	UE	NR	NR	NR	NR	3.33	222.2210	CRUZEIROS
BURMA	NR	NR	NR	NR	NR	NR	8.5085	KYATS
CANADA	4.41	YES	NR	NR	ALL	UE	1.3257	DOLLARS
CYPRUS	UE	UE	UE	UE	UE	UE	.5344	POUNDS
DENMARK	1.05	YES	NR	NR	NR	UE	9.4983	KRONER
ECUADOR	NR	NR	YES	NR	NR	NR	35.5480	SUCRES
EGYPT	2.67	YES	NR	NR	UE	2.67	.7506	POUNDS
EQ. GUINEA	UE	NR	NR	NR	NR	NR	244.6630	EKWELE
FIJI	UE	NR	NR	NR	NR	NR	1.0311	DOLLARS
FRANCE	2.95	YES	NR	NR	ALL	4.81	7.6544	FRANCS
GABON	.04	NO	NO	YES	ALL	UE	382.7200	FRANCS
GERMANY, FR	5.46	YES	NR	NR	ALL	UE	2.7104	MARKS
GHANA	.34	NO	YES	NR	NR	UE	2.9490	CEDI
GREAT BRITAIN	4.21	YES	NR	NR	ALL	UE	.6335	POUNDS
GREECE	UE	NR	NR	NR	NR	UE	77.0260	DRACHMAS
HUNGARY	UE	NR	NR	NR	NR	UE	41.3590	FORINTS
INDIA	NR	NR	NR	NR	NR	NR	10.3710	RUPEES
INDONESIA	6.28	YES	NR	NR	VOL VAR	2.78	719.0000	RUPIAHS
ISRAEL	UE	NR	NR	NR	NR	UE	31.1620	SHEKELS
ITALY	NR	NR	NR	NR	NR	NR	1525.4000	LIRE
JAPAN	UE	NR	NR	NR	NR	UE	289.0000	YEN
JORDAN	5.16	NO	NO	YES	NR	UE	.3877	DINARS
KENYA	4.90	YES	NR	NR	ALL	UE	11.9500	SHILLINGS
KOREA	NR	NR	NR	NR	NR	NR	796.6400	WON
KUWAIT	NR	NO	NO	UE	NR	UE	3.2055	DINARS
LIBERIA	4.66	YES	NR	NO	ALL	4.66	1.0723	DOLLARS
LUXEMBOURG	UE	NR	NR	NR	NR	2.58	52.6300	FRANCS
MADAGASCAR	UE	NR	NR	NR	NR	5.08	413.6600	FRANCS
MALAYSIA	UE	NR	NR	NR	NR	1.96	2.5500	RINGGIT
MOROCCO	UE	NR	NR	NR	NR	NR	6.6999	DIRHAMS
NETHERLANDS	4.05	YES	NR	NR	ALL	UE	2.9639	GUILDERS
NIGER	3.57	NO	NR	NR	NR	6.53	382.7200	FRANCS
NIGERIA	UE	NR	NR	NR	NR	UE	.7354	NAIRA
NORWAY	UE	NR	NR	NR	NR	NR	7.4624	KRONER
OMAN	NR	NR	NR	NR	NR	NR	.3684	RIALS
PAKISTAN	UE	NR	NR	NR	NR	UE	13.3270	RUPEES
PAPUA-NEW GUINEA	NR	NR	NR	NR	NR	NR	0.8284	KINA
PERU	NR	NR	NR	NR	NR	NR	849.0700	SOLS
PORTUGAL	UE	NR	NR	NR	NR	1.27	94.6320	ESCUDOS
SAINT LUCIA	.69	NO	YES	NR	NR	NR	2.8953	DOLLARS
SAUDIA ARABIA	UE	NO	NR	NR	NR	NR	3.6835	RIYALS
SENEGAL	UE	NR	NR	NR	NR	6.53	382.7200	FRANCS
SIERRA LEONE	.06	NO	YES	NR	NR	NR	1.3669	LEONE
SINGAPORE	UE	NR	NR	NR	UE	3.82	2.3536	DOLLARS
SOMALIA	1.21	YES	NO	NO	VOL VAR	UE	16.5000	SHILLINGS
SOUTH AFRICA	1.78	NR	YES	NR	NR	1.94	1.2373	RAND
SPAIN	UE	NR	NR	NR	NR	NR	122.3310	PESETAS
SRI LANKA	4.67	NO	YES	NR	NR	UE	22.4660	RUPEES
SUDAN	1.64	YES	NR	NR	VOL VAR	UE	.9661	POUNDS
SWEDEN	UE	NR	NR	NR	NR	UE	6.7456	KRONER
SWITZERLAND	1.88	NO	NR	YES	NR	2.37	2.3245	FRANCS
SYRIA	NR	NR	NR	NR	NR	4.99	4.2089	POUNDS
TANZANIA	UE	NR	NR	NR	NR	UE	10.3300	SHILLINGS
THAILAND	NR	NR	NR	NR	NR	NR	24.6640	BAHT
TRINIDAD & TOB.	NR	NR	NR	NR	NR	NR	2.5736	DOLLARS
TUVALU	UE	NR	YES	NR	VOL VAR	UE	1.1296	DOLLARS
USSR	UE	UE	UE	UE	UE	UE		RUBLES
UNITED STATES	UE	NR	NR	NR	NR	UE	1.0723	DOLLARS
UPPER VOLTA	NR	NR	NR	NR	NR	NR	382.7200	FRANCS
VANUATU	UE	NR	NR	NR	NR	NR	106.2000	VATU
YEMEN AR	UE	NR	NR	NR	NR	NR	4.8926	RIALS
YEMEN PDR	NR	NR	NR	NR	NR	UE	0.3704	DINARS
YUGOSLAVIA	2.83	YES	NR	NR	ALL	NR	56.0630	DINARS
ZAIRE	UE	NR	NR	NR	UE	UE	6.3459	ZAIRE
ZAMBIA	UE	NR	NR	NR	UE	UE	1.0243	KWACHA
TOTAL	73.30					68.28		
ARITHMETIC MEAN	2.82					3.79		

Technical notes

1 All monetary responses have been converted to the Special Drawing Rights (SDRs) of the International Monetary Fund. The exchange rates employed are those of 30 september 1982, as published in the November 1982 edition of the International Monetary Fund's *International Financial Statistics*. The relationships of the currency sub-units to the main units (eg, 1000 fils to the Jordanian dinar) were ascertained through inquiries to the information sections of the appropriate embassies in Washington, D.C. The conversion rates employed are shown in the final column of Annex 2.

2 All weight and volume responses are shown in thousands (000) of kilograms or items, respectively.

3 Questionnaire items with several parts are shown as a-b-c, as in question 10.

4 Where two or more possible answers are shown for the same question (eg, separate annual salaries for clerks and for carriers, in question 3) the average of the several answers is used.

5 UE is used to indicate that a respondent was unable to offer a reply; NR indicates that no response or an unusable response was offered.

6 CY is used to indicate a calendar year; FY is used to indicate a fiscal year.

Congress – Doc 10/Annex 3/Attachment 2

Answers to question 9 and related data LC: up to 20 grams

COUNTRY	QUESTION 9 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 10a COSTING SYSTEM FOR Q. 9	QUESTION 12 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.02	YES	ALL	1695	105000	48000	46	NO	.13	+
VANUATU	.02	NO	NR	2733	1580	1220	77	NO	.14	+
NIGER	.03	NO	NR	UE	NR	NR		NO	NR	
ISRAEL	.04	YES	ALL	4339	388000	57000	15	YES	.05	+
MALAYSIA	.04	YES	V-V	2593	719871	78473	11	YES	.06	+
INDIA	.05	NO	NR	1514	10367000	435000	4	NR	.07	+
TANZANIA	.05	YES	ALL	1045	115358	43049	37	YES	.05	ID
BAHAMAS	.06	NO	NR	5642	23791	18701	79	YES	.05	-
KOREA	.06	YES	ALL	NR	1100000	31000	3	NO	.08	+
LIBERIA	.06	YES	V-V	233	9259	UE		YES	.06	ID
PAKISTAN	.06	NO	V-V	574	626885	102837	16	NR	.03	-
EGYPT	.07	NO	NR	1019	242370	95325	39	YES	.04	-
SIERRA LEONE	.07	NO	NR	604	UE	UE		NO	.04	-
GABON	.08	NO	NR	2613	7000	4000	57	NO	.20	+
SOUTH AFRICA	.08	YES	ALL	8168	1855848	125153	7	YES	.06	-
DENMARK	.09	YES	V-V	13266	1930000	67500	3	YES	.21	+
GREAT BRITAIN	.09	YES	ALL	11667	9974060	583660	6	YES	.22	+
SPAIN	.09	YES	ALL	6343	3948554	270698	7	NR	.11	+
GREECE	.10	YES	ALL	6517	367108	47791	13	YES	.16	+
THAILAND	.10	NO	NR	UE	309008	23106	8	NO	.05	-
JORDAN	.11	NO	NR	3224	25400	19000	75	NO	.10	-
YUGOSLAVIA	.11	NO	NR	3532	909911	80902	9	YES	.07	-
FRANCE	.12	YES	ALL	8925	13280000	UE		YES	.19	+
SOMALIA	.12	NO	NR	430	4320	2850	66	YES	.06	-
ARGENTINA	.13	YES	ALL	4249	635000	50800	8	YES	.10	-
BELGIUM	.13	YES	ALL	13516	3017030	217399	7	YES	.19	+
INDONESIA	.13	NO	NR	1502	263494	28943	11	YES	.14	+
KENYA	.13	YES	ALL	2008	158713	29555	19	YES	.06	-
SWITZERLAND	.14	YES	ALL	23231	3558500	168600	5	YES	.17	+
AUSTRALIA	.15	YES	ALL	14524	2740000	159000	6	YES	.24	+
SRI LANKA	.15	NO	NR	621	534687	23741	4	NO	.02	-
AUSTRIA	.16	NO	NR	6866	2143553	242800	11	NO	.21	+
NORWAY	.16	YES	ALL	14071	1032516	50670	5	YES	.20	+
ZAIRE	.16	YES	V-V	567	28081	9136	33	YES	.16	ID
CANADA	.17	NO	NR	19482	6515389	520144	8	YES	.13	-
SUDAN	.17	YES	V-V	1963	22490	12016	53	YES	.10	-
NETHERLANDS	.18	YES	ALL	14629	4400000	206000	5	YES	.22	+
SWEDEN	.18	NO	NR	23512	2909000	99000	3	YES	.24	+
GERMANY, F. R.	.25	YES	ALL	15457	11762961	535153	5	YES	.22	-
ITALY	.27	NO	NR	9126	6381247	453272	7	YES	.20	-
NIGERIA	.27	NO	NR	2257	943813	187855	20	NR	.14	-
SAINT LUCIA	.36	NO	NR	2418	1013	598	59	NO	.03	-
ZAMBIA	4.17	NO	NR	NR	51556	13220	26	NO	.08	-

KEY

ALL - Fully Allocated Costs
ID - Identical
NR - No Response
SDRs - Special Drawing Rights
UE - Unable to Estimate
V-V - Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 3

Answers to question 13 and related data LC: up to 20 grams, registered

COUNTRY	QUESTION 13 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 14a COSTING SYSTEM FOR Q. 13	QUESTION 16 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.03	YES	ALL	1695	105000	48000	46	NO	.42	+
NIGER	.03	NO	NR	UE	NR	NR		NR	.69	+
LIBERIA	.06	YES	V-V	233	9259	UE		NR	.06	ID
MALAYSIA	.07	YES	V-V	2593	719871	78473	11	YES	.29	+
EGYPT	.08	NO	NR	1019	242370	95325	39	YES	.07	–
SIERRA LEONE	.09	NO	NR	604	UE	UE		NO	.30	+
THAILAND	.11	NO	NR	UE	309008	23106	7	NO	.13	+
YUGOSLAVIA	.11	NO	NR	3532	909911	80902	9	YES	.15	+
BAHAMAS	.13	NO	NR	5642	23791	18701	79	YES	.26	+
SPAIN	.14	YES	ALL	6343	3948554	270698	7	NR	.28	+
GABON	.16	NO	NR	2613	7000	4000	57	NO	1.11	+
ISRAEL	.16	YES	ALL	4339	388000	57000	15	YES	.25	+
SRI LANKA	.20	NO	NR	621	534687	23741	4	NO	.11	–
PAKISTAN	.21	NO	V-V	574	626885	102837	16	NR	.15	–
ARGENTINA	.23	YES	ALL	4249	635000	50800	8	YES	.48	+
SUDAN	.25	YES	V-V	1963	22490	12016	53	YES	.41	+
SOUTH AFRICA	.26	YES	ALL	8168	1855848	125153	7	YES	.39	+
SOMALIA	.30	NO	NR	430	4320	2850	66	YES	.30	ID
VANUATU	.31	NO	NR	2733	1580	1220	77	NO	.85	+
INDIA	.35	NO	NR	1514	10367000	435000	4	NR	.33	–
JORDAN	.41	NO	NR	3224	25400	19000	75	NO	.41	ID
KENYA	.44	YES	ALL	2008	158713	29555	19	YES	.27	–
TANZANIA	.44	YES	ALL	1045	115358	43049	37	YES	.29	–
INDONESIA	.46	NO	NR	1502	263494	28943	11	YES	.49	+
GREECE	.47	YES	ALL	6517	367108	47791	13	YES	.39	–
SAINT LUCIA	.52	NO	NR	2418	1013	598	59	NO	.21	–
KOREA	.63	YES	ALL	NR	1100000	31000	3	NO	.33	–
ZAIRE	.63	YES	V-V	567	28081	9136	33	YES	.63	ID
ITALY	.68	NO	NR	9126	6381247	453272	7	YES	.46	–
AUSTRIA	.70	NO	NR	6866	2143553	242800	11	NO	.73	+
NIGERIA	.82	NO	NR	2257	943813	187855	20	NR	.68	–
SWITZERLAND	.87	YES	ALL	23231	3558500	168600	5	YES	.47	–
BELGIUM	1.04	YES	ALL	13516	3017030	217399	7	YES	1.33	+
GREAT BRITAIN	1.34	YES	ALL	11667	9974060	583660	6	YES	1.80	+
FRANCE	1.40	YES	ALL	8925	13280000	UE		YES	1.21	–
NETHERLANDS	1.40	YES	ALL	14629	4400000	206000	5	YES	1.86	+
GERMANY, F. R.	1.44	YES	ALL	15457	11762961	535153	5	YES	.77	–
NORWAY	1.46	YES	ALL	14071	1032516	50670	5	YES	1.01	–
CANADA	1.85	NO	NR	19482	6515389	520144	8	YES	1.26	–
AUSTRALIA	1.90	YES	ALL	14524	2740000	159000	6	YES	2.89	+
SWEDEN	2.00	NO	NR	23512	2909000	99000	3	YES	1.43	–
ZAMBIA	4.45	NO	NR	NR	51556	13220	26	NR	NR	

KEY

ALL – Fully Allocated Costs
ID – Identical
NR – No Response
SDRs – Special Drawing Rights
UE – Unable to Estimate
V-V – Volume-Variable Costs

Congress — Doc 10/Annex 3/Attachment 4

Answers to question 17 and related data LC: up to 20 grams, express

COUNTRY	QUESTION 17 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 18a COSTING SYSTEM FOR Q. 17	QUESTION 20 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.03	YES	ALL	1695	105000	48000	46	NO	.38	+
LIBERIA	.06	YES	V-V	233	9259	UE		YES	.06	ID
PAKISTAN	.07	NO	V-V	574	626885	102837	16	NR	.05	-
SIERRA LEONE	.09	NO	NR	604	UE	UE		NO	.47	+
VANUATU	.09	NO	NR	2733	1580	1220	77	NO	.85	+
MALAYSIA	.10	YES	V-V	2593	719871	78473	11	YES	.65	+
BAHAMAS	.11	NO	NR	5642	23791	18701	79	YES	.26	+
EGYPT	.11	NO	NR	1019	242370	95325	39	YES	.09	-
YUGOSLAVIA	.11	NO	NR	3532	909911	80902	9	YES	.15	+
ARGENTINA	.20	YES	ALL	4249	635000	50800	8	YES	.48	+
SPAIN	.24	YES	ALL	6343	3948554	270968	7	NR	.44	+
SRI LANKA	.29	NO	NR	621	534687	23741	4	NO	.20	-
SOMALIA	.30	NO	NR	430	4320	2850	66	YES	.30	ID
SUDAN	.32	YES	V-V	1963	22490	12016	53	YES	.26	-
KENYA	.36	YES	ALL	2008	158713	29555	19	YES	.39	+
KOREA	.38	YES	ALL	NR	1100000	31000	3	NO	.25	-
SAINT LUCIA	.38	NO	NR	2418	1013	598	59	NO	.08	-
GREECE	.39	YES	ALL	6517	367108	47791	13	YES	.55	+
TANZANIA	.39	YES	ALL	1045	115358	43049	37	YES	.34	-
INDONESIA	.46	NO	NR	1502	263494	28943	11	YES	UE	
ZAIRE	.47	YES	V-V	567	28081	9136	33	YES	.47	ID
JORDAN	.52	NO	NR	3224	25400	19000	75	NO	.46	-
ISRAEL	.69	YES	ALL	4339	388000	57000	15	YES	.57	-
ITALY	.71	NO	NR	9126	6381247	453272	7	YES	.52	-
SOUTH AFRICA	.89	YES	ALL	8168	1855848	125153	7	YES	.88	-
AUSTRIA	1.34	NO	NR	6866	2143553	242800	11	NO	1.26	-
CANADA	1.43	NO	NR	19482	6515389	520144	8	YES	.88	-
BELGIUM	1.48	YES	ALL	13516	3017030	217399	7	YES	1.62	+
SWITZERLAND	1.94	YES	ALL	23231	3558500	168600	5	YES	1.46	-
AUSTRALIA	2.14	YES	ALL	14524	2740000	159000	6	YES	2.23	+
FRANCE	2.37	YES	ALL	8925	13280000	UE		YES	1.58	-
GERMANY, F. R.	2.77	YES	ALL	15457	11762961	535153	5	YES	1.14	-
SWEDEN	3.47	NO	NR	23512	2909000	99000	3	YES	1.73	-
NETHERLANDS	3.63	YES	ALL	14629	4400000	206000	5	YES	1.86	-

KEY

ALL - Fully Allocated Costs
ID - Identical
NR - No Response
SDRs - Special Drawing Rights
UE - Unable to Estimate
V-V - Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 5

Answers to question 21 and related data AO: 101 to 250 grams

COUNTRY	QUESTION 21 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 22a COSTING SYSTEM FOR Q. 21	QUESTION 24 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.02	YES	ALL	1695	105000	48000	46	NO	.27	+
YUGOSLAVIA	.04	NO	NR	3532	909911	80902	9	YES	.03	-
EGYPT	.05	NO	NR	1019	242370	95325	39	YES	.04	-
BAHAMAS	.06	NO	NR	5642	23791	18701	79	YES	.11	+
PAKISTAN	.06	NO	V-V	574	626885	102837	16	NR	.03	-
SIERRA LEONE	.06	NO	NR	604	UE	UE		NO	.18	+
INDIA	.07	NO	NR	1514	10367000	435000	4	NR	.14	+
ISRAEL	.07	YES	ALL	4339	388000	57000	15	YES	.19	+
MALAYSIA	.07	YES	V-V	2593	719871	78473	11	YES	.08	+
GABON	.08	NO	NR	2613	7000	4000	57	NO	.39	+
SPAIN	.08	YES	ALL	6343	3948554	270698	7	NR	.34	+
DENMARK	.09	YES	V-V	13266	1930000	67500	3	YES	.37	+
GREECE	.10	YES	ALL	6517	367108	47791	13	YES	.22	+
SOUTH AFRICA	.10	YES	ALL	8168	1855848	125153	7	YES	.12	+
LIBERIA	.11	YES	V-V	233	9259	UE		YES	.11	ID
SWITZERLAND	.11	YES	ALL	23231	3558500	168600	5	YES	.15	+
THAILAND	.15	NO	NR	UE	309008	23106	7	NO	.05	-
BELGIUM	.17	YES	ALL	13516	3017030	217399	7	YES	.27	+
GREAT BRITAIN	.17	YES	ALL	11667	9974060	583660	6	YES	.51	+
JORDAN	.18	NO	NR	3224	25400	19000	75	NO	.15	-
NORWAY	.19	YES	ALL	14071	1032516	50670	5	YES	.34	+
TANZANIA	.19	YES	ALL	1045	115358	43049	37	YES	.15	-
VANUATU	.19	NO	NR	2733	1580	1220	77	NO	.24	+
NIGER	.20	NO	NR	UE	NR	NR		NO	.21	+
ARGENTINA	.21	YES	ALL	4249	635000	50800	8	YES	.14	-
FRANCE	.22	YES	ALL	8925	13280000	UE		YES	.37	+
ITALY	.24	NO	NR	9126	6381247	453272	7	YES	.16	-
SAINT LUCIA	.24	NO	NR	2418	1013	598	59	NO	.03	-
SWEDEN	.24	NO	NR	23512	2909000	99000	3	YES	.82	+
CANADA	.26	NO	NR	19482	6515389	520144	8	YES	.29	+
AUSTRIA	.28	NO	NR	6866	2143553	242800	11	NO	.34	+
SRI LANKA	.29	NO	NR	621	534687	23741	4	NO	.04	-
KENYA	.30	YES	ALL	2008	158713	29555	19	YES	.14	-
AUSTRALIA	.35	YES	ALL	14524	2740000	159000	6	YES	.58	+
SOMALIA	.36	NO	NR	430	4320	2850	66	YES	.36	ID
GERMANY, F. R.	.38	YES	ALL	15457	11762961	535153	5	YES	.37	-
ZAIRE	.39	YES	V-V	567	28081	9136	33	YES	.39	ID
NETHERLANDS	.47	YES	ALL	14629	4400000	206000	5	YES	.71	+
SUDAN	.47	YES	V-V	1963	22490	12016	53	YES	.39	-
NIGERIA	.54	NO	NR	2257	943813	187855	20	NR	.34	-
INDONESIA	.66	NO	NR	1502	263494	28943	11	YES	.17	-
ZAMBIA	4.17	NO	NR	NR	51556	13220	26	NO	.24	-

KEY

ALL - Fully Allocated Costs
ID - Identical
NR - No Response
SDRs - Special Drawing Rights
UE - Unable to Estimate
V-V - Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 6

Answers to question 25 and related data reduced-rate AO: 101 to 250 grams

COUNTRY	QUESTION 25 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 26a COSTING SYSTEM FOR Q. 25	QUESTION 28 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.01	YES	ALL	1695	105000	48000	46	NO	.20	+
YUGOSLAVIA	.04	NO	NR	3532	909911	80902	9	YES	.02	-
EGYPT	.05	NO	NR	1019	242370	95325	39	YES	.04	-
BAHAMAS	.06	NO	NR	5642	23791	18701	79	YES	NR	
INDIA	.06	NO	NR	1514	10367000	435000	4	NR	.04	-
ISRAEL	.07	YES	ALL	4339	388000	57000	15	YES	.17	+
GABON	.08	NO	NR	2613	7000	4000	57	NO	.34	+
DENMARK	.09	YES	V-V	13266	1930000	67500	3	YES	UE	
SOUTH AFRICA	.10	YES	ALL	8168	1855048	125153	7	YES	.12	+
VANUATU	.10	NO	NR	2733	1580	1220	77	NO	UE	
LIBERIA	.11	YES	V-V	233	9259	UE		YES	.11	ID
SWITZERLAND	.11	YES	ALL	23231	3558500	168600	5	YES	UE	
NORWAY	.14	YES	ALL	14071	1032516	50670	5	YES	UE	
BELGIUM	.17	YES	ALL	13516	3017030	217399	7	YES	.08	-
GREAT BRITAIN	.17	YES	ALL	11667	9974060	583660	6	YES	.51	+
SAINT LUCIA	.17	NO	NR	2418	1013	598	59	NR	NR	
JORDAN	.18	NO	NR	3224	25400	19000	75	NO	.08	-
NIGER	.20	NO	NR	UE	NR	NR		NO	.08	-
ARGENTINA	.21	YES	ALL	4249	635000	50800	8	YES	.10	-
FRANCE	.22	YES	ALL	8925	13280000	UE		YES	.19	-
SWEDEN	.24	NO	NR	23512	2909000	99000	3	YES	.16	-
CANADA	.25	NO	NR	19482	6515389	520144	8	YES	.20	-
AUSTRIA	.28	NO	NR	6866	2143553	242800	11	NO	.34	+
SRI LANKA	.29	NO	NR	621	534687	23741	4	NO	NR	
KENYA	.30	YES	ALL	2008	158713	29555	19	YES	.14	-
AUSTRALIA	.35	YES	ALL	14524	2740000	159000	6	YES	.14	-
GERMANY, F. R.	.38	YES	ALL	15457	11762961	535153	5	YES	.18	-
ZAIRE	.39	YES	V-V	567	28081	9136	33	YES	.39	ID
TUVALU	.40	YES	V-V	13385	300	100	60	NR	UE	
NETHERLANDS	.47	YES	ALL	14629	4400000	206000	5	YES	UE	
SUDAN	.47	YES	V-V	1963	22490	12016	53	YES	.39	-
SOMALIA	.49	NO	NR	430	4320	2850	66	YES	NR	
NIGERIA	.54	NO	NR	2257	943813	187855	20	NR	UE	
INDONESIA	.66	NO	NR	1502	263494	28943	11	YES	.09	-

KEY

ALL - Fully Allocated Costs
ID - Identical
NR - No Response
SDRs - Special Drawing Rights
UE - Unable to Estimate
V-V - Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 7

Answers to question 29 and related data small packet (AO): 800 grams

COUNTRY	QUESTION 29 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 30a COSTING SYSTEM FOR Q. 29	QUESTION 32 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GHANA	.03	YES	ALL	1695	105000	48000	46	NO	.80	+
MALAYSIA	.05	YES	V-V	2593	719871	78473	11	NR	.35	+
GABON	.08	NO	NR	2613	7000	4000	57	NO	1.31	+
ISRAEL	.10	YES	ALL	4339	388000	57000	15	YES	UE	
BAHAMAS	.11	NO	NR	5642	23791	18701	79	YES	NR	
GREECE	.11	YES	ALL	6517	367108	47791	13	YES	.90	+
SIERRA LEONE	.11	NO	NR	604	UE	UE		NO	1.24	+
DENMARK	.12	YES	V-V	13266	1930000	67500	3	YES	.95	+
THAILAND	.13	NO	NR	UE	309008	23106	8	NO	.27	+
PAKISTAN	.15	NO	V-V	574	626885	102837	16	NR	.13	–
VANUATU	.19	NO	NR	2733	1580	1220	77	NO	.75	+
SOUTH AFRICA	.26	YES	ALL	8168	1855848	125153	7	YES	UE	
YUGOSLAVIA	.28	NO	NR	3532	909911	80902	9	YES	.13	–
LIBERIA	.33	YES	V-V	233	9259	UE		YES	.33	ID
ARGENTINA	.35	YES	ALL	4249	635000	50800	8	YES	.46	+
EGYPT	.36	NO	NR	1019	242370	95325	39	YES	.16	–
KENYA	.36	YES	ALL	2008	158713	29555	19	YES	.28	–
ITALY	.43	NO	NR	9126	6381247	453272	7	YES	1.31	+
GREAT BRITAIN	.46	YES	ALL	11667	9974060	583660	6	YES	1.89	+
JORDAN	.52	NO	NR	3224	25400	19000	75	NO	.52	ID
BELGIUM	.56	YES	ALL	13516	3017030	217399	7	YES	UE	
ZAIRE	.63	YES	V-V	567	28081	9136	33	YES	.63	ID
SAINT LUCIA	.69	NO	NR	2418	1013	598	59	NO	.16	–
CANADA	.75	NO	NR	19482	6515389	520144	8	YES	.83	+
TANZANIA	.79	YES	ALL	1045	115358	43049	37	YES	.29	–
SRI LANKA	.87	NO	NR	621	534687	23741	4	NO	UE	
SWITZERLAND	.88	YES	ALL	23231	3558500	168600	5	YES	.43	–
AUSTRALIA	.89	YES	ALL	14524	2740000	159000	6	YES	2.61	+
SOMALIA	.91	NO	NR	430	4320	2850	66	YES	.91	ID
FRANCE	1.00	YES	ALL	8925	13280000	UE		YES	1.27	+
NIGER	1.05	NO	NR	UE	NR	NR		NO	.98	–
SWEDEN	1.07	NO	NR	23512	2909000	99000	3	YES	1.63	+
AUSTRIA	1.24	NO	NR	6866	2143553	242800	11	NO	.73	–
TUVALU	1.33	YES	V-V	13385	300	180	60	YES	.44	–
NETHERLANDS	1.35	YES	ALL	14629	4400000	206000	5	YES	1.69	+
NORWAY	1.41	YES	ALL	14071	1032516	50670	5	YES	1.21	–
SUDAN	1.51	YES	V-V	1963	22490	12016	53	YES	1.17	–
NIGERIA	1.56	NO	NR	2257	943813	187855	20	NR	UE	
GERMANY, F.R.	1.78	YES	ALL	15457	11762961	535153	5	YES	.85	–
INDONESIA	1.98	NO	NR	1502	263494	28943	11	YES	.70	–
ZAMBIA	4.91	NO	NR	NR	51556	13220	26	NO	UE	

KEY

ALL – Fully Allocated Costs
ID – Identical
NR – No Response
SDRs – Special Drawing Rights
UE – Unable to Estimate
V-V – Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 8

Answers to question 33 and related data "M" bag (AO): 10 kilograms

COUNTRY	QUESTION 33 UNIT COST (SDRs)	QUESTION 1 COST SYSTEM	QUESTION 2 TYPE OF COST	Q. 3 CLERK/ CARRIER WAGES (SDRs)	Q. 4a TOTAL PIECE VOLUME (000)	Q. 6 IMPORTED PIECE VOLUME (000)	Q. 6 RESPONSE AS % OF Q. 4a RESPONSE	Q. 34a COSTING SYSTEM FOR Q. 33	QUESTION 36 DOMESTIC POSTAGE (SDRs)	POSTAGE RATE HIGHER/ LOWER THAN COST
GABON	.04	NO	NR	2613	7000	4000	57	NO	UE	
SIERRA LEONE	.06	NO	NR	604	UE	UE		NO	NR	
BAHAMAS	.11	NO	NR	5642	23791	18701	79	YES	NR	
GHANA	.34	YES	ALL	1695	105000	48000	46	NO	UE	
SAINT LUCIA	.69	NO	NR	2418	1013	598	59	NO	NR	
DENMARK	1.05	YES	V-V	13266	1930000	67500	3	YES	UE	
SOMALIA	1.21	NO	NR	430	4320	2850	66	YES	UE	
SUDAN	1.64	YES	V-V	1963	22490	12016	53	YES	UE	
SOUTH AFRICA	1.78	YES	ALL	8168	1855848	125153	7	NR	1.94	+
ARGENTINA	1.81	YES	ALL	4249	635000	50800	8	YES	2.78	+
SWITZERLAND	1.88	YES	ALL	23231	3558500	168600	5	NO	2.37	+
EGYPT	2.67	NO	NR	1019	242370	95325	39	YES	2.67	ID
YUGOSLAVIA	2.83	NO	NR	3532	909911	80902	9	YES	NR	
FRANCE	2.95	YES	ALL	8925	13280000	UE		YES	4.81	+
AUSTRALIA	3.10	YES	ALL	14524	2740000	159000	6	YES	4.25	+
NIGER	3.57	NO	NR	UE	NR	NR		NO	6.53	+
AUSTRIA	3.77	NO	NR	6866	2143553	242800	11	NO	UE	
NETHERLANDS	4.05	YES	ALL	14629	4400000	206000	5	YES	UE	
GREAT BRITAIN	4.21	YES	ALL	11667	9974060	583660	6	YES	UE	
CANADA	4.41	NO	NR	19482	6515389	520144	8	YES	UE	
LIBERIA	4.66	YES	V-V	233	9259	UE		YES	4.66	ID
SRI LANKA	4.67	NO	NR	621	534687	23741	4	NO	UE	
KENYA	4.90	YES	ALL	2008	158713	29555	19	YES	UE	
JORDAN	5.16	NO	NR	3224	25400	19000	75	NO	UE	
GERMANY, F.R.	5.46	YES	ALL	15457	11762961	535153	5	YES	UE	
INDONESIA	6.28	NO	NR	1502	263494	28943	11	YES	2.78	-

KEY

ALL - Fully Allocated Costs
ID - Identical
NR - No Response
SDRs - Special Drawing Rights
UE - Unable to Estimate
V-V - Volume-Variable Costs

Congress – Doc 10/Annex 3/Attachment 9

Conversion of the survey results into gold francs

Type of mail piece	Median cost	
	SDRs	g fr
Foreign-origin, surface, letter mail (LC), in the first weight step; ie, weighing up to 20 grammes	0.110	0.337
Foreign-origin, surface, registered, letter mail (LC), in the first weight step; ie, weighing up to 20 grammes	0.425	1.301
Foreign-origin, surface, express, letter mail (LC), in the first weight step; ie, weighing up to 20 grammes	0.385	1.178
Foreign-origin, surface, printed papers (AO), in the weight step 101 to 250 grammes	0.190	0.582
Foreign-origin, surface, reduced-rate, printed papers (AO), in the weight step 101 to 250 grammes	0.190	0.582
Foreign-origin, surface, small packet (AO) item weighing 800 grammes	0.560	1.714
Foreign-origin, surface, "M" bag (AO), weighing 10 kg	2.890	8.846

Congress – Doc 11

Study on the present system of statistics

I. Introduction

1 At the last UPU Congress in Rio de Janeiro in 1979, several countries challenged the reliability and validity of the present system of statistics for calculating transit charges and surface-mail terminal dues, a system which had been in force since the 1929 London Congress.

2 In this connection, the following remarks, in particular, were made during the discussions:
- the statistics on which payment of transit charges are based date back to the 1874 Berne Congress;
- the present system of statistics was devised at a time when all mail was sent by surface (sea and land);
- for many years, sea conveyance was provided by ships which followed fixed, known routes; this is no longer the case since the development of air conveyance;
- since the absence of regular sea conveyance affects the regularity of surface mail forwarding, it is, in some cases, impossible to make up mails for several weeks due to the lack of transport facilities and this brings up the question as to whether a statistical period of fourteen or twenty-eight days during one single year is really representative of the volume of mail exchanged over three years;
- notwithstanding the above, if the problem is looked at only from the point of view of payment for transit, it would be tempting to conclude that the present system could continue to be applied since this payment is not of major importance compared with other financial factors in the international postal service;
- the triennial statistics applied up to the 1969 Tokyo Congress for calculating transit charges were extended to all surface mail exchanges in order to calculate the terminal dues, the financial effects of which are considerable for many countries.

The vast majority of countries therefore considered that the imperfections of the present system should be eradicated or that the system should be dropped and replaced by another.

3 On the basis of the above arguments and many others, not mentioned here for the sake of brevity, the 1979 Rio de Janeiro Congress adopted resolution C 62 which instructs the Executive Council:

i to consider whether the existing statistical system for the equitable determination of land and sea transit charges and surface-mail terminal dues is still valid, and, if so, to propose any improvements that may be necessary;

ii if it finds that the system is no longer valid, to consider other possible methods of traffic assessment with a view to calculating transit charges and surface-mail terminal dues.

II. Development of the study

1980 Executive Council

4 To carry out the study concerned, the Executive Council adopted the following procedure:
- examine other methods of assessing surface-mail traffic to which transit charges and terminal dues rates would be applied, not discounting the possibility of adopting a separate method for each of these two categories of traffic;

- compare these methods with the present system to determine which one or ones best answer the needs of postal administrations;
- if one or more other methods are selected, prepare the consequent draft proposals for amending the Acts;
- if, on the contrary, the present system proves to be still valid, examine possible ways of improving it and drawing up proposals for amending the relevant Acts.

5 As regards the other potential methods of assessing traffic, the following possibilities were considered:
- calculation of the total annual weight of all mails made up on the basis of actual weight – which presupposes weighing all bags making up the mails according to the categories LC, AO and M bags, unless these data appear on the waybills, statements, bills of lading, manifests, etc, provided to the transport companies;
- calculation of the total annual weight of all mail made up on the basis of the actual number of bags dispatched (possibly by categories LC, AO and M bags, by bag weight categories, etc);
- one or other of the various sampling systems based on the statistical method.

6 There was considerable discussion within the Executive Council concerning both the substance of the question and the advisability of setting up a working party to carry out the study. The different views may be summarized as follows:

a Substance of the question

- The imperfections of the present system of statistics were widely acknowledged, particularly as regards their repercussions on the calculation of terminal dues.
- The present system has been in effect for a long time and has become obsolete because the payment of terminal dues is related to mail category.
- Several circumstances can cause variations in annual traffic which may not be reflected in the statistical results.
- The 14– or 28-day statistical period is not representative of the volume of exchanges over three years.
- The present system is against the interests of developing countries, as far as payment of terminal dues is concerned.
- This discussion pointed out the need for a Working Party to carry out a comprehensive study.

b Constitution of a Working Party

- It was pointed out that in constituting a Working Party the interests of debtor and creditor countries and the various geographic regions must be taken into account, although efficiency must be a prime concern.

7 Finally, the Executive Council decided to entrust the study on the present system of statistics to a Working Party comprising Argentina (reporting country), Chile, China (People's Rep), Czechoslovakia, France, India, Ivory Coast (Rep) and United States of America.

1981 Executive Council

8 On the basis of the directives given by the EC, Argentina, the reporting country for the Working Party, consulted the Working Party members to obtain their views on the structure to be given to a final questionnaire to be sent to all Union postal administrations.

9 Following the distribution of this questionnaire to all Union postal administrations, 81 replies were received and this enabled the reporting country to bring out the following trends of opinion:
a the present system of statistics is not satisfactory;
b the present system should be improved or replaced by another system of assessment (majority view);

c if a new system of traffic assessment was adopted, two possibilities were proposed:
- calculation on the basis of the actual weight of mails;
- systematically counting bags per category of weight and item.

10 Argentina, reporting country, was instructed to prepare a new questionnaire for all administrations on three variants, namely:
- improvement of the present system of statistics;
- system based on the actual weight of mails;
- other assessment systems, for example premanent counting of bags classified by category of item and category of weight.

1982 Executive Council

11 Sent out on 30 November 1981, the new questionnaire brought in 83 replies, the analysis of which led to the following results:
- improvement of the present system of statistics:
  32 affirmative replies 41%
- actual weight of mails:
  27 affirmative replies 35%
- other traffic assessment systems:
  19 affirmative replies 24%

With regard to the above result, the following remark may be made: while "Improvement of the present system of statistics" is the variant which – taken by itself – comes first in the number of replies in its favour, the other replies have one thing in common: they recognize the need to change the system and, together, represent the opinion of the majority of the administrations which took part in the consultation; this can be expressed as follows:
- improvement of the present system of statistics 41%
- replacement by other systems 59%

12 During the discussions, objections were raised as to the possibility of adopting a system based on the actual weight of dispatches in view of the extra work which the systematic weighing of the bags would give the dispatching offices. Doubts were also expressed on the possibility of making a permanent breakdown of bags by rate and weight categories. On the basis of a suggestion by the reporting country, submitted as a compromise between the present system and the actual weight system, the Executive Council instructed the reporting country to prepare for the 1983 EC session – in cooperation with the International Bureau – a document dealing with the following two variants:

a *systematic and annual counting of bags classified by rate and weight categories;*

b *systematic and annual counting of bags and determination of the weight and rate categories by sampling over a period of not more than one month.*

13 "Rate categories" means the categories currently in force as adopted by the Rio de Janeiro Congress for terminal dues, namely, the LC/AO category on the one hand and M bag category on the other, it being understood that if the Hamburg Congress adopts different rates of payment for terminal dues, eg for LC and AO, it will be necessary to adapt accordingly the rate categories set out in the study.

14 The weight categories used in this study are the ones currently in force, namely:
- light bags: up to 5 kg, with an average weight of 3 kg;
- medium bags: over 5 and up to 15 kg, with an average weight of 12 kg;
- heavy bags: over 15 and up 30 kg, with an average weight of 26 kg.

Description of the two systems

15 System a roughly amounts to obtaining on a permanent basis the data at present provided during the triennial statistics. This means that a new C 12 letter bill, comprising the information at present included in the C 15 special letter bill, would be completed throughout the year, thereby providing for the end-of-year liquidation account the exact figures of the bags dispatched broken down into rate categories (LC/AO and M bags) and by weight (light, medium and heavy).

16 System b differs from system a in that there is a complete count of the bags but the bags are apportioned between the LC/AO and M bags categories on the basis of one-month statistics using the C 15 special letter bill. The same applies to the apportionment of the bags by weight category (light, medium and heavy).

1983 Executive Council

17 Instructed to develop these two systems, Argentina (reporting country) and the International Bureau submitted to the 1983 EC a document containing analyses, diagrams, new forms and proposals for amending the Convention and Detailed Regulations, relating to each of the two systems envisaged.

18 In practice, it was considered that systems a and b were a real improvement on the system of triennial statistics, even if the resulting workload is not comparable; the fact is:

- the calculation of the weight by means of system a has the same basis as the present system of statistics, the only important difference lying in the annual counting of bags classified by rate and weight categories rather than calculation of the number by extrapolating the results of a short statistical period;
- system b is also based on an annual count of bags, but the proportions of rate and weight categories are determined during a one-month statistical period, like the present system.

19 Needless to say, each system has its particular advantages. System b is easier to implement from the postal operations point of view, whereas system a produces much more reliable results.

20 In the light of the diverging opinions expressed during the discussion and in spite of the majority trend in favour of system a, the 1983 Executive Council recognized the importance of this study and therefore postponed taking a decision until its 1984 session. It once again instructed Argentina and the International Bureau to refine systems a and b to take account of the observations and suggestions made by several administrations and the decisions arising from the work of the Terminal Dues Working Party. Some of the administrations again urged a third solution aimed at improving the present system of statistics, but no specific proposal was put forward on this subject and those who spoke during the discussions were more or less in favour of maintaining the status quo.

1984 Executive Council

21 After a careful revision of systems a and b, Argentina and the International Bureau concluded that the actual structure of each of the two systems could not be further improved but certain amendments and clarifications were incorporated to supplement them.

22 By contrast, a new intermediate system was prepared; it reduces the workload involved in system a and improves the precision of system b. This third system consists in a *permanent counting of bags classified by rate categories and determination of the proportions of the weight categories from statistics taken over a period of one month (system c).*

III. Recommendations of the Terminal Dues Working Party (WP 3)

23 The Terminal Dues Working Party, after its last meeting (8–9 December 1983) recommended the adoption of world average rates of terminal dues per kilogramme that would be different for LC, AO and M bags, and calculated in accordance with the equivalence principle.

24 To give effect to this recommendation, the weight imbalance of international mail must be assessed separately for LC, AO and M bags forwarded *by surface as well as by air.*

IV. Consequences of adopting differentiated rates of terminal dues for LC, AO and M bags

Airmail

25 The actual weight of the airmail is shown on the AV 7 delivery bill for all LC/AO mail on the one hand, and for the M bags on the other. The adoption of differentiated terminal dues rates requires the breakdown of the actual total weight of LC/AO for these two categories of mail. Such a breakdown could be done:

a on a permanent basis, by putting LC and AO into different bags, thus entailing the adaptation of forms AV 7, AV 3bis and AV 5bis, or

b in accordance with the proportions worked out during a statistical period during which LC mail and AO mail would be placed in separate bags. The proportions would then be applied to the total annual weight of the LC/AO bags.

Surface mail

26 Among the main consequences of adopting differentiated terminal dues rates for the statistical systems presented, the following should be noted:

- system a as adapted becomes more difficult to apply in practice, since the LC are not always sorted from the AO into separate bags and to do this on a permanent basis would introduce undesirable complications into the work of the international offices of exchange;
- system b, whether adapted or not, is the least reliable, since all the proportions of the rate and weight categories are determined during a short statistical period;
- system c began as an improvement on system b. In system c, the LC/AO bags and the M bags are separated and counted on a permanent basis and this separation already eases the task of a statistical count for calculation of the proportions.

V. Proposal for an easily applied statistical system taking account of differentiated terminal dues rates for LC, AO and M bags (variant C 1)

27 The need to produce regular statistics for determining proportions by weight of LC and AO in mail conveyed by air suggests that it would be advantageous to do the same for surface mail, if possible by holding the two statistical counts (surface mail and airmail) during the same period. Moreover, the methods of conducting the two statistical counts, their frequency and the period of application of their results should be compatible so that the Union would not have to cope with two different and parallel statistical systems as would be the case with system a.

28 These considerations led the reporting country and the International Bureau to present a new version of the statistical system derived from system c, adapted so as to avoid permanent sorting of LC and AO into separate bags and aiming at the adoption of a single system valid both for airmail and surface mail. This new system has been devised to provide the exact proportions by weight of LC and AO in the bilateral exchanges between countries so that the different "LC", "AO" and "M bags" terminal dues rates can be applied.

Variant C 1 for airmail

29 This variant consists in determining the proportions by weight of the LC and AO on the basis of a one-month statistical period. These proportions are applied to the total annual weight of LC/AO bags taken from the AV 7 delivery bills. The total weight of M bags is given separately on these bills.

Variant C 1 for surface mail

30 This variant consists in determining the proportions of LC and AO bags and the average weights of LC, AO bags, on the basis of a one-month statistical period. These proportions and average weights are applied to the annual total number of bags taken from the C 12 letter bills.

Discussions

31 For determining the weight of mail to be used in the settlement of transit charges and terminal dues accounts, the members of the Executive Council came out in favour of systems a and C 1 only, namely:

Surface mail

System a (see diagram in annex 1):

i entry throughout the year, on C 12 letter bills, of all bags of mails duly classed by rate category (LC, AO, M) and by categories of weight (light, medium, heavy). LC mail should be permanently separated from AO mail in different bags;

ii multiplication of the annual total number of bags in each rate and weight category by the average weights of the weight steps, at present fixed at 3 kg (light bags), 12 kg (medium bags), and 26 kg (heavy bags).

System C 1 (see diagram in annex 2):

i entry throughout the year, on C 12 letter bills, of all bags of mails classified into LC/AO and M bags;

ii during a one-month statistical period, entry on a special bill of all bags of mails, classified by LC, AO and M bags rate categories with indication of their actual weights. During this period, the LC and AO mail should be separated into different bags.
The aim of this statistical period is:
- to determine the average weight of LC/AO bags and M bags;
- to determine the proportions by weight of the LC and AO in the LC/AO mail;

iii application of these results to the annual total number of LC/AO bags and M bags, to determine separately the weight of each LC, AO and M bags category.

Airmail for systems a and C 1 (see diagram in annex 3)

i maintain the present system enabling the annual weight of LC/AO items and M bags to be calculated on the basis of the details on the AV 7 delivery bills;

ii during a one-month statistical period, entry on a special bill of all LC/AO bags, classified by LC and AO rate categories, with indication of their actual weight. During this period the LC and AO mail should be separated into different bags.
The aim of this statistical period is to determine the proportions by weight of the LC bags and the AO bags;

iii application of these proportions to the annual total weight of the LC/AO bags, to determine the weight of each LC and AO category separately. The actual weight of the M bags is obtained direct from the AV 7 delivery bills.

32 In the opinion of some members, system a provides reliable results, in view of the permanent counting of bags classified by rate and weight categories. However, for other members, this system is the most difficult to apply precisely because of the permanent classification of bags into three rate categories (LC, AO and M bags) and each of the rate categories into three categories of bags separating the bags into nine groups on a permanent basis. The distortions arising from the system of classifying bags by weight steps is an additional drawback of system a.

33 According to other members, the C 1 system is the most reliable and the easiest to adapt to postal services without creating too many changes and without increasing the workload of both the administration of origin and the administration of destination too much. In addition, this system, which can also be used for airmail, is designed to calculate an average weight of bags based on the actual weight of the bags concerned during the statistical period. This system also eliminates the distortions resulting from the 3 kg, 12 kg and 26 kg average weights, illustrated by the following examples:

- 15 kg of mail is counted as 12 kg if it is inserted in a bag of the "medium bag" category and as 9 kg if it is inserted in three bags of the "light bag" category;
- 6 kg of mail is counted as 12 kg if it is inserted in a bag of the "medium bag" category and as 6 kg if it is inserted in two bags of the "light bag" category;
- 20 kg of mail is counted as 26 kg if it is inserted in a bag of the "heavy bag" category, as 24 kg if it is inserted in two bags of the "medium bag" category and as 12 kg if it is inserted in four bags of the "light bag" category.

34 Although there was a majority in favour of system C 1, the Executive Council decided to submit for the consideration of Congress system a and system C 1. It also instructed the International Bureau to prepare the proposals for the amendment of the Convention and its Detailed Regulations, arising from each system, taking the following directives into consideration:

i preparation of annual statements and statistical statements by the administrations of destination (systems a and C 1);
ii establishment of a threshold of exemption of 1000 g fr instead of 100 kg for the settlement of terminal dues accounts (systems a and C 1);
iii establishment of annual statistics (system C 1);
iv determination of the proportions by weight of the LC and AO airmail bags according to a system compatible with that for surface mail.

VI. Revision of weight steps and average weights of bags

35 At its meeting on 6 May 1982, Committee 5 decided to assign the reporting country and the International Bureau the task of preparing for the 1983 meeting a document dealing with the possibility of modifying the weight steps and average weights of bags through the introduction of a fourth category which would be between 25 and 30 kg, and the adoption of new statistical average weights for each weight category.

36 A document prepared by the reporting country and the International Bureau, based on the results of the consultations carried out by means of a questionnaire in November 1981, informed the 1983 EC that 57 percent of the administrations were in favour of keeping the status quo as regards the three weight categories of bags and the corresponding average weights, namely:

Weight category	*Average weight*
up to 5 kg	3 kg
5 to 15 kg	12 kg
15 to 30 kg	26 kg

37 In view of the partial results of the study, according to which the present system of statistics should be replaced by another system based on the actual annual number of bags, the 1983 EC instructed the reporting country and the International Bureau to conduct a fresh consultation on the weight categories of bags, on the possible introduction in the Detailed Regulations of the Convention of a provision giving administrations the option of agreeing on the average weights to be adopted for the application of the system of statistics, and on the possibility of raising from 250 g to 500 g the tolerance for classification of bags (Convention, Detailed Regulations, article 174, paragraph 1).

38 The main results of that consultation are the following:

a most of the 80 administrations that replied to these questions came out in favour of keeping the three weight categories and present average weights of bags. The proportion of administrations in favour of three categories of bags, with or without revision of the average weights, was 62 percent. On the other hand, the administrations that favoured the adoption of four weight categories agreed to the average weights suggested at the time of the consultation, namely:

Weight category	*Average weight*
up to 5 kg*	3 kg
5 to 15 kg*	12 kg
15 to 25 kg	22 kg
25 to 30 kg	28 kg
15 to 30 kg*	26 kg

39 Moreover, to facilitate a decision on the subject, France submitted a study based on the data from the sampling carried out within the framework of the terminal dues study made by Brazil. Its results (bags of over 30 kg were not taken into consideration) are as follows:

Weight category	*Average weight*
0 to 5 kg	2.88 kg
5 to 15 kg	10.96 kg
15 to 25 kg	19.25 kg
25 to 30 kg	27.30 kg
15 to 30 kg	20.42 kg

b sixty percent of the administrations that took part in the consultation were against the inclusion in the Detailed Regulations of the Convention of a provision giving administrations the option of reaching an agreement on the average weights to be adopted for applying the system of statistics;

c fifty-six percent of the administrations taking part in the consultation were in favour of the tolerance for the classification of bags being raised from 250 g to 500 g.

The Executive Council did not take a decision on the creation of a fourth category of weights of bags. It thought it should leave this to Congress to decide.

40 If system a were adopted, Congress would have to take a position on the following points regarding the weight categories and average weights of bags:

i the adoption of the system of 3 bag categories or the adoption of a system of 4 bag categories;

ii the average weights of bags for the categories selected;

iii the advisability of raising from 250 to 500 g the tolerance accepted for the maximum weight of the category in which a bag is entered (Detailed Regulations of the Convention, article 174, paragraph 1).

41 *In the event of the adoption of system C 1, based on a single weight of bags, determined on the basis of the actual weight of bags during a statistical period, a classification of the bags by weight categories (light, medium and heavy) would no longer be necessary.*

* Present weight categories.

VII. Conclusions

42 In view of the above, Congress is requested to give its decision:

i on the adoption of one of the two systems put forward, ie system a or system C 1; (see paragraph 31);

ii if system a is adopted:

- on the proposals arising from this system: proposals 3061.6, 3062.5, 3065.5, 3066.1, 3501.1, 3556.1, 3562.1, 3569.91, 3569.92, 3570.4, 3571.1, 3572.3, 3573.3, 3574.91, 3574.92, 3575.1, 3576.1, 3577.1, 3577.92, 3578.5, 3578.91, 3578.92, 3578.93, 3578.94, 3578.95, 3578.96, 3579.4, 3580.3, 3580.91, 3581.5, 3583.2, 3583.91, 3584.2, 3585.2, 3912.1, 3915.1, 3917.2, 3917.3, 3920.1, 3920.2, 3921.1, 3921.2;
- on the possibility of adopting a fourth category of bags (25 to 30 kg) for determining the weight of mails;
- on the average weights of each category of bags. Proposal 3579.5;
- on the advisability of raising from 250 g to 500 g the tolerance accepted for the maximum weight. Proposal 3574.7;

iii if system C 1 is adopted, on the proposals arising from that system: proposals 3061.7, 3062.6, 3065.6, 3066.2, 3501.2, 3556.2, 3562.2, 3569.93, 3569.94, 3569.95, 3569.96, 3569.97, 3570.5, 3571.2, 3572.4, 3573.4, 3574.8, 3574.93, 3574.94, 3574.95, 3575.2, 3576.2, 3577.2, 3577.91, 3577.93, 3578.6, 3578.97, 3579.6, 3579.91, 3580.4, 3580.92, 3581.6, 3583.3, 3584.3, 3585.3, 3912.2, 3912.91, 3912.92, 3915.2, 3915.91, 3915.92, 3917.4, 3917.5, 3920.3, 3920.4, 3921.3, 3921.4, 3928.2, 3957.1, 3953.3, 3955.3, 3915.93, 3915.94, 3915.95, 3962.3.

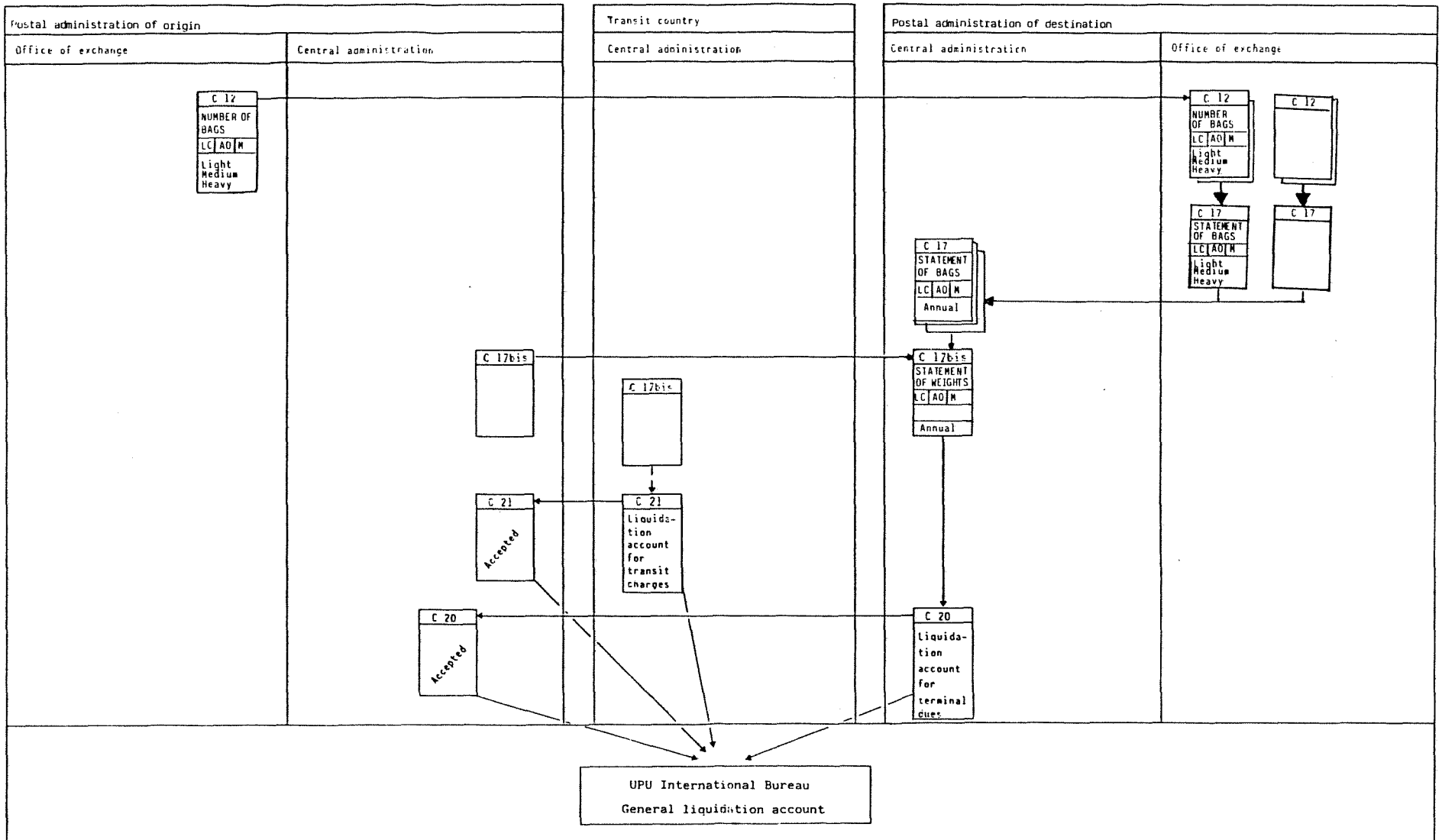
Berne, 28 March 1984

M I SOBHI
Secretary-General

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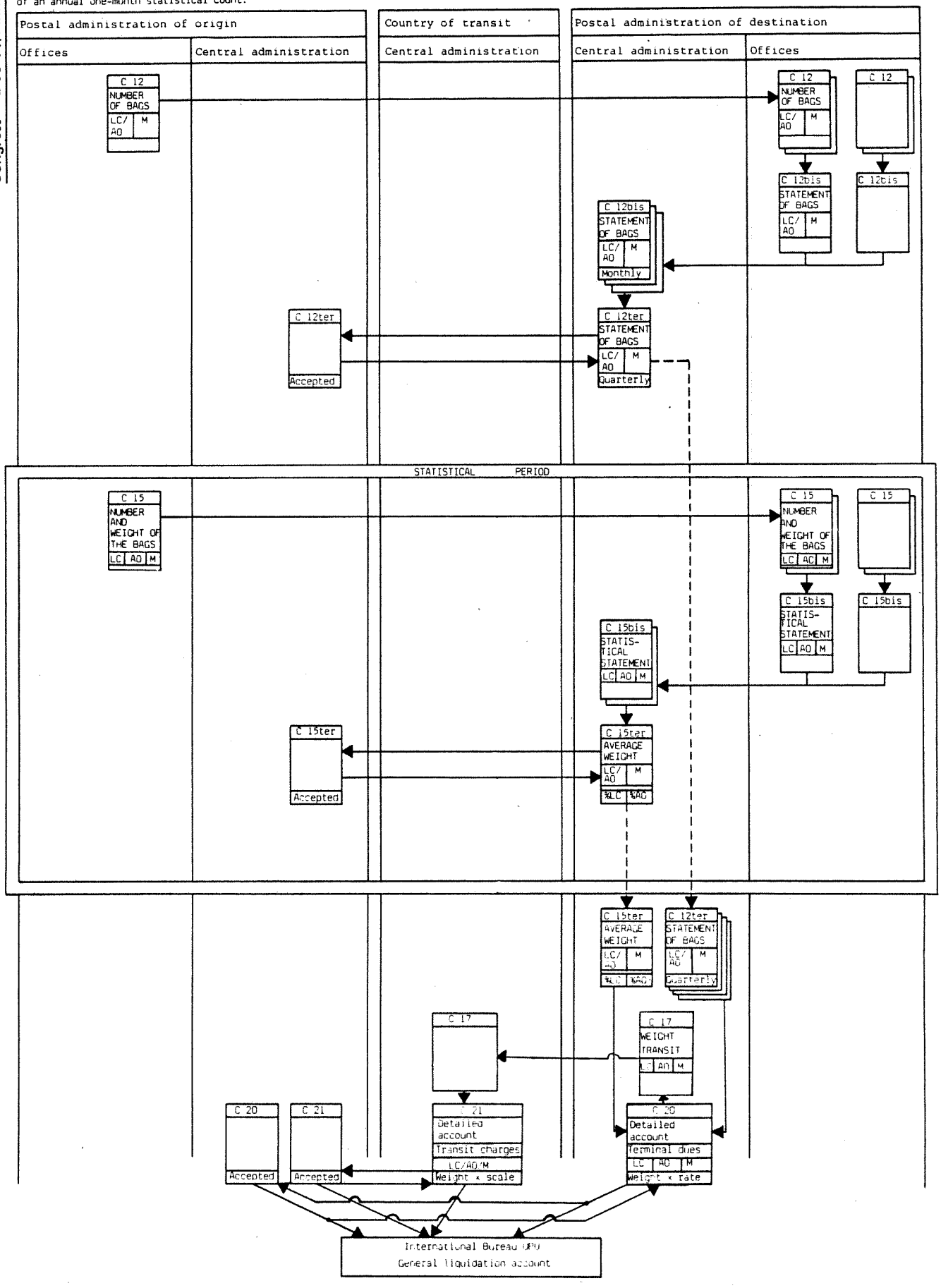
Diagram relating to system a for surface mail	annex 1
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Diagram relating to system C 1 for airmail	annex 3
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Comparative table of provisions according to system C 1	annex 5

Diagram representing system a for the settlement of tranist charges and terminal dues accounts for surface-mail, based on permanent counting of bags classified by rate and weight categories



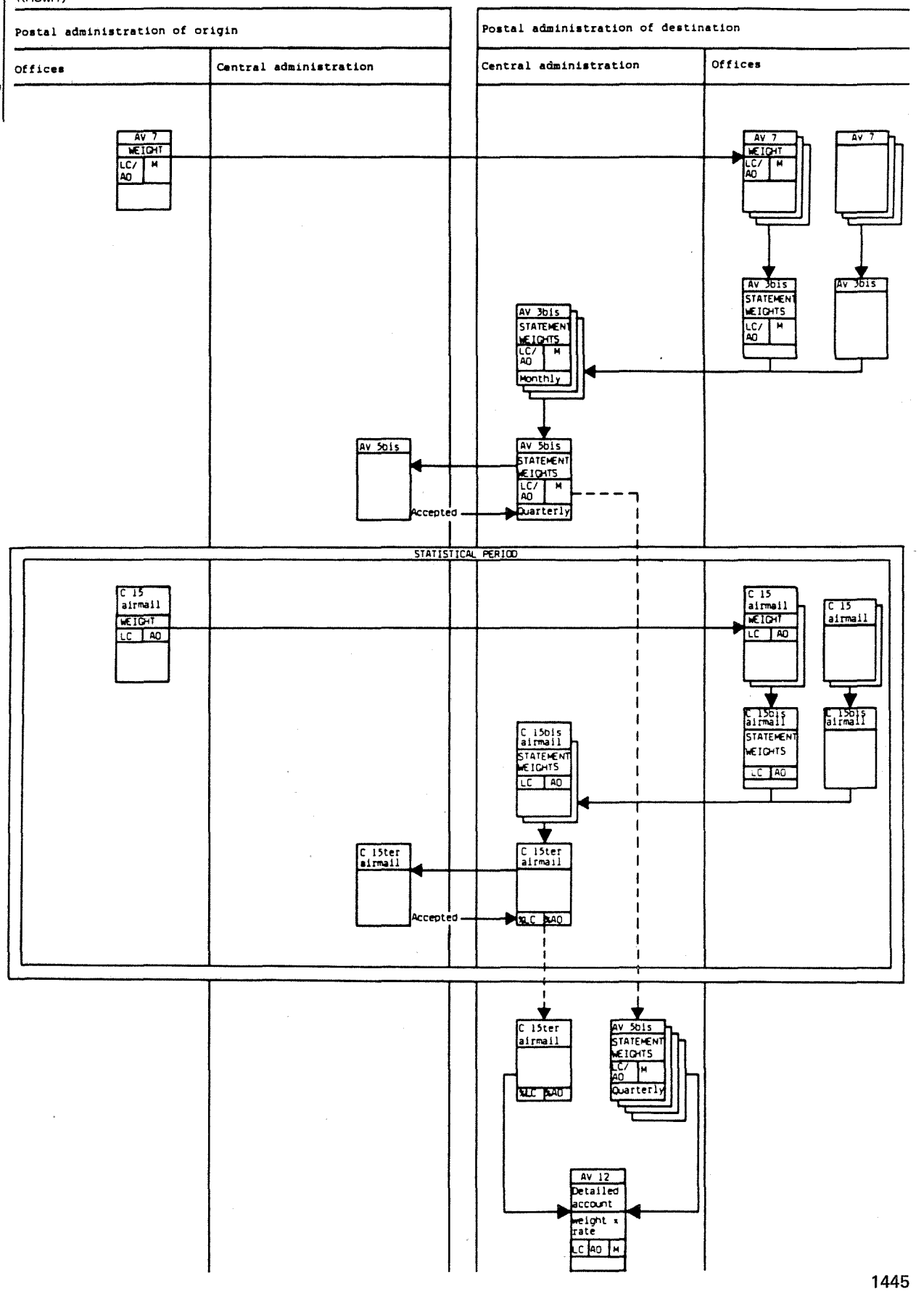
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Diagram representing the C 1 system for the settlement of transit charges and surface-mail terminal dues accounts based on the permanent counting of LC/AO and M bags and determination of the average weight of the bags in each of these groups and of the proportions by weight of LC and AO categories by means of an annual one-month statistical count.



System C 1 - Airmail

Diagram representing the system for the settlement of airmail terminal dues accounts by breaking down the weight of LC/AO mail according to the proportions of LC and AO determined during an annual one-month statistical period (the actual weight of the LC/AO bags and of the M bags being permanently known)



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Comparative table

System a

Present provisions	Proposed amendments
Universal Postal Convention	Universal Postal Convention
Part II	Part II
Chapter IV	Chapter IV
Allocation of charges. Transit charges and terminal dues	Allocation of charges. Transit charges and terminal dues
Article 61 Transit charges	Article 61 Transit charges
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
Paragraph 5	Paragraph 5 unchanged
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 deleted
Article 62 Terminal dues	Article 62 Terminal dues
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 deleted
Article 63 Exemption from transit charges and terminal dues	Article 63 Unchanged
Article 64 Extraordinary services	Article 64 Unchanged

Present provisions	Proposed amendments
Article 65 Accounting for transit charges and terminal dues	Article 65 Accounting for transit charges and terminal dues
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 amended
Paragraph 4	Paragraph 4 amended
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 amended
Article 66 Exchange of closed mails with military units placed at the disposal of the United Nations and with warships or military aircraft	Article 66 Exchange of closed mails with military units placed at the disposal of the United Nations and with warships or military aircraft
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 amended
Detailed Regulations	Detailed Regulations
Part I	Part I
Article 101 Preparation and settlement of accounts	Article 101 Preparation and settlement of accounts
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 unchanged
Article156 Letter bills	Article 156 Letter bill
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
Article 162 Labelling of mails	Article 162 Labelling of mails
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged

Present provisions	Proposed amendments
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
	Paragraph 4bis transferred from paragraph 2 of article 172
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 unchanged
Paragraph 8	Paragraph 8 unchanged
Section V	Section V
Provisions concerning transit charges and terminal dues	Provisions concerning transit charges and terminal dues (surface and airmail)
Chapter I	Chapter I
Statistical operations	Operations for determining the annual weight of bags of surface mail
Article 170 Incidence, duration and application of the statistics	Article 170 Permanent counting of bags of surface mail
Paragraph 1	Paragraph 1 amended
	Paragraph 1bis new
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 deleted
Paragraph 5	Paragraph 5 deleted
Article 171 Airmails	Article 171 Transferred to article 174ter
Article 172 Make-up and labelling of closed mails during the statistical period	Article 172 Deleted
Article 173 Special letter bill	Article 173 Deleted
Article 174 Checking of closed mails and preparation, transmission and acceptance of the relevant statistical statements	Article 174 Checking of categories of bags of surface mail
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 deleted
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 deleted
Paragraph 7	Paragraph 7 deleted

Present provisions	Proposed amendments
	Article 174bis Transmission and acceptance of annual statements of bags and weights of surface mail
	Paragraph 1 new Paragraph 2 new Paragraph 3 new Paragraph 4 new Paragraph 5 new Paragraph 6 new
	Article 174ter Airmails in transit by surface
	Paragraph 1 new Paragraph 2 new
Article 175 Closed mails exchanged with military units placed at the disposal of the United Nations and with warships or military aircraft	Article 175 Closed mails exchanged with military units placed at the disposal of the United Nations and with warships or military aircraft
Paragraph 1 Paragraph 2	Paragraph 1 amended Paragraph 2 unchanged
Article 176 Transit bulletin	Article 176 Transit bulletin for surface mails
Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4 Paragraph 5 Paragraph 6	Paragraph 1 amended Paragraph 2 amended Paragraph 3 amended Paragraph 4 amended Paragraph 5 amended Paragraph 6 amended
Article 177 Transmission of C 16, C 17, C 17bis and C 19 forms. Exceptions	Article 177 Deleted
Chapter II Preparation, transmission and acceptance of statements of weight of airmails for the calculation of terminal dues	Chapter II Operations for determining the annual weight of bags of airmail

Present provisions	Proposed amendments
Article 178 Preparation, transmission and acceptance of statements of weight of airmails for the calculation of terminal dues	Article 178 Deleted
Paragraph 1	
Paragraph 2	
Paragraph 3	
Paragraph 4	
Paragraph 5	
Paragraph 6	
Paragraph 7	
	Article 178bis Statement of weights of airmails
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new
	Article 178ter Transmission and acceptance of statements of weights of airmails
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new
	Article 178quater Statistical period for calculating airmail terminal dues
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new
	Paragraph 4 new
	Article 178quinquies Preparation of statistical statements of weights of bags of airmail
	Paragraph 1 new
	Paragraph 2 new
	Article 178sexties Checking of weights and categories of bags of airmail
	Sole paragraph new

Present provisions	Proposed amendments
Chapter III	Chapter III
Preparation, settlement and revision of accounts	Preparation, settlement, approval and revision of transit charges and terminal dues accounts (surface and airmail)
Article 179 Preparation, transmission and approval of transit charges and surface-mail terminal dues accounts	Article 179 Preparation, transmission and approval of transit charges and surface-mail terminal dues accounts
Paragraph 1	Paragraph 1 deleted (proposal 3579.4; amended paragraph proposal 3579.5)
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 deleted
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 amended
Paragraph 8	Paragraph 8 deleted
Paragraph 9	Paragraph 9 amended
Paragraph 10	Paragraph 10 amended
	Paragraph 10bis new
Paragraph 11	Paragraph 11 unchanged
Article 180 Preparation, transmission and approval of the annual airmail terminal dues accounts	Article 180 Preparation, transmission and approval of the annual airmail terminal dues accounts
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
	Article 180bis Regularization of differences of weight accepted after preparation of the detailed accounts
	Paragraph 1 new
	Paragraph 2 new
Article 181 Annual general liquidation account. Role of the International Bureau	Article 181 Annual general liquidation account. Role of the International Bureau
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 unchanged

Present provisions	Proposed amendments
Paragraph 5	Paragraph 5 amended
Paragraph 6	Paragraph 6 deleted
Paragraph 7	Paragraph 7 amended
Paragraph 8	Paragraph 8 unchanged
Paragraph 9	Paragraph 9 unchanged
Paragraph 10	Paragraph 10 amended
Paragraph 11	Paragraph 11 amended
Article 182 Payment of transit charges and surface-mail terminal dues	Article 182 Unchanged
Article 183 Payment of airmail terminal dues	Article 183 Payment of airmail terminal dues
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 deleted
	Article 183bis Special address for the transmission of forms
	Paragraph 1 (sole paragraph) new
Article 184 Revision of transit charges accounts	Article 184 Deleted
Article 185 Revision of surface-mail terminal dues accounts	Article 185 Revision of airmail terminal dues accounts
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 amended
Paragraph 4	Paragraph 4 deleted

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Comparative table

System C 1

Present provisions	Proposed amendments
Universal Postal Convention	Universal Postal Convention
Part II	Part II
Chapter IV Allocation of charges. Transit charges and terminal dues	Chapter IV Allocation of charges. Transit charges and terminal dues
Article 61 Transit charges	Article 61 Transit charges
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
Paragraph 5	Paragraph 5 unchanged
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 deleted
Article 62 Terminal dues	Article 62 Terminal dues
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 deleted
Article 63 Exemption from transit charges and terminal dues	Article 63 Unchanged
Article 64 Extraordinary services	Article 64 Unchanged

Present provisions	Proposed amendments
Article 65 Accounting for transit charges and terminal dues	Article 65 Accounting for transit charges and terminal dues
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 transferred
Paragraph 3	Paragraph 3 amended
	Paragraph 3bis new
	Paragraph 3ter new
Paragraph 4	Paragraph 4 amended
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 unchanged
Article 66 Exchange of closed mails with military units placed at the disposal of the United Nations and with warships or military aircraft	Article 66 Exchange of closed mails with military units placed at the disposal of the United Nations and with warships or military aircraft
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 amended
Detailed Regulations	Detailed Regulations
Part I	Part I
Article 101 Preparation and settlement of accounts	Article 101 Preparation and settlement of accounts
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 unchanged
Article 156 Letter bills	Article 156 Letter bills
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
Article 162 Labelling of mails	Article 162 Labelling of mails
Paragraph 1	Paragraph 1 unchanged
Paragraph 2	Paragraph 2 unchanged

Present provisions	Proposed amendments
Paragraph 3	Paragraph 3 unchanged
Paragraph 4	Paragraph 4 unchanged
	Paragraph 4bis transferred from paragraph 2 of article 172
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 unchanged
Paragraph 7	Paragraph 7 unchanged
Paragraph 8	Paragraph 8 unchanged
Section V	Section V
Provisions concerning transit charges and terminal dues	Provisions concerning transit charges and terminal dues
	Chapter 0
	Operations concerning the establishment of the annual number of bags of surface mail and the annual weights of bags of airmail
	Article 169bis Statement of bags of surface mail
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new
	Paragraph 4 new
	Article 169ter Statement of weights of airmails
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new
	Article 169quater Transmission and acceptance of statements of bags of surface mail and statements of weight of airmails
	Paragraph 1 new
	Paragraph 2 new
	Paragraph 3 new

Present provisions	Proposed amendments
Chapter I	Chapter I
Statistical operations	Statistical operations for determining the average weights of surface bags and the proportions of airmail bags
Article 170 Incidence, duration and application of the statistics	Article 170 Statistical period for the calculation of transit charges and terminal dues. Surface mail and airmail
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 amended
Paragraph 3	Paragraph 3 amended
Paragraph 4	Paragraph 4 amended
Paragraph 5	Paragraph 5 amended
Article 171 Airmails	Article 171 Deleted (transferred to article 174ter)
Article 172 Make-up and labelling of closed mails during the statistical period	Article 172 Make-up and labelling of closed mails during the statistical period
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 deleted (transferred to article 162, paragraph 4bis)
Article 173 Special letter bill	Article 173 Delivery bill (bags) – statistical period
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 unchanged
Article 174 Checking of closed mails and preparation, transmission and acceptance of the relevant statistical statements	Article 174 Checking of categories of bags of surface mails and the weights of airmails
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 deleted
Paragraph 3	Paragraph 3 deleted
Paragraph 4	Paragraph 4 deleted
Paragraph 5	Paragraph 5 deleted
Paragraph 6	Paragraph 6 deleted
Paragraph 7	Paragraph 7 deleted

Present provisions	Proposed amendments
	Article 174bis Preparation of the statistical statements of the weights of bags received by surface mail
	Paragraph 1 new Paragraph 2 new Paragraph 3 new
	Article 174ter Preparation of the statistical statements of the weights of bags received by airmail
	Paragraph 1 new Paragraph 2 new
	Article 174quater Airmails in transit by surface
	Paragraph 1 new Paragraph 2 new
Article 175 Closed mails exchanged with military units placed at the disposal of the United Nations and with warships or military aircraft	Article 175 Closed mails exchanged with military units placed at the disposal of the United Nations and with warships or military aircraft
Paragraph 1 Paragraph 2	Paragraph 1 amended Paragraph 2 unchanged
Article 176 Transit bulletin	Article 176 Transit bulletin for surface mails
Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4 Paragraph 5 Paragraph 6	Paragraph 1 amended Paragraph 2 amended Paragraph 3 deleted Paragraph 4 amended paragraph 5 amended Paragraph 6 amended
Article 177 Transmission of C 16, C 17, C 17bis and C 19 forms. Exceptions	Article 177 Deleted
Paragraph 1 Paragraph 2	Paragraph 1 transferred to article 180bis Paragraph 2 deleted

Present provisions	Proposed amendments
	Article 177bis Preparation of the annual statement of weights of mails in transit
	Paragraph 1 new Paragraph 2 new Paragraph 3 new
Chapter II	Chapter II
Preparation, transmission and acceptance of statements of weight of airmails for the calculation of terminal dues	Deleted
Article 178 Preparation, transmission and acceptance of statements of weight of airmails for the calculation of terminal dues	Article 178 Deleted
Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4 Paragraph 5 Paragraph 6 Paragraph 7	
Chapter III	Chapter III
Preparation, settlement and revision of accounts	Preparation, settlement, approval and revision of transit charges and surface mail and airmail terminal dues accounts
Article 179 Preparation, transmission and approval of transit charges and surface-mail terminal dues accounts	Article 179 Preparation, transmission and approval of transit charges and surface-mail terminal dues accounts
Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4 Paragraph 5 Paragraph 6 Paragraph 7 Paragraph 8 Paragraph 9 Paragraph 10	Paragraph 1 deleted Paragraph 2 deleted Paragraph 3 deleted Paragraph 4 deleted Paragraph 5 deleted Paragraph 6 unchanged Paragraph 7 amended Paragraph 8 deleted Paragraph 9 amended Paragraph 10 amended Paragraph 10bis new
Paragraph 11	Paragraph 11 unchanged

Present provisions	Proposed amendments
	Article 179bis Regularization of differences of weight accepted after preparation of the detailed accounts Paragraph 1 new Paragraph 2 new
Article 180 Preparation, transmission and approval of the annual airmail terminal dues accounts Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4	Article 180 Preparation, transmission and approval of the annual airmail terminal dues accounts Paragraph 1 unchanged Paragraph 2 amended Paragraph 3 unchanged Paragraph 4 unchanged
	Article 180bis Special address for the transmission of forms Sole paragraph new
Article 181 Annual general liquidation account. Role of the International Bureau Paragraph 1 Paragraph 2 Paragraph 3 Paragraph 4 Paragraph 5 Paragraph 6 Paragraph 7 Paragraph 8 Paragraph 9 Paragraph 10 Paragraph 11	Article 181 Annual general liquidation account. Role of the International Bureau Paragraph 1 unchanged Paragraph 2 deleted Paragraph 3 deleted Paragraph 4 unchanged Paragraph 5 amended Paragraph 6 deleted Paragraph 7 amended Paragraph 8 unchanged Paragraph 9 unchanged Paragraph 10 amended Paragraph 11 amended
Article 182 Payment of transit charges and surface-mail terminal dues	Article 182 Unchanged
Article 183 Payment of airmail terminal dues Paragraph 1 Paragraph 2	Article 183 Payment of airmail terminal dues Paragraph 1 unchanged Paragraph 2 deleted

Present provisions	Proposed amendments
Article 184 Revision of transit charges accounts	Article 184 Revision of transit charges and surface-mail terminal dues accounts
	Paragraph 1 amended
	Paragraph 2 unchanged
	Paragraph 3 amended
	Paragraph 4 unchanged
	Paragraph 5 amended
	Paragraph 6 unchanged
	Paragraph 7 unchanged
Article 185 Revision of surface-mail terminal dues accounts	Article 185 Revision of airmail terminal dues accounts
Paragraph 1	Paragraph 1 amended
Paragraph 2	Paragraph 2 unchanged
Paragraph 3	Paragraph 3 amended
Paragraph 4	Paragraph 4 deleted

Congress – Doc 13

Address area on the layout key for trade documents

Report by the Consultative Council for Postal Studies

I. Introduction

1 At its 1982 session the Consultative Council for Postal Studies expressed concern about the work done by the International Organization for Standardization (ISO) to make the United Nations layout key for trade documents into an international standard (annex 1).

2 The CCPS's concern related mainly to the address area of this form, the size and position of which do not correspond closely to the requirements of the postal service in a number of countries, when this form is sent in a window envelope.

3 The CCPS therefore adopted resolution CCEP 1/1982 in which it:
- requested the ISO to suspend the procedure until it had been possible for the matter to be considered by the ISO-UPU Contact Committee and for an agreement with the UPU to be reached;
- decided to include the subject in the work programme of Joint Group A 1/A 2/A 3;
- instructed the International Bureau to make the appropriate contacts with the ISO and report to the CCPS.

4 In the wake of this resolution, the question gave rise to work and meetings which were brought to the notice of the CCPS at its 1983 session. After analyzing the various aspects of the subject, it considered it advisable to inform Congress about the matter so that the latter could give its views on the general action to be taken in the interest of postal administrations as a whole.

5 This is the aim of the present report which deals with the following aspects:
- background to the layout key for trade documents;
- the layout key and postal regulations;
- the work done subsequent to the CCPS resolution;
- CCPS proposals for continued study of the matter.

II. Background to the layout key

6 International agreement on the layout of documents used in international trade was reached in the United Nations Commission for Europe (ECE) in 1963 with the adoption of the "ECE layout key". Since then, documents for maritime, rail, road, etc transport have been aligned on the ECE layout key, as well as forms under various international instruments such as customs conventions, preferential arrangements and commodity agreements.

7 In 1969 the Economic and Social Council of the United Nations took note of an ECE Recommendation on the practical use of the layout key in international trade and the value of coordinating work relating thereto worldwide. For this purpose, a special service of the United Nations Conference on Trade and Development (UNCTAD), the Special Programme on Trade Facilitation (FALPRO), was instructed to pursue the matter.

8 In 1978, the United Nations Committee on the Development of Trade noted that the layout key for trade documents, approved by the ECE experts in 1963 and formally recommended by the Working Party on Facilitation of International Trade Procedures in 1973, had been widely accepted internationally. Henceforth it was referred to as: "The United Nations layout key for trade documents".

9 At the request of several organizations, a draft standard ISO/DIS 6422 was prepared by the International Organization for Standardization and submitted in January 1983 to a vote of the national Member Committees of the ISO Technical Committee in charge of this study (ISO/TC 154, Documents and data elements in administration, commerce and industry). It was at this stage that the CCPS intervened. The consultation which ended in July 1983 resulted in enough votes for the adoption of the draft which will thus become an international standard as soon as it can be approved by the ISO Council.

III. The layout key and postal regulations

10 The Working Party in charge of study A 103 of the CCPS Management Council elected by the 1964 Vienna Congress "Principles for adapting the layout of international postal service forms to the requirements of office machines – practical application of standards adopted" adopted as one of its working hypotheses the alignment of the UPU forms on the ECE layout key.

11 In its report submitted to the Steering Committee of the Management Council in May 1968, which was the subject of Congress – Doc 26 of the 1969 Tokyo Congress, the Working Party, considered however that a high degree of standardization of UPU forms with reference to the layout key was not feasible; in practical terms, the Working Party reported that "whenever possible, the indications concerning the address have been placed in the draft forms prepared in accordance with the ECE layout key".

12 The CCPS proposals, which, in short, enshrined the alignment of the UPU forms on the layout key, were adopted by the Tokyo Congress and the collection of forms prepared on those bases was re-adopted by the Lausanne and Rio de Janeiro Congresses. The particular case of forms CP 2 and CP 2/CP 3 finalized by the CCC-UPU Contact Committee should be mentioned, as the layout of the area reserved for the sender's and addressee's address is strictly identical to that of the layout key.

13 When examining the matter in 1982/1983, the CCPS considered that the present situation was not at all the same as it had been previously. It found that the general use of the forms based on the "layout key" and the subsequent increase (likely to reach considerable proportions) of items in window envelopes containing documents aligned on that key, as well as the appearance of the new generation of sorting machines functioning on the principle of optical recognition of characters, had created a new situation which justified an adjustment of the layout key so that it could better meet the requirements of postal operations in all countries.

14 Specifically, postal administrations made the following complaints about the layout key:

a A somewhat restricted area for the addressee's address; for some countries this area is apparently too small for all the information making up an address comprising the data needed for optimum forwarding of the items;

b The placing of the address area on the left of the layout key implies that the envelope panel is also on the left. However, although the provisions of the Acts of the UPU (article 20, paragraph 1, a, ii, of the Universal Postal Convention) allow the envelope panel to be situated on the left, a number of countries usually place it on the right; this practice is, moreover, in accordance with other provisions of the UPU Acts concerning the addressee's address (article 20, paragraph 1, a, i, of the Convention and article 113, paragraph 1, c, of its Detailed Regulations.

c Because of the restricted address area on the layout key and the size of the transparent panels, which are often larger in accordance with existing national standards, information on the documents, other than that making up the address, is visible through the panel, and thus disrupts the work of the new generation of sorting machines presently in service which operate on the principle of optical character recognition (OCR) of addresses.

IV. Work carried out subsequent to resolution CCEP 1/1982

15 After receipt by the ISO of the CCPS resolution, the UPU was represented at meetings of Technical Committee ISO/TC 154 (and its Subcommittees) which were held in Paris from 27 to 29 April 1983. The UPU delegation, made up of officials of the French administration (host country of the meeting) and the International Bureau, put forward the complaints of postal administrations (paragraph 14 above). These were analyzed and discussed, and this led the Technical Committee to set up, within the framework of its Subcommittee 2 (Documents), an ad hoc Group to study "the requirements and positions for elements for the representation of names and addresses".

16 With a view to the meeting of this ad hoc Group and in accordance with the mandate received from the CCPS (paragraph 3), Joint Group A 1/A 2/A 3 decided to carry out a consultation of its members with a view to developing proposals which could be submitted to the ISO to amend the draft standard.

17 As the consultation did not produce positive results, the ad hoc Group, meeting in Geneva on 30 September 1983, did not have the data needed to outline technical solutions to the problems raised. It therefore proposed that it should be turned into a permanent group for the continuation of the study with the UPU.

18 At its meeting on 24 October 1983 in Geneva, the ISO-UPU Contact Committee endorsed the proposal to set up a permanent ISO-UPU Group to pursue the study of the matter. For its part, the ISO agreed to suspend for one year the procedure for publishing the draft standard so that work on the subject could be continued within the UPU and so that the joint study could be carried out within the framework of the permanent ISO-UPU Group.

V. CCPS proposals for continuation of the study

19 As the information in this report shows, as things are at present, the following may be mentioned:

- Publication of the draft standard ISO/DIS 6422 should in principle take place in the more or less short term, and no doubt before the next Congress. Taking the concerns of all the postal administrations into account would enable the Post to keep the bulk of the traffic resulting from this layout key and would facilitate its movement through the use of envelopes with transparent panels.
- The fact that the layout key can be used for several purposes implies that the parties agree to adjust certain aspects of their regulations.

20 The various constraints which have to be faced therefore led the Consultative Council for Postal Studies to make the following proposals:

- that the CCPS continue the study of the question as a priority matter with a view to reaching agreement with the ISO on the general characteristics of postal addresses and consequently on the adjustments to be made to the address area on the layout key;
- that postal administrations be informed, after consultation with the Executive Council if matters coming within the latter's purview are concerned, of such provisions as may be agreed upon with the ISO, so that these provisions can be applied immediately.

VI. Conclusions

21 In view of the above, the Consultative Council for Postal Studies requests Congress:

i to give its views on the question of the address area on the layout key for trade documents;

ii to approve draft resolution No 013.

LAYOUT KEY FOR TRADE DOCUMENTS

Consignor (Exporter)	Date, Reference No, etc	
Consignee	Buyer (if other than consignee) or other address	
Notify or delivery address	Country whence consigned	
	Country of origin	Country of destination
Transport details	Terms of delivery and payment	

Shipping marks; Container No	Number & kind of packages; Goods description	Commodity No	Gross weight	Cube
			Net quantity	Value

Free disposal

Place and date of issue; Authentication

Congress – Doc 14

The future of the postal services: Digest of the studies carried out between 1979 and 1984

Report by the Consultative Council for Postal Studies

1 Introduction

The Consultative Council for Postal Studies elected by the Rio de Janeiro Congress decided at its constituent meeting (cf minutes of 23 October 1979), on the proposal of several delegations and because of the great importance of the subject, to set up a special Committee to consider the question of the future of the postal services.

As a result, the six fields of study proposed by the former CCPS (cf proposal 0022 and CCEP 1979 Rio de Janeiro – Doc 3b), were joined by that of the future of the Post assigned to Committee 1 of the CCPS elected by the Rio de Janeiro Congress.

Under the chairmanship of the Netherlands, Committee 1 was assigned four studies all dealing with the future, viz:
- Study 501 "Future of the postal services"
- Study 502 "Using the postal network (including agency services) for non-postal activities – Extending post office functions"
- Study 503 "Electronic mail and other advanced message systems" including supplementary study "Teleimpression"
- Study 504 "General policy on public information".

The reporting countries were Morocco (study 501), Sweden (study 502), Federal Republic of Germany (study 503) and Italy (study 504).

The Committee subsequently decided to reactivate study C 104 "Postal market research" (reporting country: France).

The CCPS also instructed Morocco, in conjunction with the Chairman of Committee 1 and the International Bureau, to submit to the Hamburg Congress a Congress – Doc dealing with all the work relating to the future of the postal services.

This document is therefore in accord with these instructions and endeavours to give the main results of these studies.

2 Results of the work

2.1 *Study 501 "Future of the postal services"*

Conducted in two stages (general study and supplementary study), this study first provided a sort of diagnosis of the Post. It was, for instance, established that the Post is confronted by many problems, that its operational costs are rising rapidly and, at the same time, that telecommunications' running costs are rising slowly or even falling.

At the same time, taking advantage of shortcomings in the Post and the consequent discontent of its users, some companies have set up in competition to it going so far as to provide services which are really protected by the monopoly.

Faced with this situation, the Post realized that the best protection is neither the legal arsenal nor an increase in rates but improving the standard of the service offered based on a new attitude featuring commercial aggressiveness, dynamism and innovation.

All postal administrations recognize that the alliance of telecommunications and date-processing is a grave threat. Nevertheless, it is considered that the Post can still fight back provided that it shows vigilance and, above all, vigour faced with the new technologies.

Lastly, it was noted that, while the industrialized countries are aware of the danger, the developing countries feel that the threat is still far away.

The situation of the Post is really alarming and there is every reason to reflect on the measures to be taken to safeguard its future.

The second stage of study 501 brought a better awareness on the part of the developing countries and a catalogue of the new products and the experiences of the industrialized countries.

The lack of perspective made it impossible to give a categorical judgement on the future of the Post. At very most, a call can be made for more vigilance and particularly for a great adaptive effort to enable the Post to continue to play its part in the communications market, which is obviously going through and will continue to go through some very great disruption.

The reports on the general and supplementary studies are contained in annexes 1 and 2 to this document.

2.2 *Study 502 "Using the postal network (including agency services) for non-postal activities – Extending post office functions"*

First of all, it should be recalled that the aim of this study is to provide postal administrations with a source of inspiration in their search for fresh fields of activity, each of them acting in relation to the conditions peculiar to it.

As a result the study recalls the additions made to the Post's field of activity since the 19th century (postal parcels, savings bank, transfer of funds, insured items and Cash-on-Delivery items).

The efforts the Post has made to adapt to the changes and development of society are then reviewed.

It is noted, in particular, in this connection that postal administrations have had to seek to rationalize their activities and make them more efficient.

Mechanization and data-processing, in particular, seem to give the Post the means to adapt to fresn customer demand. But this is not without its problems. Indeed, the new transmission technologies look likely to by-pass postal administrations in several fields. Private companies will try to seize services not protected by the monopoly, which itself is under fire.

In any event, the Post has some serious competition and it is considered that this competition will increase not only in the fields not covered by the monopoly but mainly in those traditionally reserved for the Post.

In addition, legal problems or problems relating to regulations may hamper postal administrations when they consider introducing new forms of service.

After these general considerations, the study stresses the role of the Post as a means of communication, whose presence throughout the territory is unparalleled. Possibilities of expanding the functions of the Post are then examined in the following fields of activity: counter, categories of item, delivery staff and other fields.

It thus appears that prospects at counter level are promising since the post office can be used as a place to receive postal users, to inform the public and to display commercial advertising. Other activities arising from some administrations may be performed there provided, naturally, that postal staff have been prepared for it.

As regards postal items, forwarding times are considered incompatible with user needs, for which electronics offer greater speed and reliability.

It is considered, however, that the Post can still provide variations of existing services (unaddressed printed papers, forwarding of grouped items, etc).

Lastly, as regards services provided by delivery staff but not connected with delivery, it is, of course, difficult to develop new services in such a restricted field.

The concrete results of this study have been published as a "Catalogue of supplementary postal services provided to customers or under study".

2.3 *Study 503 "Electronic mail and other advanced message systems"*

This study is concluded to the extent that it dealt with a special form of electronic mail: the public facsimile service between post offices. In connection with this service, called the "Bureaufax" service in the jurisdiction of the International Telecommunication Union, a report and a Model Agreement on the international electronic mail service have been published in volume 132 of the Collection of Postal Studies.

Prepared following an inquiry conducted among a large number of major administrations, the report covers all the basic aspects of the service under study. It deals with the general conditions and the legal bases as well as with transmission technology. The important chapters are those dealing with the posting, transmission and delivery of items as well as the organization of the service. They reflect the view of postal administrations that the electronic mail service, in order to serve the interests of postal operations, should be as close as possible to the "classical" international letter-post service. The report also puts forward solutions for questions concerning charges and accounting.

The above-mentioned Model Agreement on the international electronic mail service represents, in a way, the practical application of the previously published report. Twenty articles, including five in Detailed Regulations attached to the actual Agreement, show how an agreement, concluded between two postal administrations wishing to establish with one another a public facsimile service between post offices, might look. The provisions of the Model Agreement are, among other things, devoted to describing the service and the possible special services, charges and their allocation to administrations, the conditions of acceptance with which items must comply and the treatment of undeliverable items in the country of destination, as well as the information to be exchanged between administrations and the postal information to be included on the transmittal instruction sheet accompanying the item. Notes referring to certain articles draw attention to variants, which, at the moment, have not reached their full potential as regards operations and technology, but which might play an important role in future.

In view of the rapid developments in electronic mail, the CCPS, at its 1981 session, recognized the need to set up a Subgroup to study the problems of the electronic transmission of messages on the basis of data media (eg magnetic tapes) and their printout, insertion into envelopes and delivery at the place of destination. This service, which is known as teleimpression is also called "Electronic computer-originated mail service (E-COM)", "Electronic mail and message systems (EMS)", etc. It emerges, in substance, from the report approved by the Steering Committee in March 1984 that several administrations had said they were highly interested in the service; however, it is still in an embryonic stage and there is no clear trend in its development yet which will be partly linked to the development and standardization of transmission facilities.

It was also recognized that the time did not yet seem ripe to contemplate the organization of the service on an international basis, but that the UPU should probably follow developments.

2.4 *Study C 104 "Postal market research"*

Reactivation of this permanent study was motivated by the need to have the most recent information on demand for postal services up to 1985 or 1990.

A colloquium on the development of postal needs and forecasting techniques, hinging on "Postal market forecasting" and "Postal market research" was held.

The results of this colloquium were published in volume 89.4 of the Collection of Postal Studies.

2.5 *Berne Colloquium of 18 October 1983 on the future of the postal services*

By organizing a colloquium on the future of the postal services on 18 October 1983 within the framework of its annual session, the CCPS wanted both to make a digest of the work done on that question over the previous four years and to amplify this work through the participation of fresh protagonists used, through their high-level duties, to a more elevated view of management.

Five speakers, most of them heads of postal administrations were therefore invited to read papers on the following subjects:

- *The future of the postal services, with special reference to electronic mail* (Germany, Fed Rep of)
- *Development of new postal services* (Sweden)
- *The future of the Post in the Third World – Case of Morocco* (Morocco)
- *The transformation of the administration of Canada into "Canada Post Corporation", a commercial undertaking, and the advantages of this transformation* (Canada)
- *The Post of the future: monopolistic governement department or competitive business concern?* (Netherlands)

The discussions on that occasion were highly edifying.

They highlighted a diversified range of ideas and information likely to enrich the thinking of postal managers and provide them with additional parameters for formulating guidelines for their action regarding the Post of today and tomorrow.

Although the ideas contained in the various reports published on the future of the postal services were often taken up again, they were in general developed and made more specific in the light of the reactions arising from the discussions. The speakers were thus able to express their views or lay emphasis on such questions as:

- The need to make a distinction, when talking about the future, between, on the one hand, the situation of the industrialized countries battling with the crisis in the demand for postal services and striving to gain a foothold on the new communications market dominated by the new technologies and, on the other hand, the situation of the developing countries which are more concerned with expanding the traditional services and improving the standard of service, without however ignoring the possibilities offered by the technologies in question.
- The imperative need for joint action, with a view to safeguarding the quality of the international postal service, among all the member countries of the Union, in whose collective interest it is that this quality should everywhere be high.
- The importance of making the public authorities in every country aware of the role and needs of the Post, which must nevertheless seek original and specific means of financing its development; the idea of combining public and private investment was put forward.
- The long-term prospects of a cultural explosion, which is going to increase the need for communication and require imaginativeness on the part of the Post in order to attract a share of the market thus generated; in particular, close analysis of the possibilities offered by electronics for postal operations will become increasingly necessary.

- The possibility acknowledged for the Post to pursue its development side by side with the Telecommunications, if it follows a policy of high quality at competitive prices; this implies facility in the adaptation of structures, but also a commercial style of management with financial equilibrium.
- The need to tailor postal regulations to the potential demand for postal services; in this way the Post can, for example, attract a large share of the demand for the transport of industrial products or, in a general way, expand its small parcels conveyance business by revising the rules governing the acceptance and delivery of the items concerned, etc.

On the whole, the colloquium brought out more clearly a certain degree of optimism which is all the more appreciable in that it is based on an analysis that has become more refined because it takes more specific data into account. As could be observed, however, the optimism expressed remains conditional and vigilance, coupled with active imagination, seem to be more than ever necessary if future objectives are to be realized.

The proceedings of the colloquium have been published in brochure 145 of the Collection of Postal Studies.

3 Conclusion

The approach work done by the CCPS within the framework of the "Future of the postal services" has thus made it possible to analyze the situation of the Post, bringing out its strengths and weaknesses (study 501), to explore ways and means of increasing its field of activity either by introducing new services or by providing variations of services already on offer (study 502) and, lastly, to give a concrete example of a new service such as electronic mail.

The work cannot, however, be regarded as concluded. Far from it.

The main thing now is to refine the components of the strategy of the future because the fight for survival has only just begun.

Congress – Doc 14/Annex 1

Committee 1 (Future of the postal services)

Study 501: The future of the postal services (General study)

Reporting country: Morocco

Preliminary report

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Foreword

When the work was being apportioned within the CCPS, Committee 1, in charge of the study on the future of the postal services, decided to entrust Morocco with the task of analyzing the documents submitted by postal administrations as part of Congress – Doc 18, as well as the speeches made at Congress on UPU Day, 9 October 1979.

Later, Algeria and Tanzania (United Rep) expressed the wish to be associated with this initial phase of the study.

The following report is the result of an analysis of the written and oral contributions made by member countries of the Union. In this report, an endeavour has been made essentially to take stock of the postal service and identify the prospects for future action which will enable this important institution to continue to play its part to the full.

When studying the various contributions, both oral and written, we believed we discerned, despite the identity of views on a number of points, two fairly definite positions: that of the industrialized countries and that of the countries which we sometines call "developing countries", even though this expression does not cover a homogeneous whole either from the point of view of postal infrastructure or from that of economic development.

Lastly, it should be stated that study of the contributions has been facilitated by the two digests made by the International Bureau and published as addenda 1 and 3 to Congress – Doc 18. Through their accuracy and conciseness, these two digests have been valuable references to which we have constantly referred when writing the present report.

The study proper consisted of analyzing:
- 28 written contributions from postal administrations;
- 2 written contributions from Restricted Unions;
- 23 speeches made at the plenary meetings on 9 October 1979 at the Rio de Janeiro Congress. Ten of these speeches summarized in the Congress minutes came from countries which had already submitted a written contribution.

Generally speaking, the contributions followed the outline proposed by the International Bureau. The present report will endeavour to do the same, though possibly departing from it in form.

Two other documents have been consulted and used in this work. They are the report of the colloquium held in Tokyo on 12, 13 and 14 September 1978 on the subject of "Threats to the future of the postal services and ways of combating them" (brochure 89.3 of the Collection of Postal Studies) and the report of the first CCITT symposium on the new telecommunications services, held in Geneva from 14 to 16 May 1979.

Since they are directly linked with the subject of this study, these two documents provided us with extensive supplementary material and logical developments to certain contributions.

1 Introduction

Before presenting the detailed results of the analysis, it seems appropriate to summarize briefly the overall impression given by a quick examination.

Half of the 28 written contributions come from industrialized countries (14) and half from developing countries (13) or countries with a planned economy (1).

All the countries recognize the present precarious situation of the Post, particularly in the financial field. However, for nearly all the members of the first group – the industrialized countries – the main question is one of improving postal management to achieve the same conditions as the competition: financial autonomy, flexible management, personalization of services, realistic attitude to costs, compensation of social benefits by the community as a whole and not just by postal users, etc. On the other hand, with a few exceptions, the countries belonging to the second group recognize that the Post is regarded as a social service which has to work outside its actual costs, a condition which inevitably causes serious deficit against which very few of them have the means of reacting.

Differing views also appear regarding the present objectives of the Post: for the developing countries, it is above all a question of extending the network to meet a still unsatisfied demand whereas for the industrialized countries the main objective is to keep their share of the communications market by offering quality and by diversifying their services.

Lastly, because of the unequal development of the Post, the two groups of countries do not see the threat represented by the new message-transmission technologies in the same light. However, it should be stated that nearly all the countries – industrialized as well as developing – do recognize the need to adapt the traditional Post. But for some the danger is already there and should be met without losing time, whereas for others it is only just appearing on the horizon.

After these general aspects, the detailed analysis of the contributions now has to be dealt with and a coherent presentation made of them. We have deviated slightly from the work plan proposed by the International Bureau to administrations, but all the elements will be found within the report. The presentation adopted is as follows:

Present situation of the Post:
- structures;
- management;
- services.

Future prospects:
- development of methods of communication;
- the changes needed.

Conclusions

In view of the differences of view which appear in the papers and the often different motivations, mention will be made of the position of each of the two groups – industrialized and developing countries – whenever this is necessary.

Part one

2 Present situation of the Post

The present situation of the Post was assessed on the basis of a number of factors including the legal form of the postal institution, the aims pursued, the greater or lesser flexibility of tariff policy in the face of continually rising costs, and the development of the needs of an ever more demanding clientele.

2.1 Status of the postal service

The 28 contributions show a complete range of forms of status. Although the diversity exists among the industrialized countries as well as among the developing countries, it is noted that in the latter group the State department predominates; in the former group there are:

- 6 State departments;
- 8 State corporations or companies with various names and with varying degrees of freedom of action.

In 11 of the 14 countries, the posts and telecommunications come under the same authority (Ministry of Posts and Telecommunications or equivalent in 7 of them). In the other 3 countries, the posts and telecommunications come under different authorities.

The countries in the second group are made up of:

- 10 State departments;
- 4 State corporations.

In 12 countries, the postal and telecommunications services are managed jointly. Over and above this structure which varies from one group of countries to another – a preponderance of the corporation in one case and of the department in the other – another aspect of the differences is the role given to the Post. Although it is everywhere accepted that the Post is a public service which, as such, has to meet certain special obligations (serving the whole of the territory, no profit motive, low rates for certain services, etc), the social character of its activity is particularly emphasized in the countries of the second group – one country speaks of it as a department "in the service of the poor". Obviously, this concept of its role, which is moreover justified, cannot fail to have effects on the behaviour of the postal service, its development and its ability to combat possible competitors.

In general, the absence of pronounced commercial considerations results in an ignorance or imperfect knowledge of the costs of services and to a dependence by the Post on the general State budget, if only for its development or equipment programmes. This situation itself engenders a deterioration or, at least, a stagnation in the quality of the services, and because the latter are unattractive to the customers, this worsens the financial situation of the Post even more.

It must, however, be admitted that in many countries of the second group, the need for a commercial approach in the work of the postal service is recognized and administrations are trying to get this point of view accepted by their goverments. Those which have already succeeded in this are said to have considerably improved their situation (Argentina, Brazil).

By contrast, in the countries of the first group, the Post has adopted a commercial attitude and, aiming at greater price realism, tends to make the customer – whether private person or the community – bear the cost of the service rendered.

With regard to objectives, concerns common to all countries are found: development of the infrastructure, improvement of the quality of services, better profitability. However, there too there is unanimity only regarding the formulation of general objectives, each group of countries favouring a particular aspect. Thus, for the industrialized countries, the financial aspect is predominant, even though the main objective remains the provision of services satisfactory to all population strata throughout the country. In these countries, the attitude of the service stems from an endeavour to attain profitability and financial recovery: diversification of services, personalization of services, adaptation to the needs and tastes of customers, etc. In addition, the emphasis is placed on improving working conditions and the preservation of social gains.

In the second group of countries, the emphasis is predominantly on the development of the infrastructure and an improvement in the quality of the traditional services. But this does not exclude the fact that some administrations – in particular those which have obtained the status of an enterprise such as Argentina and Brazil – have planned the introduction of new services. In the same way, nearly all the administrations of this group, including those which consider the Post as a social service, are convinced that they must work towards achieving their financial autonomy and thus adopt a commercial attitude enabling them to hold their own and develop.

There is nothing surprising in this difference of preoccupation between industrialized and developing countries in view of the attitude of the customers to postal services. Constantly solicited by increasingly rapid and sophisticated means of transmission, people in the industrialized countries would quickly turn their backs on a postal service which did not break new ground. This is particularly true of major users, firms and administrations which have a budget for their communications and which account for a substantial proportion of postal traffic. According to certain data, business mail makes up 40 percent of letter-post traffic, and in some countries as much as 75 percent.

By contrast, in the other countries the conditions for satisfying certain basic communication requirements are barely acceptable. In addition, because of its low-level development, the telecommunications network interests only a minority and is therefore not a substitute for the Post.

These considerations and differences in approaching problems certainly influence the way the Post is run, but they are not the only ones.

2.2 **Postal management**

To appreciate and understand the method of postal management, it is perhaps useful to recall, even though they are known, certain characteristics of this sector on the borderline of the commercial service and the community social service.

2.2.1 *Diversity of postal products and services*

The product of the Post is far from being a homogeneous one. On the contrary, the general rule is to try to obtain a wide range of services. Even for administrations whose postal sector is not very highly developed, there is often a considerable differentiation in several basic products. However, it would seem that it is precisely this field of diversification and differentiation of products that distinguishes the postal policies of the advanced countries from those of the developing countries.

A classification of countries according to their economic and social development index would show in general that the higher the index, the greater the diversification. At the bottom of the scale are the obligatory basic postal services (essentially letters), then come the conveyance of goods (postal parcels, postal packets, etc) and the financial services (money orders, savings bank, giro) and lastly a more or less sophisticated endeavour with regard to personalization and adaptation of postal and financial services.

To this aspect of diversity which characterizes the services offered by the Post, must be added a variety in the functions performed. Whatever the degree of development of the country concerned, one distinguishes in the postal service:

- counter services: posting and delivery of items, sale of documents, etc;
- services for the physical conveyance of items and documents, whether such conveyance is operated by the Post itself or under its responsibility;
- banking services for countries in which the Post offers financial services;
- house-to-house delivery services in the majority of administrations.

It is obvious that such a variety of functions requires a well-prepared organization and methods when the aim is a certain degree of efficiency.

2.2.2 *Labour-intensive nature*

A further feature which is everywhere recognized as a truth is the labour-intensive nature of the Post. The many handling processes required in postal work mean that manpower is very often used to carry out various tasks. The more traffic grows, the more manpower is needed. In addition, the use of mechanical or automatic means is still not very widespread even in the advanced countries which have introduced mechanization only very recently. In any case, mechanization can only marginally affect some sectors such as mail delivery.

In the opinion of the administrations which gave details in their papers, staff account for between 70 and 90 percent of total postal operating expenditure. It should also be added that the nature of postal work, its complexity and the training it requires, on the one hand, and the labour law in most countries, on the other hand, make staff needs relatively inflexible so that administrations have to keep a large labour force even when there is a drop in traffic.

The review which has just been made of some of the main features of the Post explains the objectives and the type of management adopted or desired by various administrations. Indeed, we have seen that the main concern of most of the advanced countries which provided contributions is to keep their share of the communications market by making sure of some growth even though this is quite modest. To attain this objective, these countries put the main emphasis on the standard of services. On the other hand, the concern of the developing countries is mainly to provide mass services in sufficient quantity and under acceptable social conditions.

However, all these countries agree on the consequences arising from the specific features of the Post, namely cost levels and customer behaviour.

2.2.3 *Costs*

It is quite inevitable that a labour-intensive undertaking like the Post, in which a number of operations are hard to mechanize and which subcontracts transport in many cases, will see its costs increase very quickly.

There was unanimity as regards wages among the factors affecting increases in the costs of postal operations. Indeed, wages have various effects: first of all there are the wage increases, which are particularly fast and large above all in periods of general inflation as we have experienced since 1973; then, there are the indirect increases due to the reduction in working hours, the longer holidays and the improvement in social conditions.

Work organization and staff status making it difficult to adapt the labour force to drops in traffic are further elements in the indirect increase in wage costs.

All these factors mean that the Post's wage index increases faster than the general index of the rise in the cost of living. Considering that staff costs account for 70 to 90 percent of total running costs, the importance of this factor in the Post's increased costs can be realized.

The second element put forward as a factor in increased costs is the high cost of energy and transport. This element was mentioned by five countries in the group of industrial States and nine developing countries. This appears to confirm the view that it is the non-oil-producing developing countries which feel the rise in the price of fuel products most.

Whereas five countries in the first group and only one in the second mention general inflation as a factor in increased costs, eight developing countries mention the increase in the price of durable goods, a fact which is perfectly understandable considering that these countries import virtually all of their equipment.

Other causes of increases in operating costs are mentioned such as the need to keep offices and staff in rural areas, even when traffic has dropped substantially, or continuing unproductive and expensive night work. One Restricted Union speaks of bad management of human resources and failure to adapt structures.

It should also be stressed that alongside the not too big increase in postal operating costs, telecommunications costs tend to develop much more slowly. Indeed, telecommunications has the advantage of much more advanced mechanization and automation and, hence of higher productivity. This phenomenon is far from being negligible because the gap between the costs of the methods of communication provided by the Post and Telecommunications is narrowing, to the detriment of the Post, of course. Some telecommunications administrations have even reduced some tariffs, like the charge for installing telephones, in order to stimulate demand. A study by the Federal Republic of Germany, shows that the index of unit costs in the postal services climbed from 100 to 251 between 1964 and 1977, whereas it moved only from 100 to 137 in telecommunications.

2.2.4 *Consequences of the increase in costs*

It is quite obvious that such a considerable increase in postal costs cannot fail to have effects. One of the most immediate consequences has been the appearance of or increase in operating deficits.

Very few administrations said they balance their budgets or make a profit. On the other hand, five administrations in advanced countries and seven administrations in developing or planned economy countries admitted that the Post was running at a loss. The number would be even higher for young countries, because few administrations have accurate, separate accounts for the Post, enabling them to see the exact position.

The administrations which were able to analyze the reasons for the deficit blame, among other things:
- the poor payment or the absence of payment for some services: free postage, collection of funds for the public treasury, etc;
- fixing tariffs, for social or cultural reasons, below cost; that is, for instance, the case with the extremely low rates allowed the press;
- the inflexibility of the rates revision procedures which means that the necessary adjustments are not made at the right time;
- stagnation in traffic because of market saturation or because customers turn to rival services.

For almost all the young countries, except Argentina and Brazil which have corporate status, the postal deficit is covered by State subsidies either direct or as part of the joint posts and telecommunications budget, when the latter sector shows a profit. In general, for these countries, the cost is not known so that it is not possible to get an accurate picture of the size of the deficit.

However, many of them recognize that the fact that the Post does not have financial autonomy greatly hampers its development, while the objective of these countries is precisely to spread the network so as to provide mass services to all the population.

In view of the Post's loss-making position, the most frequent trend is to increase rates. However, both advanced and developing countries, though for compietely different reasons, resort to this solution with prudence and, in any case, their room for manoeuvre is limited in this field. For the young countries, the rates which are usually fixed independentiy of costs have to be authorized by the central government. They have to be kept relatively low in view of the social character which is ascribed to the services and also to encourage use of these services.

For the developed countries, increasing rates has a number of disadvantages:

- it is likely to cause a drop in demand for postal services. Australia considers that "The combined effect of increases up to September 1975 was to decrease mail volumes in 1975/1976 by some 16 percent on the 1973/1974 level". In view of the low rate of variation in staff needs mentioned above, the decrease in traffic causes a fresh increase in costs which requires a further increase in rates, creating a vicious circle;
- it may divert a portion of demand to the competitors of the Post, either private companies or telecommunications services. Recovery of this demand becomes difficult if not impossible;
- it makes the Post unpopular and tarnishes its corporate image. Indeed, as in many industrialized countries the postal service price index rises faster than the general price index and the index of telecommunications' costs, the increases may appear to be exaggerated. When the governmental restrictions which force delays in the necessary adjustments come on top of this, it is easy to see that when the tariff changes are made they are relatively big, which makes them even more unpopular.

These negative consequences of the rapid growth in postal operating costs are reinforced by the failure to adapt some traditional services to the tastes and needs of the clientele.

2.2.5 *Failure to adapt traditional services*

The administrations of the young countries do not seem to see in the attitude of their clientele a questioning of the services offered. On the whole, these services seem to satisfy the still quite limited communications needs. Admittedly, some administrations, on analyzing complaints from postal users, have discovered a desire for fast regular and reliable services. Indeed, in these countries, the Post is often accused of being too slow, not regular enough and not reliable enough (rifling and loss of articles).

At the same time, telecommunications are not very developed in these countries and do not therefore provide an alternative which is a threat to the growth of postal traffic. The same applies more or less to private competition, which this sector does not yet attract. That might be due to the low "postal consumption" in these countries, where the average number of postal articles per capita varies between 5 and 15, whereas it is 200 in Europe and 400 in the United States of America. It is, moreover, this low consumption which raises hopes of sustained growth of postal traffic in developing countries, unlike what is happening in the industrialized countries. It would, however, be wrong to draw a parallel between these two groups of countries because the traffic structure is very different, if only because company mail accounts for over 70 percent of the total in industrialized countries while it is certainly under 40 percent in the young countries. In fact, many young countries admit that the Post does not have much to do with mail order sales, delivery of advertising material or postal parcels, not to mention financial services, which are still not widespread.

Most of the developed countries recognize that, despite the measures they have taken in recent years, letter traffic is growing very slowly. This stagnation sometimes tends to be balanced by faster growth in other, less expensive, letter-post categories, but may also be matched by diversion to other forms of communication.

Relying on the details given in the contributions provided, it is noted that the categories of item facing most competition seem to be:

- postal parcels;
- printed papers, particularly advertising material;
- financial services;
- commercial traffic.

The reasons most often given to explain this falling off are, in decreasing order of importance:

- the search for faster and more reliable services (the telephone tends to arouse a need for immediacy which new telecommunications services are satisfying);
- the advantageous position of the competition which has every latitude to choose the products which interest it (pharmaceutical or photographic, advertising leaflets, etc) and the most lucrative services (eg: the local post in urban areas);
- the high level of charges and their egalitarian nature;
- irregularity of services and disruption caused by strikes;
- the lack of flexibility in the regulations.

In the advanced countries, it is also noted that the public's need for speed and personalized services leads private companies to act even in the area covered by the monopoly which represents some 60 percent of traffic.

In the face of such incursions, the administrations which feel themselves the most threatened, ie mainly those in the group of industrialized countries, have taken some steps which should enable them, on the one hand, to avoid the consequences arising from a far too excessive increase in operating costs and, on the other hand, to mitigate the effects of competition and violation of the monopoly.

2.2.6 Measures taken or envisaged

With regard to postal expenditure, we have already seen above that the administrations which have given their views on the subject all admit that the solution is not to be found in offsetting the increase in costs by raising tariffs. The administrations have therefore tried to analyze the causes of this increase in costs and act accordingly. As staff costs account for the lion's share of this expenditure, research has therefore concentrated on ways and means of reducing them. In general, stress has been laid on increasing productivity as a means of reducing the wage bill. This rethinking process which has been beamed in various directions seems to lead to a questioning of internal organization and management methods.

Indeed, the ideas most often put forward are:
- rationalization of internal organization;
- seeking concerted action and cooperation from the staff;
- serving thinly populated areas with mobile offices;
- extending mechanization of services and bringing it into general use;
- automation of the postal financial services;
- cutting down daily deliveries;
- simplifying work procedures and methods;
- market research; introduction of new services and making the network profitable by carrying out operations on behalf of other government departments;
- a more flexible rates policy: more frequent, smaller adjustments – variation of some tariffs.

As a result, it is seen that the measures taken or planned to reduce costs include first of all looking for economies internally, then increasing postal revenue and only as a last resort tariff measures.

Of course, for the developing countries, the measures listed above are mainly contemplated for the future. Indeed, apart from a few exceptions (Brazil, for instance), these countries do not advocate any special measures as regards staff. That is quite understandable because, on the one hand, the amount of staff involved is insignificant compared with that of the developed countries and, on the other hand, the trend in the young countries is precisely to encourage full employment. That is why these countries concentrate more on the increased revenue that the introduction of new services can bring, the widespread use of financial services, doing agency work for other government departments or promoting philately.

As regards the failure to adapt services and the effects of the competition, action is mainly directed towards trading companies and major users, in so far as private individuals are not too unhappy with the services offered to them. Similarly, the services which face competition, eg postal giro and savings bank, have been the subject of special proposals. Some of the measures taken or planned are the same as the ones advocated for reducing costs, since these may also be an argument for the competition. But special emphasis is laid on management methods and the change in attitudes. The proposed measures which tend to endorse a frankly commercial attitude may be grouped around three poles:

i Market research and surveillance

Many administrations have proposed establishing or developing a marketing service to analyze the services provided, to sound out customer needs and to do market research. The standard of the services provided is also to be followed closely.

ii Expanding the range of services

The main aim is to supplement the services provided to the public and to differentiate between them by personalizing existing ones. It is proposed to offer each type of clientele the services best suited to it: collecting mail at the addressee's address, priority mail, postadex, villexpress, etc. In the financial services overdraft facilities must be available as provided by the competition, bank-note dispensers must be installed, transfer by magnetic tape must be permitted, etc.

iii Modulated tariff policy

The tariff policy must be sufficiently flexible to be able to cater for important customers better. The possibility of tariff contracts already used by some administrations could be extended.

As regards the monopoly, not one administration considered it to be an effective protection in that it is difficult to keep discontented customers by that means. One administration of a developing country has even authorized, under its supervision, the operation of private companies to provide some services.

2.3 Conclusion of part one

If we had to summarize the present position of the Post, we should say that until the past few years, its organization and methods had developed very little. Until 10 to 15 years ago, the Post had remained a basically labour-intensive service in which a host of lowly workers carried out the bulk of the work. In the last twenty years, the improvement in staff working conditions and the marked development in customer habits and demands was to reveal to the Post the weakness of its position. This development was moreover to produce other modes of communication and lead private companies to become interested in the activities of the Post.

This interest led the Post to become aware of the danger threatening it and forced it to act.

The competition to postal services is now a factor which has to be taken into account and which governs the way the Post is run. It operates on two levels, in the traditional services and in the new technology.

On the level of the traditional services, the Post has been taking some hard knocks for some time, not only from parcel carriers but also from delivery firms which, under various names, collect and deliver articles traditionally entrusted to the Post. The legal monopoly of the Post is no longer sufficient protection and, using the excuse of the fall in the standard of the service provided, these companies cream off the most lucrative traffic, leaving the Post the loss-making sectors.

This situation, although more apparent in the industrialized countries, is not unknown in the developing countries where it is sometimes tolerated, either because it gives the impression of relieving a postal sector with insufficient means or because the parallel network concerns State or semi-public corporations. In any event, the result is a loss for the Post and an aggravation of its financial difficulties. Moreover, this form of not openly declared competition is often more dangerous than the other because major users which have the traffic and also the means to have recourse to someone other than the Post, get into habits which it becomes difficult to fight against. It should also be added that in some countries, the public or private transport sector, which has to be used for forwarding mail, is irregular or even totally lacking, and this does not put the Post in a position to defend itself against the infringement of its prerogatives.

With regard to the new technology, we would only mention, although we shall come back to this later, that postal traffic suffers the effects of other means of communication, particularly from telecommunications. This is so true that mathematical models of mail traffic growth take into account the average cost of a telephone call, for instance. At the same time, while telephone and telegram have long been the custom, that is not necessarily the case of telex and other processes which are appearing in the industrialized countries: Telefax, Videotext, electronic payments systems, etc.

While it is certain that these means of communications are or are going to be in direct competition with the traditional postal services, it would be wrong to believe that such a competitive situation will not arise so soon in even the poorest developing countries, ie in the ones where the Post is still in the stage of development. Indeed, to believe this is to forget that in these countries, the telecommunications sector which is itself not very widespread is benefiting from all the technological improvements and is developing at a rate certainly faster than the Post. In addition, the ratio of telecommunications prices to those of the Post is being reduced. In view of the attraction which telecommunications facilities will have for the business world and the government, ie on the Post's major clients in the developing countries, it would be dangerous to underestimate the impact of these means on the growth of postal traffic.

The Post has not been inactive in face of these attacks on its traditional field of activity. It has acted with some success and is preparing to take further measures which will enable it at least to retain its share of the communications market and attain some financial balance.

But here again, it is sad to note that the administrations of the young countries, apart from the ones which have reached an average level of development, are not preparing themselves sufficiently for this combat, so confident are they in the possibilities of normal development of postal traffic. However, it is not certain that postal development in these countries will go through the same stages as those through which it has gone in the industrialized countries. It is not forbidden to think here too, as in the case of economic development, that stages may be hopped over by the competition and the postal service would then find itself suddenly, and more quickly than it expected, confronted by a situation for which it was not prepared. That could above all be true of the new technologies which the telecommunications services are testing and developing. At the moment, the reliability of the equipment reduces the relative need to train telecommunications staff in the young countries. It has even been known for new equipment, such as electronic telephone exchanges, to be installed in young countries even before it has been installed in the countries in which it was developed. The use of data-processing is also relatively widespread in the young countries where, in some cases, it is the postal and telecommunications administrations which are playing the role of pioneer in the field. However, it is precisely the marriage of telecommunications and data-processing which is revolutionizing the communications field.

Therefore the Post has to prepare to face a new situation.

Part two

3 The Post and the future

It seems that it is not so much the competition from private firms conveying and delivering mail that threatens the Post, as the new techniques for transmitting messages. The development of customer habits and needs, changes in the communications market, and greater computerization all favour the birth and development of new technologies which are very far removed from the traditional postal systems but which nonetheless deal with the same field of activity, namely the transmission of messages.

3.1 Transformation of the communications market

As regards the structure of postal traffic, it must be acknowledged that, despite the extension of the postal parcel and packet categories (ie of the conveyance of goods), it is still letters and printed papers (together with newspapers and periodicals) which make up the greater part of the traffic. Within these two last categories the biggest share is taken by business and advertising mail. This means that personal, private mail is in the process of seeing its share of the overall postal traffic diminish.

Although the figures involved are different, this situation applies just as much to the developed countries as to the young countries. This is a very important observation because it means that a large proportion of the postal traffic is capable of being handled by new communication methods.

Added to this is the development of financial transactions which are already being carried out for the most part from terminals connected to central computers and which often use a payment card that requires no sending of a cheque and therefore no transmission by post.

Analysis of the range of mail capable of using the telecommunications network shows that the mail in question is highly sensitive to speed of transmission: financial transactions, the press and commercial transactions are avid for high speed. And telecommunications, in association with data-processing techniques, assure them of instantaneous transmission. It is teleprocessing (the combination of automatic data-processing and telecommunications) that is the new factor here; for the "traditional" telecommunications systems – telephone, Belin telephotograph, telex – even though they are undergoing major development, do not really present a danger to the Post. On the other hand, the given facts of the problem have totally changed in the space of less than ten years.

The Post can, of course, consider the fact that along with the speed of transmission offered by telecommunications there are a fair number of potential obstacles such as costs or the difficulties of assimilating certain documents which would enable the Post to keep a large proportion of its customers. It is therefore important to define – if only briefly – these new means of transmission and their potentialities.

Although these methods are still in the experimental stage, it is already known that they hinge on four main axes which can meet, if not all requirements, at least a large number of them:

i Telecopy, Facsimile or Telefax

These involve the transmission of a page of text or drawing between two units resembling photocopying machines. The technique is, in fact, remote photocopying. The transmission time for a standard page can be less than one minute (group 3 machines).

Although expensive because it requires the use of special paper for the reproduction, this system has the advantage of transmitting drawings and diagrams and also, in the case of letters, the headings and signatures.

ii Teletext

This is probably a system which very closely affects mail entrusted to the Post, because it steps directly in at the very stage where the mail is prepared.

Broadly speaking, the system consists in connecting up two typewriters together and reproducing directly at the addressee's premises, on ordinary paper, the text typed by the sender. The advantage of this system – in which the preparation of the mail and its transmission are no longer separate – will be immediately obvious. Various improvements are of course made to this brief presentation by the existence of auxiliary memories which make it possible to store the text for the purpose of correction, page-setting and production of copies internally. The drawback of the system is that it does not enable graphic material or signatures to be transmitted.

iii Videotext

This allows the remote consultation of computers housing data banks in order to obtain on a television screen stored information which can be renewed or updated by "announcers" to which memory zones are assigned. These are the interactive applications of Videotext.

The other application of Videotext consists in consulting a television transmitter through the television network and receiving permanently broadcast pages of text. This is televised Videotext.

In both cases a television receiver combined with a keyboard and a coder/decoder is generally used.

iv Financial terminals

These systems are undoubtedly the most widespread and have already become operational. They may take various forms, including:

- a CRT display combined with a keyboard and printer, enabling giro or savings bank centre file data to be consulted and transactions to be handled with instantaneous updating of the accounts;
- bank-note dispenser with or without consultation of the centre. In the latter case it is the payment card which bears the data that enable the operation to be carried out.

In addition, the telecommunications administrations, alone or in association with private manufacturers, are carrying out research into the design of terminals which can combine the advantages of the various systems.

As regards the cost of these systems, there is every reason to believe that it will not represent a serious obstacle, as has already been seen with the telephone and telex; all the more so as the circles at which these methods are aimed may consider that the price/performance ratio is favourable. Nor should one forget what has already been said above, viz that the telecommunications/Post prices ratio is tending to decrease.

It is therefore clear that the Post is facing a real threat.

3.2 Attitude of the Post towards the threats to its future

The administrations of the majority of the young countries do not in fact consider themselves concerned by these problems, at least in the immediate future. They have therefore been unable to provide precise information about the impact which the new methods of transmitting messages could have on the Post.

For the advanced countries which supplied papers, the risk of losing traffic certainly exists but is as yet difficult to define. In the view of three of these countries which went so far as to suggest figures, the volume of letter traffic that could be transferred over the next 20 years is between 5 and 30 percent.

The most optimistic administrations which expressed their views on the matter feel however that any loss of traffic could be wholly or partially compensated by new markets, or even by the effects produced by the new systems themselves. However, there is unanimous agrement that the situation is worrying because a decline in traffic could go hand in hand with a fall in productivity, a rise in costs and a new falling-off of demand.

The attitude adopted by postal administrations to these problems is a positive one, and this is to be welcomed. They feel that despite the uncertainties about the future of the new methods, it is advisable to start preparing for them now and therefore to monitor their evolution. Some administrations are carrying out research or trials with new services to be offered to the public. One of the techniques being experimented with is Telecopy.

Moreover, those administrations which are able to do so are getting together with telecommunications or are setting together with them joint bodies for study and reflection in order to define future applications and a possible apportionment of the market. Most of the administrations that feel themselves concerned consider that the transmission of messages between two terminals installed on users' premises is the exclusive sphere of telecommunications. On the other hand, where the sender or addressee, or both, do not have their own terminals, the Post must step in and offer its services. For this purpose it will of course make use of the telecommunications transmission network, but these are situations which have already been experienced. In this respect, those postal administrations which belong to the same department as the telecommunications feel more at ease, because for them it will be less a matter of competition than of a judicious distribution of facilities and areas of competence.

One administration calculated that of the 36.4 million letters conveyed daily, over 20 million – ie 55 percent – could be transmitted electronically. Of these 20 million letters, 40 percent are sent by firms to other firms – in other words, it is mail which might escape the Post completely.

The same administration calculated the daily thresholds at which the unit cost of a letter sent by Teletext becomes more advantageous than that of a letter prepared in the firm and dispatched by post. It arrived at the following results, which need no comment:

- 8 ordinary letters per day;
- 6 ordinary letters and 1 express letter;
- 4 ordinary letters, 1 registered letter and 1 express letter;
- 2 registered letters, sent express with advice of delivery.

Administrations confronted with the future use of "electronic mail" are thus following very closely the development of the new message transmission technologies. Some to them have even gone ahead and started trying out new services that make use of these technologies. Such operational trials are being conducted at both national and international levels. They should make it possible to refine the studies and obtain more accurate information about the behaviour of the public and of postal staff, as well as about the categories of mail that would be affected.

Two administrations have developed – or intend to do so shortly – hybrid services combining automatic data processing, telecommunications and the Post. Broadly speaking, they involve the generation of a message – on the basis of a data medium, usually a magnetic tape – as close as possible to the addressee's residence, to which it would be delivered by the postal service.

As regards financial transactions, those administrations which have not yet done so are intending to enter these markets and to create products tailored to their customers' needs.

In connection with these experiments, it is perhaps significant that only one administration of a young country mentioned the bringing into operation, on a trial basis, of a Facsimile service at national level. It should also be noted that, despite the progress made by some of them in this field, the administrations of the developing countries did not mention the use of electronic systems in the financial services.

Along with this interest in and dynamic attitude towards the new electronic systems, administrations are now seeking new markets for their traditional services which could make up for the loss of letter traffic that the introduction of the new message transmission systems is bound to entail. The possibilities of the conveyance of goods and of direct mail advertising are being looked at with interest. In view of the competition in these markets, administrations – including those of the young countries – are aware that they must make efforts to improve the quality of their service in order to keep their existing customers and attract new ones. They also intend to show imagination and creativeness in developing new services that meet the public's wishes and needs. This, of course, presupposes a more combative attitude and an innovative spirit, to which the Post has not perhaps attached great importance in the past.

4 General conclusions

In the 1980s the Post is perhaps undergoing its major transformation. It is confronted by many problems simultaneously. A victim both of its own growth and of the changing attitude of its customers, it is having to fight on several fronts.

On the domestic scene, the Post, whose manpower level has reached major proportions, is increasingly having to employ younger, more mobile and more demanding staff. In view of the structure of this staff, in which the lower and middle categories predominate, the financial effort required by wage and salary readjustments and by the improvement of social and working conditions is considerable. Not the least of the difficulties involved is mastering the problems of organizing an undertaking that dispatches millions of items each day and which in a few years has progressed from the stage of almost purely manual handling to that of electronics. Whether by coincidence or by the force of events, this internal revolution is taking place in a particularly unfavourable economic climate characterized by general inflation, a staggering rise in energy costs and an equally sharp increase in the prices of durable goods. The effect of all these factors is that postal operating costs are rising to an extent far in excess of the average rise in the cost of living. At the same time, the costs of telecommunication facilities are increasing very slowly, when they are not falling dramatically.[1] From there to the point where the customers – even the least demanding ones – turn away from the postal service is but a single step, which only the skill of postal managers can prevent from being taken.

Externally, a number of undertakings and individuals, attracted by the unprecedented development of the postal market, have infiltrated it, initially by means of services that are not covered by the monopoly, and then in a more or less clandestine manner, in the letter traffic sector which has always been the privileged domain of the Post. Turning to their own advantage the public's new demand for speed and personalization of the services, and exploiting the discontent of some users who are irritated by the quasi-egalitarian treatment accorded by the Post to its customers, the competitors, who are not subject to public service constraints, have been able to select their field of action and offer a better standard of service and lower prices than those of the Post.

To this initial threat the Post has found an answer, even if it is not yet being applied everywhere. It has realized that the remedy lies not in increasing rates or strengthening the arsenal of legislation, but in reorganizing the services, improving productivity, seeking ways of making internal economies, diversifying the services and differentiating products.

But a new and even greater threat is already looming: automatic data-processing, in association with telecommunications, is being aimed at the general public and is bringing it new message-transmission technologies that are liable to imperil letter-post traffic which forms the main skeleton of postal activity. The danger is, admittedly, blurred and indistinct as yet, but doubt persists only as to the share of traffic to be surrendered to the new methods. All postal administrations agree on that. Does this mean, then, that the sun is now beginning to set on the Post? No administration believes this because the Post, which at various stages of its history has shown adaptability and initiative, can still face up to the danger, even if this time the threat is of major proportions.

The future outlook is not dark. At the most, the situation will necessitate new approaches, but this can only be beneficial to the Post's development. The administrations that expressed their views stressed the need to take up a dynamic position in the face of the new technologies. Such a position means making a closer study of the market and of the customers' tastes and requirements. It also means stepping up research and experimentation so as not to be taken unawares by the future communication techniques. It is agreed by these administrations that the Post can take its place on the market that will be covered by these techniques. To this should be added the use that can be made of them in order to improve the performance of administrations in the area of the

[1] The newspaper "Le Monde" of 12–13 October 1980 mentions a 50 to 66 percent reduction in the price of the telephone answerers marketed by EGT, a subsidiary of the General Telecommunications Directorate of France.

traditional services. Some countries are already (or intend) making very widespread use of automatic data-processing, whether in financial transactions, in the installation of self-service counters or in support applications such as regulations and operating methods: the postal employee would select on his keyboard the operation he wishes to carry out and would call up on his CRT display the desired information about the country of destination, the regulatory provisions or even the operating method.

To sum up, postal administrations are aware both of the risks they are running and of the facilities at their disposal for continuing to play their role. It is to be regretted however that the administrations of the young countries tend to think that the threat of the new message-transmission technologies is still a long way off. This impression is strengthened by the idea that the low level of development of the postal services would still, for many years to come, enable these countries to expand their postal network and reap further benefits from a growth of the traditional services which have only reached a small proportion of the population as yet. But this dreamy view is likely to prove dangerous within a very short time. For once the new methods have been developed, their cost is likely to fall dramatically and no country will be able to block their expansion. One would then have two-fold situations in these countries: a (private?) avant-garde, high-performance, profitable communications sector whose development was assured, and a moribund traditional postal service providing a poor-quality "social assistance service" to people who would only be awaiting an improvement in their condition in order to join the users of the first sector. That is, of course, an extreme hypothesis which, it is to be hoped, will not come about. But to ensure that it does not, the administrations of the developing countries must prepare themselves to confront the new technological revolution in the communications market. Many of them have expressed the wish to keep themselves informed about the experience of their counterparts in the industrialized countries. Others would like to see the international organizations, in particular the Universal Postal Union, take charge of the matter. But it is all the more necessary that, parallel to their efforts to develop the traditional postal sector, they should help to make their public and their governments aware of these problems so that they are not caught off guard when they begin their transformation.

Congress – Doc 14/Annex 2

Committee 1 (Future of the postal services)

Study 501: Future of the postal services (Supplementary study)

Reporting country: Morocco

Report

Foreword

It will be recalled that Morocco prepared a general report on the future of the postal services.

The report, distributed in March 1981, notes the concerns of postal administrations with regard to the future as expressed both in written contributions and in the speeches made on UPU Day, 9 October 1979.

Nevertheless, in view of the importance of the question, it was agreed that Morocco would continue the study, with the help of the International Bureau and of the Chairman of Committee 1, and appeal to postal administrations to obtain their reaction with regard to the future, which is loaded with menace and uncertainty.

At the 1982 CCPS session, the reporting country had announced that it had 15 monographs; five other papers were sent to it by the International Bureau at the end of June 1983.

The present report has therefore endeavoured to give a digest of the twenty contributions received, for which the reporting country would like to thank the administrations which provided them most sincerely.

This supplementary report consists of an analysis of twelve contributions from developing countries and eight from industrialized countries.

Incidentally, the preliminary report was based on 28 contributions shared equally between the young countries and the industrialized countries.

Only a very few of the contributions followed the outline paper originally drawn up by the International Bureau. Each one tried to approach the question of the future of the Post in relation to its own conditions and its own means. This did not make the reporting country's work any easier and it was obliged to summarize the various opinions voiced rather than to make a digest of them.

The documents on the C 104 colloquium held in Berne in 1982 within the framework of the CCPS annual session were consulted to advantage.

The whole range of ideas thus summarized will enable postal administrations, it is hoped, to appreciate, on the one hand, the path covered and, on the other hand, the efforts to be made on behalf of one of the oldest institutions of mankind.

Introduction

Twelve developing countries took part in this supplementary study on the future of the postal services.

Apart from this relative numerical importance (12 out of 20 countries which provided contributions), it is particularly the attitude which deserves to be stressed. Indeed, while the preliminary study deplored the absence of a realization of the postal administrations of the young countries of the threat hanging over the Post from the new message transmission technologies, it is comforting to note that the new attitudes reflect a certain change. Naturally, the extent of this change varies from one administration to another, but the attitude is there.

As for the industrialized countries, they have gone beyond the stage of motivation, since they are at the stage of experimenting and assessing the results of the new services introduced. That is why it was considered worthwhile to pin this supplementary study on the following points:

1 Changes in the communications market
2 The measures taken or planned
3 Conclusion.

1 Changes in the communications market

The alliance of telecommunications and data processing has revolutionized the communications market since it has given birth to new techniques which are affecting and will certainly continue to affect the traditional postal services. This revolution felt to the full by the industrialized countries but barely discerned by the young countries is assessed differently by the two. The positions involved must therefore be analyzed.

1.1 Changes in the communications market in the young countries

Three countries (Nigeria, Tanzania (United Rep) and Gambia) have given a poignant description of the situation of their postal services. All the weaknesses and particularly the reasons for them are reviewed with admirable frankness.

For two countries (Gambia and Tanzania (United Rep)), it is a matter of improving the performance of the present services both quantitatively (expansion of the postal network to the whole territory) and qualitatively (cutting forwarding times and introducing mechanization).

As for Nigeria, after setting out the problems which the Nigerian Post Office faces, it lists a number of measures concerning the status of the Post (creation of a Corporation), investments (granting of the credits needed by the Post) and staff training.

Although this administration did not give its views on the future, it may be deduced that the planned measures are calculated to improve the image of the Nigerian Post Office and possibly help it to start making the necessary changes.

Argentina establishes a link between the past, the present and the future, culminating in the need for the Post to urgently repair the existing omissions. This is to be achieved by reinvigorating the institution and giving it a suitable legal, organic and functional structure. Telecommunications are admittedly a threat but the new services (facsimile, telefax, teletex, videotex and financial terminals) are not considered as jeopardizing postal services. There is therefore nothing to be feared about the future of the Post.

China (People's Rep) adopted practically the same approach but judged that competition was good for the Post in that it forced it to work better. The backward state of the Chinese Post Office opens up large vistas, provided that it improves service operations, speeds up mail forwarding, increases capacity to meet competition and introduces new services.

Romania, through its Deputy Director-General for Postal and Economic Matters, echoes buoyant optimism in considering that "born at the same time as society itself, the Post has developed as an integral part of it and occupies its due place, and will continue to do so in future, as a prestige institution".

Malaysia considers that electronic mail will certainly affect traditional mail. The real threats would come from courier services and from the inertia of the Post itself, although there was still faith in the future.

The lack of the necessary reference material (statistics) prevented Uruguay from drawing up a strategy for the future.

The new technologies opened up unsuspected prospects for communications. It is felt that there will be a rural postal service which will continue to provide services and an urban postal service which will involve a different dimension.

Concrete assistance from the Universal Postal Union and a healthy economy seem to be the bases for postal development.

Bangladesh, Egypt and Algeria adopted the outline paper drawn up by the International Bureau and their concerns largely coincide with what has already been said in the preliminary report except that Algeria considers that the strategy to be adopted should consist of maintaining and developing existing services, introducing new ones and, above all, being aware of the changes under way and preparing for them.

Egypt and Bangladesh do not think that the Post is threatened.

After giving a picture of the situation of the Post in the Arab countries and comparing it with other countries, Morocco considers that the Post is genuinely threatened by the new services which the new message-transmission technologies will make possible.

The Arab Postal Union can play a very important part by channelling the efforts towards adaptation of the Post in the Arab world in face of the danger threatening it.

This is a new dimension of the role of the Restricted Unions which is thus being put forward.

1.2 **Changes in the communications market in the industrialized countries**

Switzerland, through its Director of Postal Services, informs us that demand will increase for the following reasons:

- customer demand;
- development of the national economy;
- the labour market;
- technological developments.

But, at the outset, the author of the article assures us "that there is absolutely no cause for alarm".

He supports this highly optimistic statement by making a detailed examination of the new technologies. For instance:

- the integrated telecommunications system, while increasing the number of telephone calls will in no way affect postal traffic;
- the viewphone, which gives a further dimension to the telephone, will not affect the postal service;
- Videotex, which admittedly provides some information in convenient form, will not hamper postal traffic. Quite to the contrary, the information broadcast by videotex may provoke written responses and, consequently, have beneficial effects on postal traffic;
- cable television will not easily displace local and regional newspapers;
- Telepack, which is based on batch-switching, is likely to have effects on postal traffic;
- Euronet which provides access to data banks on an international scale will in no way influence postal traffic;
- Telefax, which enables subscribers to send texts over the public telephone network will not have any effect on domestic letter traffic. It will, at most, cause some stagnation in international traffic. It is considered that it will mainly compete with telex;
- Intelpost (a system of electronic transmission of documents, handwritten, typed and other), with which experiments started in 1981 in Switzerland and Canada were disappointing, was discontinued in 1982;
- EDWA telex (electronic telex and data switching system) will probably not have any effect on the postal service;
- Teletex will effect postal traffic in the long term only.

Following this analysis of the new products and their effect on the postal service, the author examines the development of demand in the various sectors of the Post. He brings out the following forecasts:

- Passenger service: an increase in the number of passengers is to be expected because of energy shortages and the concern to protect the environment.

- LC: Letters and postcards will remain in the public favour thanks to speed and reliability of conveyance. Telex and teletex will cause a reduction in business mail.
  44 percent of companies polled in an administration inquiry consider that LC traffic will increase.
- Printed papers will remain an important advertising medium.
- Newspapers and periodicals: The inquiry revealed that some 1178 new newspapers appeared over the past 10 years.
- Parcels: Thanks to its infrastructure, the Post can expect further increases in traffic, particularly over trunk routes.

Turning to financial services, the author of the article asserts that there is an inevitable trend towards electronic payment systems. He sketched out the APOCO experiment in Switzerland and then mentioned future payment systems, stressing the expansion of the use of currency.

All the credit or payment cards are then reviewed ending in the statement that, at an international seminar on "the use in coming years of computers in the banking sector", it was observed that there was "a renewal of payments in cash, as this was very convenient and less expensive".

In conclusion, the author does, however, warn us that the Post must expect some difficult times because its future will depend on the range and quality of the services which it is able to provide.

Indeed, customers will demand, in addition to the speed of the service, special tact and attentiveness. The author then lists the objectives according to branches of activity (posting, dispatch, conveyance and delivery). Lastly, he brings up the problem of staff with all that it involves: freezing staff numbers, difficulty of retaining staff, requests with regard to staff policy and overnight duties.

Great Britain gives us a completely different picture since it does not seem to fully share the opinion of the Swiss administration.

Indeed, telecommunications are regarded as a definite threat to written messages, particularly as regards mail originating from business relations, which accounts for 1/3 of the letter-post market.

Technological developments which are cited as special threats include:
- *Telematics* which could displace the Post for inter-business exchanges.
- *VIEWDATA* which provides for data transmission through connecting the telephone and a television receiver.
- *Satellite systems* which may offer an alternative to the international postal service.
- *Facsimile,* which is "a system of long-distance photocopying". In the United States of America there are already 200 000 facsimile units in operation.
- *International telecommunications and teletransmission*
  Serious threats to business mail arise especially from the constantly improving performance of international telecommunications.
  Teletransmission, which consists of transmitting a document for reproduction in the country of destination, seems to represent a serious threat which has hardly been suspected.
- *The electronic transfer of funds* may cause a substantial reduction in financial mail.
- *Automatic billing* on the client's premises would seriously affect postal traffic (gas and electricity bills represent 150 million items a year).

In the light of such disheartening prospects, what might future demand be?

Consideration of this question revolves around the following two points:
i To what extent will the new technology generate its own traffic?
ii What sectors will be barely touched and what services should be introduced to meet demand which the new technology cannot cover?

The case of the telephone will be recalled here since it provokes the dispatch of the bill, the payment thereof, the ordering of goods and their delivery by mail. It is also considered that any telephone call is usually followed by written confirmation, because while society becomes daily more technical it also retains and develops its sense of legality.

At the same time, other sectors will not be affected by the technology. That is why the Royal Mail has introduced the unaddressed items service and ADMAIL.

The conveyance of packets and parcels is not exposed to the threat from modern technology.

The Netherlands highlights the need to carry out market research with a view to supporting the position of the optimists and pessimists with regard to the future of the Post. For instance, after recalling the role of the Post as an element of communication in social life, the author of the article stresses:

- the connection between GNP and communications;
- the connection between postal traffic and the family structure;
- the connection between postal traffic and household revenue;
- the complexity of the management of social life;
- the effect of the new means on the total volume of communications with the support of two examples from the past: the radio and the car. The author then considers written message traffic as a proportion of total communications and the Post's share of the written message traffic market and notes, on the one hand, that the widespread assertion that the use of the telephone would involve a reduction in communication on paper should be toned down. For that, he bases himself on a study carried out in the Netherlands in 1978 on "paper and the post" and, on the other hand, that the Post will continue to deliver mail, referring to the percentage of mail delivered by the Post in the Netherlands (98 percent).

Recalling the two ways in which the Post can take part in the hybrid forms of the communications service, the author mentions facsimile as showing, in the final analysis, that the Post must use the new technologies. He warns against the risk of neglecting the Post's share of the hybrid services because they are calculated to protect the main activities. "The new services not provided by the Post are as many weak points in the protection of the postal undertaking".

The author deals at some length with the need to conduct from time to time what he terms "the inquiry into the strengths and weaknesses of the Post".

The origin of the monopoly, the level of postal rates, the transition from dispatching undertaking to delivering undertaking, the aspects of quality, the growth of the postal services, internal sales and organization and the management of the undertaking are considered in turn.

Turning to the chapter of the new media, the author states that these have a positive effect on the total volume of communications. After noting that all communications technology is often regarded with great optimism particularly because of the element of speed, the author notes that this may not always be the most important point, citing the example of transfer orders. He then mentions the cost-cutting aspect and comes to the need for a systematic inquiry to better understand the future significance of the new media. In such an inquiry, in addition to the speed and cost aspects, other aspects difficult to quantify, such as ease of use, the aesthetic aspect, etc, should be taken into account.

The author concludes by mentioning the rate at which the new media must be implemented, stressing the following three criteria:

- is it technically possible?
- economically justifiable?
- socially desirable?

2 Measures taken or planned

In the light of the evolution, if not revolution, shaking the communications market, it is interesting to see the attitudes or reactions of postal administrations which, after living peacefully in the shelter of the monopoly, find themselves from one day to the next threatened in their very existence.

The vast difference between the levels of development of the Post throughout the world forces us to consider, on the one hand, the attitudes and reactions of the administrations of the developing countries and, on the other hand, those of the postal administrations of the advanced countries.

2.1 Measures taken or planned in the developing countries

In general, the major concern of the developing countries is to improve the position of their postal services. To do that, they consider it necessary to expand the postal network throughout the country, reduce forwarding times, mechanize operations and charge for services at cost wherever possible.

One of the major obstacles is the lack of means, but mainly the lack of understanding of the public authorities. Here again the vicious circle of under-development appears.

Some of these countries turn to the Universal Postal Union for help in their task of making their own governments aware of the problems.

2.2 Measures taken or planned by the advanced countries

The advanced countries have, as has already been said, gone beyond the stage of motivation. We are therefore going to try to review the measures which they have taken or which they are planning to take.

France is conducting a dual action – to improve the performance of the existing services and to take part in the changes in the communications market.

Efforts made over the last ten years and more in the rationalization and modernization of international mail circulation are described. (Automated sorting with the resultant establishment of sorting centres and modernization of peripheral equipment.)

At the same time, internal and external transport has been developed through the use of containers, boxes and trays.

Alongside this, there is a permanent reorganization of mail circulation and transport facilities requiring new management data-processing techniques and operational research (STRIGA = Mail circulation management data-processing system).

Other computerized strategic models are currently being developed.

Over and above these developments, there are permanent studies on improving material performance using the resources of the new techniques.

At the same time, the French Post Office plans to introduce facsimile and teleimpression as new services, thereby marking its entry into the electronic mail era. Post offices are meanwhile preparing for the era of office management technology. GAPA and LSA (self-service postage apparatus) will certainly ease the work of the counter staff who will then be able to play "a reception/public relations role" thereby giving a new human dimension to relations between the Post and its users.

Post offices designed in this way will play the part of relay stations for the development of the public teleconsultation network.

In the second part of its paper, France deals with the adaptation of the postal service to customer mail needs. It makes a distinction between firms and private individuals.

The former will be offered, in addition to postadex (post adapted to the sender's request) and facsimile, which are already in service or under testing, teleimpression, an improved registered mail service and personalized relations (which takes into account specific needs and assistance in organizing the mail service).

For the latter, the aim will be, in a general way, to "make their everyday life easier by improving the service provided and giving large-scale information on all the Post has to offer".

In the financial post, there will be a development of the data-processing equipment and a restructuring of the financial centres. In this context, 5000 offices will be supplied with 7000 terminals and, among other things, Giro files will be merged and Giro and NSB centres rearranged.

Since 1976, New Zealand has completely changed the situation of the Post Office. For instance, the service has become profit-making by adopting rates designed to cover costs and give a 10 percent profit margin. In addition, faced with increasing opertional costs, a cost-cutting strategy has been developed. To consolidate this strategy, a number of initiatives have been taken. These are advertising by the Post (publipostage), adopting next-day delivery, development of the philatelic service and recruiting qualified sales personnel.

It is also considered advisable to promote postal parcel traffic because technology may seize postal traffic in the field of document transmission, but it cannot transmit parcels.

Future prospects are mentioned in financial terms (revenue must cover expenditure and leave a profit), labour (acceptable level of productivity, staff motivation, close relations with the unions) and international relations (simplification of over-complicated international regulations).

For Hungary, quality will be the main thrust of the efforts which should be made in the future. The planned improvements will cover the extension of the network of automatic vending machines, introduction of a system of shared opening hours and reorganization of mail circulation. Electronic mail is examined together with telecommunications because the investment is considerable for the Post.

It is also considered that data-processing might be a solution to the problems of the postal financial services.

Lastly, it is considered that counter mechanization which has greatly eased operations has reached its zenith and it is not possible to go further.

As regards the press, delivery by subscription will be confined to small circulation newspapers, large circulation newspapers will be available at sales points.

The USSR gives the forecasts of the development of the USSR Post Office for 1986 to 2005. In addition to an increase in parcel post traffic, mechanization and automation will be up to 1990, the first stage in the development plan of the USSR Post.

For its part, Spain advocates structuring, renovating and modernizing the Post to adjust it to user demand. This will be based on better knowledge of the market and of customer needs and facilities provided by computer for financial transactions and counter operations.

3 Conclusion

In the conclusion to the preliminary report of study 501, it was said that "In the 1980s, the Post is perhaps undergoing its major transformation". It can be observed that this change is really happening even if not everybody sees it in the same way.

The developed countries do not apparently have sufficient perspective to make a categorical judgement about the scope of the threat lying in wait for the Post and on its chances of success.

The young countries, on the other hand, despite greater realization and efforts to expand and modernize their postal service, are hounded by immediate daily problems born of a highly developed concept of the social character of the Post.

The fact remains that both must be vigilant in a world in which technology can enable mankind to reach as yet unsuspected heights.

The survival of the Post will largely depend on the effort of adaptation it can make to improve its performance, because experience has shown that a higher standard of service, better reception and suitable products are more protection than a legal arsenal however sophisticated.

Congress – Doc 15

Implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples

Report by the Director-General of the International Bureau

I. Introduction

1 The present report is based on the practice followed at recent Congresses and on decision C 99 in which the 1979 Rio de Janeiro Congress agreed, among other things, that the UPU should continue to contribute, in line with the policy followed in recent years, to solving the problem of decolonization within the limits of its powers.

2 As an introduction, it seems useful to give a brief outline of the development, in the United Nations, of the implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples, also called Declaration on Decolonization.

3 On 14 December 1960 the United Nations General Assembly adopted resolution 1514 (XV) relating to the *Declaration on the Granting of Independence to Colonial Countries and Peoples.* This Declaration "solemnly proclaims the necessity of bringing to a speedy and unconditional end colonialism in all its forms and manifestations" and reaffirms the great principles of the United Nations Charter as regards fundamental human rights and the rights of people to self-determination. It constitutes the main basis for United Nations action on decolonization. The adoption in 1970 of the *Programme of Action for the Full Implementation of the Declaration* (resolution 2621 (XXV)) greatly strengthens its impact.

4 To implement this Declaration, the General Assembly decided in 1961 to set up a Special Committee of 17 members – enlarged to 25 members in 1980 – charged with studying the implementation of the Declaration. In addition, at each of its sessions, it has stressed the urgency of the full application of the Declaration. Each year there has been greater vigour in the contents and tone of the resolutions which it adopts, mainly on the basis of the report of the Special Committee.

5 The recommendations made by the General Assembly bear the stamp of the Special Committee and are aimed primarily at the administrating powers concerned. But the help of the Security Council, the United Nations Secretary-General, the Member States, the specialized agencies and other international organizations is also regularly requested. The specialized agencies have been urgently requested to give their full attention to these questions and to cooperate in this action within the framework of their respective activities. These resolutions relate in particular to:

- the struggle against apartheid and all forms of racial discrimination;
- the attitude to be adopted towards the South African regime;
- the situation in the Middle East;
- moral and material aid to peoples struggling to liberate themselves from the colonial regime, particularly in Namibia, and the preparation of technical assistance programmes for this purpose;
- the granting of support to national liberation movements;
- assistance to refugees, particularly from colonial territories;
- the spreading among the public of information on decolonization.

6 The main fields for which the United Nations recommendations call on the specialized agencies are listed in the following headings proposed by the United Nations Secretary-General:

- assistance to refugees and to the non-self-governing territories (including assistance granted to the governments concerned in the preparation and execution of projects beneficial to the refugees);
- assistance to newly independent countries.

II. Measures taken by the UPU

7 In general, the International Bureau has very closely followed developments in the United Nations on the application of the Declaration on the Granting of Independence to Colonial Countries and Peoples. It has taken note of the results of the debates on this question in the United Nations General Assembly, the Security Council, the Special Committee and the Economic and Social Council (ECOSOC). At the request of the United Nations Secretary General, the Human Rights Division or other United Nations bodies, the International Bureau has given information about the UPU.

8 Article IV of the UN-UPU Agreements states that "the Union agrees to arrange for the submission, for appropriate action, to its Congresses or its Administrative Conferences or Commissions, in conformity with the provisions of the Universal Postal Convention, all formal recommendations which the United Nations may make to it". In accordance with this provision and the practice ratified by decision C 99 of the 1979 Rio de Janeiro Congress, the International Bureau has reported each year to the Executive Council on the United Nations resolutions which contain appeals or recommendations to the specialized agencies concerning the application of the Declaration on the Granting of Independence to Colonial Countries and Peoples. These reports were the subject of documents CE 1980 – Doc 5/Annex 2, CE 1981 – Doc 4/Annex 1, CE 1982 – Doc 4/Annex 1, CE 1983 – Doc 4/Annex 1. The resolutions dealt with in these documents are listed in annex 1. The Executive Council took note of the reports in question and of the steps taken by the International Bureau.

9 As regards assistance to refugees and to non-self-governing territories, several fellowships were awarded by the UPU Special Fund for the benefit of Palestinian refugees. They enabled Fellows to be trained at the Arab Postal Faculty in Damascus.

10 Moreover, the UPU continues to cooperate closely with the Office of the United Nations High Commissioner for Refugees in order to implement projects including fellowships for refugees, particularly those from colonial countries; these countries are the focus of particular attention and receive UPU technical assistance within the framework of regional and subregional, as well as local, activities.

11 Mention should also be made of the missions carried out by the UPU to identify postal needs at the time of independence, as well as the aid given to new member countries to facilitate their entry and integration into the Union. It should also be stated that the newly independent countries have benefited from regional postal projects already under way and that country projects have been prepared and executed by the UPU for a number of these countries.

12 Under programmes of activity funded by the UPU's own resources, the newly independent countries have been regarded as having priority in accordance with Rio de Janeiro Congress resolution C 37. Consequently, they have benefited in particular from numerous consultants' missions and training fellowships.

13 The question of the attitude to be adopted by the specialized agencies towards South Africa has been raised in numerous United Nations resolutions (see in particular, in annex 2, resolution 38/51).
It will be remembered in this connection that, by resolution C 6, the 1979 Rio de Janeiro Congress decided to expel South South Africa from the Union. However, it should be recalled that, on the basis of article 11, paragraph 1, of the UPU Constitution, the South African Government on 11 June 1981 deposited with the Federal Department of Foreign Affairs of the Swiss Government, the instrument of accession of South Africa to the

Universal Postal Union and to the various Acts. The Federal Department notified the member countries of the Union of this accession in accordance with article 11, paragraph 5, of the Constitution. Notwithstanding this accession, the International Bureau, on the basis of Executive Council decision CE 5/1971, made all necessary arrangements to limit relations with the South African postal administration to the strict minimum.

14 The measures taken at the UPU regarding the application of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the relevant United Nations resolutions submitted to the Executive Council and the resolutions and decisions of the Council have been brought to the notice of the member countries of the Union and the Restricted Unions by means of various International Bureau publications (reports on the work of the Union, "Union Postale", Executive Council documents, summary records of Executive Council sessions and compendia of Executive Council resolutions and decisions).

The decisions and resolutions of the Executive Council have, moreover, been communicated to the United Nations Secretary-General.

III. Conclusions

15 Congress is requested:

i to take note of:

a United Nations General Assembly resolution 38/51 entitled "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the UN" – which is attached in full to the present document (annex 2) since it covers the problem as a whole and is intended *directly*, by its very title, for the specialized agencies;

b extracts from other resolutions of the 38th United Nations General Assembly intended essentially for governments but also of interest to the specialized agencies; it has not been possible to publish them for the Executive Council because they were circulated by the United Nations after the February/March 1984 session. These extracts are reproduced in annex 3;

c the state of UPU relations with the Government of South Africa called in question by United Nations resolutions; these resolutions have for a long time already been limited to the strict minimum;

d the efforts made by the UPU to aid the refugees, the non-self-governing territories and the newly independent countries. The UPU is anxious above all, as far as the limited possibilities of its Special Fund allow, to make fellowships available for refugees. It is also prepared to ask the UNDP to grant fellowships to refugees interested in postal training;

ii to give the directives it considers necessary as regards the UPU contribution to the problem of decolonization. The International Bureau would in particular be glad to know whether Congress recommends the continuation of the practice followed so far and the intensification of the measures taken in recent years.

Berne, 12 May 1984

M I SOBHI
Director-General

United Nations resolutions submitted to the 1980 to 1983 sessions of the Executive Council

Subject of resolutions	Numbers of resolutions and years in which they were considered			
	1980	1981	1982	1983
Question of Bermuda, the British Virgin Islands, the Cayman Islands, Montserrat and the Turks and Caicos Islands	34/34			
Question of American Samoa	34/35			
Question of the United States Virgin Islands	34/36			
Question of Guam	34/39			
Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Southern Rhodesia, Namibia and in all other Territories under colonial domination and efforts to eliminate colonialism, apartheid and racial discrimination in southern Africa	34/41		36/51	37/31
Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations	34/42		36/52	37/32
Question of Namibia	34/92		ES-8/2	37/233
Policies of apartheid of the Government of South Africa	34/93	35/206	36/172	37/69
Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples	34/94	35/119	36/68	37/35
Dissemination of information on decolonization	34/95	35/120	36/69	37/36
Question of East Timor			36/50	37/30
The situation in the occupied Arab territories			ES-9/1	
Adverse consequences for the enjoyment of human rights of political, military, economic and other forms of assistance given to the racist and colonialist regime of South Africa				37/39
The situation in the Middle East				37/123
Question of Palestine				ES-7/5

Congress – Doc 15/Annex 1

UNITED NATIONS
General Assembly

Congress – Doc 15/Annex 2

Thirty-eighth session
Agenda items 104 and 12

Resolution adopted by the general assembly

on the report of the Fourth Committee (A/38/609)

38/51 *Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations*

The General Assembly,

Having examined the item entitled "Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples by the specialized agencies and the international institutions associated with the United Nations",

Recalling the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in its resolution 1514 (XV) of 14 December 1960, and the Plan of Action for the Full Implementation of the Declaration, contained in the annex to its resolution 35/118 of 11 December 1980, as well as all other relevant resolutions adopted by the General Assembly on this subject, in particular resolution 36/52 of 24 November 1981 on the item and 37/233 of 20 December 1982 on the question of Namibia,

Having examined the reports submitted on the item by the Secretary-General,[1] the Economic and Social Council[2] and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples,[3]

Taking into account the relevant provisions of the Paris Declaration on Namibia and the Programme of Action on Namibia[4] adopted by the International Conference in Support of the Struggle of the Namibian People for Independence, held in Paris from 25 to 29 April 1983,

Bearing in mind the relevant provisions of the Political Declaration of the Seventh Conference of Heads of State or Government of Non-Aligned Countries, held at New Dehli from 7 to 12 March 1983,[5] and other documents of the Co-ordinating Bureau of the Non-Aligned Countries,

Aware that the struggle of the people of Namibia for self-determination and independence is in its crucial stage and has sharply intensified as a consequence of the stepped-up aggression by the illegal colonialist regime of Pretoria against the people of the Territory and the increased general support rendered to that regime by certain Western countries, especially the United States of America and Israel, coupled with efforts to deprive the Namibian people of their hard-won victories in the liberation struggle, and that it is therefore incumbent upon the entire international community decisively to intensify concerted action in support of the people of Namibia and their sole and authentic representative, the South West Africa People's Organization, for the attainment of their goal,

[1] A/38/111 and Add 1–2, Add 3 and Corr 1 and Add 4.
[2] A/38/3 (Part II), chaps I and VI.
[3] A/38/23 (Part IV), chap VI.
[4] A/CONF/120/13, paras 165–195 and 220–242.
[5] See A/38/132–S/15675, annex.

Deeply conscious of the critical need of the Namibian people and their national liberation movement, the South West Africa People's Organization, and of the peoples of other colonial Territories for concrete assistance from the specialized agencies and other organizations of the United Nations system in their struggle for liberation from colonial rule and in their efforts to achieve and consolidate their national independence,

Reaffirming the responsibility of the specialized agencies and other organizations of the United Nations system to take all the necessary measures, within their respective spheres of competence, to ensure the full and speedy implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples and other relevant resolutions of the United Nations, particularly those relating to the provision of moral and material assistance, on a priority basis, to the peoples of the colonial Territories and their national liberation movements,

Deeply concerned that, although there has been progress in the extension of assistance to refugees from Namibia, the actions taken hitherto by the organizations concerned in providing assistance to the people of the Territory through their national liberation movement, the South West Africa People's Organization, still remain inadequate to meet the urgent and growing needs of the Namibian people,

Expressing its confident hope that closer contacts and consultations between the specialized agencies and other organizations of the United Nations system and the Organization of African Unity and the national liberation movement concerned will help to overcome procedural and other difficulties which have impeded or delayed the implementation of some assistance programmes,

Recalling its resolution 37/233 C of 20 December 1982, requesting all specialized agencies and other organizations and conferences of the United Nations system to grant full membership to the United Nations Council for Namibia as the legal Administering Authority for Namibia,

Expressing its appreciation to the General Secretariat of the Organization of African Unity for the continued co-operation and assistance extended by it to the specialized agencies and other organizations of the United Nations system in connection with the implementation of the relevant resolutions of the United Nations,

Expressing its appreciation also to the Governements of the front-line States for the steadfast support extended to the people of Namibia and their national liberation movement, the South West Africa People's Organization, in their just and legitimate struggle for the attainment of freedom and independence despite increased armed attacks by the forces of the racist regime of South Africa, and aware of the particular needs of those Governments for assistance in that connection,

Noting the efforts of the United Nations Development Programme in the extension of assistance to the national liberation movements and commending its initiative in establishing channels for closer periodic contacts and consultations between the specialized agencies and other organizations of the United Nations system and the Organization of African Unity and the national liberation movements in the formulation of assistance programmes,

Noting also the support given by the specialized agencies and other organizations of the United Nations system to the implementation of the Nationhood Programme for Namibia, in accordance with General Assembly resolution 32/9 A of 4 November 1977,

Deploring the continued links with and assistance rendered to South Africa by certain specialized agencies in the financial, economic, technical and other fields in contravention of the relevant resolutions of the United Nations,

Gravely concerned in particular, at the continued collaboration between the International Monetary Fund and the Government of South Africa in disregard of relevant General Assembly resolutions, especially resolution 37/2 of 21 October 1982,

Bearing in mind the importance of the activities of non-governmental organizations aimed at putting an end to the assistance which is still being rendered to South Africa by some specialized agencies,

Mindful of the necessity of keeping under continuous review the activities of the specialized agencies and other organizations of the United Nations system in the implementation of the various United Nations decisions relating to decolonization,

1 *Approves* the chapter of the report of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples relating to the question;[3]

2 *Reaffirms* that the specialized agencies and other organizations and institutions of the United Nations system should continue to be guided by the relevant resolutions of the United Nations in their efforts to contribute, within their spheres of competence, to the full and speedy implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in General Assembly resolution 1514 (XV);

3 *Reaffirms also* that the recognition by the General Assembly, the Security Council and other United Nations organs of the legitimacy of the struggle of colonial peoples to exercise their right to self-determination and independence entails, as a corollary, the extension by the specialized agencies and other organizations of the United Nations system of all the necessary moral and material assistance to those peoples and their national liberation movements;

4 *Expresses its appreciation* to those specialized agencies and other organizations of the United Nations system which have continued to co-operate in varying degrees with the United Nations and the Organization of African Unity in the implementation of the Declaration and other relevant resolutions of the United Nations, and urges all the specialized agencies and other organizations of the United Nations system to accelerate the full and speedy implementation of the relevant provisions of those resolutions;

5 *Expresses its concern* that the assistance extended thus far by certain specialized agencies and other organizations of the United Nations system to the colonial peoples, particularly the people of Namibia and their national liberation movement, the South West Africa People's Organization, is far from adequate in relation to the actual needs of the peoples concerned;

6 *Requests* all specialized agencies and other organizations and bodies of the United Nations system, in accordance with the relevant resolutions of the General Assembly and the Security Council, to take all necessary measures to withhold from the racist régime of South Africa any form of co-operation and assistance in the financial, economic, technical and other fields and to discontinue all support to that regime until the people of Namibia have exercised fully their inalienable right to self-determination, freedom and national independence in a united Namibia and until the inhuman system of *apartheid* has been totally eradicated;

7 *Reiterates its conviction* that the specialized agencies and other organizations and bodies of the United Nations system should refrain from taking any action which might imply recognition of, or support for, the legitimacy of the domination of the Territory by the racist regime of South Africa;

8 *Regrets,* notwithstanding the statement of the representative of the World Bank of 8 June 1983 that the Bank has terminated business relations with the South African regime,[6] that the World Bank and the International Monetary Fund continue to maintain links with the racist régime of Pretoria as exemplified by the continued membership of South Africa in both agencies, and expresses the view that the two agencies should put an end to all links with the racist régime;

9 *Strongly condemns* the persistent collaboration between the International Monetary Fund and South Africa in disregard of repeated resolutions to the contrary by the General Assembly, in particular the granting of a loan of $US 1.1 billion to South Africa in November 1982 in defiance of General Assembly resolution 37/2, and calls upon the International Monetary Fund to rescind the loan and to put an end to such collaboration;

[6] See A/AC.109/L.1487/Add 1.

10 *Commends* those non-governmental organizations which, by their activities, as exemplified by the co-operation between the Center for International Policy and the United Nations Council for Namibia, are helping to inform public opinion, in the United States of America and elsewhere, and mobilize it against the assistance rendered by the International Monetary Fund to South Africa, and calls upon all non-governmental organizations to redouble their efforts in this respect;

11 *Urges* the executive heads of the World Bank and the International Monetary Fund to draw the particular attention of their governing bodies to the present resolution with a view to formulating specific programmes beneficial to the peoples of the colonial Territories, particularly Namibia;

12 *Requests* the specialized agencies and other organizations of the United Nations system to render or continue to render, as a matter of urgency, all possible moral and material assistance to the colonial peoples struggling for liberation from colonial rule, bearing in mind that such assistance should not only meet their immediate needs but also create conditions for development after they have exercised their right to self-determination and independence;

13 *Requests once again* the specialized agencies and other organizations of the United Nations system to continue to provide all moral and material assistance to the newly independent and emerging States;

14 *Reiterates its recommendation* that the specialized agencies and other organizations of the United Nations system should initiate or broaden contacts and co-operation with the colonial peoples and their national liberation movements directly or, where appropriate, through the Organization of African Unity, and review and introduce greater flexibility in their procedures with respect to the formulation and preparation of assistance programmes and projects so as to be able to extend the necessary assistance without delay to help the colonial peoples and their national liberation movements in their struggle to exercise their inalienable right to self-determination and independence in accordance with General Assembly resolution 1514 (XV);

15 *Notes with satisfaction* that the South West Africa People's Organization continues to be the beneficiary of a number of programmes established within the framework of the United Nations Institute for Namibia at Lusaka and that the United Nations Council for Namibia, in co-operation with the South West Africa People's Organization, continues to represent the people of Namibia at meetings of the specialized agencies and other organizations of the United Nations system, and urges those agencies and organizations to increase their assistance to the South West Africa People's Organization, as well as to the United Nations Institute for Namibia and the Nationhood Programme for Namibia;

16 *Urges* the specialized agencies and other organizations of the United Nations system that have not already done so to include in the agenda of the regular meetings of their governing bodies a separate item on the progress they have made in the implementation of the Declaration and the other relevant resolutions of the United Nations;

17 *Notes with satisfaction* the arrangements made by several specialized agencies and other organizations of the United Nations system which enable representatives of the national liberation movements recognized by the Organization of African Unity to participate fully as observers in the proceedings relating to matters concerning their respective countries, and calls upon those agencies and organizations which have not yet done so to follow this example and to make the necessary arrangements without delay;

18 *Notes with satisfaction* the admittance of Namibia, represented by the United Nations Council for Namibia, as a member of the International Atomic Energy Agency and the International Telecommunication Union in accordance with General Assembly resolution 37/233 C, and urges the specialized agencies and other organizations of the United Nations system that have so far not granted full membership to the United Nations Council for Namibia to do so without delay;

19 *Urges* the specialized agencies and other organizations and institutions of the United Nations system to extend, as a matter of priority, substantial material assistance to the Governments of the front-line States in order to enable them to support more effectively the struggle of the people of Namibia for freedom and independence and to resist the violation of their territorial integrity by the armed forces of the racist regime of South Africa directly or, as in Angola and Mozambique, through puppet traitor groups in the service of Pretoria;

20 *Urges* the specialized agencies and other organizations and institutions of the United Nations system to assist in accelerating progress in all sectors of the national life of the small Territories, particularly in the development of their economies;

21 *Recommends* that all Governments should intensify their efforts in the specialized agencies and other organizations of the United Nations system of which they are members to ensure the full and effective implementation of the Declaration and other relevant resolutions of the United Nations and, in that connection, should accord priority to the question of providing assistance on an emergency basis to the peoples of the colonial Territories and their national liberation movements;

22 *Reiterates its proposal,* under article III of the Agreement between the United Nations and the International Monetary Fund,[7] for the urgent inclusion in the agenda of the Board of Governors of the Fund of an item dealing with the relationship between the Fund and South Africa and further reiterates its proposal that, in pursuance of article II of the Agreement, the relevant organs of the United Nations should participate in any meeting of the Board of Governors called by the Fund for the purpose of discussing the item and urges the Fund to discuss its relationship with South Africa at its annual meeting in September 1984 in compliance with the above-mentioned Agreement;

23 *Recommends* the sending in 1984 of a high-level mission to the International Monetary Fund which, subject to the agreement of the United Nations bodies involved, would be composed of the Chairman of the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, the President of the United Nations Council for Namibia and the Chairman of the Special Committee against *Apartheid*;

24 *Draws the attention* of the specialized agencies and other organizations of the United Nations system to the Plan of Action for the Full Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, contained in the annex to General Assembly resolution 35/118, and in particular to those provisions calling on the agencies and organizations to render all possible moral and material assistance to the peoples of the colonial Territories and their national liberation movements;

25 *Urges* the executive heads of the specialized agencies and other organizations of the United Nations system, having regard to the provisions of paragraphs 14 and 24 above, to formulate, with the active co-operation of the Organization of African Unity where appropriate, and to submit, as a matter of priority, to their governing and legislative organs concrete proposals for the full implementation of the relevant United Nations decisions, in particular specific programmes of assistance to the peoples of the colonial Territories and their national liberation movements;

26 *Requests* the Secretary-General to continue to assist the specialized agencies and other organizations of the United Nations system in working out appropriate measures for implementing the relevant resolutions of the United Nations and to prepare for submission to the relevant bodies, with the assistance of those agencies and organizations, a report on the action taken since the circulation of his previous report in implementation of the relevant resolutions, including the present resolution;

27 *Requests* the Economic and Social Council to continue to consider, in consultation with the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples, appropriate measures for the co-ordination of the policies and activities of the specialized agencies and other organizations of the United Nations system in implementing the relevant resolutions of the General Assembly;

28 *Requests* the Special Committee to continue to examine this question and to report thereon to the General Assembly at its thirty-ninth session.

86th plenary meeting
7 December 1983

[7] See *Agreements between the United Nations and the Specialized Agencies and the International Atomic Energy Agency* (United Nations publication, Sales No E/F.61.X.1), p 61.

Congress – Doc 15/Annex 3

Extracts from resolutions adopted by the United Nations General Assembly at its thirty-eighth session

38/11 *Proposed new racial constitution of South Africa*

The General Assembly,

...

5 *Urges* all Governments and organizations to take appropriate action, in co-operation with the United Nations and the Organization of African Unity and in accordance with the present resolution, to assist the oppressed people of South Africa in their legitimate struggle for a non-racial, democratic society;

...

15 November 1983

38/36 *Question of Namibia*

The General Assembly,

...

A

...

22 *Calls upon* Member States and the specialized agencies and other international organizations associated with the United Nations to render sustained and increased support as well as material, financial, military and other assistance to the South West Africa People's Organization so as to enable it to intensify its struggle for the liberation of Namibia;

23 *Urges* all Governments and the specialized agencies and other intergovernmental organizations to provide increased material assistance to the thousands of Namibian refugees who have been forced by the *apartheid* regime's oppressive policies to flee Namibia, especially into the neighbouring front-line States;

...

38 *Requests* all specialized agencies and other organizations and institutions of the United Nations system to co-operate with the Secretary-General in the development of a comprehensive programme of assistance to States neighbouring South Africa and Namibia;

...

C

...

8 *Reiterates its request* to all specialized agencies and other organizations and institutions of the United Nations system to grant full membership to Namibia, represented by the United Nations Council for Namibia, so that the Council may participate as the legal Administering Authority for Namibia in the work of those agencies, organizations and institutions;

9 *Reiterates its request* to all specialized agencies and other organizations of the United Nations system that have not yet done so to grant a waiver of the assessment of Namibia during the period in which it is represented by the United Nations Council for Namibia;

10 *Again requests* all intergovernmental organizations, bodies and conferences to ensure that the rights and interests of Namibia are protected and to invite Namibia, represented by the United Nations Council for Namibia, to participate as a full member whenever such rights and interests are involved;

...

E

...

4 *Expresses its appreciation* to all States, specialized agencies and other organizations of the United Nations system, governmental and non-governmental organizations and individuals that have made voluntary contributions to the United Nations Fund for Namibia, the United Nations Institute for Namibia and the Nationhood Programme for Namibia, and calls upon them to increase their assistance to Namibians through those channels;

...

8 *Urges* the organizations of the United Nations system to waive agency support costs in respect of projects in favour of Namibians financed from the United Nations Fund for Namibia and other sources; and in cases where such costs cannot be waived, urges the organizations to treat contributions from the United Nations Fund for Namibia as Government cash counterpart contributions in accordance with decision 83/10 B of 24 June 1983 of the Governing Council of the United Nations Development Programme;[2 5]

...

11 *Requests* the specialized agencies and other organizations and institutions of the United Nations system, when planning and initiating their new measures of assistance to Namibians, to do so within the context of the Nationhood Programme for Namibia and the United Nations Institute for Namibia;

12 *Expresses its appreciation* to those specialized agencies and other organizations and institutions of the United Nations system that have contributed to the Nationhood Programme for Namibia and calls upon them to continue their participation in the Programme by:

...

17 *Urges* the specialized agencies and other organizations and institutions of the United Nations system to co-operate closely with the United Nations Institute for Namibia in strengthening its programme of activities;

...

1 December 1983

38/39 *Policies of apartheid of the Government of South Africa*

The General Assembly,

...

B

1 *Commends* the Programme of Action against *Apartheid* to the attention of all Governments, intergovernmental and non-governmental organizations and individuals;

2 *Invites* all Governments, organizations and individuals to take effective action in the light of this programme, in close co-operation with the Special Committee against *Apartheid* and the Centre against *Apartheid* of the Secretariat;

...

C

...

7 *Calls upon* the international community to provide assistance to independent African States in the sub-region to enable them to defend their sovereignty and territorial integrity, counter the hostile South African acts of aggression and rebuild their economies;

...

D

...

4 *Invites* all Governments and organizations to assist, in consultation with the national liberation movements of South Africa and Namibia, persons compelled to leave South Africa because of their objection, on the grounds of conscience, to serving in the military or police force of the *apartheid* regime;

5 *Encourages* action by Governments, organizations and individuals in support of sports, cultural, consumer and other boycotts of South Africa;

...

E

...

6 *Again requests* Governments and organizations to make voluntary contributions or provide other assistance for the special projects of the Special Committee.

F

...

3 *Calls upon* all Governments and organizations to exert their influence to persuade Israel to desist from such collaboration and abide by the resolutions of the General Assembly;

...

J

...

5 *Invites* Governments, international and non-governmental organizations, trade unions and other appropriate bodies to lend their full support to the oil embargo against South Africa;

...

5 December 1983

38/44 *Question of the British Virgin Islands*

The General Assembly,

...

9 *Urges* the specialized agencies and other organizations of the United Nations system, as well as regional institutions such as the Caribbean Development Bank, to take measures to accelerate progress in the social and economic life of the British Virgin Islands;

...

7 December 1983

38/45 *Question of the Cayman Islands*

The General Assembly,

...

8 *Urges* the administering Power, in co-operation with the territorial Government, to safeguard the inalienable right of the people of the Territory to the enjoyment of their natural resources by taking effective measures to ensure their right to own and dispose of those resources and to establish and maintain control of their future development;

9 *Urges* the specialized agencies and other organizations of the United Nations system, as well as regional institutions such as the Caribbean Development Bank, to take all the necessary measures to accelerate progress in the social and economic life of the Cayman Islands;

...

7 December 1983

38/47 *Question of the Turks and Caicos Islands*

The General Assembly,

...

8 *Urges* the specialized agencies and other organizations of the United Nations system, as well as regional institutions such as the Caribbean Development Bank, to continue to pay special attention to the development needs of the Turks and Caicos Islands;

...

7 December 1983

38/50 *Activities of foreign economic and other interests which are impeding the implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples in Namibia and in all other Territories under colonial domination and efforts to eliminate colonialism, apartheid and racial discrimination in southern Africa*

The General Assembly,

...

19 *Invites* all Governments and organizations of the United Nations system, having regard to the relevant provisions of the Declaration on the Establishment of a New International Economic Order, contained in General Assembly resolution 3201 (S-VI) of 1 May 1974, and of the Charter of Economic Rights and Duties of States, contained in Assembly resolution 3281 (XXIX) of 12 December 1974, to ensure, in particular, that the permanent sovereignty of the colonial Territories over their natural resources is fully respected and safeguarded;

...

7 December 1983

38/54 *Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples*

The General Assembly,

...

6 *Calls upon* all States, in particular the administering Powers, and the specialized agencies and other organizations of the United Nations system to give effect to the recommendations contained in the report of the Special Committee for the speedy implementation of the Declaration and the other relevant resolutions of the United Nations;

...

14 *Requests* the Secretary-General and the specialized agencies and other organizations of the United Nations system to provide or continue to provide to the newly independent and emerging States all possible assistance in the economic, social and other fields;

...

7 December 1983

38/55 *Dissemination of information on decolonization*

The General Assembly,

...

4 *Invites* all States, the specialized agencies and other organizations of the United Nations system and non-governmental organizations having a special interest in decolonization to undertake or intensify, in co-operation with the Secretary-General and within their respective spheres of competence, the large-scale dissemination of the information referred to in paragraph 2 above;

...

7 December 1983

38/180 *The situation in the Middle East*

The General Assembly,

...

A

...

16 *Calls upon* the specialized agencies and other international institutions to conform their relations with Israel to the terms of the present resolution;

...

D

...

7 *Deplores* Israel's failure to comply with Security Council resolutions 476 (1980) of 30 June 1980 and 478 (1980) of 20 August 1980 and General Assembly resolutions 35/207 of 16 December 1980 and 36/226 A and B of 17 December 1981, determines that Israel's decision to annex Jerusalem and to declare it as its "capital" as well as the measures to alter its physical character, demographic composition, institutional structure and status are null and void and demands that they be rescinded immediately, and calls upon all Member States, the specialized agencies and all other international organizations to abide by the present resolution and all other relevant resolutions, including Assembly resolutions 37/86 A to E;

...

19 December 1983

38/79 *Report of the Special Committee to Investigate Israeli Practices Affecting the Human Rights of the Population of the Occupied Territories*

The General Assembly,

...

D

...

9 *Reaffirms* that all measures taken by Israel to change the physical character, demographic composition, institutional structure or status of the occupied territories, or any part thereof, including Jerusalem, are null and void, and that Israel's policy of settling parts of its population and new immigrants in the occupied territories constitutes a flagrant violation of the Geneva Convention and of the relevant resolutions of the United Nations;

...

11 *Calls upon* Israel, the occupying Power, to take immediate steps for the return of all displaced Arab and Palestinian inhabitants to their homes or former places of residence in the territories occupied by Israel since 1967;

12 *Urges* the international organizations and the specialized agencies, in particular the International Labour Organisation, to examine the conditions of Arab workers in the occupied Palestinian and other Arab territories, including Jerusalem;

13 *Reiterates its call* upon all States, in particular those States parties to the Geneva Convention, in accordance with article 1 of that Convention, and upon international organizations and the specialized agencies not to recognize any changes carried out by Israel in the occupied territories and to avoid actions, including those in the field of aid, which might be used by Israel in its pursuit of the policies of annexation and colonization or any of the other policies and practices referred to in the present resolution;

...

15 December 1983

Congress – Doc 16

Maximizing the air conveyance of mail

General report by the Executive Council

I. Introduction

1 The present document has been prepared in accordance with Rio de Janeiro Congress resolution C 73 (reproduced in annex 1) which instructed the Executive Council to pursue maximization work, in close cooperation with the ICAO and IATA in order to help administrations in overcoming obstacles to the introduction of maximization systems at national or regional level and to submit a general report on its work to Congress. This is the third report of its kind, similar very full reports having been submitted to the 1974 Lausanne (Congress – Doc 13) and 1979 Rio de Janeiro (Congress – Doc 22) Congresses.

2 For completeness, the present report also summarizes the maximization work arising from Rio de Janeiro Congress decisions C 69, C 75 and C 97.[1]

3 The specific tasks entrusted to the Executive Council in resolution C 73 are the subject of the following chapters:

II. Updating the definitions and principles for the operation of maximization systems.
III. Updating data on the experience acquired by postal administrations in maximization.
IV. Regulatory aspects of surface airlifted mail.
V. Holding, in conjunction with IATA, regional seminars on maximization.

4 Chapter VI assesses what was achieved since the Rio de Janeiro Congress and considers the steps to be taken to continue work on maximization after the Hamburg Congress.

II. Updating the definitions and principles for the operation of maximization systems

5 The purpose of the document prepared by IATA and the UPU in 1978 and sent to postal administrations in February 1978 was, like the first "Definitions and principles" prepared by the CCPS in 1972, to provide a common framework for postal administrations and airlines in discussions aimed at introducing maximizing services.

6 Instructed to update the 1978 text, the Joint IATA-UPU Working Party took into account the results of the inquiry made among postal administrations in July 1982 on the different aspects of maximization.

7 While chapter I (Priority airmail) appeared to be still valid, it became apparent that the provisions of chapter II ("reduced priority", "space available" and "fill-up" services) no longer corresponded to the actual situation. Nearly all services operated by administrations are of the "reduced priority" type in which the

[1] In chapter III of the present report.

transmission of mail takes place within a fixed period, whereas services of the "space available" type, which do not include any commitment by the carrier as regards the period of dispatch, are extremely rare. The "fill-up" system does not appear to have been applied so far.

8 The postal representatives in the Joint Working Party argued that this situation favoured the abolition of the "space available" and "fill-up" concepts. However, on the proposal of IATA, these two concepts were kept in order to maintain maximum flexibility – subject to their being considered as variants of the "reduced priority" concept. The "reduced frequency" variant proposed by Belgium (carriage of mail by air on certain days with a lower frequency of dispatch than for priority airmail) was also accepted.

9 The Joint Working Party also took note that services of the "reduced priority" type were generally known as "S.A.L.", an abbreviation of the English words "Surface Air Lift" (surface mail carried by air) and recommended the adoption of that abbreviation (see paragraph 38 below).

10 The new "Definitions and principles" text, as approved by the IATA-UPU Contact Committee at its meeting on 1 March 1984 and confirmed by the Executive Council at its 1984 session, is reproduced as annex 2 to the present report.

11 It should be noted that the new edition includes, in paragraph 21, suggestions about the questions to be settled between the postal administration and the airline before the introduction of a "reduced priority" type of service (see paragraph 43 below).

III. Updating data on the experience acquired by administrations in maximization

12 In order to update the data collected before the Rio de Janeiro Congress and set out in Congress – Doc 22 of that Congress, the Joint IATA-UPU Working Party sent out in July 1982[1] a questionnaire requesting administrations to provide information in consultation with their national airline or other airlines participating in a maximization system. A second request was sent to certain administrations in June 1983[2] for the provision of statistical data for 1978 to 1982. (The data published in Congress – Doc 22 dealt with the years 1971 to 1977.)

13 In contrast to the inquiry carried out before the Rio de Janeiro Congress, the one in 1982 did not ask questions about the organization of the surcharged "priority" airmail service – the idea being that the principles governing this service were fairly stable. It is, however, obvious that this first-choice service will for a long time remain the keystone of the airmail services.

14 Consequently, the information collected concerned the unsurcharged "priority" airmail service and the services of the "reduced priority" type taken as a whole (see paragraph 8 above). It is considered in sub-chapters A and B below:

A. Unsurcharged "priority" airmail service.
B. Services of the "reduced priority" type (surface airlifted mail).

A. Unsurcharged "priority" airmail service

Analysis of statistical data for the period 1978–1982

15 Twenty-two administrations provided information on this service, and 20 of them sent in the statistical data reproduced in table I below.

[1] By circular letter 3410.2(C)820 of 15 July 1982.
[2] By circular letter 3410.2(C)1560 of 30 June 1983.

Table I — Unsurcharged "priority" airmail service

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
					1978	1979	1980	1981	1982
1	2	3	4	5	6.1	6.2	6.3	6.4	6.5
Australia	1.9.1976	LC, AO	500 g	Jordan, Syrian Arab Rep	—	0.15	0.33	0.37	—
	13.5.1980	AO, CP	20 kg	Iran	—	—	2.54	0.04	—
	14.9.1980	LC	500 g	Papua New Guinea			2.71	7.48	6.38
Belgium	1.4.1950	LC	—	European countries	744.7	657.9	681.7	694.8	710.8
Canada	1.7.1971	LC	500 g[1]	All countries of the world except the United States of America and St Pierre and Miquelon	1 624.0	1 648.0	1 757.0	1 641.0	1 573.0
	11.10.1975	LC[2]	30 kg	United States of America	4 714.0	4 853.0	5 036.0	4 820.0	4 864.0
Czechoslovakia	1956	LC	2 kg	European countries, China (People's Rep), Democratic People's Rep of Korea, Mongolian People's Rep, Viet Nam	190.0	192.9	189.0	197.3	193.0
Denmark	1947	LC	2 kg	European countries and Mediterranean basin	756.3	758.4	722.7	651.5	1 149.5[3]
France	[4]	LC	2 kg	European countries	2 811.0	2 972.0	3 138.0	3 175.0	3 231.0
		LC	20 g	Overseas Departments and Territories, French-speaking African countries					
Gabon	1964	LC	10 g	Benin, Cameroon, Central African Rep, Chad, Congo (People's Rep), France, French Overseas Departments and Territories, Guinea, Ivory Coast (Rep), Mali, Mauritania, Niger, Senegal, Togo, Upper Volta	20.0	19.0	18.0	19.0	19.5
Germany, Fed Rep of	1.7.1965	LC	—	European countries	3 111.0	3 075.0	3 191.0	3 291.0	3 274.0
Great Britain	1948	LC	2 kg	European countries	6 032.0[5]	6 222.0[5]	6 248.0[5]	6 184.0[5]	6 324.0[5]
Iceland	1.4.1974	LC	—	European countries	27.6	26.6	29.3	27.1	30.0

[1] From January 1976 (previously up to 250 g).
[2] Articles which fit into a sorting frame.
[3] Including AO.
[4] 1945 (North Africa); 1949 (Overseas Departments and Territories and French-speaking countries of Africa and Asia); 1950 (Europe).
[5] Financial years from 1 April to 31 March, 1978/79, 1979/80, 1980/81, 1981/82, 1982/83.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
					1978	1979	1980	1981	1982
1	2	3	4	5	6.1	6.2	6.3	6.4	6.5
Italy	1.8.1970	LC	20 g	European countries	1 182.7	1 107.7	1 075.2	1 002.9	1 035.8
Malaysia	1.7.1949	LC	—	Brunei, Singapore	—	—	—	46.69	34.98
Netherlands	1935	L	—	European countries	858.6	897.0	942.0	999.5	1 079.8
		C		All countries of the world					
Norway	1947	LC	—	European countries	385.0	404.0	418.0	414.0	407.0
	1971	LC	5 g	Non-European countries	Statistics not available				
	1982	LC	20 g	Non-European countries					
Oman	1.7.1983	LC, AO and CP	—	Bahrain, Iraq, Kuwait, Qatar, Saudi Arabia, United Arab Emirates	—	—	—	—	(14.0)[1]
Portugal	1.2.1977	LC	2 kg	European countries, Algeria, Morocco and Tunisia	203.0	227.0	238.0	227.0	155.0
Singapore	1948	LC	30 kg	Brunei, Malaysia	256.9	311.0	323.4	345.9	391.9
Spain	1954	LC	2 kg	Belgium, Czechoslovakia, Denmark, Finland, France, Germany, Fed Rep of, Great Britain, Ireland, Italy, Liechtenstein, Luxembourg, Monaco, Netherlands, Norway, Sweden, Switzerland	854.5	1 871.5	1 935.0	1 915.5	1 904.5
	1954	LC	20 g	Other European countries Algeria, Morocco, Tunisia					
Sweden	1947	LC	—	European countries	1 000.0	1 100.0	1 100.0	1 200.0	1 300.0
Switzerland	1.3.1948	LC	—	European countries	1 233.0	1 277.0	1 381.0		
	1.1.1976	LC	—	Countries of the Mediterranean basin					
	1.7.1981	LC	—	All countries of the world				1 800.0	2 000.0
				Totals of approximate weights carried	26 004.3	27 620.15	28 428.88	28 660.08	29 684.16

[1] Not included in the total for 1982.

16 Of these 20 administrations, 16 had also supplied data before the Rio de Janeiro Congress (for the period 1971 to 1977). In their case, the total number of tonnes of unsurcharged "priority" airmail carried rose from 23 920 carried in 1977 to 28 502 in 1982, an increase of 20 percent in five years. For the 20 administrations listed in table I, the annual average growth rate during the period 1978 to 1982 was 3.4 percent. It should, however, be pointed out that in some countries, the volume of mail is going down (Belgium, Italy, Portugal).

17 As in the past, the service is hardly ever offered except for LC items. Some administrations operate a world-wide service for these items: Canada (up to 500 g), Norway (up to 20 g from 1982), Netherlands (postcards only) and Switzerland (from 1 July 1983). As a whole, however, the service is applied regionally and on a reciprocal basis, for example in the relations between CEPT member countries. It should also be pointed out that since the Rio de Janeiro Congress only one administration (Oman) has introduced the unsurcharged "priority" airmail service.

Execution of the service

18 Although the Joint IATA-UPU Working Party was instructed essentially to inquire into the operational aspects of the "reduced priority" type services (surface airlifted mail) it appeared useful to consult the administrations on the ways in which the unsurcharged "priority" airmail service was executed. However it seemed that the execution of this service presented no problems. At the same time, it was confirmed that the bags, bag labels and other documents used for conveyance of unsurcharged "priority" airmail are the same as those laid down for the surcharged "priority" airmail.

Economic aspects

19 Economically, the situation of the service is less heartening. Some administrations have succeeded in making it profitable by means of preferential air conveyance rates which they have been able to negotiate with the airlines (Canada, Czechoslovakia, Italy and Norway). On the other hand, Great Britain states that the air conveyance rates paid on European routes in general exceed the UPU's maximum basic rate, which is the reason why the service is invariably run at a loss. Six other countries (Belgium, France, Gabon, Madagascar, Malaysia and Netherlands) state that the service does not cover their costs. France envisages the possibility of replacing air conveyance by surface conveyance in its European services, particularly with neighbouring countries.

Future of the unsurcharged "priority" airmail service

20 Apart from Switzerland and Norway, the service as a whole has developed little since the Rio de Janeiro Congress as regards the volume of mail carried and the geographical extent of the service. At the same time, for several countries, the economic bases of the service appear to have become more precarious. It may therefore be asked whether the general introduction of the unsurcharged "priority" airmail service – so far regarded as the ultimate aim of maximization – is actually capable of being realized, even in the fairly distant future.

B. Services of the "reduced priority" type (surface airlifted mail)

Analysis of the statistical data for the period 1978–1982

21 Thirty-five administrations stated that they operate services meeting the description "reduced priority" (very often known as "surface airlifted mail" or "S.A.L." or (in certain cases only) "space available". Of these administrations, 29 provided the statistical data reproduced in table II below. Before the Rio de Janeiro Congress, a total of 31 administrations had made reference to one service or the other but only 20 had provided statistics (tables II and III of Congress – Doc 22 of the Rio de Janeiro Congress).

Table II — Services of the "reduced priority" type (surface airlifted mail)

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
Australia	1.8.1971	LC, AO, CP	20 kg	SS	Germany, Fed Rep of, Great Britain, Greece, Italy[1], Netherlands[2], United States of America	346.8	371.5	421.8	440.4	458.9
	17.10.1977	LC, AO, CP	10 kg	SS	Canada					
	4.11.1981	LC, AO, CP	15 kg	SS	Yugoslavia					
Bahrain		LC		US	Belgium, Great Britain, India, Iran, Iraq, Jordan, United States of America					8.1
		LC, CP		US	Kuwait, Oman, Pakistan, Qatar, Saudi Arabia, United Arab Emirates					101.9
Belgium	1976	AO	—	US	Bulgaria (People's Rep)[3], Denmark, Finland[4], Hungarian People's Rep[3], Ireland[5], Italy[2], Norway, Spain[6], Sweden, Turquey[2], Yugoslavia[3]	325.1	372.8	329.7	337.1	359.4
	1978	LC, AO	—	US	China (People's Rep)[7], Lebanon	0.9	12.4	10.6	10.3	1.0
Canada[8]	1.7.1971	AO	500 g	US	All countries except Argentina, Brazil, Cuba, Haiti, Netherlands Antilles, Paraguay, St Pierre and Miquelon and United States of America	1 417.0	1 514.0	1 581.0	1 587.0	1 604.0

[1] Service introduced in 1975.
[2] Service introduced in 1977.
[3] Service introduced in 1978.
[4] Service introduced in 1982.
[5] Service introduced in 1981.
[6] Service introduced in 1983.
[7] Return to surface conveyance since 1.11.1981.
[8] Discontinued for the time being as from 1.1.1984 for economic reasons.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
Canada[1] (cont)	1.7.1975	CP	10 kg	US	Antigua, Australia, Austria, Bahamas, Barbados, Bermuda, Chile, China (People's Rep), Denmark, Fiji, France, German Dem Rep, Germany, Fed Rep of, Great Britain, Greece, Guadeloupe, Hong Kong, Ireland, Israel, Italy, Jamaica, Japan, Korea (Rep), Martinique, Mexico, Netherlands, New Zealand, Peru, Philippines, Portugal, Spain, Switzerland, Trinidad and Tobago	2 874.0	2 526.0	2 355.0	2 211.0	1 816.0
Chile	1979	LC, AO, CP	—	US	Argentina, Brazil, Paraguay, Uruguay					24.7
	8.1983	LC, AO, CP	—	US	All South American countries, Australia, Belgium, Canada, Denmark, Dominican Republic, France, Germany, Fed Rep of, Great Britain, Hong Kong, Italy, Japan, Mexico, Netherlands, Panama (Rep), Portugal, South Africa, Spain, United States of America	—	—	—	—	—
Cuba	9.1980	LC, AO			South American countries and Caribbean				63.5	39.8
Czechoslovakia	1980	AO		US	Bulgaria[2], Finland, Greece[2], Italy[2]	—	—	6.0	11.5	46.1
		LC, AO		US	Libyan Jamahiriya[2], Morocco, Spain[2], Syrian Arab Rep[2]	—	—	1.5	2.6	21.4
Denmark	1976	LC	2 kg	US	Iran, Iraq, Japan	153.3	164.8	160.3	277.93	408.0
		AO	5 kg	US	Egypt, Greece, Hungarian People's Rep, Iran, Iraq, Israel, Italy, Japan, Lebanon, Portugal, Spain, Syrian Arab Rep, Turkey, Yugoslavia					
El Salvador	10.1971	LC, AO	200 g	US	Costa Rica, Guatemala, Mexico, Nicaragua, Panama (Rep), United States of America		1.1	1.6	1.8	2.8

[1] Discontinued for the time being as from 1.1.1984 for economic reasons.
[2] Service introduced in 1982.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
France	1970	CP	20 kg	SS	Benin, Cameroon, Central African Rep, Chad, Congo (People's Rep), Gabon, Ivory Coast (Rep), Niger, Togo	64.5	70.0	90.5	116.0	173.0
Germany, Fed Rep of	1.7.1978	CP	—	US[1]	Argentina, Australia, Brazil, Canada, Chile, Hong Kong, India, Indonesia, Japan, Kenya, Namibia, Philippines, Singapore, South Africa, Tanzania (United Rep), Venezuela, United States of America	211.0	493.0	619.0	926.0	1 192.0
Great Britain	10.1973[2]	AO	5 kg[3]	SS	89 non-European countries	2 443.0[4]	2 589.0[4]	2 728.0[4]	2 899.0[4]	3 040.0[4]
	11.1974[2]	CP	20 kg	SS	Australia, Canada, New Zealand, South Africa, United States of America	46.0[4]	44.0[4]	29.0[4]	54.0[4]	194.0[4]
Greece	11.1981	LC, AO	—	US	Kuwait, Saudi Arabia	—	—	—	15.0	10.0
	11.1981	CP	—	US	Denmark, France, Germany, Fed Rep of, Great Britain, Netherlands, Portugal[5], Spain[5], South Africa, Sweden, Switzerland, United States of America				214.0	332.0
Hungarian People's Rep	1977	LC, AO	—	US	Belgium, Bulgaria (People's Rep), Denmark, Egypt, Finland, France[6], German Dem Rep, Great Britain, Greece, Libyan Jamahiriya[5], Lebanon[7], Netherlands[6], Polish People's Rep, Spain, Switzerland[6], Syrian Arab Rep[6], Turkey, USSR	344.5	528.4	547.0	555.6	523.8
Iceland	1976	AO	2 kg	US	Denmark, Great Britain, Norway, Sweden, United States of America	20.5	23.3	20.1	21.5	20.0

[1] These parcels are considered as surface airlifted (S.A.L.) parcels. No air surcharges are therefore payable. However, the special rate applied to them includes an air conveyance component.
[2] The service known as "accelerated surface mail" is offered on the basis of contracts to major users who themselves sort and bag the mail to be dispatched.
[3] Except for bags made up in accordance with article 19, paragraph 8, of the 1979 Rio de Janeiro Convention: 30 kg.
[4] Financial years 1978/79, 1979/80, 1980/81, 1981/82, 1982/83.
[5] Service introduced in 1982.
[6] Service introduced in 1979.
[7] Service introduced in 1980.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
Italy	1977	AO		US	Denmark, Finland, Norway, Sweden	191.2	193.7	248.2	253.9	249.1
	1979	LC, AO		US	Bahrain, Jordan, Iran, Iraq, Lebanon[1], Kuwait, Saudi Arabia, Syrian Arab Rep, United Arab Emirates, Yemen (People's Dem Rep)	2.3	87.6	108.8	108.9	96.0
	1981	LC, AO		US	Algeria, Egypt, Ethiopia, Kenya, Libyan Jamahiriya, Malawi, Morocco, Mozambique, Nigeria, Somalia, South Africa, Sudan, Tanzania (United Rep), Tunisia, Uganda, Zaire, Zambia, Zimbabwe	–	–	–	105.6	199.5
Japan	1977[2]	LC, CP	10 kg	US	Denmark, France, Germany, Fed Rep of, Great Britain, Italy, Netherlands, Sweden, Switzerland, USSR	86.0	124.0	103.0	108.0	150.0
	1977	CP	10 kg	US	Austria, Belgium, Finland, Norway					
Jordan	1977	LC, AO			Not given			33.4	37.9	40.4
Kuwait	1975	LC, AO, CP		SS	Bahrain, Egypt, France, Great Britain, Greece, India, Iran, Iraq, Italy, Jordan, Lebanon, Libyan Jamahiriya, Oman, Pakistan, Qatar, Saudi Arabia, Spain, Sri Lanka, Sudan, Syrian Arab Rep, Thailand, Turkey, United Arab Emirates, United States of America, Yemen Arab Rep, Yemen (People's Dem Rep)	70.4 153.1	50.6 156.3	25.1 157.7	44.1 199.1	53.2 197.9
Malaysia	15.2.1981	LC, AO	42 kg per week	US	Indonesia	–	–	–	9.6	10.0
Netherlands	1972	AO, CP		SS	Australia[3], Canada[3], India[4], Japan[4], New Zealand[4], South Africa[4], United States of America	699.1	827.7	961.9	1 037.8	1 142.0

[1] Service introduced in 1978.
[2] Service provided during the winter periods only.
[3] Service introduced in 1973.
[4] Service introduced in 1974.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
Netherlands (cont)	1978	AO		SS	Hong Kong, Indonesia, Kenya, Korea (Rep), Malaysia, Pakistan, Philippines, Singapore, Thailand	1.3	54.5	60.5	59.7	62.2
	1976	AO		US	Greece[1], Ireland, Italy[2], Norway[3], Portugal[1], Sweden[3], Turkey[3]	1 085.8	1 698.4	2 303.6	2 000.3	1 731.7
New Zealand	8.1982	LC, AO, CP			Australia, Canada, United States of America	–	–	–	–	205.0
Norway	1972	AO	–	US	Austria[2], Belgium, Czechoslovakia[2], Denmark, France, Germany, Fed Rep of[4], Great Britain[4], Greece[2], Hungarian People's Rep[2], Ireland, Italy, Netherlands, Portugal, Spain, Switzerland, Turkey, USSR[2], Yugoslavia[2]	706.0	682.0	708.0	686.0	636.0
	1978	LC, AO	–	US	Bahrain, Iran, Iraq, Israel, Japan[3], Kuwait, Lebanon, Qatar, Syrian Arab Rep, United Arab Emirates					
	1981	CP	–	SS	United States of America	–	–	–	14.0	38.0
Oman	1.1.1982	LC, AO, CP		US	Bahrain, Iraq, Kuwait, Qatar, Saudi Arabia, United Arab Emirates	–	–	–	–	2.0
Senegal	1983	LC, AO, CP		US		–	–	–	–	(2.8)[5]
Singapore	1982	LC, AO	30 kg	US	Indonesia, Philippines	–	–	–	–	2.6
Sweden	1976	LC, AO	–	US	Egypt, Iran, Iraq, Israel, Japan[3], Jordan, Kuwait, Lebanon, Syrian Arab Rep	51.0	50.0	48.0	44.0	41.0
	1972	AO	–	US	Austria, Belgium, France, Great Britain, Greece, Hungarian People's Rep, Ireland, Italy, Netherlands, Portugal, Spain, Switzerland, Turkey, Yugoslavia	729.0	742.0	689.0	698.0	622.0

[1] Service introduced in 1978.
[2] Service introduced in 1979.
[3] Service introduced in 1977.
[4] Including AO mail transiting this country.
[5] Not included in the total for 1982.

Administration	Date service introduced	Category of mail conveyed (LC, AO, CP)	Upper weight limit, if any	Surcharged (SS) or unsurcharged (US)	Countries or territories of destination	Approximate weights carried in tonnes (1000 kg)				
						1978	1979	1980	1981	1982
1	2	3	4	5	6	7.1	7.2	7.3	7.4	7.5
Switzerland	1976	AO	—	US	59 countries, including 50 non-European	1 718.0	1 640.0	1 716.0	2 102.0	2 721.0
	1.2.1983	CP	—	SS	India, Japan, South Africa, United States of America	—	—	—	—	—
Syrian Arab Rep	1978				Algeria[1], India, Iran, Iraq, Kuwait, Pakistan, Saudi Arabia, United Arab Emirates[1], Yemen Arab Rep	22.5	25.4	30.1	26.6	37.6
	1982				Argentina, Brazil, Czechoslovakia, France, German Dem Rep, Germany, Fed Rep of, Great Britain, Italy, Lebanon, Sweden, Switzerland, USSR, United States of America					
United States of America	6.1980	(LC, AO)			European countries, Fiji, New Zealand, South Africa	Statistics not available				
Zimbabwe	21.11.1981	LC, AO	2 kg	US	Great Britain	—	—	—	1.0	63.5
	21.11.1981	CP	10 kg	US	Great Britain					
					Totals of approximate weights carried	13 762.3	15 042.5	16 094.4	17 280.7	18 677.6

[1] Service introduced in 1979.

22 For the reasons given in paragraph 21, it is difficult to compare the latest data with those of Rio de Janeiro Congress – Doc 22. At the most, it can be said that the total weight conveyed by the 20 administrations in 1977 was 12 758 tonnes compared with 18 677 tonnes conveyed by the 29 administrations in 1982 (which corresponds to a 30 percent increase).

23 During the period 1977–1982, the annual average growth rate recorded for the 29 administrations listed in table II was almost 8 percent compared with the average rate of 3.4 percent for the unsurcharged "priority" airmail (see paragraph 16 above).

24 Whereas the unsurcharged "priority" airmail service covers almost exclusively LC items, because of the "speed" factor the services of the "reduced priority" type relate essentially to the AO and CP categories. Moreover, the geographical distribution of the "S.A.L." mail is much more diversified than for the unsurcharged airmail, the destination served from a particular country not depending on their distance from that country.

25 It must also be pointed out that 10 additional administrations have introduced "reduced priority" or "S.A.L." type services since the Rio de Janeiro Congress: Chile, Cuba, Czechoslovakia, Greece, Malaysia, Panama (Rep), Senegal, Singapore, United States of America and Zimbabwe; Panama and Senegal from 1983.

26 The proportion of surface airlifted mail as a percentage of all surface mail varies between 0.72 percent (United States of America) and 100 percent (United Arab Emirates), the breakdown of the figures being as follows:

up to 5 percent:	7 countries
from 5 to 20 percent:	3 countries
from 20 to 50 percent:	10 countries
from 50 to 100 percent:	9 countries

27 It cannot, however, be deduced from this that a large proportion of the total surface mail is conveyed by air because the volumes of "S.A.L." mail sent by the heavy-traffic countries are relatively small. For example, in 1982 Great Britain sent 3040 tonnes of "S.A.L." mail but this volume represented only 7.2 percent of the total volume of its surface mail.

Execution of the service

Dispatch periods

28 According to the "Definitions and principles" at present in force, the length of the dispatch period for mail is negotiable between the administration and the carrier.

29 The information supplied by administrations shows that the periods applied vary between two and fourteen days, according to the countries of destination. Thus, from Norway the period is two days for European countries, seven days for the Middle East and two weeks for the other destinations. These periods are fixed on the basis of the departures for the countries of destination and the routeings decided on for the surcharged "priority" airmail in order to avoid "S.A.L." mail competing with the latter.

30 The administrations state that the periods agreed with the carriers are in general observed. In these circumstances, and in view of the fact that the methods of transmitting surface mail by air vary considerably from one country to another, it did not seem useful to introduce maximum periods for worldwide application in the "Definitions and principles".

Storage of mail and handing over to the airlines

31 The question whether mail awaiting dispatch should be held by the postal administration or by the airline produced differing views within the Joint IATA-UPU bodies before the Rio de Janeiro Congress. According to the "Definitions and principles", the mail is held by one party or the other depending on the agreements concluded between them.

32 It seems that at present, mail awaiting dispatch is nearly always held by the Post, either at the airport or at an office of exchange in town. This practice, which enables the postal administration to control the flow of dispatches, appears to give satisfaction.

Airport facilities

33 The study carried out before the Rio de Janeiro Congress by CCPS subgroup 427B on the handling of airmail at international airports brought out in particular that, in many cases, the postal facilities at airports and elsewhere were not adequate to cope with the existing postal traffic let alone any further traffic that might be generated as a result of maximization efforts. Consequently, the Rio de Janeiro Congress requested postal administrations to take steps to solve this problem (recommendation C 70) and sought the cooperation of ICAO and IATA for this purpose (formal opinion C 71).

34 The inquiry of July 1982 showed that the problem was topical, several administrations having stated that the premises at the international airports in their countries were indeed too small. As the Post holds the mail awaiting dispatch (see paragraph 32 above), the problem appears to arise more often at the outward than the inward stage.

35 Administrations are actively seeking solutions to this problem by trying to enlarge the postal facilities in airports and, for this purpose, are establishing contacts with the appropriate authorities of their countries. Another solution envisaged is to increase the frequency of dispatches.

Bags used for making up surface airlifted mails

36 As a general rule, administrations at present use surface bags for making up surface mails to be conveyed by air, but there are exceptions (bags for air parcels, bags in red or white nylon). Switzerland has introduced special bags of the same colour as surface bags but weighing less, to reduce the cost of conveyance.

Bag label

37 Several administrations have created special labels to identify this mail, some of them with special blue/green stripes. Other administrations merely stamp the appropriate impressions on the AV 8 labels.

38 The abbreviation most often used on labels to identify the mail concerned is "S.A.L." (from the English words "Surface Air Lift").

Economic aspects of the service

The surcharged "reduced priority" services

39 Table II shows that six administrations (Australia, France, Great Britain, Netherlands, Norway, Switzerland) collect reduced surcharges, at least for certain categories, in general CP. The Federal Republic of Germany operates a service of this kind but considers the parcels concerned to be "S.A.L.", subject to a special rate which includes an air conveyance component.

40 In general, the "reduced" surcharges are around 50 percent of the surcharge applicable to "priority" airmail for the same destination, but some administrations have lower charges (Australia – 35 to 45 percent; Netherlands – 24 to 36 percent). However, Australia ensures that the costs of the service are covered in all cases.

41 With the exception of the service of Great Britain which is restricted to major users (who sort the mail and place it in bags), the surcharged services are made available to all users who are informed about them by brochures, posters, etc (as in the case of other postal services). In every case, the service with reduced surcharge appears to give satisfaction to the public which appreciates the advantages of quicker conveyance at a reasonable price.

42 The increase in the volume of "S.A.L." traffic does not so far seem to have caused much of a decline in the surcharged airmail traffic.

Agreements concluded with the airlines

43 With one exception, administrations state that they have concluded agreements with their national airline (or another airline) enabling the service to be operated satisfactorily. In certain cases, the conditions are settled by correspondence and are not the subject of a contract proper. Except for the question of remuneration, the agreements also govern all the aspects of the forwarding of "S.A.L.", mail by the airline, including the dispatch periods, the security of the mail and the (free) return of empty bags by the carrier. These various questions are referred to in paragraph 21 of the "Definitions and principles" in annex 2.

Cost-effectiveness of "reduced priority" services

44 In the great majority of cases, the "reduced priority" services (with or without surcharge) cover their costs, no doubt because of the level of the conveyance price negotiated with the airlines. However, six countries which operate an unsurcharged service (Canada, Egypt, El Salvador, Italy, Jordan and New Zealand) state that the service runs at a loss. Italy covers the deficit from the revenue derived from the charges for other services, particularly the surcharges of the "priority" airmail service, while New Zealand uses the proceeds of the basic charges as a whole.

Future of the "reduced priority" services (surface airlifted mail)

45 As the above shows, since the Rio de Janeiro Congress the service has definitely expanded, as regards both the volume of traffic conveyed and the number of destinations served, as several countries have introduced the service for the first time. The execution of the service at the airports does not seem to raise any special problems except that the premises for storage of mail awaiting dispatch are fairly often inadequate.

46 From the economic point of view, the majority of administrations say they have succeeded in negotiating air conveyance rates which make the service cost-effective. The services with reduced surcharge, which enable costs to be covered in all cases, seem to be popular with users.

47 This situation augurs well for the future of the "S.A.L." service, the development of which depends on the following factors:

- the destinations served by the national airlines and the available space in the aircraft;
- the possibility of administrations being able to negotiate with the airline concerned an air conveyance rate similar to that which has to be paid for conveyance by surface;
- the possibility of enlarging the postal facilities at airports so that a larger volume of surface mail can be accepted, particularly for dispatch.

IV. Regulatory aspects of surface airlifted mail

Operational aspects

48 One of the tasks arising from Rio de Janeiro Congress resolution C 73 is to consider "the advisability of supplementing the existing regulations concerning the handling of inward surface airlifted mail, in countries of transit and destination". According to the information provided before the Rio de Janeiro Congress, "reduced priority" mail raised several problems on arrival, so that the dispatching countries had to be contacted to improve the marking of such mail.

49 Similarly, Rio de Janeiro Congress decisions C 69 and C 75 instruct the Executive Council to study, with IATA, the possibility of creating distinctive bag labels for surface airlifted mails and surface airlifted parcel mails.

50 Consequently, the Joint IATA-UPU Working Party in charge of these questions broadened the inquiry aimed at updating the experience acquired by administrations (see chapter III above) in order to obtain the necessary data.

51 In the light of the data collected and the views expressed by administrations on the usefulness of introducing new provisions, the Joint Working Party recommended two measures for easier identification of surface airlifted mails. These suggestions, approved by the Executive Council, have been embodied in the following proposals:

4597.1	Use of surface bags for making up surface airlifted mails (cf paragraph 36 above).
4597.2, 4908.91, 5520.3/Rev 1 and 5924.91/Rev 1	Creation of AV 8bis and CP 24bis bag labels for "S.A.L." mail (see paragraphs 37 and 38 above).

Free return by air of bags used for "S.A.L." mail

52 As regards the use of surface bags for "S.A.L." mail, IATA raised the question, in the Joint IATA-UPU Working Party, of the free return by air of such bags within the framework of the 1962 IATA-UPU agreement on the free return by air of empty *airmail* bags. IATA made the point that the bags in question are heavier than *airmail* bags.

53 The postal side suggested the application of the 1962 agreement which makes provision in principle for the return of empty bags by the airline responsible for the outward conveyance. However, IATA stated that it would prefer the question of the return of empty surface bags to be regulated within the framework of the special arrangements made between the airlines and the postal administrations for the conveyance of "S.A.L." mail (see paragraph 43) above and paragraph 21 of the "Definitions and principles" in annex 2).

Other regulatory aspects of surface airlifted mail

54 For the sake of completeness, mention should be made here of the study carried out independently by the Executive Council in connection with Rio de Janeiro Congress resolution C 97, relating to the advisability of inserting in the UPU Acts the principle of the right of the transit administration to collect air conveyance dues occasioned by the reforwarding of surface mail by air and of fixing the level of remuneration for this type of reforwarding.

55 The results of a consultation carried out in September 1981[1] showed that administrations other than those of dispatch intervene only very rarely in the reforwarding of "S.A.L." mail and that cases of this kind are regulated by bilateral agreements. This situation was confirmed by the consultation of July 1982. The administrations participating in the latter consultation were, however, favourable to the introduction in the Acts of general

[1] By means of circular letter 3410.2(C)1066 of 4 September 1981.

and simple regulations covering the prior notification of all administrations concerned before the introduction of an "S.A.L." service and the utilization of bilateral agreements to settle the details of subsequent reforwarding of "S.A.L." mail by another administration.

56 At its 1984 session, the Executive Council approved draft regulations to that effect (see proposal 4000.7). These draft regulations regroup in two new sections of part III of the Convention and its Detailed Regulations all the provisions relating to surface airlifted mail ("S.A.L.") including the new measures recommended by the Joint IATA-UPU Working Party (see paragraph 51 above). The adaptations to be made to the Postal Parcels Agreement are the subject of proposals 5004.4, 5515.91 and 5522.1.

V. Holding, in conjunction with IATA of regional seminars on maximizing services

57 A first initiative on this subject was taken in September 1981 with the organization, within the framework of a conference on mail circulation in Africa held at Yaoundé (Cameroon), of a seminar on maximization.

58 At that seminar, two important papers were presented on maximization, one by a senior official of the International Bureau and the other by a IATA representative (concerning the relations between postal administrations and airlines with a view to maximization). At the end of its work, the conference adopted, inter alia, a resolution on maximization which envisages, among other things, the establishment of a Contact Committee between the African Airlines Association (AFRAA) on the one hand and the African postal administrations and Restricted Unions on the other.

59 This first experiment was thus fairly encouraging, but showed that holding a seminar devoted exclusively to maximization would be difficult because of organizational and financing problems. This consideration led the International Bureau to propose to the Joint IATA-UPU Working Party a fairly flexible solution regarding the organization of future joint IATA-UPU regional seminars on maximization. Such a solution should enable the UPU and IATA to introduce this subject whenever the opportunity arises at a regional conference. On the UPU side, the opportunity could arise at a regional conference organized under the UNDP or at any other activities organized by the Restricted Unions.

60 The Joint Working Party having approved this point of view, the Executive Council in turn adopted it and left it to the International Bureau and the IATA Secretariat to examine the possibility – whenever the opportunity arose on the UPU or the IATA side – of introducing the subject of maximization into a regional conference or activity, and to take appropriate measures.

VI. Balance-sheet of experience acquired since the Rio de Janeiro Congress and future policy with regard to maximization work

61 Certain administrations have found in recent years that the maximization of air conveyance is not only desirable but necessary where surface routes are non-existent or inadequate. Other administrations place emphasis on the development of maximization at intercontinental level.

62 The administrations which replied to the questionnaire agree in considering that maximization should be continued at national or regional level, according to the circumstances of each country or group of countries, taking account in particular of the economic aspects and the needs of customers. Consequently, the strategy set out in Rio de Janeiro Congress resolution C 73 still appears to hold good. Denmark, however, pointed out that a change in the present classification of letter-post items (eg first and second class mail) could open up new prospects.

63 According to other opinions expressed, administrations should help each other (eg as regards the receipt of surface mail at airports) and exchange their experience through the International Bureau. The Restricted Postal Unions should also be closely associated with maximization. Canada thinks that the various studies already published on maximization, including the "MBA" study by IATA, constitute a good basis for administrations wishing to introduce a maximization service or extend an existing service. In Canada's view, the question has already been adequately studied and it would be sufficient after the Hamburg Congress to continue to collect information periodically on the experience of administrations in this field.

64 A draft resolution which reflects the ideas expressed above concerning the future work on maximization is the subject of proposal 4000.5.

Berne, March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 16/Annex 1

Resolution C 73

Maximizing the air conveyance of mail

Congress,

Having noted
Congress – Doc 22, which summarizes the work carried out in accordance with resolution C 62 of the 1974 Lausanne Congress on maximizing the air conveyance of mail,

Noting with satisfaction
firstly, the progress made since the Lausanne Congress by postal administrations at national and regional level, and, on the other hand, the work conducted jointly with the International Air Transport Association (IATA),

Noting with interest
the important postal market study "MBA: Mail by Air – New Concepts", carried out by IATA,

Observing
that, in the foreseeable future, maximization will continue to develop nationally and regionally,

Considering accordingly
that it is for each postal administration (or group of administrations in the case of a regional programme) to decide on the best use of air conveyance for its mail, bearing in mind its special circumstances (geographical situation of its country, capacity of outward aircraft, breakdown of its postal traffic, users' needs, cost factors, etc),

Instructs

the Executive Council:

i to pursue maximization work, in close cooperation with the International Civil Aviation Organization (ICAO) and IATA, on the basis of the information in Congress – Doc 22, in order to help administrations in overcoming obstacles to the introduction of maximization systems at national or regional level;

ii with this in mind:
   - a to update, in conjunction with IATA, the "Definitions and principles for the operation of maximization systems at national level";
   - b to collect data on the experience acquired by postal administrations which have introduced a maximization-oriented service with a view to sending such data periodically to all administrations;
   - c to consider the advisability of supplementing the existing regulations concerning the handling of inward surface air-lifted mail, in countries of transit and destination;
   - d to study the possibility of holding, in conjunction with IATA, regional seminars or colloquia with a view to promoting discussions between postal administrations and airlines on maximization prospects; and

iii to submit to the next Congress:
   - a a general report on its work;
   - b recommendations on the future orientation to be given to maximization work;
   - c any proposal for amending the Acts of the Union designed to put its work into concrete form.

(Proposal 3000.5, Committee 6, 6th meeting; Congress – Doc 84/Add 2, 19th plenary meeting)

Congress – Doc 16/Annex 2

Maximizing the air conveyance of mail

Definitions and principles for the execution of maximizing services (March 1984 edition)

Preliminary remark

1 The purpose of this paper which has been prepared jointly by IATA and the UPU is to assist airlines and postal administrations in drawing up agreements for the carriage of mail in accordance with the maximizing concept. With this aim in mind, it defines the types of mail involved and sets out general principles governing the various services.

I. Priority airmail

Definition

2 "Priority airmail" denotes the mail for which carriers give priority treatment over other categories of air traffic[1] and which is handled by postal administrations as rapidly as possible.

Surcharged "priority" airmail

Definition

3 This is airmail which receives premium treatment against payment of an air surcharge.

Unsurcharged "priority" airmail

Definition

4 This definition denotes mail conveyed by air without collection of a surcharge to a standard of service equivalent to that accorded to surcharged airmail.

General principles governing the service

5 The unsurcharged "priority" airmail service can be offered for the whole of any class of mail or on a selective basis only – for example, according to destination and/or weight.

[1] At international level, the priority in question is that covered by the agreement concluded between IATA and the UPU in 1948. This agreement has not yet been revised to take account of the adoption at the 1979 Rio de Janeiro Congress of a single LC/AO/CP basic air conveyance rate.

6 For those classes, or parts of classes, of mail for which it is offered, it is, in effect, an unsurcharged airmail service, replacing both the surcharged air and surface-mail services.

7 In practice, it has hitherto normally been offered for first-class letter mail (LC) only, since the traditional letter-post tariff relationships and the method of fixing parcel-post tariffs militate against its being offered for second-class letter mail (AO) and parcel mail (CP). However, the possibilities of applying "all-up" to AO and/or CP as well as to LC as part of a package deal with an airline on maximization should not be overlooked.

II. "Reduced priority" mail

8 The "reduced priority" concept denotes mail which is carried by air (possibly on part only of its international route) with a lower priority than that referred to in part I. The chief variants of this concept, which is generally known as "S.A.L." (Surface Air Lift), are described below:

Reduced priority with fixed dispatch period

Definition

9 In this service, hitherto known as "reduced priority", mail is transmitted by air within a fixed period which is negotiable between the postal administration and the airline(s) concerned. The airline is bound to transport such mail within that period. The mails are loaded at the airline's discretion, but no later than the last day of the agreed period, at which time such mail becomes "priority mail" for the airline (see part I).

General principles governing the service

10 The "reduced priority" service is of a lower standard than the priority air services (see part I) and justifies a conveyance rate lower than the normal rate because it allows the airline(s) concerned a certain discretion in spreading their load and thus improving their operating efficiency.

11 A "reduced priority" service can be offered as an unsurcharged airmail service in place of the surface-mail service (and as an alternative to the "priority" surcharged airmail service); or it can be offered as a (lower-priced) surcharged service, the service being, in that case, intermediate in price and quality between the "priority" airmail service and the surface-mail service.

12 Like the "priority" unsurcharged air service (see paragraph 5 above), the "reduced priority" service can be offered for the whole of any class of mail or on a selective basis only. On the other hand, because it justifies a lower conveyance rate (see paragraph 10 above), it encourages the maximization of air conveyance of AO and/or CP.

13 In either form, but especially on an unsurcharged basis, the "reduced priority" service will tend to attract from the "priority" surcharged airmail service traffic which the customer would otherwise have sent "priority" because the surface-mail service would have been too slow. The extent of diversion will depend on relative price and quality of service, particularly the length of the dispatch period fixed according to paragraph 9 above and the total duration of transmission (see paragraph 20 below).

"Reduced frequency" service

Definition

14 "Reduced frequency" denotes the carriage of mail by air on certain days (according to a schedule agreed with the airline) but with a lower frequency of dispatch than in the case of "priority" airmail.

General principles governing the service

15 The principles governing the "reduced priority" service with fixed dispatch period (see paragraphs 9 to 12 above) also apply in general to this service.

"Space available"

Definition

16 As its name implies, this type of service denotes mail which the airline expressly undertakes to carry subject to the availability of aircraft capacity. The difference between it and the "reduced priority" mail lies in the fact that the airline is not committed to observing any dispatch period.

General principles governing the service

17 It is not an advertised form of airmail service subject to a special tariff or conditions, but the airlifting of surface mail at rates comparable with the cost of surface conveyance as a means of filling capacity which would otherwise be flown empty. Although less reliable than the "reduced priority" service, which ensures a regular flow of mail, this service can be used for any class of mail to any destination to which an airline has space capacity and can provide a markedly improved quality of "surface" service to destinations to which surface outlets are less satisfactory.

"Fill-up"

Definition

18 Under this system, which is as yet theoretical, mail is given to the carrier when the latter indicates that unfilled capacity is available on a particular flight. As mail is requested, accepted and carried only when the airline sees that capacity is available, this type of service does not represent a firm commitment towards the postal administration to carry any or all mail. On the other hand, any mail requested and accepted is subject to a definite transport commitment.

General principles governing the service

19 This service, which has not yet been tested, could be offered occasionally under the conditions set out in paragraph 17 above.

General principles applying to all the "reduced priority" services

20 In all cases, the total duration of transmission of mail forwarded by a service of this type (including any routes covered by surface) must be so fixed that:

a it is less than the time taken by surface mail to reach the same destination;

b the service concerned does not compete with "priority" air services (see part I).

21 Before a service of the "reduced priority" type (with the exception of the "fill-up" service) is introduced, it is desirable that the following questions should be settled between the postal administration and the airline concerned, either through a formal agreement or by exchange of correspondence:

- the volume of mail to be dispatched and the countries of destination;
- the dispatch periods (if applicable);
- the conveyance price;
- how the mail is to be stored while awaiting dispatch;
- method of handing over the mail to the airline (if appropriate);
- documentation accompanying the mails (C 18bis bill);
- security of the mail;
- carrier's liability in the event of loss or theft of mails;
- (free) return of empty bags by the carrier;
- accounting procedures.

Congress – Doc 17

Basic airmail conveyance rate

I. Introduction

1 In resolution C 30 (reproduced in full as annex 1 to this report) the 1979 Rio de Janeiro Congress instructed the Executive Council to continue in a general way, in consultation with ICAO and IATA, the study on fixing airmail conveyance rates and to submit to the next Congress a general report on its work as well as such proposal for amending the Acts of the Union as may be considered necessary.

2 In addition to the tasks mentioned in that resolution, the Executive Council was called on to study a request made by IATA in 1980 aimed at an urgent reassessment of the basic rate of 1.74 gold francs per tonne-kilometre which was adopted by the Rio de Janeiro Congress and is currently in force. This request led to the adoption of a new study programme on the possibility of obtaining a basic rate from the present rate according to an indexing system and on the desirability of introducing into the Acts of the UPU a procedure allowing the adjustment of this rate between Congresses using the same indexing system (see annex 2 to this report).

3 The present report thus comprises the following chapters:

II. Work arising from 1979 Rio de Janeiro Congress resolution C 30.
III. IATA's request for an immediate adjustment of the rate of 1.74 g fr adopted by the 1979 Rio de Janeiro Congress.
IV. Possibility of obtaining a basic rate from the present rate of 1.74 g fr according to an indexing system.
V. Conclusions of the Executive Council (1984 session).
VI. Continuation of work after the 1984 Hamburg Congress.
VII. Statistics provided by ICAO.
VIII. Summary of conclusions.

II. Work arising from 1979 Rio de Janeiro Congress resolution C 30

4 On the lines of the procedure adopted since the 1964 Vienna Congress, the Executive Council set up a Working Party (WP 1 of Committee 6 (Airmail)) in 1980 to study in depth the questions relating to basic airmail conveyance rates. In order to facilitate the consultation with IATA provided for in resolution C 30, this Working Party was composed of the postal members of the IATA-UPU Contact Committee (and of the Joint IATA-UPU Working Party), viz: Brazil, Canada, Czechoslovakia, Denmark (Chairman), Germany, Fed Rep of, India, and Ivory Coast (Rep), Switzerland being represented as an observer.

5 WP 1 held six meetings during the years 1981 to 1984. The rates question was studied with IATA at the two meetings of the IATA-UPU Contact Committee in 1980 and 1984 and at the four meetings of the Joint IATA-UPU Working Party held between 1981 and 1983.

6 Basing itself on the recommendations of Committee 6 (Airmail) and of its WP 1, the comments of ICAO (which was represented at several meetings concerning airmail and which provided substantial statistical documentation) and the conclusions of the joint IATA-UPU bodies, the Executive Council took the following positions on the various possibilities referred to in resolution C 30, viz:

a Desirability of continuing to use a formula for calculating the average air conveyance rate.

b Rates in relation to airfreight rates:
- rates linked to airfreight rates;
- rates linked to unit airfreight revenue.

c Rates on the basis of routes or geographical regions.

d Rates based on the "distance" factor.

a Desirability of continuing to use a formula

Description of the formula

7 The "formula", ie the "procedure for fixing basic rates tried out since the 1969 Tokyo Congress" referred to in resolution C 30, consisted in calculating an average rate on the basis of the average airline operating costs for all air traffic, these costs being expressed as unit costs per t-km performed and being adjusted by excluding non-postal factors and adding certain supplementary allowances.[1] These average unit costs are calculated by ICAO and included in the "International Airline Financial Statistics" which that organization provides every March at the UPU's request. There is a fifteen-month time lag in these statistics (eg those supplied to the UPU in 1983 refer to the financial year 1981): As the aim is to fix a rate which will apply throughout the period of the Acts of Congress, it was necessary to use forecasts of the development of unit costs over a period of approximately seven years. These forecasts were provided by IATA.

8 In 1977, before the Rio de Janeiro Congress, IATA had forecast for 1981 to 1985, the assumed period of application of the Acts of that Congress, an average unit cost of 1.69 g fr. The UPU and IATA took this figure as a basis for applying the formula, but as they could not agree on the various components of this formula they obtained widely differing values. At the meeting of the IATA-UPU Contact Committee in 1978, the postal delegation was instructed to seek the most advantageous solution irrespective of a "formula". Moreover, in recommending the rate of 1.74 g fr to the Rio de Janeiro Congress, the Executive Council specified that this rate had been obtained through direct negotiation with IATA.

9 At its 1980 session, the Executive Council shared the view reflected in resolution C 30 and expressed the opinion that the "formula" should only be taken up again as a last resort, failing any other method of calculation. Some variants of the formula were nevertheless proposed by the Federal Republic of Germany, in cooperation with Canada, as possible ways of giving satisfaction, viz:
- operating costs relating to air conveyance of mail taken by itself;
- fixed operating costs and variable costs (price of fuel);
- direct operating costs (costs attributable to "Flight operations", "Maintenance and overhaul" and "Depreciation and amortization").

10 *Because of the problems raised by the application of the "formula" (see paragraphs 7 and 8 above), the first possibility (see paragraph 9) is attractive at first sight. However, it had to be eliminated since ICAO stressed the impossibility of identifying specifically postal operating costs. The Executive Council discarded the other variants owing, among other things, to the stabilization of the price of fuel in 1982, as it would no longer be necessary to distinguish it as a major factor subject to sudden variations as compared with other operating costs.* (Furthermore, when the latest "fuel" costs are known, the other cost factors are also available so that the formula as a whole can be updated.)

[1] It was customary to deduct costs relating to passengers, ticketing, sales and promotion as being non-postal factors. The supplementary allowances provided for priority and return on capital/profit margin were generally accepted but other adjustments for special handling, development and value of service, etc, gave rise to long discussions within the UPU and at meetings with IATA.

b Rates in relation to airfreight rates

Rates linked to airfreight *rates*

11 Canada, the reporting country for this study, aimed essentially at situating the present basic rate of 1.74 g fr per t-km in relation to the multiplicity of airfreight rates. For this purpose, the Canadian administration took as its point of departure the correlation established in the annual ICAO study on "International Air Transport Fares and Rates" between world average airfreight rates for shipments of less than 45 kg ('N' rate) and distance.

12 In 1982, the Canadian administration calculated the average rate for shipments of less than 45 kg (using the ICAO regression formula) from the data in the ABC Air Cargo Guide for June 1981. At the same time, by analyzing the statistics provided by 18 postal administrations with extensive airmail traffic, it determined a rebate factor (to take account of the fact that the average mail load per flight is more than 45 kg) as well as the world weighted average length of mail haul (5656 km). On the basis of these data, Canada obtained a theoretical freight rate of 1.253 g fr per t-km at 1 July 1981.

13 The basis of comparison used in this study ('N' rate) for shipments of less than 45 kg was questioned by some members of the Executive Council who considered it more appropriate to take account of other rate categories, in particular promotional rates. It was also stressed that the rates published in the ABC Air Cargo Guide bore no relation to the rates actually paid by dispatchers of airfreight because of the substantial rebates accorded by the airlines. As Canada stated that the aim of its study had been achieved at that stage, *the Executive Council also considered this study as completed, subject to its being taken up again in connection with a possible indexing of the basic airmail conveyance rate (see chapter IV below).*

Rates linked to *unit* airfreight *revenue*

14 In order to resolve the problems referred to in paragraph 13 above, Switzerland, for its part, proposed taking as a point of departure the average operating revenue from airfreight as published in the ICAO "Financial Statistics". This revenue reflects the whole range of rates actually paid, provided that an adjustment (increase) is made to it. To calculate the size of this adjustment, information would be needed on the percentages of the various freight categories in the average revenue, on the assumption that the freight rates can be divided into the following categories:

– "de luxe" ('N' rate); (shipments of less than 45 kg),
– "standard" (rates for 45 kg or more, general commodity rates for large shipments, class rates, unit load rates, etc),
– "promotional" (preferential rates with considerable rebates),

and that mail is in the "de luxe" and "standard" categories.

15 IATA was invited on several occasions to cooperate on this study by providing information about revenue from these categories, but claimed that airlines did not collect such data and that a general ad hoc inquiry would be very time-consuming. Moreover, the results of an inquiry conducted among a small number of airlines had not been conclusive.

16 Furthermore, IATA opposed any attempt to establish a link between airmail conveyance rates and airfreight rates/revenue because of the far-reaching differences between the two types of traffic.

17 This view was not shared by the Executive Council, particularly as some categories of airfreight (eg books and periodicals) have the characteristics of mail and are often carried at preferential rates. Moreover, even in the absence of specific data about revenue from the various types of freight, the unit revenues published by ICAO for airfreight as a whole show that the unit "freight" revenue is about 50 percent lower than the unit "mail" revenue. In addition, the average unit revenue from airfreight can often be obtained by administrations from the airlines' annual reports.

18 *The Executive Council therefore found itself obliged to abandon this study, while noting however that average unit airfreight revenue was an important point of reference when fixing the basic airmail conveyance rate.*

c Rates on the basis of routes or geographical regions

19 Unlike the approaches examined under a and b above, this possibility is not a *method* of calculating the basic rate but assumes the prior existence of a specific basic rate. The study of rates based on routes or geographical regions was recommended by the CCPS before the 1974 Lausanne Congress owing to wide regional differences in the operating costs of the airlines. The Executive Council did not accept the proposals along these lines put forward by CCPS WP 427A in 1977 but recommended that the Rio de Janeiro Congress should re-examine the question when considering rates based on the "distance" factor (see section d below).

20 At the time, the objections to the adoption of "regional" rates were based on the following considerations:
- higher rates within Europe, with unfavourable consequences for the unsurcharged airmail service;
- the problem of calculating air conveyance dues for mail transiting through more than one rate zone;
- the risk of creating anomalies like those which existed before the 1969 Tokyo Congress when there were two basic rates for LC (3 and 4 g fr).

21 *Considering that these objections were still valid, the Executive Council decided to reject this possibility, a decision supported by IATA.*

d Rates based on the "distance" factor (degressive rates)

22 As in the case of rates based on routes or geographical regions, this approach was not intended to establish a basic rate but would make it possible to obtain, from a predetermined basic rate, degressive rates in relation to distance, as is the practice for passengers and airfreight. This was an idea put forward by Switzerland in 1978 with a view to arriving at remuneration levels that would more closely reflect the actual operating costs of the airlines, but it had not been possible to study it thoroughly before the Rio de Janeiro Congress.

23 The proposals submitted to WP 1 by Switzerland in 1981 and 1982 gave rise to some objections on the part of the administrations and airlines, in particular as regards the calculation of payments. In order to take account of these objections, Switzerland drew up the following formula in 1983 to make it possible to obtain a degressive rate for each section of a route.

24 Firstly, the following three constants are used to obtain a correction factor:

Tb = Basic rate.

M = World weighted average distance of mail haul of 5656 km (see paragraph 12 above).

D^1 = "Short distance" threshold of 2000 km which would make it possible to establish a correction factor (F) by means of the formula

$$Tb - \frac{D^1}{M} = F.$$

Thus, for the current basic rate of 1.74 g fr, the correction factor would be

$$1.74 - \frac{2000}{5656} = 1.39.$$

[1] Distances up to 2000 km are counted as 2000 km.

25 The correction factor is then used as follows to obtain a rate per t-km for each distance:

$$\frac{2000}{\text{airmail distance}} + 1.39 = Tb \text{ per t-km.}$$

For example:

up to 2000 km[1] $= \frac{2000}{2000} + 1.39 = 2.39$ g fr per t-km

for 3000 km $= \frac{2000}{3000} + 1.39 = 2.06$ g fr per t-km

for 5656 km $= \frac{2000}{5656} + 1.39 = 1.74$ g fr per t-km

for 16 000 km $= \frac{2000}{16\,000} + 1.39 = 1.51$ g fr per t-km.

26 Some members of the Executive Council challenged the very principle of degressive rates, pointing out that those administrations with most of their airmail conveyed over "short" distances or on several successive short routes would have to pay more. The introduction of this system might therefore jeopardize the "all-up" service in Europe – a consideration which had led to the rejection of rates on the basis of routes or geographical regions (see paragraphs 20 and 21 above). Switzerland however maintained, supporting its case with some calculation examples, that the introduction of degressive rates would in reality have very few disadvantages for postal administrations.

27 In order to advance work on the study, the Executive Council instructed the International Bureau, in cooperation with the Chairman of Committee 6 and Switzerland, to consider the practical aspects of applying the degressive rates as well as the amendments to be made with a view to introducing these rates into the Acts of the UPU and its publications. At the same time, it was decided to communicate the new proposals to IATA for its views.

28 IATA was informed of the situation at the meeting of the Joint IATA-UPU Working Party in May 1983, and stated in its letter of 11 February 1984 that "IATA airlines are in favour of maintaining the present methodology with regard to the application of the agreed conveyance rate. It is generally felt that the uncertain final outcome of the introduction of a degressive rate system could lead to adverse financial consequences for airlines, which could affect quality of service and in the long run have a disruptive effect on mail development".

29 At its latest meeting on 28 February 1984, WP 1 took note of the study on the practical aspects of applying the degressive rates as well as of the point of view expressed by IATA (see paragraphs 27 and 28). However, the question of degressive rates was not taken up again in the Committee or in plenary session because of the decision taken on the basic airmail conveyance rate (see paragraph 58).

III. Request by IATA for an immediate adjustment of the rate of 1.74 g fr adopted by the 1979 Rio de Janeiro Congress

30 At the first meeting of the IATA-UPU Contact Committee in October 1980, IATA asked for an urgent reassessment of the rate of 1.74 g fr per t-km adopted by the Rio de Janeiro Congress for the whole of the period of that Congress, with no provision for an adjustment.

31 In making this request (which was actually submitted before the Rio de Janeiro Acts came into force), IATA based its argument mainly on the spectacular rise in the cost of fuel, which had accelerated since May 1977, when the UPU had been told the average unit cost of 1.69 g fr forecast for the 1981–1985 period which had served as the reference point for fixing the basic rate of 1.74 g fr (see paragraph 8 above). As a result of this

[1] Distances up to 2000 km are counted as 2000 km.

rise, the unit cost for 1983 could easily reach 2.49 g fr and make the rate of 1.74 g fr inadequate. It should be noted that, unlike the basic airmail conveyance rate, which had remained unchanged, the tariffs for passengers and freight had already been increased to take account of the fuel crisis.

32 The postal delegation on the Contact Committee informed IATA that it would have to transmit the request to the Executive Council of the UPU and pointed out that any adjustment of the 1.74 g fr rate would require a consultation of all the administrations of Union member countries, in accordance with the procedure laid down in the General Regulations of the UPU for the examination of proposals submitted between Congresses. If the Executive Council were to agree in 1981 as to the principle of an adjustment, it could provide directives enabling the amount of the adjustment to be fixed, with a view to consulting the administrations in 1982 and introducing the new rate – assuming that the requisite majorities were obtained – on 1 January 1983.

33 Within the Executive Council in 1981, opinions were clearly divided as to the advisability of reopening discussion of the 1.74 g fr rate, the outcome of negotiations with IATA in 1978 and unanimously approved by the Rio de Janeiro Congress. Nevertheless the Council instructed WP 1 of Committee 6 (see paragraph 4 above) to examine the question and submit concrete proposals to it in 1982.

34 In 1982, WP 1, having examined a number of documents including one submitted by IATA giving the reasons for its request, noted that:

- the price of fuel, the principal argument put forward by IATA in 1980 in support of an adjustment of the 1.74 g fr rate, had stabilized;
- the other indicators available to the UPU showed no urgent need to adjust the 1.74 g fr rate in the near future;
- it would probably be difficult to obtain the majorities required for amending the rate of 1.74 g fr (two thirds of the votes for the LC/AO rate and unanimity for the CP rate);
- given, on the one hand, the various periods stipulated by the Detailed Regulations for the introduction of measures between Congresses and, on the other, the need to give administrations sufficient time to make the necessary adjustments, any new basic rate which might be approved could hardly come into force before 1 January 1984 – the year of the next Congress;
- in its paper, IATA recommended dropping the system whereby the airmail conveyance rate is based on a forecast made several years in advance and suggested that in future the rate should be adjusted on the basis of actual cost movements.

35 At the same time WP 1, having also noted that the methods of calculation referred to in resolution C 30 had little chance of being accepted (see chapter II) proposed, in order to take IATA's concerns into account, that new studies be undertaken on:

- the possibility of recommending to the next Congress a rate based on the present rate of 1.74 g fr (regarded as valid at a date to be agreed), which would be indexed to a unit cost (or other index) corresponding to the same date;
- the advisability of introducing into the UPU Acts a procedure for adjusting the basic airmail conveyance rate between Congresses on the same indexing basis, reviewing all the aspects of such an adjustment.

36 Having approved this new programme of work, Committee 6 (Airmail) instructed the postal delegation to communicate it to IATA at the meeting of the Joint IATA-UPU Working Party on 5 May 1982; this was done. The Director-General of IATA informed the Secretary-General by telex of 7 May 1982 that, in the absence of the adjustment requested, the study programme proposed by the UPU was a positive development in the direction of a long-term solution. IATA would be prepared to accept this body of studies in place of the adjustment if it was possible to include the following points in it:

i the rate of 1.74 g fr should be accepted as valid for 1981 only and the indexing system should take 1981 as base 100;

ii in IATA's view, the most logical indexing system would be to use the actual airline unit operating costs which could be supplied by IATA and ICAO;

iii IATA would prefer the new rate to be introduced in January 1985 and would like it to contain an element of compensation for the years in which the rate will have been less than compensatory, ie the years between 1981 and 1985;

iv in accordance with normal commercial practice, IATA is in favour of an annual review and adjustment of the rate.

37 *As the Executive Council approved the inclusion of these points in the study programme entrusted to WP 1 (see chapter IV below and annex 2 to this report), the idea of consulting administrations on an immediate adjustment of the rate of 1.74 g fr was dropped.*

IV. Possibility of obtaining a rate on the basis of the present rate of 1.74 g fr according to an indexing system

38 At its 1983 session, the Executive Council adopted the following positions on some of the points raised by IATA within the framework of the new study programme (see paragraph 36 and annex 2):

- the basic rate of 1.74 g fr, which had resulted from the negotiations with IATA in 1978, should be considered as valid throughout the period of validity of the Acts of the Rio de Janeiro Congress and not only in 1981, as IATA claims;
- for practical reasons, it is out of the question that any new rate approved by the 1984 Hamburg Congress would come into force as from 1 January 1985, ie less than 6 months after Congress. (The Executive Council could perhaps recommend that the rate come into force on 1 July 1985, but it will be up to Congress to decide);
- as regards the possibility of adjusting the basic rate between Congresses, a single adjustment at the midpoint of the Acts of the Hamburg Congress could be envisaged if such a solution were found to be more advantageous for the UPU than a rate which remained in force throughout the whole period of the Acts of that Congress.

Indexing bases considered

39 Three possible solutions were considered in 1983, viz:

a movement of the 'N' airfreight rate (proposal by Canada);

b movement of actual airline unit operating costs (method proposed by IATA);

c simplified method suggested by the International Bureau.

a 'N' airfreight rate

40 The basis taken would be the development of the 'N' airfreight rate determined by means of the method explained in paragraphs 11 and 12 above. Since the basic components are calculated by ICAO each year from the rates published in the ABC Air Cargo Guide in September, the result would be available, in principle in December of the same year, hence well in advance of the actual airline operating costs, which are supplied to the UPU after an interval of 15 months (see paragraph 7 above).

41 *The Executive Council, however, considered that it would not be advisable to establish any kind of link between the basic airmail conveyance rate and the airfreight rates as published in the ABC Air Cargo Guide, for the reasons given in paragraph 13 above. This approach was therefore discarded.*

b Actual airline unit operating costs (method proposed by IATA)

42 As indicated in annex 2 to this report (right-hand column), IATA strongly favoured using the *actual* airline unit operating costs as established by ICAO. On the basis of the unit cost of 1.69 g fr used as the reference figure for fixing the rate of 1.74 g fr (see paragraphs 8 and 35 above), IATA proposed a method that presupposes an adjustment at the midpoint of the Acts of the Hamburg Congress, as follows:

a from 1 January 1985: $\frac{\text{actual 1983 unit cost}}{1.69} \times 1.74$;

b from 1 January 1988: $\frac{\text{actual 1986 unit cost}}{\text{actual 1983 unit cost}}$ x rate fixed in 1985.

43 At the May 1983 meeting of the Joint IATA-UPU Working Party, the postal delegation pointed out to IATA that the actual unit cost for 1983 would not be available until March 1985, hence after the Hamburg Congress. IATA therefore stated its intention of using recent actual cost figures available from ICAO.

44 This method was used again by IATA in 1984 to justify its request for an increase in the basic rate of 1.74 g fr, but was not accepted by the Executive Council (see chapter V below).

c Simplified method

45 The IATA proposals (subsection b above) underscore the problems encountered in establishing a rate based entirely on actual unit operating costs without resorting to short-term estimates of the unit costs. The International Bureau therefore realized that it would be simpler to apply an annual percentage increase to the present rate of 1.74 g fr in order to obtain an average basic rate that would apply throughout the duration of the Acts of the Hamburg Congress, or that could be applied in two stages. (The same method could also be used to establish a rate that would be applicable up to the midpoint of the Acts of the next Congress.)

46 The annual rate of increase to be used could be obtained from various sources, among them:
- movement of actual airline unit operating costs;
- movement of average airfreight unit revenues;
- information about inflation rates supplied by the IMF and the OECD.

47 As is clear from chapter V below, this method was not adopted either.

V. Conclusions of the Executive Council (1984 session)

48 In accordance with the directives given by the Executive Council at its 1983 session, a meeting was held in Copenhagen on 30 August 1983 at the invitation of the Chairman of Committee 6 (Airmail). It was attended by, among others, the Director General of IATA and the Director General of the UPU. The aim of this meeting was to bring the viewpoints of the two organizations closer together; it was followed by an exchange of correspondence, at the end of which IATA specified, in its letter of 11 February 1984, the proposals of the airlines, viz:

"i The basic conveyance rate should be revised on 1 July 1985 in relation to airline unit costs based on the latest available ICAO data. With the last data for 1981, amounting to 1.92 g fr per t-km, the rate should be 1.92 x 1.74 ÷ 1.69, or 1.98 g fr per t-km.

ii There should be a mechanism for inter-Congress rate revisions, the next revision being on 1 July 1988, again based on the same principles as (i) above.

...

"In making these proposals, the airlines would request that the UPU bear in mind that the conveyance rates for the next Congress period should be commercially attractive enough on a worldwide basis, where and whenever required, to ensure a continuation of the privileged status and priority accorded to airmail..."

49 At the first meeting of Committee 6 (Airmail) on 28 February 1984, several speakers expressed the view that IATA had not put forward arguments convincing enough to warrant the increase in the present basic rate requested in its letter of 11 February 1984 (cf paragraph 48) or the introduction of a mechanism to enable the rate to be adjusted between Congresses. These delegations also argued that:
- the airlines were willing to transport mail at rates lower than the present basic rate of 1.74 g fr per t-km; this was of course allowed by the Acts of the UPU but implied that the present remuneration was adequate;

- airmail was to a great extent comparable to certain categories of airfreight transported by the airlines at rates which fostered competition with the Post;
- according to ICAO statistics, the unit operating revenue from mail was 50 percent higher than the unit revenue from freight (cf paragraph 18) and, so long as such a wide gap remained, there was no justification in raising the airmail conveyance rate;
- the airline operating costs did not take account of market factors such as elasticity of demand and currency fluctuations and could not on their own constitute a basis for adjusting the airmail conveyance rate.

50 As the views expressed were unanimous, the Committee proposed maintaining status quo (no introduction of degressive rates) and not providing a mechanism for revising the basic rate between the Hamburg Congress and the next one.

51 Within the IATA-UPU Contact Committee on 1 March 1984, the Director-General of IATA made a short statement on the future prospects of the airlines over the next five years. On the whole, the financial situation of the carriers was more satisfactory than over the last five-year period, particularly as regards operating results, but major problems still had to be overcome.

52 He also referred to the present tendency for air traffic to increase more quickly than available aircraft capacity, for several reasons (efforts being made by airlines to balance supply and demand, impossibility of rapidly financing the replacement of aircraft, and effects of new anti-noise regulations on the number of flights). Thus, a shortage of capacity might make itself felt over the coming years.

53 The representatives of the airlines, informed of the Post's view on the level of the basic rate, tried to refute the arguments put forward by the postal administrations. In particular, they challenged the validity of the comparison between airmail and airfreight on the grounds that airmail could only be compared to certain categories of freight for which the rates were very high. The remaining airfreight was more comparable with "S.A.L." ("surface airlifted") mail.

54 In addition, IATA reaffirmed its desire for a rate based on movements in airline operating costs, as was the case hitherto, and stated that the latest ICAO statistical data argued in favour of its request.

55 While expressing their desire to continue safeguarding the quality of the airmail service, the representatives of the airlines nevertheless emphasized that the maintenance of the present rate over a long period of time might create problems with regard to priority. They therefore asked the UPU to reconsider its position and expressed their concern about the situation which might arise if the rate of 1.74 g fr was kept at the same level until 1990/1991 without any UPU body being empowered to review, and if necessary, adjust it.

56 At its second meeting on 5 March 1984, Committee 6 took note of IATA's request. One delegation asked whether it was wise, in view of the doubt about available aircraft capacity (see paragraph 52), to freeze the present rate until 1990/1991, particularly when there was talk of raising the other charges and rates of postal remuneration. Under these circumstances, that delegation thought it might perhaps be prudent to envisage a certain adjustment of the present rate as from 1 January or 1 July 1988.

57 This suggestion found no support among the other Committee members, who felt that the present situation was very favourable for the airlines. As regards priority, administrations were generally protected by national legislation. Moreover, it should not be forgotten that, although airmail accounted for only 4 percent of air traffic, the Post, taken as a whole, was the biggest and most faithful customer of the airlines.

58 In conclusion, the Committee saw no reason for reconsidering the position adopted at its first meeting. Adopting the Committee's conclusions, the Executive Council *recommends maintaining the basic rate of 1.74 g fr per t-km during the entire period of validity of the 1984 Hamburg Congress Acts.*

VI. Continuation of work after the 1984 Hamburg Congress

59 Like its predecessors, the Executive Council endeavoured, at the end of its work, to formulate recommendations on future studies to be undertaken concerning the remuneration of airmail conveyance.

60 For its part, IATA would like a realistic and mutually acceptable formula, linked to the airline unit operating costs, to be developed for calculating and adjusting the air conveyance rate.

61 One member of WP 1, pointing out that none of the studies carried out by the Executive Council under 1979 Rio de Janeiro Congress resolution C 30 (see chapter II above) had produced concrete results, proposed that the next Executive Council be given a fairly broad mandate with instructions to monitor developments in the situation and make provision, in agreement with IATA, for any adjustments needed.

62 This proposal was favourably received by Committee 6. However, some delegations commented that the comparative studies made on the subject of airfreight rates and airfreight unit revenues had come up with useful criteria which made it possible to form an opinion on the extent to which the present basic rate was justified.

63 Consequently, it seemed appropriate to draw the attention of the next Executive Council to the relationship between the freight rates actually paid and the remuneration for the air conveyance of mail. *This approach is mirrored in proposal 4000.6, which the Executive Council recommends for adoption.*

VII. Statistics provided by ICAO

64 In 1980, the Executive Council thought it expedient to instruct WP 1 to review the substance and form of the "International Airline Financial Statistics" supplied annually by ICAO at the UPU's request, with a view to determining their usefulness for the studies on the basic airmail conveyance rate. Since no method has been chosen for calculation and adjusting the basic rate, it has been difficult to draw conclusions on the subject. At the same time, there is no doubt that the main figures for the revenues and average expenses of the airlines per t-km performed have been much more intensively used since the Rio de Janeiro Congress than before. As a result, the Executive Council proposes *that the International Bureau be instructed to ask ICAO to continue providing the data in their present form and to leave it to the next Executive Council to examine with ICAO the usefulness of certain indicators (charts and appendices).*

VIII. Summary of conclusions

65 The Executive Council's conclusions on the various aspects of the study are summarized as follows, by way of a reminder:

i Work arising from 1979 Rio de Janeiro Congress resolution C 30

a Desirability of continuing to use a formula

The different variants of the old formula proposed by the WP 1 members were discarded (paragraphs 7 to 10).

b Rates in relation to airfreight rates

Rates linked to airfreight *rates*
The comparative study conducted by Canada was considered as completed (paragraphs 11 to 13).

Rates linked to *unit* airfreight *revenue*
In the absence of the required statistical data, it was not possible to complete this study. However, the Executive Council adopted the average unit airfreight revenue as a point of reference when fixing the basic airmail conveyance rate (paragraphs 14 to 18).

c Rates on the basis of routes or geographical regions

This possibility was rejected as the Executive Council considered that the objections raised before the 1979 Rio de Janeiro Congress were still valid (paragraphs 19 to 21).

d Rates based on the "distance" factor (degressive rates)

This study was not completed because of the decision taken on the level of the basic airmail conveyance rate (paragraphs 22 to 29).

ii Request by IATA for an immediate adjustment of the rate of 1.74 g fr adopted by the 1979 Rio de Janeiro Congress

In 1982, the Executive Council did not consider it appropriate to consult the postal administrations, in accordance with the procedure laid down in the General Regulations for considering proposals submitted between Congresses, on the adjustment requested by IATA. However, it decided, in agreement with the Association, to consider the possibility of obtaining a basic rate derived from the present rate of 1.74 g fr per t-km in accordance with an indexing system, as well as the possibility of introducing into the Acts of the UPU a procedure for adjusting the basic rate between Congresses on the same indexing basis (paragraphs 30 to 37).

iii Possibility of obtaining a rate on the basis of the present rate of 1.74 g fr according to an indexing system

Among the three indexing systems proposed that involving the use of the 'N' airfreight rates was discarded in 1983 since the rates published in the ABC Air Cargo Guide do not correspond to the rates actually paid. The basis proposed by IATA (actual airline unit operating costs) and the simplified formula suggested by the International Bureau were not adopted either because of the decision taken by the 1984 Executive Council about the level of the basic air conveyance rate (paragraphs 38 to 47).

iv Conclusions of the Executive Council (1984 session)

In the absence of convincing arguments in favour of increasing the present rate of 1.74 g fr per t-km, the Executive Council recommends maintaining this rate during the whole period of validity of the 1984 Hamburg Congress Acts (paragraphs 48 to 58).

v Continuation of work on the basic airmail conveyance rate

The Executive Council recommends continuing the work along the lines stated in proposal 4000.6 (paragraphs 59 to 63).

vi Statistics provided by ICAO

It is suggested that the International Bureau continue to ask ICAO to provide these data in their present form and leave it to the next Executive Council to reach agreement with ICAO on the usefulness of certain indicators (paragraph 64).

Berne, 9 April 1984

M I SOBHI
Secretary-General

Congress – Doc 17/Annex 1

Resolution C 30

Revision of basic airmail conveyance rates

Congress,

Having noted
the work described in Congress – Doc 23 concerning the revision of basic airmail conveyance rates,

Noting
the uncertain nature of the procedure for fixing basic rates tried out since the 1969 Tokyo Congress,

Considering
that the search for a reasonable basis of payment for the air conveyance of mail must take account of all factors affecting the organization, operation and general tariffs of air transport,

Instructs

the Executive Council:

i to continue in a general way, in consultation with ICAO and IATA, the study on fixing airmail conveyance rates, giving particular consideration to:
   - a the desirability of continuing to use a formula for calculating the average conveyance rate and, if applicable, the factors to be selected for establishing such a formula;
   - b the possibility of fixing airmail conveyance rates:
     - in relation to airfreight rates;
     - on the basis of routes or geographical zones;
     - on the basis of the distance factor;
   - c any other method of calculating airmail conveyance rates;

ii to submit to the next Congress:
   - a a general report on its work;
   - b such proposal for amending the Acts of the Union as may be considered necessary.

(Proposal 3000.4/Rev 1, Committee 6, 5th meeting; Congress – Doc 84/Add 1, 19th plenary meeting)

Congress – Doc 17/Annex 2

New studies assigned to WP 1 of Committee 6 by the 1982 EC	*Items which IATA has asked to be included (Mr Hammarskjöld's telex of 7.5.82)*
I. Possibility of recommending to the next Congress a rate on the basis of the rate of 1.74 g fr (considered as valid at a date to be agreed) which would be indexed to a unit cost (or other index) corresponding to the same date.	– The 1.74 rate should be accepted as valid in 1981 only and the indexing system should use 1981 as base 100.[1] – The most logical indexing system would be use of actual airline cost movements which could be provided to UPU by IATA and ICAO.
II. Advisability of introducing into the UPU Acts a procedure for adjusting the basic air conveyance rate between Congresses on the same indexing basis, reviewing the following aspects in particular:	
a the frequency of adjustments between Congresses (in principle only once);	In line with normal commercial practices, IATA's preference is for an annual review and adjustment of the rate.
b fixing a threshold (eg 10 percent) of increase or decrease in relation to the existing rate to avoid over-frequent changes;	–
c taking into account fluctuations (losses or gains) recorded before date of application of the new rate;	IATA believes the new rate should contain a compensation factor for the years that the rate will have been less than compensatory, ie the years between 1981 and 1985.
d possibly, upper and lower limits for the size of the change in the basic rates compared with the rates laid down in the Acts (to help administrations to plan their long-term rate fixing, etc);	It would be better if there were no upper or lower limits because adjustments are in fact to be introduced to cater not only for anticipated cost movements but also for unexpected cost movements caused by previously unforeseen events.
e time limit for notifying administrations of the new rate;	–
f body responsible for the revision (task to be assigned to the Executive Council);	–
g amendments to be made to the Acts.	–
–	IATA prefers that the new rate be introduced in January 1985.

[1] See Congress – Doc 17, paragraph 42.

Congress – Doc 18

Questions and proposals on technical cooperation to be considered by Congress

Memorandum by the Executive Council

1 At its February/March 1984 session, the Executive Council decided to submit to Congress a comprehensive document on UPU technical cooperation activities formed by the following reports:

– UPU technical assistance (Congress – Doc 18.1)

– Technical Cooperation among Developing Countries (TCDC) (Congress – Doc 18.2)

– UPU action on behalf of the least developed countries (LDCs) (Congress – Doc 18.3)

– Postal training activity in the UPU (Congress – Doc 18.4)

– The future of UPU technical assistance (Congress – Doc 18.5)

2 The important questions considered in these documents are the subject of the following draft resolutions or recommendations which are submitted as separate proposals:

– UPU technical assistance priorities and principles (Proposal 015)

– Financing UPU technical assistance activities (Proposal 016)

– Promoting technical cooperation among developing countries (TCDC) (Proposal 017)

– UPU action on behalf of the least developed countries (LDCs) (Proposal 018)

3 Congress is requested to consider all these documents and, if it endorses the conclusions following therefrom, to adopt the above proposals.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 18.1

UPU technical assistance

Executive Council report

1 This document, which deals with all forms of technical cooperation in the UPU, forms a whole, the various parts of which are mutually complementary.

2 The document is in four parts. The first one traces the development of UPU technical assistance policy since the Rio de Janeiro Congress in the light of the major orientations in the United Nations system and the development of UNDP policy; the second reviews the results of UPU technical cooperation activities from 1979 to 1983; in its third part, the document tries to pinpoint, on the basis of the results achieved and the experience acquired, UPU technical assistance prospects and action programmes for the period from 1985 to 1989; the fourth part presents the conclusions. In order to make it easier to understand the texts, it was considered useful to attach to the document the simplest possible explanatory summary of UPU technical cooperation machinery and a detailed balance-sheet of technical assistance activities in the period under review.

		Paragraphs
Part I	Policy on international technical cooperation for development since 1979	3– 70
Part II	Results and evaluation of UPU technical assistance activities from 1979 to 1983	71–126
Part III	Prospects and programme of action	127–206
Part IV	Conclusions	207–208
Annex 1	Machinery of UPU technical assistance	
Annex 2	Balance-sheet of UPU technical assistance activities from 1979 to 1983	
Annex 3	Draft resolutions[1]	

[1] In the final version of the document, this annex will be dropped and the draft resolutions will be included in the proposals file.

Part I

Policy on international technical cooperation for development since 1979

3 Since the Rio de Janeiro Congress, UPU general technical assistance policy has developed on the basis of general decisions taken in the United Nations system and of resolutions adopted by Congress in the field concerned, as supplemented by Executive Council directives.

4 In view of the fact that, among the major orientations, action concerning technical cooperation among developing countries (TCDC) and the least developed countries (LDCs) is dealt with in separate documents, the following chapters deal with other vital components in the general policy of the United Nations for development as well as of the development of the technical assistance policy of the United Nations Development Programme (UNDP) and of the UPU, including its relations with the Restricted Unions and the Regional Economic Commissions.

I. New International Development Strategy for the 1980s

5 The United Nations General Assembly adopted in 1980 the International Development Strategy for the Third United Nations Development Decade which came into effect on 1 January 1981 (resolution 35/56). This strategy, which serves as a framework for the efforts made by the International community to introduce a new international economic order, is aimed at speeding up the development of Third World countries so as to reduce the gap between them and the developed countries.

6 Among the goals set and the measures advocated, stress is laid on the need to speed up the development of the least developed countries (LDCs) as well as of other disadvantaged countries (landlocked or island developing countries and countries most seriously affected by the economic crisis or by natural disasters).

7 Implementation of the 1979 Vienna Programme of Action on Science and Technology for Development and the promotion of economic and technical cooperation among developing countries (ECDC/TCDC) are also important components of the objectives of the Strategy.

8 The new Strategy, recognizing the importance of the role played by technical cooperation in the development process, recommends placing special emphasis on such cooperation and increasing the ressources provided for that purpose.

9 In the field of transport and communications, the Strategy wants the international community to give every possible support to regional cooperation, especially to the implementation of the Transport and Communications Decade in Africa, 1978–1988.

10 The process of review and appraisal is an integral part of the Strategy. It will be undertaken within the United Nations system at the global, sectoral and regional levels and, at the national level, by the respective Governments. At the sectoral level, the relevant specialized agencies, organs and organizations of the United Nations will contribute from the experience of their respective sectors to the process of review and appraisal at both the global and regional levels.

11 The first review and appraisal will be carried out by the General Assembly in 1984.

12 The International Development Strategy for the Third United Nations Development Decade thus forms the general framework of technical cooperation in the United Nations system for the period from 1981 to 1990. The UNDP took due account of this in preparing the programmes for its third programming cycle 1982–1986.

II. Restructuring of the economic and social sectors of the United Nations system

13 In resolution 32/197, adopted in December 1977, the United Nations General Assembly took note of the report of the Ad Hoc Committee on the Restructuring of the Economic and Social Sectors of the United Nations System and requested the Secretary-General and the organizations in the United Nations system to implement the recommendations contained in that report. These recommendations are aimed at obtaining increased efficiency of all the bodies concerned (General Assembly, Economic and Social Council and other organizations in the United Nations development system, including the specialized agencies).

14 The main aim of the restructuring is to increase efficiency in various fields (regional cooperation, operational activities, planning and evaluation) and to improve coordination between the various bodies in the United Nations system.

15 Certain recommendations provide for the strengthening of the role played by the UN regional economic commissions in the economic and social development of their respective regions. They encourage the active participation of these commissions in the operational work of the United Nations system by giving them the opportunity of carrying out the functions of executing agencies for intersectoral technical cooperation projects which are subregional, regional and interregional in character and in sectors which do not come within the sectoral scope of specialized agencies or other UN bodies.

16 At the same time, it was decided to transfer certain activities from UN headquarters (Technical Cooperation Department) to the regional economic commissions.

17 Another United Nations General Assembly resolution requested the UNDP Administrator to prepare, in cooperation with the Executive Secretaries of the regional economic commissions, proposals aimed at promoting the collective participation of the countries of each region in the identification and launching of regional projects and in the determination of priorities for the regional programmes (resolution 34/206 of 1979).

18 Moreover, the restructuring measures resulted in the creation of a post of Director-General for Development and International Economic Cooperation at UN headquarters. It is the Director-General's task to ensure the cohesion, coordination and efficient management of all activities in the economic and social field.

19 As regards operational activities, United Nations organizations were recommended to use the UNDP country programming system as a frame of reference for the activities carried out and financed by their own resources. They were also recommended to give a single official, to be chosen in consultation with the government concerned and with its agreement, overall responsibility and the task of coordinating operational activities for development; this led to the creation of the function of UN Resident Coordinator which was entrusted to the UNDP Resident Representatives.

20 All these restructuring measures, in conjunction with the development of the policy of increased participation by the governments of the beneficiary countries and by the regional economic commissions in UNDP regional programming have made more active approaches necessary by postal administrations (possibly supported by the IB) to the appropriate authorities of their governments to get technical assistance to the postal services included in the UNDP regional programmes, in the same way as was already necessary with regard to country programmes.

III. Development of UNDP policy

A. Financial situation of the UNDP

21 The voluntary contributions which maintain the UNDP's resources have varied as follows during the five-year period 1979–1983 (in millions of US dollars):

1979	1980	1981	1982	1983
697.1	716.6	673.6	674.9	690.0

22 As the above figures show, in 1981 the UNDP experienced a drop in its funds compared with the preceding year for the first time in its history. Although there was a slight increase in 1982 and 1983, the figure of 690 million US dollars for 1983 is still below that of 1979. Taking inflation into account, this amount is, in real terms, well below the resources that were available to the UNDP 10 years ago (307.5 million US dollars in 1973).

23 The aim of an annual increase of 14 percent which had been fixed by the UNDP is far from being achieved and in principle it is possible to anticipate an annual rate of increase of only 7.5 percent.

24 The decline in voluntary contributions over recent years has led the UNDP to restrict the level of expenditure for the period 1982–1986 to 55 percent of the indicative planning figures (global amounts made available to countries for programming UNDP assistance). In addition, in 1982 the UNDP Governing Council set up the Inter-Session Plenary Committee to make a study of solutions to the problems of long-term resources and other measures which could facilitate the application of the solutions found, including measures aimed at making the work of the Governing Council more effective.

25 The recommendations of the Inter-Session Plenary Committee were approved by the Governing Council in 1983. In implementation of these recommendations, a Programme Committee was set up on a trial basis within the Governing Council, a central evaluation unit was created at UNDP headquarters and instructions were given to the UNDP offices in individual countries enabling them to provide governments with management and support services for bilateral assistance.

26 Thanks to all these efforts, there is reason to hope for a progressive increase in resources in the years to come.

B. General UNDP policy

a Execution of projects by governments

27 In 1978 the UNDP Governing Council reaffirmed the principle that the governments of beneficiary countries should manage technical assistance projects, and new instructions on the execution of projects by governments were published in 1979. Since then, an increasing number of projects has been implemented by the governments of beneficiary countries (134 projects in 1982).[1] However, it should be noted that in the majority of cases the governments have made partial use of the services of specialized agencies, which in such cases are called "cooperating agencies".

28 The instructions were revised in 1982 to give the administrative and financial procedures more flexibility and to introduce on a trial basis a special measure aimed at encouraging implementation by governments (additional allocations to the governments of the amount normally paid to the executing agency in respect of support costs, to help governments to strengthen their support services).

[1] None in the postal field.

29 The execution of a project by the government is approved on the recommendation of the UNDP Resident Representative who examines, with the government, the technical capacity, the administrative and financial services, the methods proposed for monitoring and supervision, etc. The appropriate international organizations are, of course, also consulted.

b Project personnel

30 Because of the ever-increasing cost of internationally recruited experts and consultants, the UNDP Governing Council has for several years recommended that the costs of project personnel be reduced by studying alternative methods without, however, prejudicing the professional quality of the personnel. In particular, it is a question of using national staff, associate experts, United Nations volunteers, etc.

31 Progress was made in 1982 in the use of national experts and consultants for UNDP projects. The instructions published in 1979 were revised in 1982 to improve procedures and clarify various aspects, such as remuneration, privileges and immunities, and direct recruitment by the government.

32 As a result of the experience gained and the improvement in procedures, the use of qualified national personnel for UNDP projects will, in general, be still further encouraged.

33 Moreover, increased use of United Nations volunteers in the execution of operational activities for development is still being recommended by various authorities, particularly because of the lower cost of this category of personnel which, it is true, does not always possess the required technical capability.

34 In order to achieve a better cost-effectiveness ratio, efforts are being made in the direction of the combined use of various categories of personnel and the improvement of recruitment procedures.

c Role of the UNDP in financing and coordination

35 The basic idea on which the UNDP was founded in 1965, by the amalgamation of two United Nations agencies, EPTA (Expanded Programme of Technical Assistance) and the Special Fund, was to establish a central body for funding technical cooperation activities within the United Nations development system. This idea was reaffirmed in 1970 by the "consensus" (United Nations General Assembly resolution 2688 (XXV) of 11 December 1970) which, among other things, created the system of country programming and indicative planning figures.

36 The system of country programming expanded the role of the UNDP in coordination at country level, because of the need to analyze sectoral requirements, to translate the requirements into coherent programmes and projects on the basis of the priorities laid down and to harmonize the programmes with the donor's inputs.

37 Faced with the reduction in its resources in 1981, the UNDP carried out an in-depth examination of its funding and coordination role in order to define its future role and structure.

38 In the course of this examination, certain major organizations criticized the tendency of the UNDP to place under its administration various funds for special purposes (equipment funds, special measures for the LDC, natural resources, landlocked countries, energy, science and technology, etc) which could be better administered by other agencies. The increase in the number of projects directly executed by the UNDP was also criticized since this development encroached upon the sectoral responsibility of certain specialized agencies.

39 However, the responsible bodies finally reaffirmed the UNDP's role as the central financing and coordination body for technical cooperation activities within the United Nations system. It was advocated that advantage be taken of its developed network of offices in the countries and its considerable experience in programming, administrative and financial management of project implementation, and evaluation.

C. Programming within the UNDP framework

40 In accordance with the procedures established for programming, the UNDP in 1980 allocated resources under the IPFs (indicative planning figures) for the third programming cycle (1982–1986). Three principles were adopted for this allocation: annual increase of 14 percent in contributions; 81 percent of the resources to countries under country IPFs and 19 percent for regional, interregional and global IPFs; 80 percent of these country IPFs to countries with a per capita GNP equal to or less than US $500 in 1978 (66 countries) with an increased IPF for the least developed countries, which then numbered 31. For countries with a per capita GNP of more than US $1500 (35 countries), the IPFs were lower than those of the previous cycle and the application of the "cost sharing" principle was encouraged. The IPFs fixed in this way, which amount to almost double the total IPFs for 1977–1981, were subsequently retained as "reference IPFs", despite the considerable drop in resources as from 1981. However the ceilings for budgets and expenditure are fixed annually bearing in mind the availability of the resources.

41 In 1981, the UNDP revised the country programming procedures for the period 1982–1986, with a view in particular to introducing the concept of "continuous programming"[1] to reflect the "new dimensions"[2] of technical cooperation and to ensure that governments take account of global and regional concerns when preparing their country programmes.

42 As regards regional programming for the period 1982–1986, measures were taken in 1981 to obtain the increased participation of the regional economic commissions and governments in the programming process, in accordance with the resolution on the restructuring of the economic and social sectors of the United Nations system.

43 An in-depth examination of the experience gleaned from country programming is being conducted by the UNDP in consultation with the Executing Agencies. The report on this study will be submitted to the June 1985 session of the UNDP Governing Council as part of the preparations for the fourth programming cycle (1987–1991).

44 Moreover, the general review of the IPFs for 1982–1986 is planned for 1984. The problem of low IPFs as the result of the limiting of expenditure to 55 percent of the reference IPFs will also be studied at the same time.

IV. Development of the UPU's technical cooperation policy

45 On the basis of the priorities established by the Rio de Janeiro Congress as regards technical cooperation and in accordance with the instructions of the Executive Council in this field, the UPU conducts, within the limits of the available resources, a programme of activity which of course takes account of the established policy and procedures of the UNDP. The following paragraphs survey the development of the question over the period 1979–1983.

A. Priorities

46 Rio de Janeiro resolution C 37 laid down the priorities with regard to the countries receiving assistance on the one hand and the areas of action on the other. Moreover, some external organizations such as the UN and the UNDP occasionally take decisions which influence these priorities.

[1] Periodic programme reviews which make it possible to modify or add new components or projects to the approved programme.
[2] Principles laid down in 1975. The main ones are: a more flexible policy for supplying equipment and for financial aid, the use of national staff for projects, the implementation of projects by the governments, particular attention to the requirements of the LDCs, etc.

47 The number of the disadvantaged countries mentioned in resolution C 37 has increased slightly since five countries were added to the list of the least developed countries (LDCs) by United Nations General Assembly resolution 37/133 of 17 December 1982. This brought the total number of disadvantaged countries to 71. (Least developed countries and landlocked and island developing countries, not counting countries most seriously affected by the economic crisis or by natural disasters, or newly independent countries.)

48 Furthermore, it should be recalled that the same resolution C 37 made provision, within the framework of its action principles, for priority allocation of UPU aid to the countries that need it most and seem determined to put it to the best use.

49 As for the priority action fields defined by resolution C 37, the UPU endeavoured to implement various activities by annually selecting the priorities for each region on the basis of the requirements expressed or noted. However, it was not possible fully to attain the objectives set because the resources were inadequate and because the requests for assistance did not always correspond to the priorities chosen.

50 In addition to the priorities set by Congress, account has to be taken of certain action programmes adopted within the framework of the United Nations system. These include the 1978 Buenos Aires Plan Action on TCDC (technical cooperation among developing countries) which was the subject of Rio de Janeiro resolution C 66, the Vienna Programme of Action on Science and Technology for Development, the IPDC (International Programme for the Development of Communication) of UNESCO adopted at its 1980 General Conference in Belgrade and the Substantial New Programme of Action for the 1980s on behalf of the LDCs established by the 1981 Paris Conference. At regional level, the Transport and Communications Decade in Africa (1978–1988) (United Nations General Assembly resolution 32/160) constitutes one of the priority components of the UNDP's regional programme for Africa for the period 1982–1986.

B. Resources

51 In accordance with the decisions of the last three Congresses (Tokyo, Lausanne and Rio de Janeiro), the UNDP is still the main source of financing for UPU technical cooperation activities. However, as this source is by no means sufficient to enable all the requests to be met, the UPU is still actively seeking supplementary resources.

a Under the UNDP

52 In 1980, for various reasons, the expenditure of UPU projects under the UNDP reached its highest level since the UPU had been participating in the UNDP (3.6 million US dollars). However, a marked drop was recorded in 1982 (2.0 million dollars as compared with 3.3 million dollars in 1981). This drop is due in particular to the reduction of resources within the UNDP which became apparent from 1981 onwards.

53 As regards the total for the five-year period 1979–1983, it is gratifying to note that an increase of 68 percent was achieved as compared with the previous period 1974–1978 (12.8 million dollars as compared with 7.6 million dollars). The effects of inflation must of course be taken into account as they reduced this increase in real terms. Moreover, the participation rate (UPU project expenditure as a percentage of total UNDP project expenditure remained virtually the same (0.4 percent) for these two periods.

54 It should be noted that the participation rate has decreased slightly over the last few years (0.5 percent for the first UNDP planning cycle 1972–1976). It would seem that the following two factors are slowing down the growth of this percentage:

- The Post does not always receive a high enough priority, both within countries and at the regional level, in spite of repeated approaches on the part of headquarters officials and the experts and consultants visiting or carrying out missions in the countries;
- As already mentioned, the drop in resources has led the UNDP to limit expenditure on country and regional programmes to 55 percent of the IPFs and to fix annual ceilings for approval of the projects.

55 Since 1982, the UPU has been receiving a special allocation for the purpose of sectoral support. This credit, a very small sum, is intended to provide the governments of developing countries which so desire with advisory services to help them carry out a thorough analysis of the situation of the postal services and prepare programmes and projects. The UPU uses this credit for consultants' missions in favour of the countries of Latin America and the Caribbean in order to compensate for the reduction in available funds for intercountry projects in that region. The sum spent in 1982 was 70 409 US dollars and the allocation for 1983 is 47 000 US dollars.

b Additional resources

56 In view of the enormous needs to be satisfied and the inadequacy of UNDP resources, the International Bureau has pursued its efforts to obtain additional resources.

57 Where the UPU Special Fund is concerned, the IB's efforts have borne fruit: contributions in non-tied funds increased in 1982 by over 52 percent in relation to 1980 thanks to new contributors and to countries which contributed more. As a result, the annual total, which was about 200 000 Swiss francs up to 1980, exceeded 300 000 Swiss francs in 1981 and 350 000 Swiss francs in 1982.

58 It should be noted that a tied contribution and contributions in kind, the total value of which is considerable, supplement the aforementioned contributions each year.

59 In accordance with Rio de Janeiro resolution C 38, the budgetary credits for UPU consultants' missions were raised from 790 000 Swiss francs in 1979 to 910 000 Swiss francs in 1980 and to 1 180 000 Swiss francs for each year from 1981 onwards. The same resolution also authorized a more flexible use of this money and it can now finance fellowships and equipment connected in principle with the UPU consultants' missions. However, most postal administrations providing consultants have continued to pay their salaries for the duration of their missions, a gesture which represents a large financial contribution.

60 These two sources of finance have been used since 1981 for the technical assistance programme under the UPU's own resources and go some way to compensate for the inadequacy of UNDP aid.

61 The International Bureau's approaches to the World Bank and the regional banks (West African Development Bank, Gulf International Bank, the OPEC Fund) have produced quite encouraging results. In 1982 and 1983, the World Bank financed four consultants' missions, one of which has culminated in a project which will be financed by the IDA (International Development Association) as the government concerned has given it a high enough priority.

62 It should also be noted that the UPU has obtained financing from other sources in recent years: a technical assistance project against payment, consultants' missions financed by UNESCO's International Programme for the Development of Communication (IPDC), associate experts, part of a project financed by a donor country, and so forth.

C. Programmes

63 In preparing UNDP programmes and projects the UPU has sought to help postal administrations convince their national authorities to accord a high enough priority to the development of postal services. Its efforts were particularly intense when the UNDP country programmes for the period 1982–1986 were being prepared. The results however did not come up to expectations since, out of 134 programmes approved between 1981 and 1983, only 26 (19.4 percent) included fresh – and in many cases limited – assistance for the postal services.

64 With regard to the regional programmes, results have been more encouraging despite the change in procedures (more active participation of the regional economic commissions and the governments of beneficiary countries in the regional programming process). In fact, UNDP allocations to the UPU under regional projects for the years 1982–1986 represent, as they did in the previous cycle (1977–1981), over half of all the resources allocated to the UPU by the UNDP. This is remarkable when it is considered that only 15 percent of its total resources are assigned to regional programmes within the UNDP.

65 To remedy the lack of resources and to respond more satisfactorily to the directives of Congress and the Executive Council, the International Bureau in 1981 began to prepare an annual programme of technical assistance under the UPU's own resources (use in combination of resources from the UPU Special Fund and the UPU's regular budget). This new practice has made it possible to undertake integrated and coordinated actions and hence to satisfy a significant proportion of the needs of developing countries, especially the disadvantaged ones.

D. Relations with the Restricted Unions and the regional economic commissions

66 In accordance with Rio de Janeiro resolution C 90, the Executive Council has examined all aspects of the participation of the Restricted Unions in the UPU's technical assistance programme. The study resulted in Executive Council resolution CE 6/1983, which invites the International Bureau to strengthen its collaboration with the Restricted Unions in identifying the needs and priorities peculiar to each region, determining regional programme components, promoting the harmonious implementation of regional programmes and evaluating the results of the programmes carried out. The Director-General of the International Bureau was authorized by the same resolution to conclude bilateral agreements for this purpose between the UPU and the Restricted Unions.

67 In practice, the UPU continued to cooperate with the Restricted Unions in the work of programming and particularly in preparing the UNDP regional programmes for the period 1982–1986. At the same time, the UPU continued to provide assistance to the regional postal schools, most of which had been set up on the initiative of the Restricted Unions concerned: Abidjan (Ivory Coast), Brazzaville (Congo), Nairobi (Kenya), Blantyre (Malawi), Bangkok (Thailand) and Damascus (Syrian Arab Rep). As for the Latin America region, the UPU provides a certain amount of assistance to supplement the efforts of the PUAS which, up to its last Congress in 1981, was implementing a big training programme.

68 Following the restructuring of the economic and social sectors of the United Nations system, the role of the United Nations regional economic commissions in technical cooperation has been strengthened and various measures have been taken to ensure their more active participation in the operational activities to promote development.

69 The UPU has intensified its cooperation with the regional economic commissions and with the Restricted Unions while taking care to ensure respect for its own constitutional responsibility and the prerogatives of the Restricted Unions. For some years relations have been developing between the UPU and ECA, especially within the framework of the Transport and Communications Decade in Africa 1978–1988, and between the UPU and ESCAP with a view to preparing a similar Decade for the Asia-Pacific region.

70 Taking advantage of the direct relations which the regional economic commissions maintain with the governmental authorities, the UPU is endeavouring to get these commissions both to persuade the countries to accord a high enough priority to the development of postal services and to look for additional means of financing postal projects.

Part II

Results and evaluation of UPU technical assistance activities from 1979 to 1983

71 The results of the UPU's technical assistance action programme, as laid down by the Rio de Janeiro Congress for 1979–1983, may be appraised from the following angles:
- results of the work carried out on the basis of the priorities and action principles;
- evaluation of the projects and activities of this programme.

A. Results of the action programme adopted by the Rio de Janeiro Congress

a Results in figures

72 To facilitate their examination, the technical cooperation results for the five years 1979–1983 are presented in the form of charts and tables, which are attached. They are as follows:

Chart — UPU technical cooperation (financial situation):
- a Total cost
- b Cost by region
- c Cost by component

Tables
1. Breakdown of UPU technical assistance by receiving country and region
2. Contributions to UPU technical assistance by donor country and region
3. Intercountry training courses, study cycles and technical meetings held by the UPU or with its cooperation
4. Technical assistance in kind 1979–1983 in accordance with the information received by the International Bureau

73 In the charts and tables 1 and 2, a comparison is made between the two five-year periods 1974–1978 and 1979–1983.

74 This comparison shows that:
- the UNDP is still the main source of financing for UPU technical cooperation; however, the UNDP's share in the total sources has dropped from 85 percent to 71 percent, ie a decrease of 14 percent (chart a);
- the total volume of UPU technical assistance during the last period 1979–1983 is almost double that for the preceding period (chart a);
- the percentage reduction in UNDP aid was offset by increased participation from other funding sources, in particular the UPU budget and the UPU Special Fund (chart a);
- the following fairly important changes took place in the regional breakdown over the past decade (chart b);
  - *Africa:* a considerable increase in the amount and percentage, with the result that this region's share amounts to more than half the total;
  - *Latin America:* a very marked drop in the percentage despite the fact that the amount remained almost unchanged;
  - *Asia and Pacific:* a slight drop in the percentage despite an increase in the amount;
  - *Arab countries:* a lower amount and percentage;
  - *Europe:* a slight increase in the amount;

  (these changes are explained by the UNDP's policy of devoting an increasing share of its resources to the poorest countries. For information, it is noted that of the 36 least developed countries, 24 are in Africa, 7 in the Asia/Pacific region, 4 in the Arab group and 1 in Latin America);

- expenditure on experts and consultants fell from 74 percent to 59 percent of the total expenditure, with the difference being offset in particular by increased expenditure on fellowships and equipment (chart c);
- the number of receiving countries remained virtually unchanged (131 as compared with 128), while the number of countries giving assistance increased (93 as compared with 77) (tables 1 and 2);
- assistance to the disadvantaged countries (LDCs and landlocked or island developing countries) showed a considerable increase (number of consultants' and experts' missions: 214 as compared with 128; number of fellowships: 635 as compared with 457) (calculation based on table 1);
- unlike the participation of the other developing countries, that of the African countries as providers of technical assistance increased considerably with the result that the number of experts and consultants provided by these countries rose from 6 to 30 and that of individual Fellows received by these countries rose from 27 to 225 (including those who attended the regular course held in the regional schools) (table 2);
- there was a considerable increase in non-tied cash contributions to the UPU Special Fund (approximately 1.5 million Swiss francs compared with 1 million) (table 2).

b Reminder about the content of the action programme

75 As is clear from part III of the Rio de Janeiro Congress – Doc 17a, the action programme for the five-year period 1979–1983 hinged on the priorities defined in resolution C 37, viz:

- creating means of postal training up to senior management level in developing regions;
- improving postal management, including the utilization of personnel;
- increasing the number of postal establishments and improving mail conveyance and delivery, especially in rural areas, as well as in the international service; and
- instituting the monetary articles service on a general basis, starting with money orders and postal savings banks.

c Achievements in each of the priority fields of activity

1 Creation of training facilities

76 Achievements in training were many and varied, and concern the establishment of new structures as well as the strengthening of existing ones. At regional level, a higher intercountry postal school was set up at Brazzaville (Congo (People's Rep)) to meet the professional training requirements of the central African countries. A study was conducted on the creation of an intercountry school for the Portuguese-speaking African countries.

77 A large number of measures were taken to strengthen the structures and activities of the existing intercountry schools (Abidjan, Bangkok, Blantyre, Damascus, Nairobi). These mainly involved training and refresher courses for postal instructors, management staff, training managers and teachers assigned to these schools and, lastly, the financing of equipment.

78 At country level, postal schools and training centres put into service in several developing countries received technical assistance both in respect of studies and the preparation of course programmes and manuals and in respect of the training of instructors and the supply of equipment.

79 A series of colloquia and other specialized training activities was organized in close cooperation with several administrations and with the intercountry schools.

80 In connection with studies and other work concerning training, the following should be mentioned:

- Practical guide for the use of training officers;
- Practical guide for heads of vovational training;
- Catalogue of postal training facilities;
- Bibliographical list of training manuals;
- Table of training activities (annual).

81 Furthermore, in order to implement a system of modular instruction to supplement the conventional type of training, a project was drawn up that will probably receive financial aid under the International Programme for the Development of Communication set up by UNESCO.

2 Improvement of management

82 The following work was done in the field of management:
- organization of UPU consultants' missions to strengthen statistical services and prepare postal development plans;
- holding of courses for postal planners and follow-up activities for setting up planning units or improving their operation;
- organization of statistics courses and follow-up activities;
- organization of missions in postal rate-fixing;
- organization of missions and courses in management and staff deployment;
- holding of study cycles in public relations and marketing.

3 Increase in the number of postal establishments and improvement of mail conveyance and delivery, especially in rural areas, as well as in the international service

3.1 Increase in the number of postal establishments

83 Thanks to the efforts made by the administrations, the number of postal establishments increased significantly in many countries over the five-year period 1979–1983. This increase was very marked in seven Asian and two European countries. An appreciable increase was also recorded in nine African and nine Arab countries as well as in five Latin American countries.

84 On the other hand, a drop was notified in some countries for various reasons determined by local circumstances.

3.2 Conveyance and delivery

85 The activities conducted in this field were many and varied; they included, among other things, missions in organization and studies with a view to the establishment of sorting centres, supply of basic equipment, courses, meetings and study cycles.

86 In addition, two conferences on mail circulation in Africa were held in 1981 and 1983 and several technical meetings in the same field were held in Latin America during the period under consideration.

3.3 Development of the Post in rural areas

87 A series of activities were conducted on behalf of the rural Post in the form of integrated projects comprising consultants' missions and the supply of equipment. These activities were aimed at extending and improving the postal network in rural areas.

88 The rural Post also benefited from other activities in the form of studies, aimed particularly at finding economic solutions. In this connection, mention should be made of the project submitted for financing under the International Programme for the Development of Communication (IPDC) and concerning the design, construction and layout of standard post offices suitable for rural areas.

3.4 International postal service

89 The international postal service is a field affected by periodic changes. Handbooks and guides are therefore necessary to facilitate both operational activities and instruction about this important part of the postal services. Two operational guides were prepared, one for transit charges and terminal dues, the other for the international parcel-post service, and were added to the "Manual of rules and procedures for forwarding international mail".

90 In addition, several series of consultants' missions, courses and study cycles were organized on behalf of numerous countries in the various sectors of the international postal service (mail circulation, accounting, airmail, transit charges, terminal dues).

4 Institution of the monetary articles service (postal financial services) on a general basis

91 Courses were held on international money orders, and several experts' and consultants' missions were organized with a view to promoting the introduction and expansion of the money orders service and finding solutions to legal difficulties in connection with monetary transfers or technical difficulties which prevent the execution of the money orders service at international level. In this connection, an appeal was made by the Executive Council at its 1983 session to countries which have not yet signed the Money Orders and Postal Travellers' Cheques agreement.

92 In the field of savings, activities were conducted as part of a project financed jointly by the Federal Republic of Germany and the UPU which comprised missions in the African countries with a view to promoting postal savings as well as postal staff training courses in this field.

93 As regards the giro service, only a few consultants' missions were conducted in administrations which have undertaken the task of organizing or computerizing this service.

5 Other achievements

94 Acting on the idea expressed at the Rio de Janeiro Congress (cf Committee 9 – Report 3), the International Bureau approached the international financing and lending institutions in order to interest them in postal investment projects. Several activities were implemented within this framework in the following fields:

- complete studies, called "sectoral reviews", on the functioning of postal services in four African countries from the technical, structural, organic, financial and administrative points of view so as to bring out the actual situation of the postal services as well as the measures to be taken to improve them in the medium term. These studies were financed by the World Bank and served both to provide information for the national authorities responsible for establishing priorities and to justify requests for loans or aid for the financing of infrastructure projects;
- preliminary studies on the setting up of regional transit centres and another study on the establishment of workshops for manufacturing postal equipment.

95 In other countries, similar studies, called "sectoral support" studies; provided a general "diagnosis" of the services and made it possible to identify the measures and solutions to be applied in order to improve and develop postal management and activities.

d Some problems

96 There are three points on which the UPU's work ran into problems or adverse circumstances which prevented the accomplishment of all that had been planned, viz:

- priority with regard to international postal money orders;
- follow-up activities;
- increased UPU presence in the field.

97 As regards the first activity, the UPU was to orient its efforts towards achieving the institution *"of the monetary articles service on a general basis, starting with money orders...".* The objective was to create the international money orders service in countries which did not provide it and to expand it in administrations where this service was still rudimentary. This objective therefore presupposed an intensification of the UPU's efforts to implement a technical assistance programme together with a willingness on the part of the administrations which were to benefit from it to put it into effect.

98 In 1980, the UPU conducted a number of experts' and consultants' missions in this field as well as training activities under country and regional projects and under the action programme financed out of its own resources. While positive results were recorded in some cases, in many others there was no marked change. The major obstacle to be overcome is a legal and monetary one.

99 *Under the head of follow-up activities,* the objective that had been set was the improvement of the results already achieved during missions and operational or training activities. This was to be done through missions with the aim of ascertaining the efforts made, facilitating the implementation of the recommendations formulated and giving practical advice about the continuation of efforts and the consolidation of the results recorded.

100 In this field the UPU's action was very positive in certain respects, viz postal legislation and regulations, planning and setting up of statistical units. Because of inadequacy of resources and other priority requirements, this action was not conducted systematically.

101 Lastly, the third activity concerning *the increased UPU presence* in the field did not attain the hoped-for level. This situation was due, among other factors, to the inadequacy of financial resources which restricted the UPU's initiatives in this field. It is most desirable that this activity be implemented over the next five-year period.

B. Evaluation

102 During the five-year period 1979–1983, the International Bureau continued its technical assistance evaluation activities by applying the criteria and methods adopted by the Executive Council in 1971, 1972 and 1973, which are mainly based on the principles laid down by the UNDP in this connection.

103 In implementing the evaluation procedures, it was borne in mind that evaluation is aimed at ascertaining the relevance, effect and effectiveness of the work done to promote the development of postal services in the receiving countries. In this context, the *relevance* is related to the extent to which an activity may be important for achieving longer-term development objectives, while the *effect* refers to the changes brought about in a situation as the result of the implementation of a given activity and the *effectiveness* is the extent to which an activity has achieved its objectives.

104 The evaluation conducted by the International Bureau continued to concern itself with the various stages of the activities implemented (preparation, execution, final results); it takes account of the type of assistance under evaluation and is carried out both during execution and retrospectively.

105 The data collected as the result of evaluation activities enabled the UPU to take decisions about its technical cooperation policy. They also constituted a source of feedback which the International Bureau took into consideration in its efforts to improve its technical assistance performance. The data concern the country and regional projects financed by the UNDP on the one hand, and the work done under the UPU's programmes on the other.

1 UNDP country projects

106 In accordance with the UNDP procedures, each country project financed under UNDP programming is subjected to several evaluations.

107 In accordance with established practice, most of the projects were subjected to tripartite reviews (Government of the receiving country – UNDP – UPU) during their execution. These reviews mainly had repercussions on the implementation or the follow-up of the projects in question.

108 The projects are, of course, also evaluated by persons not directly involved in their execution. These evaluations provided information which made it possible not only to ascertain the degree of execution of the project, but also to re-examine its objectives and the means used to achieve them.

109 A synthesis of the results of evaluations conducted in connection with UNDP-financed country projects enabled a number of conclusions to be drawn:

i Certain difficulties were noted in the starting up of projects because of delays in their approval or slowness in choosing the experts proposed to the receiving countries. In several cases, the difficulties were due to the lack of qualified candidates for the posts for which applications were invited.

ii In general, the experts' missions seemed to give satisfaction to the receiving countries and the experts' professional and human qualities were greatly appreciated.

iii In most of the cases studied, the implementation rate of country projects was high and the main objectives were achieved.

iv The commonest negative factors which reduced the effectiveness of country projects may be summarized as follows:
- the participation of national counterparts was not always guaranteed throughout the projects;
- lack of coordination at national level of the various aids and local problems did not always make it possible to derive maximum benefit from the assistance given;
- in some cases, the counterparts who took part in executing the project did not continue the work after the mission of the international staff was over;
- some difficulties arose with regard to the provision of transport and secretariat facilities and office equipment;
- the experts' recommendations were not always put into effect despite the follow-up activities undertaken.

v The use of the International Bureau's good offices with the postal administration concerned often saved the situation when negative factors were making it difficult for the project to function.

2 UNDP regional projects

110 The means and procedures for evaluating UNDP-financed regional postal projects are virtually the same as those for country projects.

111 It should be pointed out that the tasks of the regional experts are often much harder than those of the experts assigned to country projects. The limited duration of the missions, relations with representatives from several countries, frequent journeys, the organization of training activities at intercountry level, etc require special qualities. In a few – fortunately very rare – situations, the experts had difficulty in adapting to their working environment and the International Bureau had to take steps to ensure that the activities ran smoothly.

112 In 1980, two meetings were held (in Africa and Latin America) to evaluate and coordinate the work of UNDP-financed regional postal projects which were underway or programmed under the auspices of the UPU, in the light of projects implemented or envisaged by certain regional agencies.

113 The meeting concerning the countries of Latin America and the Caribbean brought together the representatives of 21 developing countries of the region at Caracas (Venezuela). In addition to the PUAS, which was associated in the work, the postal administrations of the United States of America and Canada, the Economic Commission for Latin America (ECLA), the Caribbean Community (CARICOM) and the UNDP attended as observers.

114 The discussions, conclusions and recommendations of the Caracas meeting brought out, among other things, that:
- the work undertaken under the regional projects met the priority requirements of the groups of countries concerned, which wished the projects to be extended with a view to consolidating the results obtained;
- the number of regional experts and the duration of their missions in the countries were thought to be inadequate;
- the periodic meetings of the regional experts' counterparts (technical information and further-training meetings) were particularly productive and should be continued.

115 The evaluation and coordination meeting for the regional and subregional projects involving the African countries south of the Sahara was held at Lomé (Togo). Twenty-six countries, four restricted Postal Unions and other regional agencies (APTU, PAPU, ECOWAS and CACEU) attended the meeting, at which the UNDP was also represented.

116 At the end of the meeting, it was possible to conclude that:
- the programmes and projects designed by the UPU are felt by the participants to meet the requirements of the African countries;
- the countries ask to be consulted more systematically, not only when the projects are being approved but also when the programmes are being designed;
- the postal administrations undertook to bear the cost of any project designed with their participation and to bridge the gap between their national preoccupations and the regional cooperation which is preparing the economic and social integration of the African Continent;
- the participants stressed the priority they give to vocational training; they would like the technical cooperation work done by the UPU in Africa to be coordinated with the work of the African Postal Unions and the other regional organizations;
- the representatives of the participating administrations would like meetings of heads of African postal services, convened by the UPU, to be held periodically.

117 In 1983, two regional projects concerning Africa were the subject of in-depth appraisals thanks to two UNDP-UPU evaluation missions which made field visits in order to gather the necessary information with a view to conducting a critical analysis of the objectives of these projects, the resources drawn upon, the difficulties encountered and the results obtained. At the end of these missions, detailed reports containing conclusions and recommendations were prepared and sent to the postal administrations concerned.

118 A tripartite review of a regional project in Asia took place at Port Moresby (Papua New Guinea) in 1983, after which it was agreed to extend and expand the activities of the project, which is progressing to the receiving countries' satisfaction.

119 A meeting of the Postmasters-General of the English-speaking countries and territories of the Caribbean was held at Barbados in 1983. On this occasion, priority requirements and the UPU's activities in the subregion were evaluated. The UPU was asked to continue using its good offices with the UNDP with a view to the resumption of the activities of project RLA/75/051 concerning the postal services of the subregion.

120 At working meetings held during sessions of UPU bodies or of the Restricted Unions, aspects relating to the execution of regional projects were reviewed within the context of the participation of the Restricted Unions in the technical assistance programme.

3 Programmes of the UPU

121 Within the framework of the technical assistance programmes under the UPU's own resources, the activities conducted are subjected to a systematic evaluation. In the same way as for activities under the UNDP, questionnaires tailored to each type of activity were used for the evaluation.

122 Thanks to realistic planning and the assistance of the countries providing consultants, it was possible to implement most of the numerous consultants' missions satisfactorily. The receiving countries also made a big contribution by specifying the objectives of the missions requested and by providing national counterpart staff and the necessary physical facilities.

123 The work done by consultants in a wide variety of fields was judged to be satisfactory by the receiving countries.

124 Evaluation of the integrated projects (comprising several components: consultant's mission, fellowships, meeting of counterparts, equipment) made it possible to establish that:
- on the whole, the consultants' missions proved useful and effective;
- the counterparts' meetings made it possible to ensure the continuity of the measures taken and to arouse a sort of increased "sense of responsibility" on the part of the counterpart staff;
- the supply of equipment was delayed in several cases by the lack of precision about the nature and specifications of the components to be purchased. However, the International Bureau was able to improve the execution of this component of the "integrated projects" by giving consultants specific instructions about how to orient the administrations' requests. In other cases, the delays were due to the deadlines imposed for delivering or conveying the equipment.

125 With regard to the evaluation of training activities, the following remarks should be made:

- the experience acquired by the International Bureau and a certain degree of "standardization" in the organization of the courses and study cycles helped to improve their quality. The programmes were better structured, in close cooperation with the consultants engaged for these training activities;
- the choice of teachers, lecturers and discussion leaders was tailored to the characteristics of the activities. The professional qualities of this staff were greatly appreciated, except in two cases (criticism was levelled about the communication problems experienced by teaching staff whose mother tongue was not that used for the courses for which they were responsible);
- in most cases, the choice of participants corresponded to the objectives of the training activities concerned. Nevertheless, there are still quite a number of cases in which those attending the study cycles do not have duties related to the fields concerned; in other cases, the ex-trainee is assigned to posts which are unrelated to the training he has received, or he leaves the postal service. The International Bureau must therefore place greater emphasis on this point vis-à-vis the administrations involved;
- when training activities were organized with a view to establishing structures (eg training of planners in order to set up postal planning units), it was found that some administrations which had benefited from fellowships did not subsequently set up the planned structures, despite representations made by the International Bureau;
- for one and the same training activity, there is sometimes a tendency for some students to consider it as being of too short a duration while others find it adequate for their requirements or even too long. These differences in assessment are in many cases due to the disparity in the levels of training of the participants; this is a drawback which the International Bureau is trying to remedy;
- most of the fellowships were allocated for participation in group training organized by the UPU, while fellowships for individual training are becoming fewer and fewer; in accordance with an established principle, training was held in an environment resembling that in which the trainees will be called upon subsequently to exercise their professional activity.

4 Conclusion

126 The observations made about the UPU's technical cooperation activities over the five-year period 1979–1983 permit the conclusion that, generally speaking, the assistance given meets the requirements of the receiving administrations and was satisfactorily implemented. However, the countries receiving experts' and consultants' missions should make sure to second counterparts for the whole duration of the missions who will monitor the project activities on a continuing basis. Similarly, it would be most desirable for officials who have received training to carry out duties in their training or specialization area for a reasonable period.

Part III

Prospects and programme of action

127 Part I of this document contains the main lines of international cooperation policy, the framework within which the UPU's technical assistance efforts are integrated; in part II, information has been given on the results and evaluation of UPU activities on behalf of postal development in the countries of the Third World from 1979 to 1983.

128 It is for the Hamburg Congress not only to consider the results obtained on the basis of the general policies and of the decisions taken in that respect by the 1979 Rio de Janeiro Congress but also to lay down the broad lines of UPU policy in the field concerned for the next five-year period. Indeed, in the light of the needs of the administrations of the developing countries, the UPU must continue to aid them in accordance with article 1, paragraph 3, of the Constitution which lays down that "the Union shall take part, as far as possible, in postal technical assistance sought by its member countries".

129 In this connection, two considerations deserve to be put forward:

- The above-mentioned directive makes the provision of technical assistance one of the most important functions of the Union; but, in postal development, as in other fields, countries must work toward self-sufficiency, which is a basic concept proclaimed by the UN. With this in mind, the important thing is considered to be that the Union should gradually confine its aid to special features of the Post in which the technology to be used is not yet within the reach of the beneficiary administrations. Unfortunately, several factors, first and foremost, the world crisis, have slowed down or even blocked such a development which must not, however, be lost sight of.
- In any event, UPU aid in the development and modernization of postal services can only be of a supplemental nature and the main effort must be made by the countries concerned, most of which, moreover, benefit from bilateral technical assistance.

130 It would be desirable for the UPU's role in this respect to be reconsidered from the point of view of the main policies, the components of the action programme and the necessary means.

A. The main policies and action programme

131 Since the 1979 Rio de Janeiro Congress changes have come about which must be taken into account in the UPU's concept and methods of action in the field concerned. In reality, continuity should, to a large extent, be maintained subject to making some slight changes of emphasis necessitated by the new circumstances in certain components of general policy or of an operational nature;

- The world crisis, the effects of which are expected to continue, has aggravated the economic situation in most developing countries and in some regions this crisis has been accentuated further by natural disasters; the shortage of resources has become more serious, while the size of the needs has markedly increased.
- The financial constraints faced by the UNDP lead to consideration of further approaches to potential sources of finance as well as of cheaper forms of assistance or the financing of which is shared by several parties.

– In several developing countries, needs have changed in kind rather than size as a result of the modernization efforts made.
– Lastly, in more and more Third World countries, postal administrations are already threatened not only as regards their position on the communications market but in their very existence as a result of the increasingly tough competition from some private companies.

132 These four factors cannot fail to affect UPU technical assistance policy for the next five-year period and, in this respect, three important components are worth considering: the beneficiary countries, priorities and principles of action.

1 The beneficiary countries

133 Congress might wish to consider the question of UPU technical assistance first of all from the point of view of the category of beneficiary countries precisely because of the consequences of such an analysis on the preparation and implementation of aid programmes. As is known, Rio de Janeiro Congress resolution C 37 lays down that the UPU should give priority to the needs of the disadvantaged countries and to newly independent countries. Disadvantaged countries are to be understood to mean the least developed countries, landlocked or island developing countries and the countries most seriously affected by the economic crisis or by natural disasters.

134 Obviously, all the developing countries (and even some developed countries) have now been affected in various ways by the economic crisis which has been making its effects felt for the past few years. At the same time, and for the same reason, the resources available for technical assistance in one way or another seem less and less sufficient in view of the enormous needs to be met. It would therefore be desirable for Congress to check whether UPU postal development aid should not concentrate on a limited number of countries, without prejudice, of course, to the efforts made by other developing countries to use part of their IPF for the postal services.

135 If the Hamburg Congress wished to adopt a restrictive conception as to the number of countries chosen to benefit from UPU technical assistance, it could decide to limit the available aid either to the 36 countries considered to be the least developed by the UN (1st variant) or to the disadvantaged countries only, including the least developed countries (2nd variant). In the latter case, the limitation could be made on a more precise basis applying the limit set by the UNDP to determine the priority countries (countries in which annual per capita income is 500 US dollars or less). This criterion would make it possible to ingnore subcategories of country which are increasingly difficult to define.

136 However well-founded the principle of concentrating UPU aid on behalf of a limited group of countries might seem, it may be asked whether such a policy would not run counter to article 1, paragraph 3, of the Constitution which seems to indicate that the UPU shall give its assistance to any country asking for it.

137 In these circumstances, Congress may decide to keep the present system clarified in the following terms:
– least developed countries (first priority);
– other disadvantaged countries (second priority);
– developing countries which are not disadvantaged.

138 It would be desirable to no longer take account, as such, of the newly independent countries mentioned in Rio de Janeiro Congress resolution C 37; in fact, these countries could be included in one of the above-mentioned priority groups of countries as appropriate.

139 A further important question must be mentioned, that of motivation as a criterion to be taken into account in choosing the countries to benefit from UPU technical assistance. As is known, the above-mentioned resolution C 37 states that priority allocation of UPU aid should be made to "the countries that need it most and seem determined to put it to good use"; admittedly, gauging motivation is a sensitive matter since it brings in a number of psychological or material factors which vary according to conditions. However, the International Bureau has not had too much difficulty in bearing this criterion in mind, in a flexible way it is true, in the proposals for projects which it has submitted to the Executive Council.

140 In any event, experience shows that it is more than desirable to retain this second criterion because it would be a pity to allocate technical assistance to a country considered to be priority but which is known not to put the resources made available to it to appropriate use. It would be much better to provide the assistance to another country which would use it better even if it is not listed in the category of disadvantaged countries.

141 In the final analysis, allocation of technical assistance to the developing countries on the basis of the above-mentioned 3 sub-categories (paragraph 137) should continue to be a matter of judgement; in this connection, the present practice, which consists of taking significant factors into account, should be continued within the framework of the preparation of proposals for submission to the Executive Council.

142 Naturally, within the limits of its resources, the UPU would continue to provide assistance to the administrations of non-priority developing countries, taking due account of the degree of their motivation, assessment of which would be based on a range of psychological, technical and financial factors; in particular, the countries' proposal to share the cost of the projects would be taken into consideration.

2 Priorities

143 As is known, the Rio de Janeiro Congress not only set priorities in respect of the beneficiary countries but it also set priorities as to the fields of action to be selected. If, as seems desirable, the Hamburg Congress retains this approach, it will have to decide on certain major branches of activity in the postal service in which UPU efforts should be concentrated.

144 Naturally, the priorities set at world level will be based to a large extent on the priorities set at regional level by the relevant authorities and which it appears advisable to give for information.

a Priorities at regional level

145 These are mainly priorities set on the basis of decisions and views emerging from regional organizations or groups and from special meetings.

- For Africa: By the Conference of the Organization of African Unity which adopted the "Lagos Plan of Action for the Development of Africa" and by the ECA which prepared the Transport and Communications Decade in Africa (1978–1988).
- For the Arab countries: By the 1980 Amman and Lagos Summit Conferences and by the Colloquium on the Arab World in the year 2000 (Tangiers, 1980).
- For Latin America and the Caribbean:
  - Meeting of the Chairmen and Directors-General of Posts of the countries of Latin America and the Caribbean (Caracas, July 1980)
  - Meeting of the Chairmen and Directors-General of Posts of PUAS member countries (Madrid, October 1982)
  - Meeting of the Postmasters-General of the English-speaking countries and territories in the Caribbean (Saint Vincent and the Grenadines, February 1982 and Barbados, May–June 1983).
- For Asia and the Pacific:
  - By the Seminar/Colloquium on the Post in the 80s (Bangkok, May–June 1983) organized by ESCAP, the UPU and the APPU,
  - By the APPU Executive Council in preparation for the Transport and Communications Decade in the region (1985–1994).
- For the countries of Europe and the Mediterranean (coming under the UNDP): By the UNDP inter-governmental meeting which set some general priorities for these countries.

146 At the same time, account has been taken of requests by the countries as a whole and of observations made on the spot.

147 On the basis thus defined, the regional objectives are as follows:

1 Africa

i Postal staff training (improvement of training systems, aid in establishing or reinforcing intercountry or national schools, establishment of an African Postal Management Institute planned by the PAPU, training of instructors)

ii Rearrangement and installation of national sorting centres and regional postal transit centres (feasibility studies and technical studies, files on approaches to financial institutions, operational activities)

iii Improvement of postal services in rural areas (extension of the network and improvement of road links)

iv Improvement and development of postal financial services (in particular, giro, postal savings bank and international postal money orders)

v Improvement of management (particularly strengthening postal planning and establishing postal documentation and research centres)

vi Establishment of workshops for manufacturing postal equipment

vii Public information activities

2 Arab countries

i Training postal staff

ii Management (postal planning, establishment of research and documentation centres)

iii Improvement and extension of postal services, particularly in rural areas

iv Promotion of postal financial services

v Public information activities

3 Latin America and the Caribbean

i Staff training and specialization of managerial staff (Latin America), training junior and middle grade supervisory staff (Caribbean subregion), strengthening training facilities at national level

ii Management (statistics, planning, administrative and financial autonomy, commercial services)

iii Postal operations (improvement of mail circulation in general and strengthening postal infrastructures, particularly in rural areas)

iv Postal financial services (introduction of the postal money order and COD services)

v Public information activities

4 Asia and the Pacific

i Training of postal staff (strengthening of the Bangkok regional training cnetre; establishment of subregional centres, strengthening of national training facilities and organization of senior-level management courses)

ii Postal operations (Extension of the postal network in rural areas; improvement of mail circulation within the region including sorting centres and the possible introduction of light mechanization)

iii Management (application of modern management techniques, extending the range of services, improving the standard of service and financial autonomy of the Post)

iv Postal financial services (introduction and strengthening of these services particularly of postal money orders (domestic and international) and of the savings bank)

v Public information activities

5 Countries of Europe and the Mediterranean

i Management (medium-term postal development, use of modern techniques)

ii Staff training (training supervisory staff).

b Priorities at world level and action programme

148 On the whole, it is considered that the priorities set by the Rio de Janeiro Congress could be retained with two reservations:

- mention of the priority with regard to the increase in the number of postal establishments might be omitted, but the UPU would of course continue to cooperate actively in the establishment of offices, particularly in rural areas;
- on the other hand, a new priority should be set: public information, a field in which the strengthening of the action undertaken seems advisable, particularly in this period of limited resources.

149 Naturally, even if they do not reflect a change in policy, the priorities set would give rise to action occasionally aimed at new aspects of progress made here and there and the economic situation of certain countries.

150 At the same time, for the sake of flexibility, it is advisable to set, as for previous five-year periods, quite wide objectives, since, each year, UPU action will cover particular aspects proposed to the EC when the action programme is approved.

151 The reinforcement of the development policies drawn up by the relevant regional institutions (political bodies and economic and social bodies, special conferences held in the regions) leads to allotting increased importance to the "regional fact", so that there is a need for the UPU to take due account of the regional development objectives thus laid down. More precisely, from the point of view of efficiency, experience shows that, in setting objectives at world level, due account should be taken of the objectives set at regional level; in this concept, which coincides with the idea of coherence of world and regional objectives advocated by the UN, the objectives thus drawn up should be applied differentially depending on the situation of the postal services in the various regions.

152 In the light of these remarks, the objectives to be selected by the UPU at world level for the period from 1985 to 1989 might be the following, in order of importance.

1 Rationalization of management

153 Despite the efforts already made in this respect, it appears that, in general, management problems are still keenly felt precisely because of the development in many countries of the general situation of the postal services which cannot meet users' needs. That is why management should be selected as the top priority. In view of the development of the situation of the postal services and of the increased efforts by private bodies in the goods transport field, the administrations of the developing countries will have to make an effort to hold on to and even consolidate their position on the postal communications market. This presumes determined action on their part designed to block the "aggressive" policy espoused by the competition in the private sector.

154 Under the head of general activities relating to management, several approaches seem desirable at regional level:

- organization of colloquia designed to make top postal officials aware of the threat hanging over the Post and the measures to be taken in respect of legislation, management and activities to guarantee the Post's future;
- arranging, if possible within the framework of these colloquia, meetings with representatives of the planning ministries or departments of the countries concerned, as well as of the economic groups and financial institutions in the region concerned to urge them to take an interest in postal development;
- establishment of documentation and study centres which would help administrations to improve the management of their services and to find solutions to the problems arising in the various regions.

155 These approaches should be extended on the national level by the provision of aid to evaluate and improve the postal management system as a whole (including the rational use of staff); in addition, the following specific action should be taken:

i For several years past, the UPU has helped administrations to strengthen and modernize their statistics and planning system; the results achieved have been, on the whole, inadequate and much remains to be done in this sector. The efforts to be made between 1985 and 1989 would give beneficiary administrations a more accurate idea of the situation of their services in management terms, enable them to make better use, through appropriate planning, of the human, financial and material resources available locally and from external aid. Such basic work would also help to convince the local authorities, the UNDP and even the UPU of the seriousness of the planned efforts.

ii With regard to rates, experience shows that very few administrations in developing countries have worked out a policy in relation to the demands of the development and improvement of their services. Of course, this question is closely linked to governments' general prices policy, but it would be to administrations' advantage to insist on obtaining approval for rates related to their developments needs. That should go hand in hand with the allocation of government subsidies designed to compensate for the cost of certain activities of a social nature, particularly in rural areas.

From a technical point of view, the UPU would systematically help postal administrations to revise their rates after the Hamburg Congress in the light of all the factors to be taken into account; experience, indeed, shows that, in a great many countries, rates are not updated between successive Congresses in spite of the changes made. The UPU could organize, for that purpose, study cycles to train national officials for this work who would then benefit from on-the-spot assistance from Union consultants.

iii The particularly serious competition faced by postal administrations leads to advocating, as emerges from the work of the CCPS, a marked improvement in the standard of service. It has, in fact, emerged that this is a much better answer than relying on the postal monopoly which remains a dead letter so long as the Post is unable to meet its obligations as a provider of services. The UPU will therefore help administrations to improve the standard of their services, which should be subject to an efficient verification system. This question will give rise to the preparation of a guide setting out clearly the methods to be followed to achieve concrete results.

iv In this same concern to combat competition, it would be in the interest of administrations, as has been stressed at CCPS sessions, to be able to offer customers new services meeting unsatisfied requirements. What immediately springs to mind are services connected with the basic functions of the Post, viz mail forwarding and delivery; for instance, as many administrations have already realized, there is no doubt that the introduction of international high-speed mail would be a major advantage. More generally, particularly in this sector, studies already carried out by the CCPS, notably on the future of the postal services, would be used more exhaustively by the International Bureau for the assistance activities to be undertaken both on the legislative and operational levels.

v A further important factor in management also deserves special attention: relations between the State and the postal authority in budgetary and financial matters. In this respect, many administrations rightly feel that their administrative and financial status prevents them from adopting a style of management commensurate with the needs of a world in rapid development. The UPU should therefore help them to study and bring about the changes in status which prove desirable.

vi To enable the administrations concerned to make better use of their staff, particularly staff who have been trained, the UPU would endeavour to help them to develop and apply the legislative and practical measures necessary for that purpose. The question of staff stability should also be settled satisfactorily.

2 Improvement of mail collection, circulation and delivery

156 Since the UPU has concerned itself with technical assistance, constant efforts have been made in this field which is the basic function of the Post. It has to be admitted, however, that, while the situation has improved in some respects in some administrations in the developing countries, much remains to be done in general. This applies particularly to landlocked countries or to countries consisting of islands scattered over a wide area, not to mention countries with vast desert areas where mail transport also poses major problems. Special attention should also be paid to the rural areas in providing services for which many administrations face disturbing problems. For all these reasons, this field of activity should be given high priority.

157 Mail collection, circulation and delivery would continue to be the object of special efforts on the part of the UPU. The many studies already carried out have made it possible to evaluate the size of the problem which can only be solved by concerted action covering several aspects at once. Needs are very big in this sector, but, although limited, UPU action would have a persuasive and encouraging effect.

158 The first thing would be to help administrations to reinforce and extend their postal network so as to ensure better provision of services particularly in rural areas. Because of lack of resources, many administrations have been unable to develop their network of points of contact with the public and there are still places in many countries without postal facilities.

159 As part of a pilot project under the UNESCO International Programme for the Development of Communication, the UPU will be able to provide standard designs for post offices adapted to local conditions. In addition, more systematic use of cheap local materials will be encouraged. The results obtained in this respect are expected to bring some improvement in the present position as regards the network of postal establishments, particularly in rural areas.

160 UPU assistance in mail handling would be fully justified because this operation often causes considerable delays which could be avoided through improvements in the organization and operation of the service; provision should therefore be made for this purpose for operational and follow-up missions. Special attention would be paid to international mail (particularly inward, which very often accounts for a high percentage of total traffic).

161 At the national level, much remains to be done to find a satisfactory solution to the problem of mail conveyance. First of all, thanks to UPU assistance, administrations should be able to make better use of existing links and negotiate more effectively with private carriers in relation to postal needs from the point of view of routes and timetables.

162 In addition, it would be desirable for administrations to be able to obtain help in setting up the postal road links which seem to be essential; in particular, it would sometimes be expedient to develop the rural mobile post office service, a formula which, provided that a proper organization is set up, may bring satisfactory results.

163 On the international level, the mail circulation problem is no less worrying. The means of transport, by air, sea and land, are clearly inadequate, so that long and expensive indirect routes are used. However, the fact remains that the situation could be markedly improved with the help of the UPU in making more extensive use of existing links and improving the organization and operation of sorting and transit centres. The UPU has already done much in this respect but, for various reasons, results are still clearly inadequate.

164 The UPU could help postal administrations to make a considerable improvement in mail circulation through agreements negotiated with the carriers with a view to making rational and coordinated use of all available transport facilities. Similarly, efforts should be made to maximize the air conveyance of mail.

165 In many countries, it has not yet been possible to find a satisfactory solution to the sensitive problem of delivering mail to the addressee's address. Since this form of delivery involves costs which very often exceed by far the financial possibilities of the administrations, the UPU should continue to provide them, through experts or consultants, with help designed to devise or improve methods of delivery adapted, in particular, to rural areas.

3 Training and specialization of middle-grade and senior staff

166 This field might be regarded as priority No 3 because the training and specialization of managerial staff demands particular attention commensurate with the predominant role of staff in postal development. Admittedly, over the past 20 years, a lot has been done in this field both on the national and on the intercountry level, but needs remain considerable. More specifically, future UPU action should concentrate on middle-grade and senior staff without, of course, excluding support for administrations which train or wish to train their operational staff. Furthermore, the UPU should continue its efforts in regard to instructor training (instructors and teachers) as well as those in charge of training, both categories of which will have to play an increasingly important part in national or intercountry postal training activities.

167 Training should therefore retain high priority in UPU technical assistance activities and the UPU should continue to devote a considerable portion of its efforts to this.

i Establishment or reinforcement of national schools

168 This is a priority which the UPU has long had; however, it has to be admitted that, for various reasons, results have not lived up to expectations. The UPU should therefore continue to help countries to establish or reinforce national schools. This aid would take the following forms: studies on the establishment or reinforcement of postal schools and of training systems. The preparation of syllabuses, training and further training of instructors (administrations will be urged to make arrangements designed to ensure the stability of the teaching staff). Special attention will be paid to the needs of the least developed countries so that they can increase and improve their training facilities and take full advantage of them.

ii Establishment or reinforcement of intercountry schools

169 Assistance would be supplied to existing intercountry schools to increase their teaching capacity (eg by reviewing syllabuses and introducing new courses). To enable countries to take more advantage of the training facilities thus provided, fellowships would be granted to them. Assistance would be provided for establishing intercountry schools where justified. A school of this type can already be contemplated for the Portuguese-speaking African countries as can aid to PAPU for establishing an African Management Institute, while assistance to the countries of Asia and the Pacific and possibly other regions can be considered for setting up a similar institute. Efforts would be made to reinforce the multinational features of the Nairobi and Brazzaville schools. Wherever possible, the intercountry schools would be encouraged to establish teaching support relations with the national schools in ways to be defined and to cooperate in the activities of the documentation and research services set up in their region.

iii Specialized training activities

170 Specialized training activities would be organized by or with the cooperation of the UPU bearing in mind the activities included in the programme to be implemented between 1984 and 1989; that would make it possible to add weight to UPU intervention in the various sectors concerned. Wherever possible, the training activities would take place in the national or intercountry schools which would thus be able to provide invaluable assistance. TCDC needs would be duly taken into account.

171 The aim would be, first and foremost, to provide, with UPU help, management training both at senior and middle-grade level. For this type of training, it would be desirable for the countries concerned to benefit in addition from the facilities already established in the developed countries.

172 Similarly, the UPU would continue to provide as much assistance as possible for training instructors and the heads of postal training services. (It would intervene more forcefully with beneficiary countries to have arrangements made to ensure the stability of the officials assuming one or other of these functions.)

173 In the other priority fields (mail collection, circulation and delivery, general introduction of postal financial services and public information), specific training activities would also be undertaken by the UPU.

iv Other efforts

174 On the basis of experience acquired in training matters, the UPU would help countries to set up teams of travelling instructors, particularly in large countries where, for practical reasons, training has to be decentralized. These teams could work on the basis of the "training office" formula.

175 The UPU would continue to distribute the periodical catalogue of postal training facilities in the world. In addition, it would endeavour to help the schools to maintain links with one another. It would encourage the officials trained to continue to exchange views and experiences, for instance, through refresher courses and by distributing a contact bulletin.

176 In accordance with a well-established principle, training must be provided on the basis of the needs of the operational services; with this in mind, the International Bureau will help the administrations of the developing countries to study and establish the type of link which should be maintained between these two categories of service.

4 General introduction of postal financial services

177 Since the Lausanne Congress, priority attention has been paid by the UPU to the establishment and development of the postal money orders and savings bank services. Probably because of the complexity of the problem of extending financial servives, the efforts made have not yet produced the expected results. As this is a sector of activity the importance of which has not diminished, priority should still be given to it.

178 Efforts have been made to implement this priority which was set by the Rio de Janeiro Congress, but it appears that the introduction of postal financial services comes up against a whole series of obstacles and consequently requires long-range action.

179 From 1984 to 1989 the UPU would step up its efforts to establish and expand the international postal money order serivice by helping countries to overcome the difficulties encountered in this respect on the legal, monetary and technical levels. Some countries with a large number of people working abroad seem prepared to make every effort to introduce such a service which would make it easier to transfer funds.

180 The establishment and reinforcement of the savings bank service would continue to be the object of some effort by the UPU, particularly in rural areas.

181 With regard to giro, UPU efforts would tend to encourage countries which intend to establish such a service despite the foreseeable difficulties. At the same time, the UPU could continue to help the African countries which are trying to modernize the management of giro centres.

182 The UPU could prepare guides designed to facilitate the establishment of these three services and ensure their proper operation.

5 Development of public information activities

183 In fact, this is an aspect which does not come directly under the postal field but which is nevertheless of vital importance for the development and improvement of the postal services. For many years, stress has been laid on the unfavourable position of postal administrations with regard to financing the modernization efforts which they wish to make. This problem is particularly acute because most of them encounter serious difficulty in obtaining the necessary funds. To remedy this situation, awareness of the role of the Post must be improved; it would therefore be appropriate to consider the promotion of public information activities as an objective, particularly at national level. Rio de Janeiro Congress resolution C 38 recommended undertaking "a psychological campaign with regard to national authorities and the public emphasizing the importance of the postal services, in order to facilitate postal development"; but so far the results achieved in this respect have been far from satisfactory.

184 Committee 10 of the Executive Council elected by the Rio de Janeiro Congress has already listed a series of activities which should be undertaken or continued by the Union in the public information field so as to add weight to the impact of the Memorandum on the role of the Post as a factor in economic, social and cultural development.

185 From the point of view of technical assistance, it is mainly a matter of:
- making governments and world and regional institutions more aware of the importace of the Post so as to have its needs more readily taken into consideration;
- making every effort to have the Ministers responsible for the postal services realize the threats hanging over the Post and the need to face up to them;
- motivating the staff of postal administrations more, particularly supervisory staff, with a view to giving them a clearer idea of the part they play;
- informing users about the many services which the Post can provide in all fields and on the obstacles to be overcome to ensure their proper operation.

186 Apart from isolated efforts, UPU action could come in various forms (talks with business chiefs, radio or television talks, exhibitions, preparation of brochures).

187 Together with the highlighting of the role of the Post and the improvement of its image, it would be desirable to reinforce the "team spirit" of postal officials by a whole range of measures to be defined bearing in mind the local context. It is conceivable that the introduction of an information or contact bulletin as well as the organization of certain social activities would produce good results in this regard.

B. Principles of action

188 In implementing the above-mentioned objectives, the UPU would endeavour to apply the following principles in order to increase the effectiveness of its technical assistance activities:

a Combination and coordination of postal development efforts

The size of the postal development needs to be met, allied with the inadequacy of the resources available for that purpose as a result in particular of the world crisis, make it necessary to combine and coordinate all the efforts made towards postal development. The UPU would endeavour to work to that end, but it is obvious that, in this respect, the countries receiving the technical assistance have a prime role to play by preparing postal development plans so that better use can be made of local resources and all external aid can be coordinated. The results achieved will be all the more satisfying as the authorities concerned will be more clearly aware of their responsibilities in postal development matters. In this connection, the supplemental nature of the UPU's efforts in technical assistance matters should be recalled and the need to integrate it in a coherent action programme implemented by administrations showing determination in spite of the difficulties encountered.

b Preparation of a special programme for the Least Developed Countries (LDCs)

The idea of special activities on behalf of the LDCs had been accepted by the Lausanne Congress but it was not possible to put it into effect because of certain difficulties of a practical nature. It could be taken up again now in view of the priority international attention paid to this group of countries (Paris Conference, September 1980). Two comments must, however, be made in this respect: while giving priority to the specific problems of the least developed countries, the UPU would endeavour to retain the coherence of all its technical cooperation activities; the activities planned under this special programme on the regional level might benefit other disadvantaged countries.

c Improving the effectiveness of the UPU technical assistance activities

The lack of resources makes it even more imperative that UPU technical assistance activities should be constantly improved.
The International Bureau would endeavour to carry out more obviously operational activities which would, moreover, be the logical consequence of the efforts already made with regard to the analysis of the situation of the postal services and the identification of needs. With this same concern for increased effectiveness, the UPU would make every effort to obtain more active participation by beneficiary postal administrations in technical assistance activities. It would appear that some of them tend to consider tha the development of their services automatically implies external aid. Appropriate psychological action and suitable practical arrangements would dissipate this idea which is a definite brake on postal development in many cases. To ensure the effectiveness of the efforts made with regard to assistance, the UPU would pursue, in an even more systematic fashion, its evaluation and follow-up activities; that would make it possible to improve and consolidate the results achieved in postal development.

d More intensive use of CCPS studies

It would be worthwhile making wider use of the postal studies for the technical assistance activities. At the moment, these studies are used, for instance, for preparing and performing operational missions. In future, some countries or groups of countries should be helped to derive greater benefit from the studies concerned. In this connection, it would be worthwhile encouraging and even helping the Restricted Unions or groups of countries wishing to adapt the conclusions of the studies to the conditions prevailing in their region. A number of studies, which will be completed before the next Congress, are of direct interest to developing countries.

e Strengthening technical cooperation among developing countries (TCDC)

The UPU will step up its efforts to encourage the countries concerned to resort to technical cooperation among developing countries on a more systematic basis. Such cooperation, keenly recommended by the United Nations Conference in Buenos Aires, should be supported through the UPU or direct on a strictly bilateral basis. From this point of view, the UPU would continue to conduct information and training activities designed to elicit a bigger contribution from both the donor countries and the beneficiary countries. It is mainly in the application of this concept that the UPU should be able to play its part as a catalyst. TCDC is already applied on a fairly large scale and some encouraging results can be mentioned: the percentage of experts and consultants from developing countries in relation to the total number of experts and consultants rose from 26 percent (1979) to 41 percent (1983).

f Decentralization of UPU technical assistance activities

Decentralization should, for the sake of efficiency, be intensified so that the administrations and intercountry training institutes could undertake some technical and administrative work currently done by the International Bureau. From this point of view, the "increased UPU presence in the field" requested by the Rio de Janeiro Congress (resolution C 37), which is currently provided by officials from headquarters, consultants and experts during tours or missions, should be reinforced. It would be wise to have advisers responsible for missions in the various regions. That would also make it possible to ensure the continuity in the field of the efforts which is threatened by the system of short missions used by the UNDP in recent years following the financial crisis of that body. In this respect, the situation is a matter of concern in countries in which local supervisory staff cannot continue the work done by the consultants during their short missions.

g Strengthening relations between the UPU and the Restricted Unions

On the basis of the resolution adopted in this regard by the Executive Council at its 1983 session, the International Bureau will make every effort to involve the Restricted Unions in its technical cooperation activities more closely than in the past. It should be recalled that the resolution concerned (cf paragraph 66) aims in particular at: analyzing the postal services and identifying needs, preparing a global postal development plan, the implementation, partly by the UPU and partly by the Restricted Union concerned, of certain components of this global programme in relation to the resources of each of the parties concerned; establishing coordination machinery and possibly concluding agreements between the UPU and the Restricted Unions.

h Promotion of relations with the UN regional economic commissions

The UPU would make every effort to promote further its relations with the UN regional economic commissions, since these bodies have for some time been playing a more important part in the programming and even execution of international assistance projects. The cooperation of these bodies which have direct relations with the governments in the regions, would make it possible to increase the latters' awareness of the role of the Post in economic and social development, and consequently, to have the needs expressed by postal administrations more easily taken into account; furthermore, these commissions might also make it possible to obtain additional resources for postal technical assistance activities.

C. The necessary means

189 The programme outlined above can, of course, only be put into effect insofar as the UPU has the necessary means for the period from 1985 to 1989, both in financial and human terms.

1 The financial means

a UNDP assistance

190 In accordance with Rio de Janeiro resolution C 38, the UNDP is still the main source of finance for the UPU technical assistance programme. This principle should be retained despite the reduction in the UNDP's share of all the resources available to the UPU.

191 The question of financing technical assistance activities after the Hamburg Congress is particularly acute; the UNDP's financial difficulties have, in fact, cast a cloud of grave uncertainty over the means likely to be obtained under that head.

192 This situation compels the UPU to approach that body in an even more insistent manner to obtain an increase in the means allocated for postal development. The results in this regard will, of course, depend on the degree of priority assigned to the Post by the governments of the countries concerned but also to a large extent to the increased presence of the UPU in the field and on public information activities. Moreover, these latter two factors will have a direct influence on the position of the governments in the matter.

193 In general, stepping up public information activities at national level would certainly increase the awareness of the local authorities and obtain from them additional means not only out of national resources but also from international aid (UNDP and bilateral assistance programmes). It is obvious that, without sufficient effort on the part of the local authorities on behalf of postal development, it will always remain very limited and out of all proportion to the economic and social necessities.

b Supplementary resources

194 At the same time, supplementary means should be sought, possibly in a more systematic way, from bilateral technical assistance; particularly for the least developed countries, the UPU would make every effort to obtain from the developed countries funds for projects prepared on the basis of the needs expressed. With this in mind, further efforts would be made with the administrations of certain developed countries to persuade them to make more determined approaches to their national authorities responsible for allocating bilateral technical assistance.

195 Similarly, the UPU would endeavour to obtain wider admission of a number of developing countries to meetings of the lenders of funds periodically held under the auspices of the UNDP or of the World Bank.

196 The approaches to the regional development banks and to the World Bank should also be continued. With the aid of the administrations concerned, it will be necessary to prepare files containing all the information likely to persuade the local authorities and the financial institutions contacted.

197 The UPU would also continue the approaches undertaken with certain multinational technical assistance funds for financing projects which it considers to have priority.

198 It should also step up its efforts to have the countries benefiting from technical assistance activities stand some of the expenditure involved as recommended in Rio de Janeiro Congress resolution C 38; this would thus bring about wider application of the cost-sharing system which the UNDP itself is trying to bring into wider use.

199 In the same spirit, the UPU would endeavour to obtain from developed countries partial financing of certain activities. At the same time, it should continue to benefit from the cooperation of the countries which pay the national salary of their officials during missions as consultants.

200 The UPU would continue its cooperation with UNESCO and other specialized agencies with a view to bringing to fruition projects under the International Programme for the Development of Communication and other programmes.

201 As regards the UPU's own resources (UPU budget and UPU Special Fund), it would be important:
- to maintain in real terms the level of means allocated by the Rio de Janeiro Congress under the UPU budget (by offsetting the negative effects of inflation) without prejudice to the supplementary resources necessary for any new efforts which Congress might ask the International Bureau to make;
- to make a further appeal to Union member countries with a view to increasing voluntary contributions to the UPU Special Fund so that such contributions represented a significant percentage of their contribution to Union expenditure or the budget of their postal administration.

2 Human resources

202 Apart from the experts and consultants under UNDP projects which include missions, the number and duration of which depend on the aid obtained from that body, the human resources available to the UPU are currently the permanent officials at headquarters and consultants recruited by the UPU for short missions.

203 In addition to these human resources there are the experts and consultants recruited under the head of other sources of finance (technical assistance against payment, provision of associate experts, missions financed by the World Bank or other assistance programmes, etc), as well as officials made available to the International Bureau free of charge by some administrations to implement some short projects (eg for study cycles).

204 The increased presence of the UPU in the field might be better ensured by assigning to the developing regions regional advisers to:
- carry out operational and follow-up missions;
- maintain technical contact with local officials; and
- conduct or help to conduct public information activities.

205 Of course, for this form of presence in the field, an economical solution should be sought bearing in mind other forms of UPU activity in the field.

206 However, it should be expected that, despite the caution which the UPU will have to exercise in this connection, the increased presence in the field would involve additional expenditure which might be restricted through:

- the application of less expensive payment conditions than those of the UNDP;
- the assumption by the host country of some local costs;
- the savings which would be made possible in respect of headquarters staff responsible for technical assistance questions by using regional advisers.

Part IV

Conclusions

207 From the document as a whole, it emerges that the following factors would have to be considered from the general perspective of UPU technical assistance:

a the main policies concerning, in particular, the beneficiary countries and the priorities and action programme, in particular, the five priority fields on the world level:
   - rationalization of management;
   - improvement of mail collection, circulation and delivery;
   - training and specialization of middle-grade and senior staff;
   - general introduction of postal financial services;
   - promotion of public information activities;

b the principles of action to be applied with a view to increasing the effectiveness of technical assistance activities;

c measures to be taken to increase the resources designed to finance technical assistance activities.

208 These factors are the subject of two draft resolutions (proposals 015 and 016) which Congress is requested to consider and adopt if it endorses the ideas put forward in these drafts.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 18.1/Annex 1

Machinery of UPU technical assistance

a Introduction

1 The purpose of technical cooperation it to improve conditions in developing countries through close collaboration by all parties concerned: agencies and countries supplying technical assistance, beneficiary countries and agencies responsible for carrying out technical assistance projects.

2 Technical assistance depends on the initiative of the countries requiring it, on their desire for development and on the psychological and material effort they exert to that end. That is the only basis on which assistance can produce satisfactory results.

b Forms of UPU technical assistance

3 UPU member countries can obtain technical assistance through various forms of technical cooperation, the main ones being:
- the United Nations Development Programme (UNDP);
- the UPU's own resources, which at present consist of
  - the regular budget of the UPU, and
  - the UPU Special Fund (UPU/SF);
- bilateral technical assistance programmes.

4 The UNDP is still the main source of funding for the UPU's technical assistance programme. The UPU's own resources are used for needs not covered by the UNDP.

5 The main elements of UPU technical cooperation are the provision of experts' or consultants' services, training fellowships and equipment (mostly demonstration or training equipment). UPU consultants' missions are short-term only (two or three months at the most). Because of its modest resources, the UPU/SF is used mainly to finance training fellowships and teaching equipment.

c UNDP

6 As the specialized agency for postal matters, the UPU is the executing agency for UNDP postal projects.

7 UNDP, which is supervised by the United Nations General Assembly and its Economic and Social Council (ECOSOC), consists of three bodies: a the Governing Council, comprising 48 countries; b the Secretariat, under an Administrator; and c the local services of the Resident Representatives, who represent the UNDP Administrator and are assigned, in principle, to each of the developing countries.

8 As most of the projects financed by UNDP are implemented by the specialized agencies and other United Nations organizations, the latter contribute to the formulation of UNDP policy. This is done in the Inter-Agency Consultative Meetings, composed of the representatives of organizations and chaired by the UNDP Deputy Administrator.

9 The UNDP's funds for financing technical assistance activities consist of voluntary contributions by United Nations member countries. They are allocated to the developing countries for their country projects (about 81% of the total amount) every five years (programming cycle) on the basis of the indicative planning figures (IPF), and are also used for regional, interregional and global programmes (about 19% of the total).

10 The current programming cycle covers the period from 1 January 1982 to 31 December 1986. The total IPF set aside for this five-year period is 4862 million US dollars. The decline in voluntary contributions since 1981 has forced the UNDP to limit its expenditure for the period in question to 55% of the IPF, ie 2674 million dollars. Based on this lower figure, the authorized budget for 1983 is 668 million and for 1984, 655 million US dollars.

11 It should be pointed out that in allocating available resources, UNDP is increasingly giving priority to disadvantaged countries (least developed countries (LDC), landlocked or island countries, and countries that are most seriously affected by economic crisis or natural disasters).

12 The use of IPF is determined by the Government of the beneficiary country, and for that purpose it draws up, in collaboration with the Resident Representative, a country programme for submission to and approval by the UNDP Governing Council. The country programme is further developed by the national coordinating body (generally the Ministry of Planning) on the basis of the objectives and priorities chosen by the Government for national development.

13 At this stage, it is up to postal administrations to contribute actively towards establishing the programme and to have postal service development needs included among priority areas, since the postal service plays a vital role in a country's economic and social development. The UPU is also prepared to provide assistance in this field.

14 After the programmes have been approved, their components form the basis for government planning of individual projects, in cooperation with the Resident Representative and the specialized agencies concerned; all projects must be subject to approval binding the Government, the UNDP and the executing agency. In order to make the system more flexible, provision is made for periodical revisions of the programme, when certain projects can be changed or cancelled or others included in the programme.

15 Therefore, even if postal needs are not included in the country programme, postal administrations can obtain postal projects, provided they are able to convince the national authorities concerned of the need for UNDP assistance in developing their postal services. The UPU provides assistance to the postal administrations in drawing up postal projects, when it has sufficient information on the situation in their services.

16 With regard to intercountry activities, a new policy adopted in 1977 by the United Nations General Assembly and directed at restructuring the economic and social sectors of the UN system has strengthened the role of the regional economic commissions to enable them to play a more active part in operational activities for the development of their respective regions. Moreover, plans were made to encourage the collective participation of the countries in each region in identifying and initiating regional projects and in determining priorities for the regional programmes. Within this context, the UNDP begins by consulting the governments and regional bodies concerned (particularly the regional economic commissions) in order to identify regional development priorities before drawing up, in cooperation with the international organizations, regional programmes which meet these priorities. The resultant regional programmes, and the regional projects derived from them, are then subjected to the same kind of formal approval as the country programmes and projects. Consequently, in order to have technical assistance for the postal services included in the regional programmes, it has become as necessary as in the case of the country programmes for postal administrations to make more vigorous approaches to their relevant national authorities.

17 The UPU, as executing agency for UNDP postal projects, acts as intermediary in relations between UNDP and the countries or groups of countries, and gives the UNDP the necessary technical and administrative support. Like all the other specialized agencies, the UPU receives a contribution from UNDP towards its administrative expenses. This is the reimbursement for overheads (also known as support costs), which is 13% of the total annual cost of projects carried out by an agency. In addition, UNDP grants the UPU, under the new system of reimbursing costs applied since 1982, a supplementary amount, referred to as "flexibility", for the benefit of smaller agencies whose total bill for UNDP projects does not exceed 15 million US dollars per year. For the UPU, whose annual total for UNDP projects is less than 5 million dollars, these two factors taken together (the 13% and the "flexibility") may amount to 22% of expenditure on the projects executed.

d UPU's own resources (UPU budget and UPU/SF)

18 The Rio de Janeiro Congress authorized more flexible use of the budgetary credits relating to UPU consultants' missions to make it possible for them to finance fellowships and equipment normally connected with consultants' missions. Congress also decided to increase these credits by 50%. Where the consultants' missions are concerned, mention should be made of the considerable financial contributions accorded by the postal administrations providing consultants, which continue to pay the latter's salaries for the duration of their missions.

19 Under the direction of the Executive Council, the International Bureau also administers the UPU Special Fund. This is financed by voluntary contributions, and its resources are used for instructor-training and specialization fellowships and the supply of training equipment. The UPU Special Fund also has a section for contributions in kind, for which the UPU merely acts as an intermediary between donor and requesting countries.

20 Since 1981, these two funding sources have been used to finance the technical assistance programme under the UPU's own resources, which supplements the shortfall in UNDP assistance. In view of the policy decisions of the Rio de Janeiro Congress, the programme is based on four ideas:
- the incorporation of integrated projects (projects comprising several components such as consultants, fellowships and equipment);
- priority to the most disadvantaged countries;
- selection of priority sectors for each year and each region so as to cover more effectively all the priority sectors defined by Congress;
- support for regional activities in the course of execution.

21 To enable the UPU to prepare the technical assistance programme under its own resources, postal administrations in need of assistance are invited to let the International Bureau know by replying to a circular letter sent out each autumn. The progamme is submitted to the annual session of the Executive Council.

e Other forms of technical assistance

22 In addition to assistance provided direct by one country to another (bilateral aid), there are other forms of technical assistance that operate through the UPU. These are:
- technical assistance under funds deposited with the UPU (Funds-in-Trust):
  - by beneficiary countries (technical assistance against payment (TAP));
  - by countries providing associate experts;
  - by the World Bank and other international organizations;
- assistance provided by certain countries through the UPU, for the purpose of financing urgent projects not adopted by the UNDP or by the UPU's own resources (multibilateral assistance);
- assistance offered by certain countries, for which the UPU merely acts as an intermediary between donor and beneficiary countries (technical assistance in kind (TAK)).

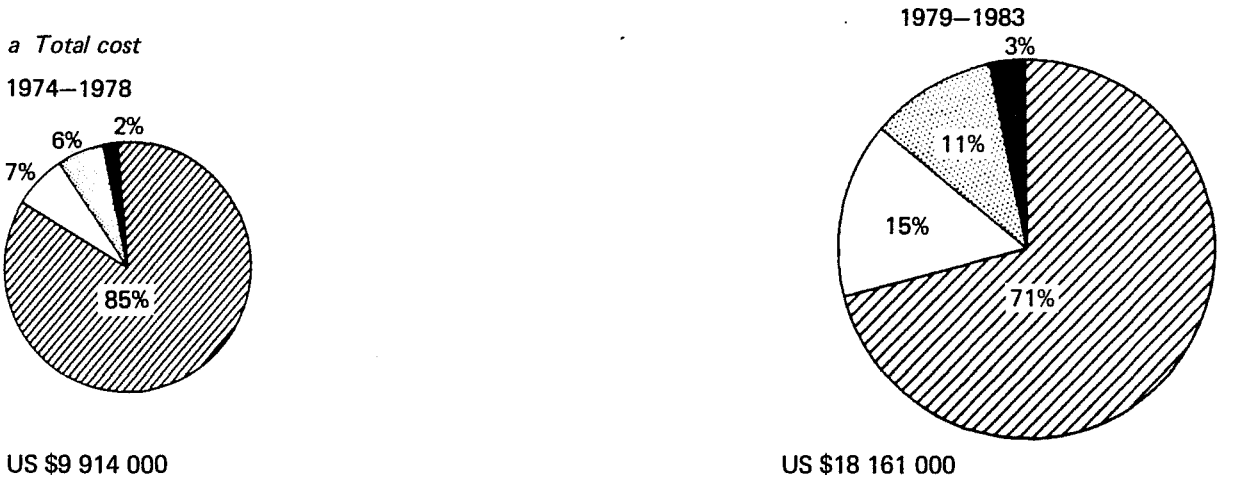
f Conclusions

23 In conclusion, attention should be drawn to the essential role played by the receiving countries in technical assistance. They are asked not only to estimate needs and set priorities, but also to provide national personnel who will work together with the international staff, to use their officials who were trained on fellowships to the best possible advantage and to draw maximum benefit from the assistance received for the purpose of achieving technical self-reliance at national level. Technical cooperation among developing countries (TCDC) has opened new perspectives for the various groups of developing countries by helping them to achieve collective self-reliance through mutual aid.

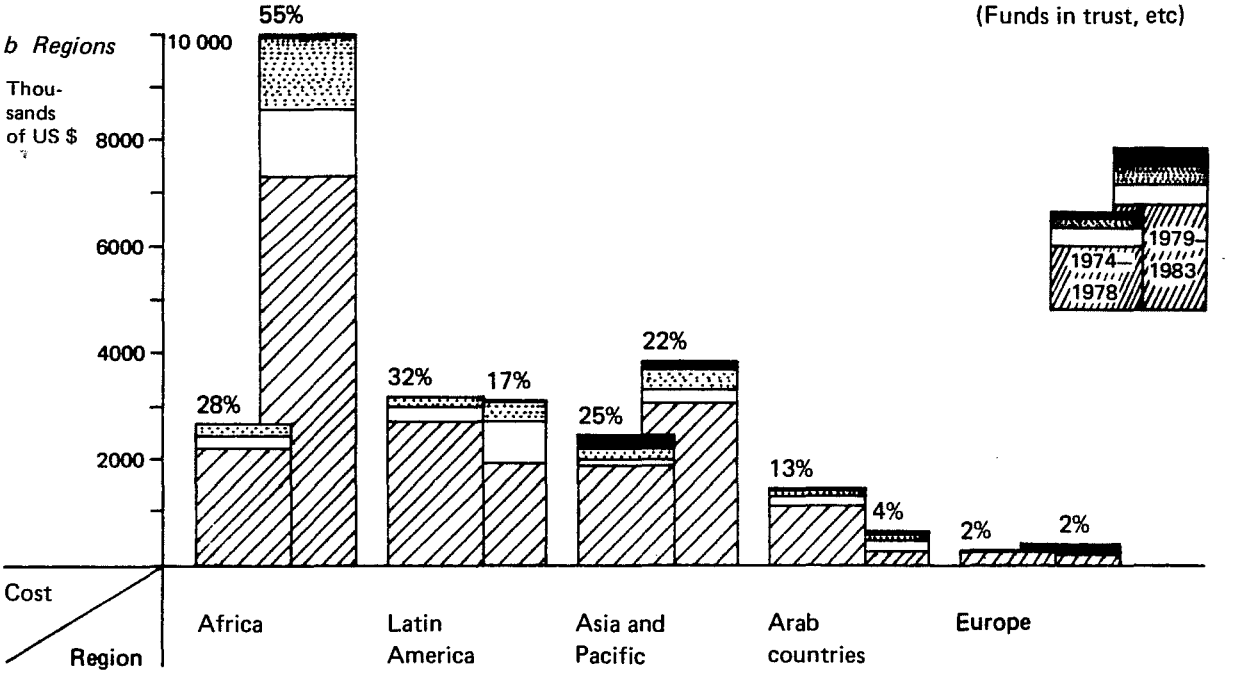
Congress – Doc 18.1/Annex 2

Results of UPU technical assistance (charts)

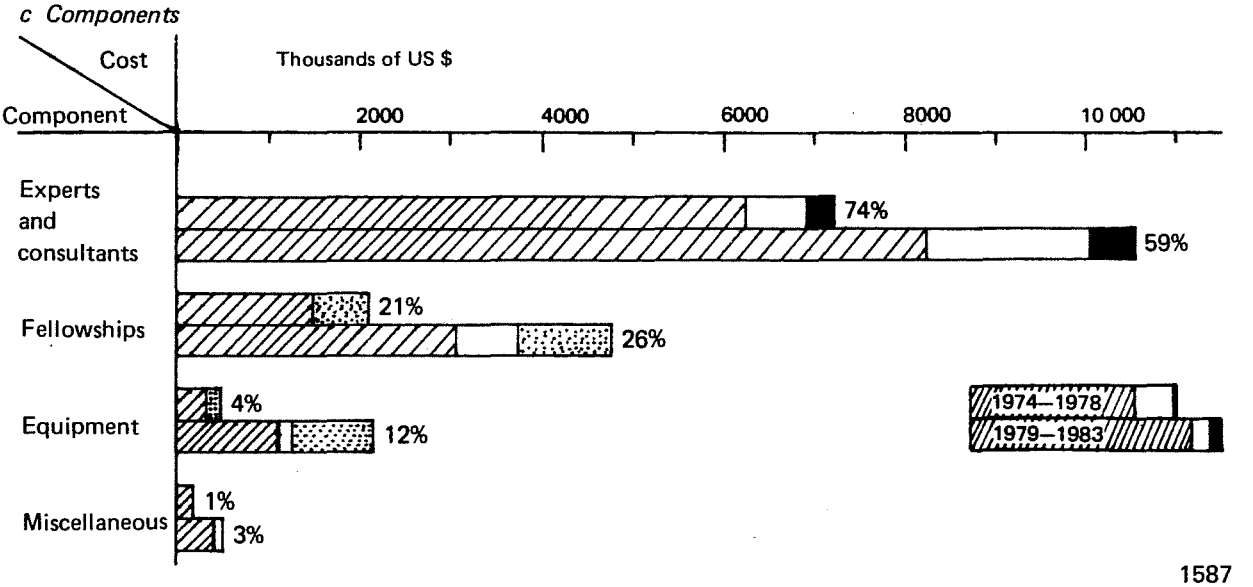
a Total cost



b Regions



c Components



Breakdown of UPU technical assistance by receiving countries and regions *Table 1*

Receiving countries or regions	UNDP						UPU/SF in cash[1]				UPU Budget			
	1974–1978			1979–1983			1974–1978		1979–1983		1974–1978	1979–1983		
	Experts	Fellow-ships	Equip-ment	Experts	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Specialists and consultants	Consul-tants	Fellow-ships	Equip-ment
Africa														
Angola	4	2	M	7	1	M			2		1	3		
Benin					3	M	4		9		3	6	5	
Botswana		5			1		5		2		4	1	5	M
Burundi		3		7	34	M	2		3		2	2	4	
Cameroon	4						1				1	2	1	
Cape Verde				7	1	M	1		1		1	2	3	
Central African Republic		3		3	8	M	5		5		2	3	6	
Chad		4			5		5		7		2		2	
Comores							2		4		1	3	6	M
Congo (People's Rep)		3			22		2		5		2	3	3	
Equatorial Guinea				5	12	M					1	2		
Ethiopia	2	14	M		17		4	M	6		1	9	5	M
Gabon					1		2		4		3	3		
Gambia		2					1		5		3	3	5	M
Ghana		2					1		6		2	1	3	
Guinea	1	10	M	4	14	M	1		6		1	4	4	M
Guinea-Bissau	2	9	M				1		3			1	1	M
Ivory Coast (Rep)		11		5	22		2		2		2	7		
Kenya		3					1		4		1	3	2	
Lesotho		5					3		5		3	2	6	
Liberia	4	3	M	2	39	M	1	M	4		3	2		
Madagascar		1			9		3		2		1	3	5	
Malawi		12			9				1			2	4	M
Mali	1	3			1		3		9		2	5	5	M
Mauritania							5		4		4	2	3	
Mauritius					2	M	1		1				2	
Mozambique							1		7			4	3	M
Namibia							1				1			
Niger		4		7	35	M	5	M	5		1	1	2	
Nigeria	11	9	M	18	32	M		M				2	1	
Rwanda		3		2	9	M	3		4		2	4		
Sao Tome and Principe		1			6	M	1		2		1	2	3	

[1] Including special contributions and earmarked contributions.

Receiving countries or regions	UNDP						UPU/SF in cash				UPU Budget			
	1974–1978			1979–1983			1974–1978		1979–1983		1974–1978	1979–1983		
	Experts	Fellow-ships	Equip-ment	Experts	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Specialists and consultants	Consul-tants	Fellow-ships	Equip-ment
Senegal		4			9		4		4		2	4	2	
Seychelles	1			2	4						1		3	
Sierra Leone		2					1	M	1		2	4	6	
Somalia		4					3		5		3		7	
Swaziland		5					3		1		3	3	3	
Tanzania (United Rep)		4			2		1		5		1	5	8	
Togo		2			2		5		8			3	5	
Uganda		5			1		1		4		1	2	3	
Upper Volta		5		1	3		3	M	8		1	3	7	M
Zaire									4		1	2	3	
Zambia	2	3			2		3		5		3	3	6	
Zimbabwe					2				2				3	
Regional projects	33		M	58	26	M		M		M	8	7		
Subtotal	65	146		128	334		91		166		77	124	146	
America														
Anguilla									1					
Antigua and Barbuda		6							1			4	3	M
Argentina		2					2		1			1		
Bahamas		8							1				1	
Barbados	3	10					2		1	M		1	1	
Belize		11							1					
Bolivia		4					2		3		3	9	5	
Brazil	19	14	M				1							
Cayman Islands		5		2					1			1		
Chile		4					1		2	M	1	2	5	
Colombia	3	3	M				3		1		2	2	4	
Costa Rica		3					2		4		2	4	6	
Cuba		1					2		1				6	
Dominica		7			1				2			3	4	M
Dominican Republic		4					1		1				2	
Ecuador		3					3				2	5	2	
El Salvador	2	8	M				2		3	M	4	2	5	
Grenada		5							1			3	3	M
Guatemala	3	8	M				1		3	M	3	3	5	
Guyana		12							1		1		2	
Haiti	2	15	M	5	1	M	2		5	M	2	4	2	M

Receiving countries or regions	UNDP						UPU/SF in cash				UPU Budget			
	1974–1978			1979–1983			1974–1978		1979–1983		1974–1978	1979–1983		
	Experts	Fellowships	Equipment	Experts	Fellowships	Equipment	Fellowships	Equipment	Fellowships	Equipment	Specialists and consultants	Consultants	Fellowships	Equipment
Honduras (Rep)		8		4			2		2		5	6	2	
Jamaica		5							1			5	1	
Mexico		7					3				2	4	2	
Montserrat		6							1	M		2	3	M
Nicaragua	2	13	M				1		18	M	3	8	4	M
Panama (Rep)		7					1		1		1	2	6	
Paraguay		4							2		3	4	3	
Peru		3					1		1		2	5	2	
Saint Christopher and Nevis		7							1			1	3	
Saint Lucia		7							2			3	1	M
Saint Vincent and the Grenadines		5							1			4	2	M
Suriname				7	6	M					1			
Trinidad and Tobago	3	4							1		1		1	
Turks and Caicos Islands		6							1				1	
Uruguay	6	3	M				2		2		1	3	2	
Venezuela	22	3					1		2			4	3	
Virgin Islands		2							1				2	
Regional projects	26		M	41	165			M	1		4	4		
Subtotal	91	223		59	173		35		71		44	99	94	
Asia and Pacific														
Afghanistan	6	8	M	1			9		3		1			
Bangladesh		14		1	2	M	4		8		1	3	1	
Bhutan	1	27	M	2	20		5	M	2				2	
Brunei									1					
Burma	1		M	4	2	M	1		2					
China (People's Rep)					6							2		M
Democratic Kampuchea							3							
Democratic People's Rep of Korea										M				
Fiji		1			1				2					
India							1		6			1	1	
Indonesia	6	16	M		4		1		5		2	2		
Iran	8		M		1									
Kiribati					1				1					
Korea (Rep)		3					4	M						
Lao People's Dem Rep		2		3	12	M	3		2		1			
Malaysia				2	2	M			3			2		

Receiving countries or regions	UNDP						UPU/SF in cash				UPU Budget			
	1974–1978			1979–1983			1974–1978		1979–1983		1974–1978	1979–1983		
	Experts	Fellow-ships	Equip-ment	Experts	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Specialists and consultants	Consul-tants	Fellow-ships	Equip-ment
Maldives		1					2		2				1	
Mongolian People's Rep										M	1			
Nauru													2	
Nepal	3	10					4		4		1	3	1	
Pakistan		5			1			M			1			
Papua New Guinea		4							4			1	1	
Philippines		1				M	6		7		1	1		
Singapore							1					2		
Solomon Islands									3		1			
Sri Lanka							3	M	4		1	4		
Thailand		2					3		3		3	7		
Tonga									3			2		
Tuvalu					1									
Vanuatu									2					
Viet Nam	4	7	M						2		1			
Western Samoa				1			1							
Regional projects	30		M	43	321	M					3	1		
Subtotal	59	101		57	375		51		69		18	32	9	
Europe														
Bulgaria (People's Rep)		1												
Cyprus			M				3		1		2		1	
Czechoslovakia		2												
Greece	3	12			12						1			
Polish People's Rep		3												
Portugal		4			8						1			
Switzerland (IB)												4		
Turkey	3		M	3	2							1		
USSR												1		
Subtotal	6	22		3	22		3		1		4	6	1	
Arab countries														
Algeria	2	2			1		2		1		1		2	
Bahrain		1					1							

Receiving countries or regions	UNDP						UPU/SF in cash				UPU Budget			
	1974–1978			1979–1983			1974–1978		1979–1983		1974–1978	1979–1983		
	Experts	Fellow-ships	Equip-ment	Experts	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Fellow-ships	Equip-ment	Specialists and consultants	Consul-tants	Fellow-ships	Equip-ment
Djibouti									1			1	2	
Egypt				5	10	M	1	M	3		4	2	4	
Iraq	3	6					2				1			
Jordan	1	14	M	4	9	M	3		4	M	4	2		
Kuwait	1						1				1			
Lebanon					3		4	M	5		1			
Libyan Jamahiriya		2					1						2	
Morocco		14					3		4		2	4		
Oman	3	4					1				1	1		
Qatar		1									1	2		
Saudi Arabia		1									1			
Sudan	5	18	M				3		2		3	1	1	M
Syrian Arab Republic		4					3		2		3	1		M
Tunisia		1					1	M				3		
United Arab Emirates		2									1	2		
Yemen Arab Republic		1					1		1		2	3	2	M
Yemen (People's Dem Rep)	2	5	M				6	M	5	M	2	3	2	M
Regional projects	14		M					M			3			
Subtotal	31	76		10	23		33		27		31	24	14	
Interregional projects				8										
Grand total	252	568		365	927		213		334		174	285	264	

Contributions to UPU technical assistance by donor country and region *Table 2*

Donor country or region	UNDP				UPU/SF in cash				UPU Budget		
	1974–1978		1979–1983		1974–1978		1979–1983		1974–1978	1979–1983	
	Experts' services supplied	Individual Fellows received	Experts' services supplied	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Consultants services supplied	Consultants services supplied	Individual Fellows received
Africa											
Angola				2				7			1
Benin	2		5								
Botswana											3
Cameroon				1							
Cape Verde				1				4			
Congo (People's Rep)			1	3				3	1		
Ethiopia										1	
Gabon				5			25 875				
Ghana			3								
Ivory Coast (Rep)		7		50	3 449	12		43	1	1	1
Kenya		4	2	16		1		15		1	
Liberia					1 250			4			5
Madagascar			5		14 544		11 970			1	
Malawi								9			
Mali										1	
Mauritania					[2]		1 810				
Niger				3	1 030						
Nigeria			1	6	19 678		14 802	5			
Senegal			5	6	21 915		7 860	3		2	
Somalia					[2]		1 810				
Swaziland				1							
Togo		2	1	13				9	1		4
Upper Volta	1			2	4 751		3 000				
Zambia						1					
Subtotal	3	13	23	109	66 617	14	67 127	102	3	7	14
America											
Argentina	16	3	4		52 200		78 600		1	8	
Barbados	1		3		7 600		5 419				
Bolivia							2 340				
Brazil			6	2						4	1

Donor country or region	UNDP				UPU/SF in cash				UPU Budget		
	1974–1978		1979–1983		1974–1978		1979–1983		1974–1978	1979–1983	
	Experts' services supplied	Individual Fellows received	Experts' services supplied	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Consultants services supplied	Consultants services supplied	Individual Fellows received
Canada		7	4	3		1					
Chile	2									2	
Colombia	3		2		31 000		4 000		2	3	
Costa Rica		30									
Cuba	2		3							1	
Ecuador					667						
Grenada		1									
Guadeloupe (France)		1									
Guyana			1							4	
Haiti								1			
Jamaica	1		1		2 838		995			1	
Martinique (France)		1									
Mexico		2								1	
Nicaragua								1			
Peru	1		5						2	2	
Saint Lucia		1								6	
Trinidad and Tobago			1								
United States of America	7	12	2	4		2			1		
Venezuela					19 003		103 260			1	
Subtotal	33	58	32	9	113 308	3	194 614	2	6	33	1
Asia and Pacific											
Australia	9	9	5	3		2		1	3	7	
Bangladesh	2		6								
China (People's Rep)								4			
India	25	4	33	2		7		1	14	27	
Indonesia			1		18 788		18 319				
Japan	9	3		1	62 335	3	65 000	1	5		
Korea (Rep)							16 991			1	
New Zealand		8									
Pakistan	10		11		10 000		10 000			5	
Philippines			1								
Sri Lanka			2								
Thailand		11		20	15 660	13	24 709	6			5
Subtotal	55	35	59	26	106 783	25	135 019	13	22	40	5

Donor country or region	UNDP				UPU/SF in cash				UPU Budget		
	1974–1978		1979–1983		1974–1978		1979–1983		1974–1978	1979–1983	
	Experts' services supplied	Individual Fellows received	Experts' services supplied	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Consultants services supplied	Consultants services supplied	Individual Fellows received
Europe											
Austria						1	20 000	1			
Belgium	12	25	4			1		2	4	2	
Cyprus					2 661		4 250				
Czechoslovakia				3							
Denmark								1	1		
Finland				2				2	1	1	
France	55	75	68	94	180 000	28	180 000	11	32	77	15
German Dem Rep	1		2	18				5	1	4	1
Germany, Fed Rep of	16	31	8	16		5		2	5	7	
Great Britain	35	87	26	35		25		29	10	14	3
Hungarian People's Rep				2				1			
Ireland	8	4	7			2	25 880		2	4	
Italy		1						1			1
Malta					1 537		2 434				
Netherlands	3	16	8	8	204 666	4	240 186	2	2	3	3
Norway		2						1	1	2	
Portugal	4		7							1	
Spain	6	2	6	11	41 230	5	51 568	4	4	1	3
Sweden	3	1	2	1				1	1	4	
Switzerland	4	19	4	7		2	130 000	1	2		1
Turkey					13 342					1	
USSR		1							1		
Yugoslavia					20 000		50 000			1	1
Subtotal	147	264	142	198	463 436	73	704 318	64	67	122	28
Arab countries											
Algeria					2 042[2]		20 193				
Bahrain					[2]		2 715				
Egypt	12	1			[2]	1	8 574		1	2	
Iraq					14 936[2]		21 505				
Jordan					3 899[2]		2 715	1			
Kuwait					7 282[2]		49 803				
Lebanon					[2]		1 810[1]				
Libyan Jamahiriya					2 199[2]		31 412				
Morocco			2	2	7 225		19 719	1	4	4	

Donor country or region	UNDP				UPU/SF in cash				UPU Budget		
	1974–1978		1979–1983		1974–1978		1979–1983		1974–1978	1979–1983	
	Experts' services supplied	Individual Fellows received	Experts' services supplied	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Amount of contributions in Sfr	Individual Fellows received	Consultants services supplied	Consultants services supplied	Individual Fellows received
Oman							2 715				
Qatar					26 400		82 867				
Saudi Arabia					4 345[2]		29 504				
Sudan						2	4 071				
Syrian Arab Republic		3			[2]		4 071[1]	8			
Tunisia				1	2 382[2]		4 071[1]		1	2	
United Arab Emirates					[2]		62 443[1]				
Yemen Arab Republic							3 022				
Yemen (People's Dem Rep)					734[2]		2 715				
UPA					141 081		11 235				
Subtotal	12	4	3	5	212 525	3	365 160	10	6	8	
Total	250	374	259	347	962 669	118	1 466 238	191	104	210	48
Belgium					1 269 024[4]		1 397 273[4]				
Germany, Fed Rep of					261 669[3]		63 000[3]				
Great Britain							432 455[5]				
Switzerland					22 000[4]		8 767[4]				
Private donation					335						
Subtotal					1 553 028		1 901 495				
Grand total	250	374	259	347	2 515 697	118	3 367 733	191	104	210	48

[1] Contribution for 1979 included in that of UPA.
[2] Contribution included in that of UPA, possibility over and above that paid direct to the International Bureau.
[3] Contributions earmarked for specific projects.
[4] Special contribution.
[5] Contributions in kind.

Other technical cooperation programmes

A Technical assistance against payment: Saudi Arabia.
B Associate experts supplied by: Germany, Fed Rep of, Japan.
C Multibilateral assistance: Germany, Fed Rep of.
D Consultants' missions under International Programme for the Development of Communication: UNESCO.
F Consultants' missions financed by the World Bank.

Intercountry training courses, study cycles and technical meetings held by the UPU or with its assistance (1979–1983) *Table 3*

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
A. Regular training courses[1]							
Gloucester (Great Britain)	1979–1981, 1983	Instructor training	UNDP, UPU/SF and bilateral assistance	32	6	8	–
Evry (France)	1979, 1981, 1983	Instructor training	UNDP, UPU/SF, UPU budget and bilateral assistance	32	11	4	3
Subtotal				64	17	12	3
B. Special training courses							
Castries (Saint Lucia)	2 July to 10 August 1979	Course for operational staff	UNDP	16	10	–	–
Kingston (Jamaica)	16 July to 7 September 1979	Higher postal management course	UNDP	7	3	–	–
New Delhi (India)	23 July to 14 September 1979	Postal organization and planning	UNDP	10	10	–	–
Suva (Fiji)	30 July to 24 August 1979	Course for operational staff	UNDP	13	7	–	–
Buenos Aires (Argentina)	20 August to 5 October 1979	Organization of the parcel-post service	UNDP	27	10	–	–
Apia (Western Samoa)	3 to 28 September 1979	Course for operational staff	UNDP	8	7	–	–
San José (Costa Rica)	3 September to 2 October 1979	Postal instructors' refresher course	Germany, Fed Rep of (UPU/SF)	15	–	13	–
Castries (Saint Lucia)	10 September to 30 November 1979	Course for supervisors	UNDP	10	9	–	–
Buenos Aires (Argentina)	15 October to 29 November 1979	Routeing and principles of postal coding	UNDP	23	10	–	–
New Delhi (India)	12 November to 22 December 1979	Management and operations	UNDP	11	11	–	–
Manila (Philippines)	7 January to 6 February 1980	Instructor training	UNDP	19	11	–	–
Lagos (Nigeria)	28 January to 1 February 1980	Seminars for postal controllers	UNDP	20	20	–	–

[1] Except for regular courses held under UNDP regional projects or in regional training centres.

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
Bandung (Indonesia)	31 March to 30 April 1980	Statistics, planning and development	UNDP	19	18	–	–
New Delhi (India)	9 April to 17 May 1980	Management and organization of operational services	UNDP	14	14	–	–
St John's (Antigua)	15 April to 30 May 1980	Course for operational staff	UNDP	18	15	–	–
Kingston (Jamaica)	17 June to 16 September 1980	Supervisors' course	UNDP	14	9	–	–
Bangkok (Thailand)	7 July to 6 August 1980	Mail routeing and delivery	UNDP	19	11	–	–
Buenos Aires (Argentina)	20 August to 3 October 1980	Special Drawing Rights	UNDP	25	9	–	–
Nairobi (Kenya)	1 September to 28 November 1980	Postal instructor-training	UNDP and UPU/SF	13	3	5	–
Lomé (Togo)	8 September to 7 November 1980	Postal routeing	UNDP and UPU/SF	26	7	5	–
Mindelo (Cape Verde)	10 September to 9 December 1980	Postal instructor-training	UNDP and UPU/SF	9	1	4	–
Kingston (Jamaica)	16 September to 15 November 1980	Higher postal management	UNDP	14	8	–	–
Luanda (Angola)	22 September to 15 November 1980	Postal routeing and delivery	UNDP and UPU/SF	18	2	3	–
Lagos (Nigeria)	10 October to 9 December 1980	Postal routeing	UNDP and UPU/SF	23	6	5	–
Buenos Aires (Argentina)	15 October to 28 November 1980	Organization of the parcel-post service	UNDP	24	10	–	–
New Delhi (India)	3 to 29 November 1980	Postal instructor-training	UNDP	8	8	–	–
Kuala Lumpur (Malaysia)	3 November to 3 December 1980	Economic and rational management of postal services	UNDP	20	20	–	–
New Delhi (India)	2 to 28 February 1981	Teaching techniques	UNDP	12	12	–	–
Singapore	2 February to 4 March 1981	Monetary articles services	UNDP	20	20	–	–
New Delhi (India)	23 March to 25 April 1981	Management and organization of operational services	UNDP	13	13	–	–
Suva (Fiji)	4 to 29 May 1981	Course for junior-grade staff	UNDP	15	10	–	–

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
Abidjan (Ivory Coast)	4 May to 31 July 1981	Instructor training	UNDP and UPU/SF	20	8	5	–
Manila (Philippines)	25 May to 18 July 1981	Postal organization and planning	UNDP	14	14	–	–
Port-au-Prince (Haiti)	29 June to 31 July 1981	Postal training	UPU/SF	25	–	5	–
Castries (Saint Lucia)	29 June to 7 August 1981	Course for operational staff	UPU budget	13	–	–	10
Managua (Nicaragua)	6 to 25 July 1981	Reorganization of postal services	UPU/SF	17	–	17	–
Suva (Fiji)	10 August to 4 September 1981	Course for junior-grade staff	UNDP	8	8	–	–
Buenos Aires (Argentina)	20 August to 5 October 1981	Mail-processing centres	UNDP	30	9	–	–
New Delhi (India), Thailand, Malaysia, Australia	15 September 1981 to 14 February 1982	Training consultant-specialists for TCDC in mail circulation	UNDP	6	6	–	–
New Delhi (India), Bangladesh, Sri Lanka, Australia	15 September 1981 to 14 February 1982	Training consultant-specialists for TCDC in parcel post	UNDP	5	5	–	–
Dresden (German Dem Rep)	17 September to 14 October 1981	Interregional training course for postal instructors	UNDP	12	12	–	–
Port Moresby (Papua New Guinea)	5 October to 27 November 1981	International mail accounting	UNDP	15	11	–	–
Buenos Aires (Argentina)	15 October to 27 November 1981	Higher postal specialization in organization of philatelic services	UNDP	21	10	–	–
Niamey (Niger)	1 February to 28 March 1982	International money orders	UNDP and UPU budget	15	3	–	8
Nairobi (Kenya)	1 to 28 March 1982	International money orders	UNDP and UPU budget	16	2	–	9
Dakar (Senegal)	30 May to 15 July 1982	Refresher training for postal instructors	UNDP, UPU/SF and UPU budget	14	1	3	5
New Delhi (India), China (People's Rep), Japan, Thailand	28 June to 16 October 1982	Training of consultant-specialists for TCDC in operational statistics	UNDP	6	6	–	–

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
New Delhi (India), Philippines, Japan, Thailand	28 June to 16 October 1982	Training of consultant-specialists for TCDC in postal management and postal planning	UNDP	6	6	–	–
Kingston (Jamaica)	12 July to 10 September 1982	Supervisors' course	UPU budget	15	–	–	10
San José (Costa Rica), Venezuela,	16 August to 10 December 1982	Training of consultant-specialists for TCDC in international postal accounting	UPU budget and PUAS	6	–	–	6
Dakar (Senegal)	20 September to 13 November 1982	Training of postal planners	UNDP and UPU/SF	18	4	8	–
Ouagadougou (Upper Volta)	7 February to 5 March 1983	Postal statistics	UNDP and UPU budget	23	2	–	13
Suva (Fiji)	1 to 29 July 1983	Mail processing	UNDP	10	10	–	–
India, Papua New Guinea, Pakistan, New Zealand	16 August to 10 December 1983	Training of consultant-specialists in rate fixing and international accounting and in postal financial services	UNDP	10	10	–	–
Panama, Colombia	1 September to 30 November 1983	Training of consultant-specialists in postal statistics	UPU budget	6	–	–	6
Dresden (German Dem Rep)	4 September to 3 October 1983	Instructor training	UNDP and UPU/SF (GDR)	14	5	4	–
Addis Ababa (Ethiopia)	15 September to 4 November 1983	Training of postal planners	UPU budget	15	–	–	7
Subtotal				863	436	77	74
C. Study cycles							
China (People's Rep)	16 April to 6 May 1979	Organization and functioning of the rural post in China	UNDP	15	15	–	–
China (People's Rep)	13 October to 2 November 1980	Rural post in China	UNDP and UPU/SF	18	13	4	–
Monrovia (Liberia)	11 to 22 May 1981	Postal legislation and regulations	UPU/SF and UPU budget	14	–	4	5

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
Lomé (Togo)	18 to 30 May 1981	Postal legislation and regulations	UNDP, UPU/SF and UPU budget	25	5	4	4
Toulouse (France)	18 May to 14 June 1981	Postal training services	UNDP and UPU budget	5	1	–	4
Luanda (Angola)	15 to 28 July 1981	Postal legislation and regulations	UPU/SF and UPU budget	13	–	4	1
Ndola (Zambia)	19 April to 8 May 1982	Public relations and marketing	UPU budget	15	–	–	11
Rabat (Morocco)	23 August to 11 September 1982	International accounting, transit charges and terminal dues	UNDP and UPU/SF	20	2	10	–
Quito (Ecuador)	11 to 23 October 1982	Postal management	UPU/SF	22	–	14	–
Cairo (Egypt)	13 to 23 June 1983	Planning of staff requirements and postal training activities	UPU/SF	7	–	7	–
Mbabane (Swaziland)	20 June to 8 July 1983	International accounting, transit charges and terminal dues	UNDP and UPU budget	22	1	–	8
Libreville (Gabon)	4 to 23 July 1983	Public relations and marketing	UNDP and UPU budget	18	5	–	7
China (People's Rep)	1 to 15 November 1983	Postal services in medium-sized towns	UNDP	15	15	–	–
Subtotal				209	57	47	40
D. Technical meetings							
Lima (Peru)	7 to 13 May 1979	Meeting for information and further training	UNDP	14	12	–	–
Guatemala (Guatemala)	14 to 20 May 1979	Meeting for information and further training	UNDP	15	10	–	–
San José (Costa Rica)	17 to 22 March 1980	Meeting for information and further training	UNDP	21	12	–	–
Lima (Peru)	2 to 7 June 1980	Counterparts' meetings	UNDP	21	16	–	–
Yaoundé (Cameroon)	21 to 26 September 1981	Mail circulation in Africa	UNDP	59	18	–	–
Lima (Peru)	28 September to 9 October 1981	Sorting and transit centres	UPU budget	24	–	–	14
Bogotá (Colombia)	2 to 14 November 1981	Postal management	UPU budget	16	–	–	16

Place	Period	Theme	Financed by	Number of participants	Number of fellowships		
					UNDP	UPU/SF	UPU budget
Gaborone (Botswana)	23 November to 6 December 1981	Organization of sorting centres	UPU budget	4	–	–	3
Khartoum (Sudan)	30 November to 11 December 1981	Organization of sorting centres	UPU budget	3	–	–	2
Addis Ababa (Ethiopia)	13 to 22 January 1982	Postal legislation and regulations	UPU budget	18	–	–	7
Lomé (Togo)	26 January to 4 February 1982	Postal legislation and regulations	UNDP and UPU budget	18	2	–	10
Saint Vincent and the Grenadines	2 to 5 February 1982	Meeting of Post-masters-General	UPU budget	14	–	–	8
Luanda (Angola)	10 to 19 February 1982	Postal legislation and regulations	UPU budget	12	–	–	4
Conakry (Guinea)	5 to 16 July 1982	Organization of sorting centres	UPU budget	4	–	–	3
Barbados	30 May to 4 June 1983	Meeting of PMGs	UPU/SF	16	–	16	–
Paris (France)	20 June to 8 July 1983	Colloquium for postal training managers	UNDP and UPU/SF	20	3	8	–
Cochabamba (Bolivia)	14 to 26 November 1983	Internal routeing at the Sacaba Postal School	UPU budget	16	–	–	16
Subtotal				295	73	24	83
Total				1431	583	160	200

Technical assistance in kind 1979–1983 according to the information received by the International Bureau *Table 4*

Donor countries	1979	1980	1981	1982	1983
a UPU Special Fund (contributions in kind)					
China (People's Rep)					15 residential fellowships for the November 1983 study cycle
Finland			Reconditioned postal equipment to 7 countries (Bangladesh, Bhutan, Comoros, Ethiopia, Lesotho, Yemen Arab Rep and Yemen People's Dem Rep)		Reconditioned postal equipment to 7 countries (Botswana, Ethiopia, Gambia, Upper Volta, Maldives, Mali, Somalia)
Great Britain	4 fellowships for courses in Great Britain (Burma, India, St Lucia, Syrian Arab Rep)	4 fellowships for the postal management course at Rugby (India, Liberia (2), Egypt)	4 fellowships for courses in Great Britain (Bangladesh, Ghana, Syrian Arab Rep, Tonga)	4 fellowships for the postal management course at Rugby (Dominica, Egypt, Malaysia, Malawi)	4 fellowships for the postal management course at Rugby (Bhutan, Gambia, Ghana, India)
Switzerland			1 fellowship for the instructors' course at Nairobi (Lesotho)		1 fellowship for the instructors' course at Nairobi (Lesotho)
b Technical assistance in kind (bilateral)					
Argentina					One 1-month consultant's mission (Honduras (Rep))
Australia					$A 60 000 made available to the APPTC, Bangkok, for financing fellowships and a 6-month consultant's mission for Papua New Guinea
Belgium				10 fellowships for group training (3 months) in Brussels (Benin, Cameroon, Upper Volta, Indonesia, Mali, Niger, Senegal, Thailand, Togo, Zaire)	9 felowships for a 3-month course in Brussels (Morocco, Tunisia, Senegal, Benin, Mali, Niger, Upper Volta, Zaire, Thailand)

Donor countries	1979	1980	1981	1982	1983
Brazil	3 fellowships (without travel) for the higher course in postal administration in Brasilia from June 1979 to July 1981 (Bolivia, El Salvador, Honduras (Rep))	11 fellowships (without travel) for the higher course in postal administration in Brasilia from August 1980 to December 1982 (Venezuela (2), Guinea-Bissau (2), Costa Rica (2), El Salvador (1), Bolivia (1), Honduras (Rep) (2), Uruguay (1))	2 fellowships (without travel) for the higher course in postal administration in Brasilia from August 1981 to December 1983 (Angola, Colombia)	5 fellowships (without travel) for the higher course in postal administration in Brasilia from August 1982 to January 1985 (Congo, (People's Rep), Venezuela, El Salvador, Ecuador, Panama (Rep))	10 fellowships (without travel) for the higher course in postal administration in Brasilia from August 1983 to December 1985 (Congo (People's Rep), Zambia, Liberia, Haiti, Zaire, Suriname, Bolivia, Ecuador, Panama (Rep) (2))
					8 fellowships for the specialization course in inspection (Bolivia, Costa Rica, Guatemala, Mexico, Paraguay, Angola (2), Cape Verde)
					10 fellowships for the supervision course (Angola, Chile, Mozambique, Ecuador, Cape Verde (2), Mexico, Guinea-Bissau, Costa Rica, Bolivia)
					21 fellowships for the "SUBIN" course (Suriname, Jamaica, Chile, Venezuela, Guyana, Ecuador, Nicaragua, Mexico, Uruguay, Argentina (2), Peru, Kenya, Tanzania (United Rep), Zambia, Algeria, Angola, Mozambique, Trinidad and Tobago, Paraguay (2))
Czechoslovakia				5 three-month fellowships for Viet Nam	6 one-month fellowships for Cuba
Egypt		3 to 6 six-week fellowships in statistics, postal organization, money orders and savings bank			

Donor countries	1979	1980	1981	1982	1983
Finland					16 fellowships including 12 (without travel) for 8 weeks (Botswana, Egypt, Ethiopia, Ghana, Kenya, Malawi, Nepal, Philippines (2), Sudan, Tanzania (United Rep) (2), Thailand, Viet Nam, Zambia, Yemen Arab Rep)
France				96 fellowships to 29 countries (Algeria, Benin, Brazil, Burundi, Cameroon, Central African Rep, China (People's Rep), Congo (People's Rep), Ivory Coast (Rep), Egypt, Ethiopia, Gabon, Greece, Haiti, Upper Volta, India, Indonesia, Libyan Jamahiriya, Japan, Madagascar, Morocco, Mexico, Niger, Portugal, Rwanda, Syrian Arab Rep, Czechoslovakia, Togo, Turkey)	166 months of fellowships for training in France to the following countries: Algeria, Brazil, Cameroon, Central African Rep, Chad, Congo (People's Rep), Gabon, Ivory Coast (Rep), Madagascar, Morocco, Togo, Tunisia, Upper Volta Equipment (206 330 French francs) to the following countries: Chad, Guinea, Lebanon, Madagascar, Turkey 36 short experts' missions and 17 long experts' missions
Germany, Fed Rep of					Two 17-month fellowships (Ethiopia)
India	6 fellowships for 3-month group training (Cyprus, United Arab Emirates, Kenya, Maldives, Nepal, Somalia)	6 three-month fellowships for a middle-grade staff training course	6 three-month fellowships for a middle-grade staff training course	6 twelve-week fellowships for a course for middle-grade staff (Bangladesh, Ethiopia, Somalia, Botswana, Nepal (2))	6 twelve-week fellowships for a middle-grade staff training course
Iraq				1 two-week course in international relations (United Arab Emirates)	
Kuwait				3 three-month courses (Yemen (People's Dem Rep)) 1 one-month fellowship (United Arab Emirates) Equipment (Lebanon)	

Donor countries	1979	1980	1981	1982	1983
Netherlands	15 fellowships (without travel) for each of 2 sessions of group training in Rotterdam For the first session: (Saudi Arabia (2), Bahrain, Bangladesh, Cyprus, Jordan (2), Kenya, Liberia (2), Nigeria (2), Uganda (2))	Fellowships (without travel) for 2 sessions of group training in Rotterdam	Thirty fellowships (without travel) for 2 sessions of group training in Rotterdam	Fellowships (without travel) for group traning (Gulf countries) and 2 group training courses (other countries) in Rotterdam	Fellowships (without travel) for group training in Rotterdam
Pakistan			3 three-month fellowships (Nigeria, Syrian Arab Rep, Liberia)	33 fellowships over recent years (Botswana, Gambia, Indonesia, Iraq, Jordan, Kuwait, Lesotho, Liberia, Nepal, Nigeria, Sudan, Yemen (People's Dem Rep) Sri Lanka, Sierra Leone, Syrian Arab Rep, Tanzania (United Rep))	2 three-month fellowships (Nigeria)
Spain				1 expert's mission and operational and teaching equipment (Ethiopia) Six-month experts' missions in money orders, inspection and postal equipment (Equatorial Guinea). Teaching equipment to 8 countries (Mauritania, Nigeria, Senegal, Tanzania (United Rep), Egypt, Bangladesh, India, Sri Lanka)	6 two-month fellowships and operational equipment (Ethiopia) 3 six-week fellowships for APTU (Mali, Niger and Chad) 1 consultant for one month (Ethiopia) 2 experts (each 3 months) and operational equipment (Equatorial Guinea) 3 experts (2 months each) (Venezuela)

Donor countries	1979	1980	1981	1982	1983
Switzerland				7 fellowships for the 3-month group training course (French-speaking countries of Africa)	10 fellowships for the higher personnel management course (8 weeks) (African countries)
				9 fellowships for the higher business management course (7 weeks) (Third World countries)	10 fellowships for the international postal service course (3 months) (African countries)
					8 fellowships for the three-month instructor training course (Guinea, Mali, Central African Rep, Niger, Congo (People's Rep), Mauritania, Upper Volta)
					Fellowships for the EMS (HIPS) Brazzaville, and minor equipment to some administrations

Congress – Doc 18.1/Add 1

Management training

Secretary-General's report

1 In Congress – Doc 18.1, part 3, "Prospects and programme of action", the Executive Council proposed that the rationalization of management be the primary objective for the 1985–1989 period; this suggestion will perhaps be adopted. Considering that the attainment of this objective depends in large part on the calibre of the human resources available to the postal administrations, it seemed appropriate to prepare the present addendum to doc 18.1, "UPU technical assistance", with a view to describing the overall problem of management training for postal personnel.

2 This description will of course be only an outline which no doubt will merely give rise to an exchange of views, as the implementation of the general ideas agreed on must be discussed in depth by the Executive Council when the annual UPU technical assistance programmes are submitted.

I. Justification of management training

3 Management training for higher officials of the postal services was already mentioned, although briefly it is true, in the study of a proposal which was made by Poland and supported by Belgium, and which was adopted by the Management Council of the Consultative Committee for Postal Studies at its October 1961 session in Tokyo. This resolution dealt with the "organization by the International Bureau of a Higher School of Posts". It was clearly indicated in the report prepared to this effect for the Vienna Congress (Doc 9, item 2) that the intent was not only to train higher officials in purely professional methods and techniques but also to give them solid basic knowledge about a number of general principles governing rational postal operations such as the corporate economy, that is, running operations on a profit basis in accordance with the requirements for a healthy economy, without forgetting that by nature the Post is a public service. This means that the idea of management training has existed, at the UPU, for almost a quarter of a century. However, the Vienna Congress preferred to give priority to the organization of a decentralized training scheme for middle-grade staff and instructor training (resolution C 12), while providing for "courses and advanced seminars for higher officials of postal administrations".

4 For a long time now, postal management problems have been receiving an increased amount of attention; however, especially since the Rio de Janeiro Congress, this orientation has been emphasized, in particular, within the framework of the work of the CCPS. This body undertook a series of studies on several aspects of postal management, which gave rise to some extremely interesting colloquia and meetings.

5 Concurrently, at the proposal of the International Bureau, the Executive Council approved, during the same period, numerous management activities (several special meetings of postal service directors, numerous consultant's missions, many courses and study cycles) whose implementation achieved considerable results. These activities dealt with both management in general and a number of specific aspects: statistics and planning, public relations and marketing, financial management, and rate-fixing.

6 In addition, the UPU agreed to help intercountry schools established with the assistance of the UNDP to create training schemes or courses on postal management within the framework of their training programmes. Moreover, a number of administrations of developing countries have created (or are attempting to create) training schemes that deal with management in the form of courses which are organized either on the national level but are open to foreign officials, or which are organized on the intercountry level. In this regard, it is interesting to note that the PAPU plans to establish an African management institute.

7 For their part, some administrations of the developing countries have established periodic courses in the same field, from which middle-grade and senior staff of administrations of the developing countries can also benefit in varying degrees.

8 The increasing amount of attention devoted, generally speaking, by the administrations of this group of countries to management training is explained by several considerations:

- a gradual increase in awareness encouraged in particular by work done within the UPU or in connection with multilateral and bilateral technical assistance; many postal administrations are becoming more and more convinced that the improvement of management can, to some degree, compensate for the lack of available resources and remedy statutory, structural or operational constraints;
- the desire of most of the postal administrations to find, from the point of view of statutes, structures and operating principles, methods for rationally using the available resources which are often slender in relation to the mission of the Post;
- concern, in numerous cases, about improving the postal service with a view to making local authorities grant it increased importance and a level of priority corresponding to the role that the postal service can play in development;
- the desire of many postal administrations to adapt to the needs of the public, by taking advantage of modern management methods to improve the quality of service and enlarge the range of services offered. They feel that this will enable them to better fight the increasingly strong competition from private companies which have developed in the mail delivery service. At the moment, this problem is particularly acute and a general debate will make it possible to discuss questions associated with "the changes in the Post in view of the development of the communications market" at the Hamburg Congress.

9 There is scarcely any need to mention that the competition in question creates a particularly difficult situation for the administrations of the developing countries which, in an attempt to efficiently fight the initiatives of the competitive private companies, are endeavouring to intensify their efforts, in particular, with respect to management.

10 It goes without saying that the application of modern management methods by these postal administrations assumes satisfactory training of their management personnel in the field under consideration; the activities conducted for this purpose should therefore be more systematic and more coherent.

II. Principles of action

11 Steps to create management training and further management training opportunities for Third World countries should be taken cautiously owing, in particular, to:

- the complexity of the relevant training schemes;
- the resources involved from the point of view of quality as well as quantity;
- the limited availability of officials (senior staff and, even more so, directors of postal services) who could benefit from such training.

12 Moreover, such training activities should not be created to the detriment of the vocational and technical training of operational staff, a category of personnel whose role is also of capital importance. The postal administrations need fully qualified operational staff just as much as directors and staff trained in management techniques.

13 The strengthening of training and further-training activities in the field of management could be provided on the basis of the following principles:

a It would be beneficial to provide for two levels of training or further-training, one for *decision-makers*, that is the nucleus of senior officials who, in each administration, more or less directly determine the general policy of the postal services, and the other for *middle-grade and senior personnel*, who are in charge of studying management problems and presenting solutions to the decision-makers.

b At both levels, the training schemes could deal with the most important aspects, for example, those indicated in the annex. In any case, the CCPS studies will be used extensively for the training schemes in question.

c It seems desirable for the training schemes in the field in question to be organized in the regions where, in principle, the postal administrations are confronted if not with the same problems, at least with similar problems. On the other hand, such training schemes require, from the intellectual and professional point of view, an environment which facilitates the perception and solution of problems and makes it possible to have useful exchanges of views on the experience acquired. This environment does not always exist in the developing countries. These two considerations could be reconciled by providing the training for management personnel in the developing regions and the further training for the decision-makers in the developed countries. Of course, the value of this principle would be only relative because the two levels of training could be organized at the regional level, depending on the situation.

d The management training activities for middle-grade and senior staff could be organized in the national or intercountry postal schools. As the activities involved would not be ongoing, the programming for all the activities conducted in these establishments could be done in such a way as to reserve space for courses or study cycles dealing with management. Colloquia for decision-makers could be organized in the developed countries with the assistance of the postal administrations concerned.

e In some countries, it was decided to organize training schemes on postal management within the framework of a university. This solution no doubt has advantages, if only from the point of view of the intellectual environment, but it could lead to relatively lengthy training and to training schemes which do not always correspond to the concrete conditions found in the operation of a postal service. It would therefore be preferable to organize the postal management training schemes within the postal environment itself, to be sure, with the assistance not only of postal staff trained in management but also of persons from outside the postal service (university professors, heads of companies, etc).

f The extent to which the UPU's action reinforces training in management techniques will depend, of course, on the resources which are available for this purpose and which can be financed under the UNDP and the UPU. In addition, considering the importance of this type of training, it is possible that the beneficiary administrations and even the host institutions or administrations will, for their part, provide considerable assistance. The systematization of training and further-training activities in this field constitues one of the privileged areas in which the solidarity of all the postal administrations should be demonstrated not only within the framework of technical cooperation among developing countries, but also in the overall context of exchanges between developed and developing countries.

g In the field in question, UPU action could, with respect to decision-makers, take the form of interventions designed to:
- ensure the coordination and consistency of the actions to be undertaken;
- guarantee the level and content of the training schemes and exchanges organized.

14 In addition, as in the case of instructor training, the International Bureau could cooperate closely with administrations that have high-level postal institutes in order to create or strengthen management training activities.

15 Finally, on occasion, the International Bureau could hold interregional colloquia for directors from developing postal administrations.

III. Conclusion

16 Congress will perhaps want to engage in a broad exchange of views on the strengthening and systematization of UPU management training and further management training activities; this would make it possible to:

- increase, if necessary, the awareness of the postal administrations of the developing countries with respect to the importance of management,
- outline the main points of the policy of the UPU in this area,
- encourage the mobilization of resources for developing UPU action in this field, in cooperation with the efforts of the intercountry schools and the postal administrations.

Berne, 9 May 1984

M I SOBHI
Secretary-General

Congress – Doc 18.1/Add 1/Annex 1

Management training and further management training

The following training programme could be considered to represent the basic general knowledge that any high-level official in a postal administration or postal corporation should possess in order to ensure efficient management of the services or to take part in such management. It is only indicative, of course, and could be supplemented if necessary.

1 The economic environment of the undertaking

By nature, the postal service interacts with other undertakings and with various economic agents. Postal personnel must therefore understand the economic environment in order to better understand the situation of the Post and develop its services, taking its partners into account. To do so, postal personnel must have the economic information necessary to conduct postal operations, namely, the role of postal activities and, in particular, of postal products on the communications market, the evolution of this market and its development potential.
This part of the programme would therefore make it possible to study, primarily, the undertaking as a system of production, the factors involved in the evolution of the demand for goods, the financial environment and the growth of the undertaking.

2 General planning policy

"To concieve of a desirable future and the concrete means of achieving it". This could well be a condensed definition of planning. Owing to their very complex organization and the considerable resources involved, postal administrations or corporations should not confront the future without ensuring that they have the power to control it using this invaluable management tool. Thus, this part would deal with subjects such as the usefulness of planning, the role of the plan in the management system, the preparation and content of the plan as well as the execution and monitoring of the plan.

3 Budget and accounts

The budget and accounts constitute a representation in figures of the annual programme of activities which is prepared and the financial resources which are committed or allocated to this programme by the officials of an undertaking. Consequently, it seems indispensable for the directors and management staff to have sufficient knowledge of the budgetary and accounting techniques used to implement this programme. The training activity in this field could be based on the following themes: financial problems, preparation of the budget and budget negotiation procedures, general accounting, the overall machinery of the accounting system as well as the balance-sheet and general operating account.

4 Marketing management

To continually adapt the internal conditions of postal administrations or corporations to the actual needs of the customers and to better evaluate the services to be provided, postal officials should be constantly informed of the conditions outside their undertakings. Inadequate knowledge of the needs of the market associated, in some cases, with a deterioration in the quality of service encourages the development of competitive firms despite the monopoly. A dynamic marketing policy implies not only a change in mentality but also an aggressive marketing technique. The subjects indicated are designed to give managers basic knowledge of the means of coping efficiently with competing business. They would include, in particular, the postal monopoly and competition, the role and function of marketing in the undertaking, knowledge of the market, marketing resources and the organization of a marketing service.

5 Operational management

With respect to activities, some important questions should be examined in depth, in particular, productivity, the use of new techniques, the rational use of resources (especially personnel), and quality control of the service.

6 Management control

To ensure the efficient operation of an undertaking, it is important to regularly check the evolution of its activities, to allocate finances, and to monitor the quality and quantity of human resources required. Full knowledge of these factors is a necessity for measuring the discrepancy between the aims and achievements, and, consequently, for taking the corrective measures required. The subjects to be considered would deal with the concept of management control, the role of management control in public administration, the elements of the management control system, management by objectives and management control.

7 Data processing

The computer is being used increasingly in the postal services of the industrialized countries and some of the developing countries. It would therefore be important for postal officials to have some general, but accurate ideas about data processing with a view to enabling them to engage in an effective dialogue with specialists and to better assess its usefulness, potential and limits. The proposed programme to increase awareness would be the following: definition of data processing, computer operating principles, basic data-processing vocabulary, relationships between data processing, office management technology and telematics, and the applications of data processing to the PTT.

Congress – Doc 18.2

Technical cooperation among developing countries (TCDC)

Executive Council's Report

I. Background

1 As indicated at the Rio de Janeiro Congress, after having examined the recommendations of several regional meetings and the report of a preparatory committee, the 1978 United Nations Conference in Buenos Aires drew up a plan of action to promote and implement technical cooperation among developing countries, which it decided to call the "Buenos Aires Plan of Action".

2 The Conference made a point of stressing the importance of the formula of technical cooperation among developing countries, which is emerging as a new dimension of international cooperation for development which gives expression to the developing countries' determination to achieve national and collective self-reliance. However, it specified that this form of cooperation is neither an end in itself nor a substitute for cooperation among developing and developed countries and that the support of the latter as well as that of regional and interregional organizations is still necessary.

3 It should be recalled that, in establishing the Plan of Action, the Conference defined the fundamental objectives of TCDC, which may be summarized as follows:

i to help the developing countries to identify their problems;

ii to promote the individual and collective self-reliance of the developing countries by helping them to find solutions to their problems and to pool their human and technical resources;

iii to increase the volume of international cooperation, improving its quality and increasing the effectiveness of the resources devoted to overall technical cooperation through the pooling of capacities;

iv to develop communications among developing countries with a view, in particular, to making them more aware of their problems and giving them wider access to knowledge and experience likely to help them solve their problems;

v to improve the capacity of the developing countries to absorb and adapt technology and skill capable of helping them to overcome their difficulties;

vi to recognize and respond to the problems and requirements of the developing countries which are least developed, landlocked or islands and those which are most affected by the economic crisis or by natural disasters.

4 It was emphisized that "the entire United Nations development system must be permeated by the spirit of TCDC and all its organizations should play a prominent role as promoters and catalysts of TCDC".

5 Several of the recommendations adopted are of direct interest for the UPU:

- The strengthening of transport and communications among developing countries is indispensable if TCDC is to become a major element in the development process;
- The maximization of the use of developing countries' capacities is an objective to be attained whether it involves project staff, placement of fellowships or procurement of equipment;
- The organizations of the United Nations system should make every effort to extend the activities for technical cooperation among developing countries conducted by the organizations of the United Nations development system in their respective fields;
- The Administrator of UNDP should take further steps to give the necessary orientation to the activities, programmes and projects of UNDP in order to support the objectives of TCDC;

– Developed countries should give their full support to TCDC initiatives, and in particular to increasing their voluntary contributions to the operational programmes of the United Nations development system;
– In view of the fact that the financing of TCDC activities is primarily the responsibility of developing countries themselves, it will nevertheless be necessary for the developed countries and the United Nations development system to support these activities financially without prejudice to the decision-making control by the developing countries of these TCDC activities.

II. Overall evolution of TCDC

Meeting of the High-level Committee on the Review of TCDC

6 In accordance with recommendation 37 of the Buenos Aires Plan of Action, the global intergovernmental review of TCDC was entrusted to a high-level meeting of all the countries participating in the United Nations Development Programme (UNDP). The organs, organizations and agencies of the United Nations, including the regional economic commissions and other subregional, regional, and interregional intergovernmental organizations also took part in the work of this meeting, which was later given the name "High-level Committee on the Review of TCDC".

7 At the first session, held in Geneva from 26 May to 2 June 1980, the High-level Committee examined, in particular, a paper submitted by the Administrator of the UNDP on the progress of the activities undertaken within the framework of the Buenos Aires Plan of Action. This paper reviewed transport and communications in the developing countries as well as the activities of the UPU designed to improve postal communications in Africa, Asia and Latin America with regard to UPU-UNDP regional projects (TCDC/5 Vol. 1). In one of its decisions, the Committee selected the transport and communications sector, as a priority in terms of a field in which TCDC could be implemented the most easily.

8 At its second session (New York, 1–8 June 1981), the High-level Committee considered, inter alia:
– a report on the progress made in implementing the tasks entrusted to the United Nations system by the Buenos Aires Plan of Action (TCDC/2/5), which describes the programmes and projects implemented by the UPU in the framework of TCDC;
– a document on the activities undertaken by the United Nations development system to strengthen transport and communications among developing countries (TCDC/2/6), which included a summary on the progress of activities conducted by the UPU in this field.

9 The Committee asked all the parties concerned – developing countries, the United Nations development system, developed countries and financial institutions – to intensify their efforts in this sector.

10 At its third session (New York, 31 May – 8 June 1983), the High-level Committee examined, inter alia:
– a report submitted by the Administrator of the UNDP on the Transport and Communications Decade in Africa, 1978–1988 (TCDC/3/4), which outlines the postal services programme, as well as the report of the Economic Commission for Africa, which was submitted to the United Nations General Assembly on the same subject in 1982, and
– the report of the Third Conference of African Ministers of Transport, Communications and Planning, which was held in Cairo from 8 to 11 March 1983.

11 While emphasizing that the efficient execution of Decade projects will constitute an important step forward in promoting TCDC, the Committee invited the developed countries and international financial institutions to plan on increasing their financial support of Decade projects considerably and, in particular, on backing the technical consultative meetings organized by the Economic Commission for Africa, especially considering the transport and communications problems of landlocked countries.

12 The main ideas which emerged from the deliberations and decisions of the sessions of the High-level Committee are as follows:

- the value of the Buenos Aires Plan of Action has not diminished over the years: on the contrary, TCDC was recognized as having a key role in the broader approach of economic cooperation among developing countries (ECDC) and considered an important element of the international development strategy for the Third United Nations Development Decade;
- responsibility for TCDC falls essentially to the developing countries themselves, which must pay for the TCDC activities primarily with their own resources and national IPFs;[1] nevertheless, the United Nations development system must continue, in this regard, to play fully all respects of its role of promoter and catalyst;
- the developed countries and financial institutions must attempt to increase their support of TCDC activities;
- despite the unfavourable economic situation, considerable progress has been made over the last five years; however, new collective efforts must be agreed on in order to increase TCDC activities and speed up attainment of the objectives of the Buenos Aires Plan of Action;
- the work on some aspects such as the improvement and reorganization of information systems, training of national staff, preparation of legal provisions concerning TCDC, and flexibility of procedures relating to technical cooperation must be intensified;
- the developing countries have in general encountered initial reticence with regard to TCDC; however, steps to totally eradicate psychological obstacles should be encouraged.

Other meetings

13 At nemerous international meetings which have been held since the Buenos Aires Conference, participants have reaffirmed their support of the TCDC principles and objectives defined by the Conference; the following should be mentioned in particular:

- the 5th and 6th United Nations Conference on Trade and Development, held in Manila in May – June 1979 and in Belgrade in June 1983 respectively;
- the 7th Summit Conference of developing countries (Group of 77), held in New Delhi in March 1983.

14 Other important meetings of a more specific nature should also be mentioned:

- the High-level Conference of developing countries on ECDC, which took place in Caracas in May 1981 and which emphasized TCDC as an indispensable instrument of economic cooperation among developing countries;
- the sectoral meeting of the heads of national agencies for technical cooperation among developing countries (Tunisia, October 1982), which recommended, inter alia, the creation and strengthening of national TCDC centres and more efficient coordination between these centres and international organizations.

15 Meetings on TCDC, organized either by the UNDP or by the regional economic commissions have also been held at the regional level.

[1] Indicative planning figures (UNDP resources allocated to developing countries).

UNDP Governing Council

16 Further to the relevant recommendations of the Buenos Aires Plan of Action, the UNDP Governing Council has paid particular attention to TCDC. Over the last few years, it has taken a large number of decisions and steps designed to speed up the promotion of TCDC, such as the strengthening of the special unit in charge of TCDC within the UNDP, allocation on various occasions of programme reserve funds to TCDC activities, application of measures to increase the efficient use of the Information Referral System (INRES) and improve coordination of activities, etc. With regard to principles, rules and procedures, two things should be pointed out: the adoption of criteria under which projects may be regarded as TCDC projects which can be financed by allocating part of the national IPF (country programme resources), and the adoption of rules according to which some local costs borne by the developing country providing the resources may be reimbursed by UNDP.

III. UPU initiatives

17 Since the United Nations Conference in Buenos Aires on technical cooperation among developing countries, the UPU has made a point of intensifying its activities with a view to promoting TCDC in the postal services sector.

Resolution of the 1979 Rio de Janeiro Congress

18 Considering the two principal objectives of the Buenos Aires Plan of Action – to promote the individual and collective self-reliance of developing countries and to increase international technical cooperation activities – as well as the role assigned by the United Nations in the field concerned to the organizations of the United Nations system and the assistance expected from the developed countries, the 1979 Rio de Janeiro Congress adopted resolution C 66 which, in its operative paragraph, calls the urgent attention of postal administrations of UPU member countries and the Restricted Unions to this new form of activity whose effective implementation requires a real will to cooperate and invites:

- the postal administrations of the developing countries and the Restricted Unions to take all the necessary steps to strengthen TCDC;
- the postal administrations of the developed countries to cooperate fully in the operation of activities connected with TCDC.

19 Moreover, this resolution instructs:

- the Executive Council to give appropriate attention to promoting TCDC and to allocate an increasing part of the technical assistance resources to activities of this type;
- the Director-General of the International Bureau to continue, in particular, the action undertaken to make the postal administrations and Restricted Unions more aware of the importance of TCDC.

Implementation of the resolution

20 In implementing the above-mentioned resolution, the International Bureau systematically provided information for the preparation of the meetings of the High-level Committee on the Review of TCDC, meetings in which the UPU took part. The UPU also participated in the following regional meetings:

- Meeting of UNDP Resident Representatives in Africa (Mbabane – Swaziland – January 1980), during which questions concerning technical cooperation among African countries, inter alia, were examined;
- Conferences of African government experts on technical cooperation among African countries (Nairobi, May 1980 and Libreville, August 1982);
- Seminar on TCDC for the countries of Asia and the Pacific (New Delhi, April–May 1982).

21 With the assistance of UNDP, two meetings to evaluate and coordinate certain regional projects were organized by the UPU. The first meeting (Caracas, July 1980) included officials responsible for postal services from the countries of Latin America and from the subregion of the English-speaking Caribbean countries as well as representatives of UNDP, PUAS, ECLA, and CARICOM. Through a resolution, the participants supported the project proposal submitted to UNDP with a view to training specialist-consultants for TCDC. The second meeting (Lomé, November 1980) was attended by the Directors of the postal services of the African countries located to the south of the Sahara and representatives of UNDP, the African Postal Unions, the ECA and African economic groupings. This meeting made it possible to review the development objectives of the postal services and to decide on the continuation of the activities fulfilling the real needs of the countries in question on the national and regional level, in particular, in the framework of TCDC.

22 Two meetings were organized by the UPU in the Caribbean subregion, one at Saint Vincent (February 1982) and the other in Barbados (May – June 1983), with the participation of the Postmasters-General of the countries and territories concerned and representatives of ECLA and CARICOM. Following these two meetings, resolutions were adopted with a view to promoting TCDC in the subregion.

23 In this regard, a recommendation was made by the participants at the seminar/symposium on the "Post in the 1980s" (Bangkok, May – June 1983), which had been organized by ESCAP in close cooperation with the UPU and APPU for officials in charge of the postal services and officials of the national planning authorities of the Asian and Pacific countries.

Publications

24 The International Bureau prepared and distributed a number of publications designed to facilitate promotion of TCDC; of these, the following should be mentioned:

- the postal training activities planned each year in the countries and regional or subregional centres as well as those organized by the UPU;
- the bibliography of traning manuals and other professional works available in the administrations and intercountry training centres;
- the general list of the administrations' postal specialists capable of undertaking missions as experts or consultants; specialist-consultants trained by the UPU were automatically included in this list.

Operational activities

25 The UPU submitted to the UNDP three regional projects designed to train specialist-consultants for TCDC missions in priority areas. For financial reasons, the UNDP has been able to approve only the one for Asia and the Pacific. Under this project, 32 specialist-consultants, including some who have already been assigned to TCDC missions, were trained from 1981 to 1983 in six different areas of activity, thanks to the invaluable assistance of India and several other countries in the region.

26 While awaiting approval for a corresponding project, the UPU and PUAS jointly trained 6 Latin American specialist-consultants in 1982 and, in 1983 6 others were trained under UPU activities.

27 With regard to professional training, the UPU is trying to decentralize its training activities by organizing them in the developing regions, in the intercountry centres created with the aid of the UNDP and in the framework of the administrations which agree to receive them and provide their assistance. This, of course, in no way reflects on the high-level courses which are organized periodically or occasionally by the developed countries and from which the developing countries benefit greatly. Thus, apart from the activities organized by the intercountry centres, 84 training activities were conducted by the UPU in the developing regions during the period 1979–1983. They can be considered TCDC activities insofar as the officials trained could be used in the future for activities undertaken in connection with this concept.

28 Efforts were also made to recruit experts and consultants from the developing countries. The number of experts and consultants from developing countries increased from 16 in 1979 to 35 in 1983. In relation to the total number of experts and consultants, this represents an increase from 26 percent to 41 percent. It is clear that preference is given to candidates from developing countries only if they possess equivalent technical skills.

29 The same holds true for the procurement of equipment since, if the quality and price are comparable, equipment is purchased in the beneficiary countries or in other developing countries.

30 Other extremely important activities which are in progress or are planned and which include an aspect that is particularly significant for TCDC are as follows:
- the creation of new intercountry postal schools;
- the creation of workshops for producing standard postal equipment;
- the establishment of intercountry postal documentation and research centres.

31 The Restricted Unions have for a long time been making considerable efforts related for the most part to TCDC, with respect to consultants' missions, exchanges of officials and training activities.

32 For their part, several administrations of developing countries are organizing, among their own activities, courses and study cycles within the framework of TCDC or are awarding fellowships for participation in courses that are national in character or for individual training.

IV. Conclusions

33 It cannot be denied that significant progress has been made in promoting TCDC in spite of the unfavourable economic situation. Nevertheless, new initiatives must be undertaken to benefit as much as possible from this form of technical assistance, the importance of which is rightly emphasized by the United Nations system and the entire international community.

34 In this regard, it would be particularly appropriate to develop information activities and to seek a larger contribution from both donor and beneficiary countries. To this end, the former could either make ad hoc contributions to the UPU Special Fund or contribute directly to the financing of TCDC activities. The beneficiary countries should, for their part, assume the costs of the consultants' stay (accommodation and meals), which would make it possible to increase the number of this type of mission considerably. Moreover, the developing countries should attempt to increase the reception facilities for Fellows.

35 The UPU should be able to continue intensifying its efforts with a view to playing an important role as promoter and catalyst of TCDC in the field of postal services and thus speeding up the implementation of the Buenos Aires Plan of Action, as the United Nations system was asked to do by the High-level Committee on the Review of TCDC, in the priority sector of postal services.

36 It is therefore proposed that Congress adopt the draft resolution (proposal 017) designed to reaffirm the Union's support of the TCDC concept, intensify the Union's initiatives in the area and encourage the member countries to further develop this modality of technical cooperation.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 18.3

UPU action on behalf of the least developed countries (LDCs)

Executive Council report

I. Introduction

1 As is known, the least developed countries are the subject of great attention on the part of the international community.

2 The United Nations General Assembly classifies as the least developed countries (LDCs), in order to benefit from preferential treatment, the countries in which the level of certain socio-economic indicators is among the lowest in the world (gross domestic product, literacy rate and degree of industrialization). These countries are the most economically weak countries in the international community; they also have to face particularly marked structural problems.

3 The main structural features of the least developed countries which are the cause of their extreme economic and social difficulties are:
- very low per capita income, with the minimum human needs of the bulk of the population not being met;
- very high proportion of the population living in a subsistence economy;
- high population growth compared with the area currently being cultivated satisfactorily;
- extremely low agricultural productivity and lack of support for agriculture, particularly food crops and stock-raising.

4 Other typical handicaps are:
- the extremely low level of exploitation of natural resources: minerals, energy, etc (not enough technical know-how, capital and qualified labour);
- the very limited development of handicrafts and industry;
- the low rate of activity in rural areas and the increase of urban unemployment;
- the acute shortage of qualified staff at all levels;
- the extreme weakness of structures and infrastructures in all fields (public administration, education, transport and communications, etc);
- major geographical or climatic handicaps (landlocked position, islands, drought and desertification, cyclones, floods or invasions of predators, etc).

5 The world economic crisis has further helped to aggravate the situation in the LDCs and to increase the number of them. For instance, in 1982, on the proposal of the Economic and Social Council (ECOSOC), the United Nations General Assembly decided to include five new countries among the least developed, bringing the total number thereof to 36.

6 Of the 36 LDCs, twenty-four are in Africa, four are Arab countries, seven are in Asia/Pacific and one in the Caribbean. Annex 1 contains a list of these countries together with data on some general basic indicators for each of them.

7 For the LDCs as a whole, the following should be noted[1]:
- in 1981, per capita income dropped 0.5 percent; this drop continued in 1982, whereas this same group of countries had registered an annual growth of 0.32 percent in the 1960s and 0.6 percent in the 1970s;
- in 1981, per capita investment in these countries was only 44 dollars, compared with 243 dollars in developing countries as a whole;
- exports dropped 4 percent in value in 1981 and 8 percent in 1982, mainly because of the fall in prices, since volume was only slightly down;
- total production in the manufacturing sector, which had risen 6.5 percent a year in the 1960s and 4.1 percent a year in the 1970s, fell by 1.2 percent from 1980 to 1981.

8 These data show the difficult position and the vulnerability of the economy of the least developed countries.

II. The United Nations system and the LDCs

9 During the Second United Nations Development Decade, the international organizations made efforts to mobilize resources and increase the proportion of aid granted to the least developed countries.

10 The UNDP endeavours to increase its assistance to the LDCs out of resources allocated under various programmes, on the basis of the following principles:

a For the third UNDP planning cycle (1982–1986), developing countries with a per capita gross national product in 1978 of 500 United States dollars or less were allocated 80 percent of the resources available under the indicative planning figures (IPF); the LDCs received this preferential treatment because of the weakness of their resources; in addition, additional IPF were credited to them;

b activities on behalf of the LDCs are also financed under a so-called "Special Measures" Fund, administered by the UNDP;

c the LDCs also receive priority treatment under UNDP regional programmes;

d the LDCs participate in other funds and activities administered by the UNDP because they have the features or meet the conditions required to benefit from them.

11 At the same time, the LDCs receive priority treatment under technical assistance programmes implemented by the various organizations, institutions and programmes in the United Nations system.

12 Although the need for special aid from the international community for the poorest and weakest countries had been recognized since 1964, at the first session of the United Nations Conference on Trade and Development (UNCTAD), it was not until 1971 that 25 countries were classified as being the least developed; since 1982, there have been 36 LDCs. The problems peculiar to these countries were mentioned in the development strategy for the Second Development Decade adopted by the United Nations General Assembly in 1970.

13 In 1979, UNCTAD launched an appeal to urge the other countries to aid the LDCs within the framework of an immediate programme of action (up to 1981) and a "New Programme of Action" at least until the end of the current decade.

14 Following various preparatory meetings, a world conference on LDCs held in Paris in September 1981, drew up a "Substantial New Programme of Action" for the 1980s for these countries. The conference instructed UNCTAD to follow the progress made with a view to giving increased assistance to the LDCs. This programme was adopted by the United Nations General assembly in resolution 36/194 (17 December 1981). To enable such assistance to be properly programmed and implemented "round tables" or conferences of national planning heads and potential donors are arranged for the LDCs, particularly under UNDP or World Bank auspices.

[1] According to the UN Secretary-General's report on the implementation of the Substantial New Programme of Action (A/38/471 of 19 October 1983).

15 The Paris Conference further recommended that developed countries should increase official development assistance allocated to the LDCs by setting aside for them 0.15 percent of their gross national product out of the 0.7 percent recommended by the United Nations for official development assistance.

16 The principal objectives of the substantial new programme of action consists of:
- promoting the structural changes necessary to overcome the extreme economic difficulties of the least developed countries;
- providing fully adequate and internationally accepted minimum standards of living to all their citizens;
- identifying and supporting major investment opportunities and priorities;
- mitigating as far as possible the effects of natural disasters.

17 The "Substantial New Programme of Action" includes a series of important international assistance measures designed to make it possible to make structural changes in the LDCs, financial, technical and material arrangements to meet their needs in the social field and it recommends large investments designed to transform their economy.

18 The developed countries should grant increased assistance to enable the countries concerned to improve their communications systems. In fact, a large number of countries in this category have promised to increase the aid they give the least developed countries.

19 Donor countries are requested to support and encourage the implementation of projects common to several LDCs, particularly within the framework of integrated programmes for the development of regional and subregional transport and communications, the Transport and Communications Decade in Africa for the 1980s is a model initiative in this field. The proclamation of a Decade in the same sectors for the countries of Asia and the Pacific will be certainly followed by measures favourable to the LDCs in the region.

20 With a special reference to the postal service, the programme stresses the need for international financial resources from the United Nations agencies and bilateral assistance. Increased assistance should be provided with a view to setting up staff training establishments.

III. The postal services in the LDCs

21 In most LDCs, the Post is in a difficult and under-developed position as is shown in annex 2 which contains some basic indicators on the postal services.

22 There is an average of one post office for about 19 000 people in the LDCs, whereas in the developing countries as a whole one post office serves an average of 9500 people.[1] In comparison, for the group of industrialized countries as a whole, one office serves 3000 people.

23 The average number of postal items posted per capita per year in the LDCs as a whole is some 2.65, while for all developing countries it is between 5 and 15 items, compared with some 200 in the European countries and 500 in the United States.[1]

24 In many LDCs, the services which the Post offers the public are confined to the basic postal services and these suffer from serious shortcomings. The other services either do not exist or are available in only a limited number of post offices. With regard to postal financial services, of the 36 LDCs, 26 operate a domestic postal money order service. The international postal money order service, already operated by 16 LDCs, should be expanded in these countries because of the attraction this service might represent for immigrant workers from those countries.

[1] Postal Statistics, UPU computer data.

25 From the statistical data and other information available at the International Bureau, it appears, in particular, that in the LDCs:

- the postal infrastructure is inadequate, obsolete and badly used; to the shortage of post offices (cf paragraph 22 above), should be added that of technical means such as sorting and transit centres, PTOs, letter-boxes, P O boxes, vehicles, franking machines, cancelling machines, etc;
- there are communities which are not connected to the postal networks; indeed, in many LDCs, it is planned, as a development objective, to install post offices in all the chief towns of administrative districts. Moreover, looking at the countries as a whole, much of the rural population does not benefit from a postal presence. Indeed, only 45 percent of post offices of all categories are located in rural areas, whereas 80 percent of the population live there; it is true that, even in these areas, account must also be taken in establishing offices of operating costs compared with revenue;
- mail circulation depends to a large extent on highly unreliable private means of transport and the postal services do not benefit enough from the existing administrative circuits;
- in the countries where they exist, the postal financial services do not yet enjoy the public's favour as the following averages show:
  0.026 domestic postal money order per capita per year,
  4.48 postal giro accounts per 1000 inhabitants,
  21.73 savings books per 1000 inhabitants;
- there is an average of 0.2 postal officials per 1000 inhabitants, while there are between 2 and 4.5 in the developed countries and about 0.5 for developing countries as a whole. Most of these officials have not received adequate vocational training and, in addition, the operational equipment is often highly inadequate, which is reflected in a drop in the standard of the services provided;
- a considerable number of potential users have no confidence in the postal services so that parallel postal services and occasional couriers spring up which do not favour the development of official postal activities;
- only one in two LDCs has a postal development plan, despite the efforts already made by the UPU in this field.

26 In general, the postal services of the LDCs have considerable need of aid in the following forms:

- training and specialization fellowships;
- missions by experts and consultants in the various priority sectors;
- equipment;
- financing investments.

IV. UPU action on behalf of the LDCs

A. Action already taken

27 The UPU has regarded assistance to LDCs as priority since the 1974 Lausanne Congress adopted resolution C 87 recommending that Union member countries should pay special attention to the priority needs of the LDCs in the field of human resources and invited the Executive Council to:

- give priority to the needs of the LDCs when sharing the ressources at the disposal of the UPU; and to
- take account of these needs by taking the measures necessary to ensure that the officials of the countries in question are trained, if not before, at least at the same time as the technical assistance projects are being implemented.

28 In resolution C 37, the 1979 Rio de Janeiro Congress decided, among other things, to give priority in technical assistance matters to the needs of the administrations of countries that are disadvantaged within the meaning of the UN and to newly independent countries. It was expressly stated in the resolution that the term "disadvantaged countries" comprised the LDCs, the countries most seriously affected by the economic crisis and natural disasters, island countries and landlocked countries.

29 The Report on the work of the Union mentions the action which the IB has been taking for several years on behalf of the LDCs. In 1980, the IB approached the administrations of the LDCs to suggest that they should take appropriate action on the occasion of the preparation by the Governments of those countries of the "Substantial Programme" for the next ten years.

30 In its technical assistance programme, the UPU gives priority to LDC requests and these countries' share of total assistance granted rose from 27 percent in 1980 to 30 percent in 1981 and 38 percent in 1982.

31 The UPU is redoubling its efforts to implement the activities on the basis of the priorities laid down in Rio de Janeiro Congress resolution C 37.

B. Action to be taken

32 The action to be taken on behalf of the LDCs in the postal sector should be based on the Universal Postal Congress technical assistance guidelines; it should also:
- take account of the priority needs expressed by these countries themselves;
- be based on the principles of action drawn up by groups of countries within the framework of intercountry institutions or organizations (eg the special measures on behalf of the least developed African countries advocated in the Lagos Plan of Action).

33 It is up to the LDCs themselves to take on the prime responsibility for the development of the postal services and to the international community to give additional support in attaining the objectives requiring external aid.

34 Apart from the fields for regional and world priority action laid down for all developing countries (cf Congress – Doc), the following programme is proposed for aiding the postal administrations of the LDCs to achieve the aims of modernizing their services.

a Increased help in the construction of post offices, particularly in rural areas. Most postal administrations of the LDCs face problems of infrastructure in rural areas, particularly because of the inadequacy of facilities and the cost-benefit ratio of the buildings. The required external aid would help administrations to design, construct and equip small standard offices using local materials at competitive prices. A number of industrialized countries and developing countries could give the LDCs the benefit of their practical experience in this field, particularly within the framework of UNESCO's "International Programme for the Development of Communication (IPDC)".

b Seeking finance for organizing mail conveyance. Where there are no reliable private means of transport, the establishment of circuits adapted to postal needs, operated direct by the administration, requires financial means which are not always available to the LDCs. External aid would cover the study of needs, planning, organization and financing the establishment of the mail circuits required.

c Priority action for training middle-grade and junior supervisory staff, with special reference to the organization of the Post in rural areas. Such action, which would come within the framework of the improvement of postal services, particularly their extension in rural areas, might be preceded by organizational work on decentralizing mail circulation in the LDCs.

d Systematic aid in the preparation of postal development plans and projects as well as in training staff in this field. UPU assistance in this respect should be continued and consist of:
- missions by consultants specializing in planning to assist in preparing postal development plan and projects and in establishing planning units;
- arranging group and individual courses on planning;
- systematic cooperation in the preparation of "round tables" or conferences of national heads and potential donors (cf paragraph 12 above).

V. Conclusion

35 As has already been said, the development of the postal services in the LDCs is first and foremost the responsability of these countries themselves. However, the needs of the least developed countries are considerable and urgent, which justifies the preferential treatment they must receive from the international community if they are to implement the projects for improving and developing their services.

36 Congress is requested to consider the present report and adopt the draft resolution (proposal 018) designed to support the action taken by the Executive Council and the International Bureau on behalf of the LDCs and to make member countries even more aware of the importance of technical assistance on behalf of these countries.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 18.3/Annex 1

General indicators on the least developed countries

Country	Area km²	Population (millions)	Literacy rate (%)	Active population in agriculture (%)	Per capita GDP (US $)
1	2	3	4	5	6
1 Afghanistan	647 497	22.038	15.8	78	146
2 Bangladesh	143 998	88.705	31.8	84	134
3 Benin	112 622	3.530	27.9	46	243
4 Bhutan	47 000	1.298	20.1	94	103[1]
5 Botswana	600 372	0.821	61.1	81	632[1]
6 Burundi	27 834	4.512	10	84	195
7 Cape Verde	4 033	0.324	43.8	57	150[2]
8 Central African Rep	622 984	2.221	33	88	317
9 Comoros	2 171	0.335	50	64	248[1]
10 Djibouti	23 000	0.119	–	–	–
11 Ethiopia	1 221 900	32.601	10	80	118
12 Gambia	11 295	0.603	20.1	78	244[1]
13 Guinea	245 957	5.014	24.1	81	334
14 Guinea-Bissau	36 125	0.373	18.9	–	–
15 Equatorial Guinea	28 051	0.363	48.3	–	–
16 Haiti	27 750	5.817	28.7	67	274
17 Upper Volta	274 200	6.908	11.4	82	156
18 Lao People's Dem Rep	236 800	3.721	43.6	74	83[1]
19 Lesotho	30 355	1.341	69.8	84	246
20 Malawi	118 484	6.162	25	84	230
21 Maldives	298	0.148	–	–	150[1]
22 Mali	1 240 000	6.646	13.5	87	168
23 Nepal	140 797	14.256	20.1	93	169
24 Niger	1 267 000	5.305	9.8	89	322
25 Uganda	236 036	13.201	35	81	711
26 Rwanda	26 338	4.797	23	90	262
27 Western Samoa	2 800	0.161	–	60	–
28 Sao Tome and Principe	964	0.085	82	–	–
29 Sierra Leone	71 740	3.474	23.6	–	305
30 Somalia	637 657	3.645	50	81	341
31 Sudan	2 505 813	18.371	25.9	77	412
32 Tanzania (United Rep)	945 087	17.934	66	82	243
33 Chad	1 284 000	4.524	20.8	–	188[1]
34 Togo	56 000	2.699	32	–	325
35 Yemen Arab Rep	195 000	5.926	8.6	75	469
36 Yemen (People's Dem Rep)	332 968	1.890	31.4	–	316

[1] In 1978.
[2] In 1977.

NB. – The information is from the following sources:
Column 2: Report on the work of the Union 1982.
Column 3: UPU computer data.
Column 4: UPU computer data.
Column 5: "News letter No 1" of the UN Conference on the LDCs, Paris 1981.
Column 6: "World Development Report 1983" and "News letter No 1".

Congress – Doc 18.3/Annex 2

Postal indicators on the least developed countries

Country	Post offices open to the public	Inhabitants per post office	Km^2 per post office	Number of postal officials	Postal officials per 1000 inhabitants	Postal items sent per inhabitant per year	Number of postal money orders (domestic service) (in thousands)	Number of postal giro accounts (in thousands)	Number of postal savings bank books (in thousands)
1	2	3	4	5	6	7	8	9	10
1 Afghanistan	366	60 200	1 769	1 600[9]	0.07	0.5	–	–	–
2 Bangladesh	7 413	11 900	19	28 350	0.32	3.4	4 039	–	1 825
3 Benin	111[3]	31 800	1 014	750[7]	0.21	1.5	349[7]	39[7]	89[7]
4 Bhutan	81	16 000	580	490	0.37	24.3	36	–	–
5 Botswana	58[10]	14 100	10 351	550[10]	0.67	–	–	–	–
6 Burundi	19[7]	237 400	1 465	205[8]	0.04	0.6	6[8]	1[8]	–
7 Cape Verde	56[8]	5 700	72	314[8]	0.97	3.5	2	–	12[5]
8 Central African Rep	55[9]	40 300	11 326	1 304[6]	0.59	1.6[2]	3[9]	4[9]	65[9]
9 Comoros	9	37 200	241	90[3]	0.26	7.0	12[3]	–	1[3]
10 Djibouti	5	23 800	4 600	100	0.84	6.3	2	–	–
11 Ethiopia	439	74 200	2 783	1 556	0.05	0.6	58	–	–
12 Gambia	19[11]	31 700	545	64[7]	0.11	0.8	–	–	–
13 Guinea	67[7]	74 800	3 671	584[7]	0.11	4.5	16[7]	16	25[7]
14 Guinea-Bissau	25[11]	15 000	1 445	112	0.30	0.3	–	–	–
15 Equatorial Guinea	19	19 100	1 476	113	0.31	–	–	0.013	–
16 Haiti	150[7]	38 700	185	650[7]	0.11	–	–	–	–
17 Upper Volta	72	95 900	3 808	1 676	0.24	0.2	98	12	100
18 Lao People's Dem Rep	66	56 300	3 587	700[10]	0.18	0.2	2	–	–
19 Lesotho	132	10 100	229	518	0.38	10.8	6[7]	–	20[1]
20 Malawi	241	29 500	491	864[10]	0.14	5.6	414	–	489
21 Maldives	10	14 800	29	42	0.28	3.0	–	–	–
22 Mali	106[3]	62 600	11 698	578[9]	0.08	0.7	144[9]	78[9]	50[9]
23 Nepal	1 689	8 800	83	14 176	1.00	5.8	–	–	–
24 Niger	147	36 000	8 619	649	0.12	0.7	123	21	32
25 Uganda	349[5]	37 800	676	903[5]	0.06	–	23[5]	–	223[2]
26 Rwanda	20[8]	239 800	1 316	245[8]	0.05	2.5	15[8]	15[8]	–
27 Western Samoa	–	–	–	–	–	31.6	–	–	–
28 Sao Tome and Principe	10[9]	8 500	96	204[9]	2.40	1.7	0.009[9]	–	6[9]
29 Sierra Leone	108[2]	32 100	664	518[2]	0.15	–	–	–	–
30 Somalia	60[1]	10 600	10 627	300[1]	0.08	–	17[1]	–	–
31 Sudan	768	23 900	3 262	5 440	0.29	3.0	288	–	234
32 Tanzania (United Rep)	656	28 600	1 509	1 245	0.07	5.3	636	–	573
33 Chad	44[5]	102 000	29 100	608[5]	0.13	–	148	7[5]	29
34 Togo	388	6 900	144	1 734[9]	0.64	2.7	90	11	124
35 Yemen Arab Rep	120	49 300	1 625	1 500	0.25	0.9	0.110	–	–
36 Yemen (People's Dem Rep)	92	20 500	3 619	361	0.19	3.3	1.2	–	4.8

[1] In 1971.
[2] In 1972.
[3] In 1973.
[4] In 1974.
[5] In 1975.
[6] In 1976.
[7] In 1977.
[8] In 1978.
[9] In 1979.
[10] In 1980.
[11] Estimate.

NB. – Sources of information: Postal statistics, UPU computer data.

Congress – Doc 18.4

Postal training activity in the UPU

Executive Council's report

I. Introduction

1 The Rio de Janeiro Congress had before it an Executive Council report on the UPU's postal training activities. The report emphasized the efforts made in this field and contained general information about the assessment of staff needs as well as about qualitative and quantitative standards as regards staff (see Congress – Doc 17d).

2 In taking note of this document, Congress considered that the quantitative standards proposed should be regarded as being for guidance purposes and requested the International Bureau to continue the study in cooperation with the administrations concerned, taking into account the differences in socio-economic levels and the consumption of postal services in the countries.

3 In accordance with these instructions, the IB sent the postal administrations of the developing countries a questionnaire to obtain data about the main socio-economic, postal and training indicators.

4 Thanks to the participation of 46 countries in the inquiry and to the data available at UPU headquarters about other administrations, the statistical information collected and analyzed concerns approximately 48% of the developing member countries of the Union as it makes it possible to obtain results relating to 64 of the 133 developing countries, viz 23 in Africa, 13 in Latin America and the Caribbean, 12 in Asia and the Pacific, 9 in the Arab countries region and 7 in Europe.[1]

5 For the sake of convenience and to ensure coherence between the various study components, only data for 1974, 1977 and 1981 were selected.

6 The aim of the present study is to identify the relationships between staffing requirements and socio-economic factors, as well as Post-related factors. It also records the priority training requirements and the activities proposed to meet these requirements.

[1] The list of developing countries selected is the one adopted by the United Nations Conference on Trade and Development (UNCTAD).

Part one

II. General considerations about staff strength

7 There is a close link between staff strength and training, which aims at imparting to employees, regardless of the category to which they belong, the professional knowledge related to the tasks to be accomplished.

8 Except for cases of superabundance due to social considerations, or of shortage due to a lack of financial resources, staffing requirements depend on:
– certain socio-economic factors;
– Post-related factors.

A. Socio-economic factors and postal staff strength

9 The Rio de Janeiro Congress considered that, in order to identify staffing requirements in each country more accurately, the quantitative standards advocated should be supplemented taking into account the differences in socio-economic levels and in the consumption of postal services in each country.

10 The socio-economic factors which must be taken into account in this study are, basically, the gross national product and the degree of literacy; the evolution of these factors inevitably affects the quantity of postal traffic generated in a country and, consequently, the staff strength in that country.

11 On the basis of available data, it was possible to establish values for the principal indicators, region by region, as reproduced in the following table.

Table 1 – Socio-economic indicators

Region	Gross domestic product (GDP) %			Literacy rate	Per capita gross national product (GNP)	Per capita postal consumption/ year
	2					
1	Agriculture	Industry	Services	3	4	5
Africa	32	28	40	37	393	13.3
Latin America and Caribbean	19	31	50	80	1443	29.3
Asia and Pacific	30	27	43	62	897	23.7
Arab countries	17	38	45	48	4213	39
Europe	18	37	45	78	3580	61

Sources: 1983 Report on world development – World Bank publication and Postal Statistics.

12 Study of this table reveals that:
- the agricultural sector still accounts for a fairly large share of the GDP in countries of the Africa and Asia/Pacific regions (32% and 30%);
- the share of the industrial sector in the GDP of the Africa and Asia regions is close to 30%, while it is almost 40% for the "Arab countries" and "Europe" regions;
- the services sector predominates with a GDP share of 40% for Africa, 50% for Latin America and the Caribbean, 43% for Asia and the Pacific and 45% for the Arab countries and Europe.

13 As regards the literacy rates, Africa is still the region where illiteracy continues to be a major concern (37%), while the Arab countries have a literacy rate of almost 50% and the Latin American countries hold the record in this field with 80%.

14 Few administrations provided information about the planning of staffing requirements with a view to the development of the services; however, considerable numbers of middle-grade and supervisory staff are still required, as is shown by the following table:

Table 2 – Additional staffing requirements (1984–1988)

Region	Number of countries	Senior-grade staff	Middle-grade staff	Supervisory staff	Training staff	
					Middle-grade	Senior-grade
1	2	3	4	5	6	7
Africa	16	748	1951	3238	114	110
Latin America and Caribbean	4	45	473	989	48	7
Asia and Pacific	6	164	3162	8971	51	2
Arab countries	8	251	1400	3397	29	11
Europe	3	4729	6553	980	21	77

15 The "consumption of postal services" factor in determining staff strength is one of the Post-related factors, as are the following: extent of the postal network, range of services provided, quality of service, available physical facilities and staff output which depends on management methods, training and supervisory structure.

B. Post-related factors

16 *Consumption of postal services* may be defined as the total number of letter-post items received and dispatched per inhabitant and per year, in a given country.

17 Table 1 shows that:
- when the agricultural sector accounts for a large share of the GDP, postal consumption is fairly low;
- when the industrial and services sectors each account for a large share of the GDP, postal consumption is fairly high;
- a link can likewise be established between the literacy rate and postal consumption (eg both the postal consumption and the literacy rate are low in Africa);
- a high per capita gross national product (GNP/inhab.) corresponds to a high level of postal consumption.

18 It is known that, overall, letter-post traffic for all the developing countries is increasing, except as regards AO traffic in both the domestic and (outward) international services of the Africa region.[1]

19 *The extent of the postal network* is measured by the scale of the physical infrastructures and by other "antennae" at an administration's disposal for serving users throughout the national territory.

20 Even though the developing countries have made efforts to create new post offices (a 2.3% growth for 1977–1981), the service in rural areas is still a problem because of the inadequacy of the financial resources required to extend the network in these areas and because of the administrations' concern to limit the operating costs of such a network.

21 Administrations providing not only the letter-post service (LC, printed papers, small packets, post-free items, COD items, insured letters, newspapers by postal subscription) but also the postal parcels service, the financial services (postal money orders, collection of bills, giro, postal savings bank) and delivery to addressee's address are considered as participating in the full *range of services* offered by the Post.

22 The inquiry showed that only six African countries, one Asian-Pacific country, three Arab countries and one European country provide the full range of postal services as defined above. It should be noted that no Latin American or Caribbean country provides all the services.

23 The *quality of service* factor takes account of the frequency of letter-box collections, the quality of mail forwarding, sorting and delivery operations, particularly to the addressee's address, and waiting times at counters.

24 Although there is little data to allow an appraisal of the quality of services in the developing countries, the following comments can be made, on the basis of the information available to the IB and of the on-the-spot findings of experts' and consultants' missions:

- the number of posting boxes installed in the urban areas of developing countries falls far short of what is required, even though this number increased by 8.6% during the period 1977–1981; collection is irregular, which is why the public uses them so little;
- mail forwarding and delivery operations are far from satisfying the criteria of speed, security and regularity;
- the sometimes lengthy waiting times at counters are due either to an inadequate "postal presence", particularly on the outskirts of urban areas, or to faulty work methods.

25 Another factor which may affect an administration's staff strength are the *available physical facilities* (counter machines, machines for "behind-the-counter" services, delivery equipment).

26 In this connection, analysis of the data on the countries studied shows that:

- the Arab countries have mechanized almost all counter operations; European countries have mechanized an average of three out of six operations, while the countries of Africa and Asia have mechanized only two and one out of six respectively;
- as regards "behind-the-counter services" (in particular mechanized sorting), the Latin American and Caribbean country groups have a lot of equipment, while the countries of Asia and Europe have a comparatively low level of mechanization; Africa trails far behind with very scanty equipment;
- as regards delivery, the Arab, European and Asian-Pacific countries have made remarkable efforts because all these countries use conventional equipment (bicycles, light motor cycles, motor vehicles).

In connection with mechanization, a drop in staff strength was noted in the Latin American countries where mechanization also applies to sorting operations, although it cannot be said that there is a cause-and-effect relationship.

27 The above considerations show that the staff strength theoretically required for the smooth operation of the postal services in a country depends on various local factors. The problems which arise in this field can only be concretely and accurately identified after study at the level of each country.

[1] Study 501 – Future of the postal services, tables XV and XIX.

C. Staff strength standards

28 It will be recalled that the minimum standards of one postal official per 1000 inhabitants, a middle-grade staff complement equal to 3% of the total workforce, and one senior-grade official for every 5 to 10 middle-grade officials were taken into consideration by the Rio de Janeiro Congress for guidance purposes.

29 The inquiry revealed that the postal official/inhabitants ratio is 0.26 official per 1000 inhabitants for Africa, 0.80 for Latin America and the Caribbean, 0.49 for Asia and the Pacific, 0.54 for the Arab countries and 1.35 for the developing countries of Europe.

30 Taken individually, some administrations of developing countries have already reached and even surpassed the standard of one official for every 1000 inhabitants (Bahamas, Cyprus, Malta, Netherlands Antilles, Portugal, Trinidad and Tobago, Sri Lanka, Yugoslavia). These countries share the feature of having very high literacy rates and per capita GNPs; it is also in these countries that the share of the "industry" and "services" sectors in the GDP is the highest.

31 Although the above-mentioned standards have to be adapted to suit the particular situation of each country, they are still of value because they represent a target which the postal administrations of all the developing countries should strive to achieve, without of course losing sight of the concern to keep operating costs within the limits imposed by healthy, balanced management.

32 Moreover, the trends observed in connection with some of the above-mentioned factors (traffic growth, postal infrastructures and, to a lesser extent, equipment) will also affect staff strength and, consequently, the scale of training needs.

Part two

III. Training needs

33 Training, in the widest sense, covers not only the initiation of newly recruited staff into their future duties, but also further training and refresher training of staff during employment.

34 For some 20 years, the UPU bodies have considered training as a top priority activity on behalf of the administrations of the developing countries. Considerable efforts have been made in this field by the countries, but, as the results of the inquiry appear to show, considerable needs still remain to be met in the developing countries.

35 It emerges from the inquiry data that:
- the "Africa" and "Latin America/Caribbean" regions have made considerable efforts as regards staff training (70% and 65% respectively were trained); nevertheless, enormous needs still exist in this field since 30% and 35% of the officials hold posts for which they have not been prepared;
- despite the efforts already made, the "Asia/Pacific" and "Arab countries" regions should do everything possible to ensure the training of the majority of their staff (only 20% and 37%, respectively, of their staff have received training);
- as regards the training of instructors, the "Africa" and "Asia/Pacific" regions have at their disposal a fairly large number of staff specialized in this field (50% and 80%), while the "Latin America/Caribbean" and "Arab countries" regions must train a large number of instructors to remedy the inadequacies noted (only 10% and 5% of instructors trained);
- the instructor/postal official ratio is disproportionate, resulting in a big workload for instructors in all regions; the ratio is 1/100 in Africa, 1/350 in Latin America/Caribbean and Asia/Pacific, and 1/60 for the "Arab countries" region.

36 The factors which play a part in increasing staff strength (traffic volume, range of services provided, quality of service, etc) obviously affect the scale of training needs; even without an increase in staff strength, a services modernization policy necessarily entails staff training activities, hence the importance for the administrations of the developing countries of systematic planning of their training activities.

IV. Training activities

37 In accordance with the policy established by the UPU since the 1964 Vienna Congress, the UPU's activities mainly concern:
- increasingly widespread creation of a training system for operational and junior-grade staff at the level of each country; if requirements so warrant, local training of middle-grade staff may also be organized in some countries;
- creating means of postal training up to senior management level in developing regions;
- training a sufficient number of fully-qualified instructors.

1. Training at national level

38 Thanks to the efforts made by the administrations themselves and to the UPU's assistance, there are a large number of vocational training institutes or centres. According to the information available to the IB, 81 postal administrations of developing countries have 234 postal training establishments;[1] there are 38 national centres or institutes in Africa, 110 in Latin America and the Caribbean, 28 in Asia/Pacific, 48 in the Arab countries and 10 in Europe.

39 The UPU gives assistance to administrations which take measures to create or reinforce their training systems. UPU aid essentially covers cooperation in setting up training structures, in preparing teaching programmes, in giving initial training to local teaching staff and in using modern training techniques. Supplementary aid is also provided in the form of teaching equipment to back up the countries' efforts. Other activities conducted under UNDP-financed projects have enabled some countries to improve their training systems and, in particular, to obtain teaching aids for their schools.

40 In view of the importance of training, the creation of one school per country and, perhaps, of several other decentralized schools should be a target for 1990. Achievement of this target would enable the training capacity for supervisory and operational staff to be increased. In order to attain the minimum target of one school per country, approximately 50 developing countries will have to equip themselves with a training establishment.

41 Parallel to this activity for developing the training system, an effort should be made to improve the content of the training, to modernize the teaching equipment and to create infrastructures.

42 With regard to the training content, it would be important to make use of the recent achievements in education technology by designing "made-to-measure" courses. The countries should also have at their disposal modular courses prepared by their own specially-trained instructors. The major concern should be to set up teaching suited to the countries' requirements.

43 As regards equipment, each school should be equipped with standardized teaching materials which would enable the instructors to illustrate their courses by the simulation method so as to better prepare the future officials for their profession. Other aids, such as course manuals and various guides, will have to be prepared in the light of the needs of the country schools. The envisaged action is aimed at supplementing the activities already begun, under the regional projects in particular. Other activities, such as alternating theoretical and practical training and training dispensed by peripatetic instructors, could be studied with a view to their possible application in all countries.

44 On the question of infrastructures, technical help would have to be given to countries for the study and construction of simply and economically designed school premises.

2. Training at intercountry level

45 Since 1966, the UPU has been placing emphasis on the training and specialization of middle-grade and senior-grade staff. Thanks to systematic action in this field, a number of intercountry postal institutes have been created in Africa (4), Asia (1) and the Arab countries (1); national schools with an intercountry orientation have been set up in Latin America.

46 In accordance with resolution C 37 of the 1979 Rio de Janeiro Universal Postal Congress, and taking account of the needs expressed by the countries, it would be appropriate to create other intercountry centres or to give the existing national schools an intercountry orientation.

[1] List of training facilities – UPU publication.

47 In addition to the extension of the intercountry centres, strengthening of the structures and activities of the existing schools should be continued so as to meet the need for training of senior staff in their own environment. Such training would be followed by individual practical courses in the developed countries, particularly in the field of management. Maximum use would be made of the reception facilities available in these establishments. In addition to introductory training courses, permanent training activities (further training and specialization) should become a regular feature.

48 On the basis of a training plan prepared by each school and coordinated with the UPU's annual action programme, specialized courses would be organized in these establishments, thanks to the schools' and participating countries' own resources, with supplementary external aid, in particular from the UPU.

3. Training of teaching staff

49 Despite the efforts that have been made for several years with the cooperation of France and Great Britain, considerable needs as regards instructor training have still not been met; the number of officials in this category who have received training, expressed as a percentage of the total number of instructors, is still inadequate, as can be seen from paragraph 35 of this document.

a Decentralized training and refresher courses for instructors

50 The systematic training and refresher courses for instructors implemented since 1979 in the developing countries, thanks in particular to financial assistance from the UNDP, have made administrations more aware of the need for qualified teaching staff.

51 This training work should be pursued by the intercountry schools within the framework of their own activities. Similarly, because of the rapid development of teaching techniques and the need to constantly update instructors' knowledge, colloquia for instructors should be held in conjunction with the refresher courses.

52 What is more, the content of training should be varied in accordance with the needs expressed by some countries. For example, the development of new techniques as regards teaching aids and the interest shown by administrations in this connection call for the organization of specific training programmes to supplement initial instructor training.

b Senior-level instructor training

53 While the training of instructors for the national schools has been organized on a regional basis since 1979, that of senior teaching staff for training middle and higher grade staff, in particular at intercountry schools, is still given in France and Great Britain. Parallel to this action, introductory instructor training in their special field is given to highly-qualified staff who are called upon to give courses to future management staff on a part-time basis. Because of their experience in this field, the two establishments (Evry and Gloucester) are especially suitable places for these two types of training.

54 In view of the considerable mobility of teaching staff and the problems arising from the lack of professional staff at this level of responsibility, it would be appropriate to implement a programme of introductory instructor training for the greatest possible number of senior officials in charge of instruction. A survey of potential resources in this field would be carried out in each region with a view to implementing a systematic training programme in cooperation with the administrations of the above-mentioned two countries.

c Colloquia for training managers

55 Shortcomings in the organization and management of training centres and the lack of a structure responsible for training matters in the central services is often observed in the developing countries.

56 For some time now, the IB has taken the initiative of preparing practical guides and organizing colloquia with a view to helping heads of training services and directors of national and intercountry schools in their tasks and making them more aware of the general problems of training management.

57 In view of the great interest shown in this connection by a number of administrations, it is planned to continue holding such colloquia. The basic aim would be to bring together training managers with a view to enabling them to exchange views on a variety of topics concerning training and instructors.

V. Conclusions

58 This study reveals the existence of a relationship between the staff strength needed by an administration and training, which aims at imparting professional knowledge to officials. Staff strength depends on certain socio-economic factors which affect postal traffic as well as on postal factors proper.

59 In order to determine staff strength, the "consumption of postal services" factor should be taken into account, as well as other factors which are also Post-related. These include the extent of the postal network, the range of services provided, the quality of service, the available physical facilities, and staff productivity which depends essentially on management methods and the supervisory structure.

60 The overlapping of these factors and local considerations necessitate a study at the level of each country in order to assess the theoretical staff strength required by the administration concerned. The minimum staff strength standards proposed by the Rio de Janeiro Congress should be considered as medium and long term objectives for all developing countries, without, however, losing sight of the need to apply strict business management rules.

61 Bearing in mind the needs expressed, introductory training, further and specialized training of officials and in particular of middle-grade and senior-grade staff, as well as training and refresher courses for teaching staff, should continue to receive priority attention from the postal administrations of the developing countries.

62 Praiseworthy efforts have been made by the countries which, thanks to additional assistance from the international community, have set up new national schools, sometimes decentralizing their structures in order to bring the training facilities closer to the officials' workplaces. Although relatively limited, steps have also been taken to set up intercountry schools and to extend the fields of activity of the existing intercountry institutes.

63 Nevertheless, much still has to be done to ensure that the developing countries have at their disposal adequate, functional infrastructures and teaching equipment suited to their needs.

64 The policy of decentralizing training at all levels should be pursued and developed in all regions without it being necessary to resort, at least during the initial stages, to prestige facilities, in particular as regards premises.

65 Specialized training activities in management, planning, public relations and marketing, which have already been initiated, should be continued in order to supplement the introductory training of middle and senior grade staff.

66 The UPU should continue to give its assistance with a view to helping countries and groups of countries which so desire, to attain their objectives, both as regards defining their staffing requirements and as regards their training activities.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 18.5

The future of UPU technical assistance

Executive Council's report

I. Background

1 As is known, since 1 January 1963, the UPU has been committed to providing technical assistance to countries which have experienced problems in satisfactorily organizing and operating their postal services. In this regard, three observations should be made:

- The UPU began its technical assistance activities shortly after a large number of countries, particularly in Africa, gained their independence. In these countries the situation of the Post left a great deal to be desired. In fact, it seemed that, given the interdependence of the postal administrations from the point of view of operations, the UPU should supplement its normative activities with operational activities designed to help the administrations of these newly independent countries to carry out postal functions appropriately.
- This new policy was sanctioned in the UPU Constitution (article 1, paragraph 3), which was approved by the 1964 Vienna Congress, as well as in article 102, paragraph 6, b, of the General Regulations, which provides that the Executive Council shall promote, coordinate and supervise all forms of postal technical assistance within the framework of international technical cooperation.
- A parallel development took place within the framework of the United Nations, which in 1965 created the United Nations Development Programme (UNDP) by combining the Expanded Programme of Technical Assistance (EPTA) and the Special Fund.

2 Since the Vienna Congress, which, in resolution C 12, laid the foundations for consistent action by the UPU in the field of technical assistance, and particularly in professional training, successive UPU Congresses have endeavoured to adapt the policy and activities of the UPU to the needs of developing countries by patterning them as closely as possible after changes in this domain within the framework of the United Nations system, in particular under the UNDP, which is the principal source of financing for technical assistance activities in the field of postal services.

3 The systematic application of the UPU technical assistance policy has made it possible to provide developing countries with invaluable aid which, on the whole, has resulted in appreciable progress. It should be noted, however, that for various reasons, considerable discrepancies have been noticed in the progress achieved by the beneficiary countries. In addition, the systematic intervention of the UPU in this field has made it easier to increase awareness of the problems to be resolved and the activities required for this purpose. Although it is still inadequate in most of the countries, the awareness of the local authorities has facilitated the success of the activities undertaken by the postal administrations.

4 In principle, technical assistance in its full sense should "make itself unnecessary" as a result of the beneficiary administrations becoming aware of the problems that they must confront. One might therefore ask whether, in the long term, the UPU should not stop providing technical assistance, but one should reply definitively that such an expectation would lack realism and disregard the problems with which most of the administrations currently receiving technical assistance will have to deal even in the long term. It would be better to study the problem of the future of technical assistance from a perspective that gives due consideration to both the development of the philosophy on technical assistance within the United Nations system and the UPU policy in this field in a rapidly evolving world.

5 It seems appropriate to study the problem of the future of UPU technical assistance from a perspective that takes into account, on the one hand, the progress made in postal development in the Third World over the last twenty years and, on the other hand, the development of policy and technical assistance resources at the UPU and, more generally, within the entire United Nations system.

6 Hopefully, this concisely laid out document will give rise to an exchange of views, the conclusions of which will, no doubt be of interest to both developed and developing countries. However, it should be added that the value of the general policy which might emerge would be only relative owing to the uncertainty about the volume of resources available in the long term and the changes in general policy which might be made by future Congresses.

7 From this point of view, it seems appropriate to outline the activities that might be adopted by the UPU over the next fifteen to twenty years and the guide-lines on which they might be based.

II. Activities of the Union

8 Generally speaking, one can assume that, in the long term, the use of the Post will increase considerably in developing countries owing to the rapid growth of the population, the increasing rate of literacy thanks to the efforts made by the governments with the support of UNESCO and bilateral assistance funds and, finally, the economic and social development of these countries, even if the anticipated rate seems rather slow. Even in cases where considerable efforts are made to develop the Post at the local level, there will be a noticeable increase in the needs that the postal administrations will have difficulty in satisfying; consequently, external aid will be necessary, in particular, from the UPU.

9 From the point of view of the modalities of intervention, it seems that the UPU should gradually transfer, to the countries receiving assistance, the tasks which do not appear to present any particular technical difficulties for these countries. This would allow the UPU to devote less time to specific activities and thus to place more importance on general activities corresponding to functions which seem to have a determinant value for the UPU. It should be pointed out in connection with this development that, in a long-term forecast study of the changing needs of the developing countries, the UNDP stated that, eventually, the efforts of the organizations of the United Nations system would have to be concentrated in particular on the management of development and the application of modern technology.

A. Specific activities

10 From this perspective, the UPU should be prepared to provide developing countries with practical technical assistance limited, in principle, to specific fields in which continuity of UPU action seems necessary.

a With respect to *management*, the efforts made should no doubt be more intense. The results obtained in this regard over the last ten years have not, in fact, been very significant, except in a few countries. It is particularly important to continue helping a large number of administrations to establish a development plan. This presupposes not only an adequate statistical tool but also a planning exercise based on a very detailed diagnosis of the situation of the postal services. Moreover, countries will no doubt need assistance to develop the range and quality of postal services offered in order to better respond to the needs of users and, consequently, to compete more effectively with the private enterprises which will become increasingly numerous in the postal service market. Finally, experience has shown that the efforts made in the last few years to train personnel have not produced the anticipated concrete results owing to the poor use, in many countries, of the personnel trained. It is important that specific measures be taken in this regard not only to improve the efficiency of personnel but also to avoid resignations and arbitrary dismissals of officials shortly after they have been trained.

b In the field of *training*, one may assume that there will still be a great deal to do for many years to come. Considering the preponderant role played by the human element in the functioning of postal services, all due attention should be devoted to this sector. Of course, owing to the growth noted over the last twenty years in the training resources for operational personnel and even for lower-grade and middle-grade staff, action should be taken to strengthen training facilities for senior-grade staff and managers in the region and sometimes even outside the region. To be sure, this priority action should be accompanied by efforts to maintain or improve the quality of postal instruction for lower-grade and middle-grade staff.

c With respect to *financial services,* despite all the attention devoted by the UPU to this sector for numerous years, the results that have been obtained are still relatively limited. One might think that the gradual improvement of the quality of the postal service would lead to a more rapid development of the financial services, which would fill the needs arising from economic and social development. However, a degree of prudence appears desirable considering that, from the demographic, economic and social points of view, the creation of financial services does not seem to be justified in all countries. In others, however, external aid will no doubt be necessary to automate the services in question.

d With regard to the *organization and operation of postal services*, it appears that, except in the least developed countries, technical assistance should be provided only for a few specific fields because most of the administrations of developing countries could use the personnel already trained so as to get along without such assistance. Nevertheless, technical assistance would have to be provided for the processing and circulation of international mail because this is a function of direct interest to the UPU. In particular, assistance could be provided for international transit centres and the structuring of administrations' relations with transport services, including land and sea transportation companies, whose potential will probably have to be used more in the future. Moreover, the progress achieved with respect to the general organization of their services as well as concern for facilitating the handling and processing of mail and possibly postal parcels will lead an increasing large number of administrations to contemplate or carry out partial or total mechanization of sorting centres, provided that such an initiative is justified considering, in particular, the volume of the traffic and the maintenance facilities; it would be appropriate for the UPU to grant an increasingly large amount of technical support for this purpose.

e In the field of *postal equipment*, one can expect that a large number of administrations will continue to encounter serious difficulties even in so far as incidental equipment is concerned. It would therefore be desirable for the UPU to assist the countries or groups of countries that plan on creating workshops for producing postal equipment, thus taking advantage of the knowledge and skills of their artisans and workers as well as local materials.

f As regards the *least developed countries*, it seems that the preceding policies cannot be applied broadly, at least in the near future. Thus it would be appropriate for technical assistance to be provided essentially for the basic sectors, in particular, development of postal infrastructure, modernization of counter services, mail circulation and delivery and training of operational and supervisory staff. Moreover, it would be appropriate to maintain and even to increase the supply, to these countries, of the incidental operational equipment for which they will no doubt continue to have an increasing need as their services expand.

B. General activities

11 From the perspective outlined above (cf paragraph 9), it would be possible to conduct activities of a general nature which would appreciably increase the useful role played by the UPU in the technical assistance field.

a General postal development planning

12 Postal planning is a very ambitious undertaking when it involves all the developing regions; however, it seems desirable in order to facilitate and, if possible, orient the efforts undertaken to improve postal services in developing countries. In any case, such planning would be very flexible in nature and even if it resulted in only some uniformity, this would constitute an important accomplishment.

13 Be that as it may, this general planning should be based on the priorities established by Congress, taking into account the diversity of regional situations. Some consistency should, in effect, be ensured between the international and regional objectives. The latter are established by regional authorities without always taking into consideration the principles on which UPU activities are based. Nevertheless, the UPU should endeavour to establish international objectives which, while referring to regional objectives, are integrated into a concept of the global development of postal services. In this regard, the UPU could establish a sort of general plan which would, of course, be only indicative.

b Evaluation of the general situation of postal services

14 It would be in the UPU's interest to have an increasingly accurate evaluation of the situation of postal services in all the countries of the world and, in particular, in the developing countries. Such an evaluation would make it possible to better assess, even approximately, the discrepancy which, on the whole, exists between the developed and the developing countries. In so far as possible, the UPU should obviously endeavour to ensure that this discrepancy does not increase but rather that it decreases.

15 Moreover, the UPU should be able to acquire more detailed knowledge of the situation of postal services in the various developing regions. Efforts that have already resulted in progress in this regard should be continued in close cooperation with the Restricted Unions concerned, in order to get as clear an idea as possible of the results obtained as well as the difficulties to be overcome. Improved knowledge of the situation of postal services at the regional level would give more weight to the representations made by the UPU to regional bodies likely to provide assistance for postal development.

16 Conversely, at the national level, the evaluation of the postal services already undertaken by the UPU should be carried out by the Restricted Unions concerned (or by the countries themselves if they do not belong to these Unions), possibly with the assistance of the UPU, which should benefit from the results thus obtained.

c Public information

17 There is no doubt that public information activities with respect to postal development should be pursued for many years to come in order to make national authorities, international and regional organizations and business sectors more aware of the importance of the Post in the economic, social and cultural development process. These activities will no doubt remain crucial since they should make it possible to mobilize resources and energies with a view to strengthening the position of the Post in the communications market. To be more specific, they would help to ensure the financing of postal development through local resources and to obtain, for this purpose, sufficient supplementary external aid.

18 Moreover, the public information activities undertaken by the administrations with the active assistance of the UPU would facilitate acceptance by the local authorities of changes to be made to the administrative and financial status of postal services so that they can better perform their role.

d General studies

19 More and more, the UPU should undertake general studies that may serve as a basis for efforts made by the administrations in connection with postal development. In this regard, some very important work is already being done by the CCPS; however, experience has shown that some studies not included in the programme of this body are at times of real interest to developing countries. Moreover, the International Bureau should supplement or clarify the conclusions of CCPS studies in a more systematic manner since, despite the improvements noted, these studies are not always of direct use to the countries.

20 The efforts of the International Bureau should be concentrated on studies of general sectors, for example, management and training. In this regard, the studies would have to be coordinated with the work done by the regional information and study centres which would be set up with the assistance of the UPU.

III. Guiding principles

21 As regards implementation of the activities outlined above, it is important to refer to some guiding principles which are already widely applied by the UPU but which it would perhaps be appropriate to emphasize here.

a Priority countries

22 It seems that, even in the long term, it would be appropriate to maintain the two criteria currently applied by the UPU in connection with the provision of technical assistance, namely, on the one hand, priority to the least developed countries, and more broadly to disadvantaged countries and, on the other hand, incentive regarding the efficient use of assistance previously provided. As is known, the first criterion is based on the categories established objectively by the UN whereas the second is based on factual considerations and, at times, some psychological factors. Be that as it may, experience has shown that the second criterion should be maintained in the future and that its importance should even be increased.

23 Generally speaking, given that postal development is first and foremost the concern of the countries themselves and that, consequently, UPU assistance can be only supplementary in nature, it seems that assistance should be given only to those countries really determined to undertake a programme of general organization or a group of coherent measures promoting postal development. The UPU would therefore have to know the governments' intentions regarding postal development in their countries as accurately as possible; this would presuppose appropriate intervention by the International Bureau.

b Financing

24 First of all, it seems essential to maintain, in the future, the principle according to which the UNDP is the principal source of financing for UPU technical assistance. The UPU would therefore continue to assist countries as efficiently as possible in identifying their needs and drawing up projects likely to be financed by this organization. Furthermore, it would continue, in consultation with the governments and the Restricted Unions, to prepare regional or intercountry projects that could be financed under this source.

25 However, it does not seem reasonable to expect the UNDP, even with an economic recovery, to increase appreciably the limited resources currently at its disposal.

26 Thus, it should be expected that the UPU will have to increase its efforts to obtain additional resources for financing technical assistance. This would involve, first of all, developing the approaches already being made to the World Bank, regional banks and some organizations financing technical assistance. Considering the results already achieved in this regard, there is hope that considerable resources may be obtained in this way.

27 Moreover, the UPU could continue participating in the International Programme for the Development of Communication organized by UNESCO, as some projects could be financed under this programme, especially in the case of the least developed countries.

28 Furthermore, it would be appropriate for the UPU to continue applying the system of "funds-in-trust", funds supplied either by the beneficiary countries themselves or by another country under multilateral assistance.

29 Finally, the "cost-sharing" system could be applied more widely whenever the countries in question are capable of contributing, in one way or another, to the expenses incurred for the projects from which they benefit. In this regard, even the least developed countries (LDC) could, in some cases, make a goodwill gesture by assuming responsibility for local expenditures.

c Technical cooperation among developing countries (TCDC)

30 The concept of "technical cooperation among developing countries" is a long way from having achieved the broad application that it merits for reasons of principle, efficiency and economy. Accordingly, steps should be taken so that, in the long term, countries can benefit fully from this mutual assistance system. At the moment, the UPU's role in this field is still a decisive one; it establishes the cooperative relationship between the countries involved, selects the consultants needed for this purpose and, in particular, incurs the related expenses, except for the remuneration of the consultants, which is most often paid by their administrations of origin. Development in this field should consist in helping the beneficiary countries to gradually accept responsibility for the expenses related to TCDC, without however eliminating technical and financial contributions by the developed countries. The goal is the establishment of direct relations between two or more countries, with these countries using their officials' knowhow in a given field and with the donating countries paying the salaries of the consultants and the beneficiary countries paying their travel and accomodation expenses.

31 To be sure, in the case of the least developed countries, the meagre resources available should at times lead the UPU to participate financially in the operation, for example, by assuming responsibility for travel expenses. With regard to the intercountry training centres, which constitute another form of TCDC, it is doubtful that the countries concerned will, even in the long term, be able to assume all the related expenses. Consequently, it seems reasonable to plan on the UPU providing assistance, in principle in the form of fellowships for which the least developed countries would be given priority.

d Local representation of the UPU

32 It may be assumed that, in the long term, the UPU will have sufficient local representation from the point of view of decentralization within the regions and the transfer of some of its present activities to the countries. Local representation of the UPU should still be organized as economically as possible, maximizing use of the experience, technical capabilities and enthusiasm of the officials in the region.

33 There is no doubt that, even from the perspective of long-term postal development of poor countries, it will still be necessary to maintain close contact with the local postal managers in order to provide them with consultative services, maintain their enthusiasm and help them to convince government authorities to give the Post the priority it deserves, in particular, through appropriate public information activities. It will also be necessary to help the administrations to ensure the integration of their own efforts with external aid, to prepare UPU consultants' missions, to apply the recommendations formulated and, finally, to improve utilization of the personnel trained.

e Cooperation with regional bodies

34 In the future, the UPU's relations with the regional bodies will have to be developed to an increasing degree.

35 With respect to the *Restricted Unions*, the resolution adopted by the 1983 Executive Council outlines the general framework of their cooperation with the UPU in the field of technical cooperation. It seems reasonable to expect positive developments within this framework of cooperation. There is no doubt, in fact, that most of the Restricted Unions will have to become increasingly involved in the analysis of the situation of postal services in their member countries with a view to identifying needs.

36 At the regional level, the Restricted Unions will have to play an increasingly active role, in cooperation with the UPU, the countries and the regional groupings concerned, as regards the evolution of needs and the preparation of programmes and projects.

37 It is to be hoped that, with respect to the financing of these programmes and projects, they will also be able to contribute on as broad a basis as possible; in most cases, this presupposes a considerable increase in their own resources. Thus, the joint programme might be expanded, with the financing being provided by the Restricted Union or Unions concerned.

38 Finally, the possibility provided for by the Executive Council, of the conclusion of individual agreements between the UPU and a given Restricted Union will allow the role of each Restricted Union to be adapted gradually to its technical, human and financial capacities.

39 The trend towards strengthening of the *Regional Economic Commissions*, which was sanctioned in the study on the restructuring of the United Nations system, will probably continue. In other words, it should already be expected that the relations between the UPU and the Regional Economic Commissions will be strengthened but that the UPU will endeavour to ensure that its constitutional responsibilities are respected. Subject to the definition of an appropriate form of cooperation between the UPU and these Commissions, it seems that they will be able to provide the postal administrations with an increasing amount of assistance by making governments aware of the importance of the needs of the Post and, if necessary, by participating financially in the regional projects planned by the UPU, in consultation with the parties involved.

40 There are *other regional groupings* of an economic kind (Economic Community of West African States, Union of Central African States, the countries of the Andean Pact, the countries of South East Asia, etc) with which the UPU will no doubt have to gradually develop its relations. In fact, these groupings could participate to some degree in the activities that must be undertaken to heighten the governments' awareness of economic problems.

IV. Conclusions

41 Without prejudice to any decisions that following Congresses may make in this regard, it would be appropriate for the Hamburg Congress to hold a general discussion on the future of UPU technical assistance, based on the observations contained in this document. A few major ideas deserve particular attention:

- Apart from the provisions in the Constitution and the General Regulations, it seems reasonable to expect that the UPU will have to pursue its efforts in the field of technical cooperation, for at least three reasons: from the point of view of postal services, the risk of the discrepancy increasing between developed and developing countries; the extent of the needs facing the postal administrations of these developing countries; and their view that technical assistance is an important function of the UPU.
- It seems logical to continue giving priority to the least developed countries; however, in principle, for the other disadvantaged countries and, even more so, for the countries that are not disadvantaged, the criterion relating to the motivation of the beneficiary administration will take on increasingly more importance.
- In terms of activities, it seems that the UPU should gradually transfer, to the countries, current tasks which are within their capabilities in order to devote further resources to more technical tasks and, in particular, to general activities designed to help reinforce and increase the effectiveness of efforts made by the countries and groups of countries.
- For various reasons, the UPU will no doubt have to further integrate its activities within the framework of the policies and activities decided on at the regional level, on the basis of the guidelines and directives established by its bodies.

Berne, 8 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 19

Basic letter-post charges

Executive Council report

Introduction

1 In the context of the study on "Simplification of the rate structure and conditions for the admission of letter-post items", the Executive Council decided at its 1982 session:
"to instruct the International Bureau to carry out the usual consultation to establish the level of basic charges to be submitted to the next Congress. This inquiry should in particular deal with the charges applied in previous years so as to enable extrapolations to be made."

2 In view of the results of this inquiry, which dealt in particular with the movement of the charges in gold francs between 1972 and 1982, the International Bureau submitted proposals on the level of basic charges to the Executive Council. At its 1983 session, the Council decided to postpone its decision until its 1984 session and again instructed the International Bureau to consult postal administrations on the level of basic charges on the basis of the results of the 1982 inquiry.

3 At its 1984 session, the EC considered the document submitted by the International Bureau on these bases, and also the document submitted by the French postal administration on the consequences of the introduction of the SDR into the UPU Acts on the problem of basic charges, these two documents resulting in very different proposals.

Distribution of the questionnaire

4 Pursuant to the EC's decision, the International Bureau distributed among the postal administrations of Union member countries a questionnaire relating to the following points:

a the postal charges in force in the postal administrations (basic charges, percentage of increase, percentage of reduction);
b possibility of adjusting these charges before 1 January 1986;
c new basic charges for submission to the next Congress;
d maximum percentage of increase or reduction in the basic charges to be submitted to the next Congress;
e retention of article III of the Final Protocol to the Convention;
f movement of postal charges over the last 10 years.

5 This questionnaire was sent out on 20 July 1982 with circular letter 3370(B1)860.

Results of the consultation

6 A total of 80 postal administrations took part in the consultation, the results and findings of which are given below:

A. Postal charges in force in the postal administrations

7 The information provided by the postal administrations shows the following situation:
40 administrations (50%) apply a percentage of increase to the basic charges.
23 administrations (29%) apply a percentage of reduction to the basic charges.
12 administrations (15%) apply the basic charges.
5 administrations (6%) apply a percentage of increase to certain items and a percentage of reduction to others.

8 The following tables show the breakdown of postal administrations according to the percentages of increase or reduction which they apply to *letters* and *printed papers* only. (The increase on the charges for postcards is similar to that for letters, and that on small packets is similar to that for printed papers.)

9 *Charge for letters*

Percentage of increase	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%	71% to 80%	81% to 90%	91% to 100%	over 100%
Number of administrations	1	4	8	8	5	5	4	0	2	3	0

Percentage of reduction	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%
Number of administrations	2	2	6	3	5	1	4

Number of administrations applying the basic charges	12

10 *Charge for printed papers*

Percentage of increase	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%	71% to 80%	81% to 90%	91% to 100%	over 100%
Number of administrations	0	2	7	7	4	4	5	4	1	3	3

Percentage of reduction	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%
Number of administrations	4	4	4	2	4	0	5

Number of administrations applying the basic charges	12

Analysis

11 According to the data and information received, it was noted that:

a The percentage of increase or reduction applied to the basic charges is not uniform for the four categories of items; moreover, a few administrations simultaneously apply an increase to certain letter-post items and a reduction to others.

b The increase limit of "100% maximum" has not been exceeded in the rate structure for letters. On the other hand, three administrations have increased the basic rate for printed papers by more than 100%, one of them applying an increase of 174%.

c Of the 40 administrations which apply an increase to the basic charges for letters, 35 (87.5%) increase the basic charge by a maximum of 70%. (The commonest increase is between 20% and 60%.)

d The arithmetical mean of all the increases of the charge on letters applied by the 40 administrations is 46%.

e Of the 23 administrations which reduce basic letter-post charges, 18 (78%) apply a reduction of not more than 50%. (The commonest reduction is between 20% and 50%.)

f Of the 40 administrations which increase the basic charges for printed papers, 33 (82%) apply an increase of not more than 80%. (The commonest increase is between 20% and 80%).

g The arithmetical mean of all the increases of the printed papers charge applied by 40 administrations is 58%.

h As regards the reduction of the printed papers charge, 18 out of 23 administrations (78%) apply a reduction of up to 50% maximum.

i The number of postal administrations that increase the basic printed papers charge by more than 50% is higher than the number of administrations increasing the basic letter-post charge to the same extent, as shown in the following table:

Items	Increase up to 50%	Increase of more than 50%
Letters	26 administrations (65%)	14 administrations (35%)
Printed papers	20 administrations (50%)	20 administrations (50%)

B. Higher charge for non-standardized items of the first weight step

12 The result of the consultation was as follows:

a Number of administrations which have fixed a higher charge for non-standardized items 9 (11.25%)

b Number of administrations which have not surcharged non-standardized items 71(88.75%)

C. Adjustment of postal charges before the Acts of the next Congress go into force

13 Regarding the possibility of an adjustment, before 1 January 1986, of the charges currently in force, 47 administrations replied in the affirmative. The increases put forward vary from 10% to 60%. Twenty-eight administrations did not take a position.

D. New basic charges for submission to the next Congress

14 As regards the revision of the basic charges adopted by the Rio de Janeiro Congress for the payment of postage on letter-post items, with a view to submitting a proposal to the Hamburg Congress, the administrations took position as follows:

– in favour of increasing the charges: 49 (61% of the administrations)
– in favour of the status quo: 28 (35% of the administrations)
– did not express an opinion: 3 (4% of the administrations)

15 Of the 49 administrations that were in favour of an increase, 45 specified a percentage of increase of the charges to be suggested to the next Congress. The following table shows the proposed percentages in decreasing order:

No	Administration	Proposed increase	No	Administration	Proposed increase
		%			%
1	Central African Republic	100	24	Thailand	50
2	Chile	100	25	Tunisia	50
3	Denmark	100	26	Tuvalu	50
4	Norway	100	27	Yemen Arab Rep	50
5	Sweden	100	28	Zaire	50
6	Australia	75	29	Great Britain	40
7	Japan	75	30	Italy	40
8	Brazil	70	31	Niger	40
9	India	60	32	Syrian Arab Rep	33
10	South Africa	50	33	Greece	33
11	Algeria	50	34	Luxembourg	30
12	Germany, Fed Rep of	50	35	Bangladesh	25
13	United States of America	50	36	Korea (Rep)	25
14	Austria	50	37	France	25
15	Botswana	50	38	Mauritania	25
16	Canada	50	39	Ethiopia	20
17	Gabon	50	40	Ghana	20
18	Iraq	50	41	Malta	20
19	Lesotho	50	42	Nigeria	20
20	Morocco	50	43	Panama (Rep)	20
21	Pakistan	50	44	Sudan	20
22	Netherlands Antilles	50	45	Swaziland	11
23	Senegal	50			

Statistical calculations

16 According to the series of figures suggested by 45 administrations and with a view to taking a decision, various indicators were calculated, namely:

- arithmetical mean ($\frac{2177}{45}$) 48%
- median (administration No 23 in the above list) 50%
- the most frequent rate (19 times) 50%
- midpoint ($\frac{100-11}{2}$) 45%

E. Increase or reduction of the basic charges

17 With regard to the revision of the percentages of increase (100%) and of reduction (70%) of the basic charges laid down in article 19, paragraph 1, of the Convention, 80 administrations expressed their views as follows:

a Increase

- in favour of maintaining 100% increase (status quo) 60 administrations (75%)
- in favour of changing the rate of 100% (see details under subpara c) 14 administrations (17.5%)
- expressed no opinion 6 administrations (7.5%)

b Reduction

- in favour of retaining 70% reduction (status quo) 59 administrations (74%)
- in favour of changing the rate of 70% (see details under subpara d) 16 administrations (20%)
- expressed no opinion 5 administrations (6%)

c Percentages of increase suggested to replace 100%

20% (1 administration)
50% (7 administrations)
60% (1 administration)
75% (1 administration)
110% (1 administration)
125% (1 administration)
150% (2 administrations)

d Percentages of reduction suggested to replace the 70%

25% (1 administration)
50% (13 administrations)
80% (1 administration)
100% (1 administration) (which is equivalent to a zero charge).

F. Provision of article III of the Final Protocol

18 As regards the retention or amendment of article III of the Final Protocol to the Convention (according to which member countries are authorized to exceed the upper limits indicated in article 19, para 1), the 80 administrations which replied expressed the following views:

- in favour of retaining article III of the Final Protocol: 73 administrations (91.25%)
- in favour of deleting this article: 6 administrations (7.50%)
- expressed no opinion: 1 administration (1.25%)

G Development of postal charges between 1972 and 1982

19 To give a better idea of how postal charges have developed over the last ten years (June 1972 – June 1982), administrations were asked to give the postage charge for a letter of 20 g and the postage charge for a printed papers item of 100 g in June 1972, June 1977 and June 1982, in national currency and its equivalent in gold francs.

20 Only 64 of the 80 administrations supplied the information requested. In order to analyze as much information as possible, the International Bureau took from the Compendium of Equivalents and Reduced Charges the data concerning 11 of the 16 administrations which did not indicate these charges.

21 The average five-yearly growth (AFG) was calculated on the basis of the values of the charge for a letter of 20 g and a printed papers item of 100 g at the three dates shown.

22 The following tables show the breakdown of postal administrations according to the average five-yearly growth (AFG), by classes of 10%, for the period 1972–1982.

a Charge for a letter of 20 g

AFG	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%	71% to 80%	81% to 90%	91% to 100%	Over 100%
Number of administrations	2	3	11	3	19	12	5	4	1	4	6

b Charge for a printed papers item of 100 g

AFG	1% to 10%	11% to 20%	21% to 30%	31% to 40%	41% to 50%	51% to 60%	61% to 70%	71% to 80%	81% to 90%	91% to 100%	Over 100%
Number of administrations	–	–	8	4	8	5	5	10	6	6	18

23 The information contained in the preceding two tables can be rearranged in the following manner:

AFG	Number of administrations and percentage	
	Letters	Printed papers
Up to 50%	41 administrations (56%)	23 administrations (31%)
From 51 to 100%	26 administrations (36%)	32 administrations (44%)
Over 100%	6 administrations (8%)	18 administrations (25%)
	73 administrations (100%)	73 administrations (100%)

24 It will be seen that out of 75 administrations, during the past two five-year periods, there are more of them which apply a bigger increase to the basic charge for printed papers than to that for letters. This finding may be compared with the one made when considering the present increase applied to the basic charges for letters and printed papers and which confirms it (see paragraph 9, i).

25 There is thus a permanent trend in this respect which currently leads to the following practice: a large number of administrations fix the charge for printed paper items of 100 g at an average value (59.25 g c), representing 79% of the present basic charge for a letter of 20 g (75 g c).

26 The higher increase in the charges for printed papers as compared with that for letters is perhaps due to the following facts:

a the basic charge fixed by Congress is insufficient to cover the cost of this category of items;

b there is a progressivity difference, as between letters and printed papers, in the scales of charges (shown in article 19 of the Convention) according to the weight: the ratio 1 : 2 which exists between the charge for a letter and that for a printed papers item is observed only for the first weight step. For the following weight steps, the ratio becomes more and more unfavourable to printed papers; for the last step (1000 to 2000 g) the ratio is 1 : 3.09.

H. Suggestions in connection with the basic charges for letter-post items

27 The International Bureau report set out four possibilities of increasing the basic charges:

1st possibility: 50% increase in the charges for all weight steps of letter-post items (proposal based on the average percentage suggested by the postal administrations).

2nd possibility: 50% increase in the charges for all weight steps of letters and postcards, and 62% increase in the charges for all weight steps of printed papers and small packets.

3rd possibility: Increase of 50% (already suggested) in the charge for all weight steps of letters and postcards and increase in the charges for the weight steps of printed papers and small packets identical to that existing between the various weight steps of letters (in accordance with the remark made in paragraph 26, b), on the basis of an increase of 50% for the first weight step.

4th possibility: Increase of 50% (already suggested) in the charge for all weight steps of letters and postcards and increase in the charges for the weight steps of printed papers and small packets identical to that existing between the various weight steps of letters (in accordance with the remark made in paragraph 26, b), on the basis of an increase of 62% for the first weight step.

Increase or reduction of the basic charges

28 In view of the results of the consultation, the maximum percentage of increase of 100% and the maximum reduction of 70% should be retained (see paragraph 17).

Provisions of article III of the Final Protocol

29 According to the almost unanimous opinion of the postal administrations, article III of the Final Protocol to the Convention should clearly be maintained (see paragraph 18).

1983 EC decision

30 At its 1983 session the Executive Council examined the above document on the level of the basic letter-post charges. But before coming out in favour of one of the four possibilities of increase, the Executive Council decided to postpone its decision until the 1984 session and instruct the International Bureau to consult administrations once again on the level of basic charges on the basis of the results of the 1982 inquiry.

Consultation of postal administrations

31 For better understanding of the aim of the consultation, the International Bureau sent under cover of circular letter 3370(B1)1413 of 6 June 1983 a questionnaire dealing with the four possibilities suggested in the event of an increase in charges, accompanied by document CE 1983/C 4 – Doc 22, so that postal administrations could make their minds up in full knowledge of the facts.

32 Moreover, at the request of the postal administration of France in its capacity as Chairman of Committee 4 (Letter Post), the International Bureau sent all postal administrations, under cover of circular letter 3370(B1)1558 of 30 June 1983, the pertinent points of the report of Committee 4 (CE 1983 – Doc 8) and of the minutes of the second meeting of the EC (CE 1983 – PV 2).

Results of the consultation

33 A total of 99 postal administrations took part in the consultation, the results of which are given below:

a	for the first possibility: increase of 50 percent in the basic charges for letter-post items	50 administrations (50.5%)
b	for the second possibility: increase of 50 percent in the basic charges for letters and postcards and of 62 percent in those for printed papers and small packets	17 administrations (17.2%)
c	for the third possibility: increase of 50 percent in the basic charges for letters and postcards and increase in charges for the weight steps for printed papers and small packets in the same proportion as that existing between the weight steps for letters, on the basis of a 50 percent increase for the first weight step	10 administrations (10.1%)

d	for the fourth possibility: increase of 50 percent in the basic charges for letters and postcards and increase in the charges for the weight steps for printed papers and small packets in the same proportion as that existing between the weight steps for letters, on the basis of a 62 percent increase for the first weight step	17 administrations (17.2%)
e	for other suggestions not included in the questionnaire	5 administrations (5%)
		99 administrations (100%)

1984 Executive Council session

34 At its 1984 session, the EC considered the document submitted by the International Bureau on the level of basic letter-post charges, and also a document submitted by the French postal administration on the consequences of the introduction of the SDR into the Acts of the UPU (annex 1) which is summarized below.

Study by France

35 The French administration emphasizes that the present level of charges in force in the countries of the Union must first be compared with the Rio de Janeiro basic charges before any adjustment of the latter is envisaged. It notes that the traditional study carried out by the International Bureau on the charges applied by the countries since 1972 shows a past development which does not correspond to the present situation. The development of the charges converted into gold francs is "falsified" by the use of equivalents which, in most cases, do not reflect the true parities between the currencies since the general floating of the latter, a consequence of the suspension in 1971 of the convertibility of the dollar into gold.

36 France emphasizes that since the introduction of the SDR in the Acts on 1 July 1981, the UPU has had available a mechanism for the automatic adjustment of monetary parities which enables the actual value of the charges to be determined in SDR (and where appropriate their value in gold francs calculated through the intermediary of the SDR) and to situate them in relation to the basic charges of article 19.

37 The analysis made by this administration shows:
- that the actual development of the charges in SDR between July 1981 and 1983 is very different from the one which appears when the past is considered with gold francs in mind (for half the countries there has been a drop);
- that the average level of the charges expressed in SDR is identical with that of the basic charges fixed in Rio de Janeiro, one country out of two having charges lower than these;
- *and therefore that the Rio de Janeiro basic charges are still valid.*

38 Nevertheless, to meet unforeseeable developments, France is prepared to envisage a maximum increase of 20% in the basic charges.

Discussions

39 In the view of one delegation, the report prepared by the International Bureau after consulting postal administrations contained some extremely important information which should be taken into account when a decision was taken. Referring to the International Bureau document, that delegation pointed out that 50% of the administrations had come out in favour of a uniform 50% increase for both LC and AO charges, while 45% of the administrations favoured an increase of 50% for letters and a higher percentage of increase for printed papers.

40 Some members of the EC commented that, while France's study based on SDR was certainly interesting, it had been submitted late and, furthermore, dealt with only two years, which did not enable safe conclusions to be drawn, particularly as the Rio de Janeiro Acts came into force and, hence, to a general increase in charges. In view of that fact, some delegates drew the conclusion that the majority opinion expressed in the International Bureau study must be respected, for account should be taken of the result of the consultation carried out on the matter.

41 Another delegation observed that the question of basic letter-post charges could be a matter of definite importance at Congress. The economic situation of the postal administrations had to be considered and all the decisions which would be taken in Hamburg should be borne in mind, particularly those relating to terminal dues. Consequently, the International Bureau's consultation of postal administrations must be taken fully into consideration when this question was being examined.

42 Two other administrations supported France's proposal for a 20% increase in the basic charges, stressing among other things that the analysis had been carried out on the basis of data from 50 administrations and took account of the exact development of the amount of charges. Those delegations felt sure that the stability of national rates would favourably influence postal exchanges between countries.

43 One delegation proposed postponing the entire question until Congress, for the documentation relating to France's study was of a technical character which deserved more thorough consideration by postal administrations.

44 In the light of the analysis made by the International Bureau on the basis of the results of the consultation and of the conclusions drawn from France's study on the consequences of the introduction of the SDR, the EC finally decided to submit to the Hamburg Congress the three possibilities set out in the following paragraph.

Conclusions

45 In view of the above, Congress is requested:

i to decide on one of the three possibilities of increasing the basic letter-post charges (paragraphs 1 to 16 and 34 to 44):
   - *Increase of 50% in the basic charges for letter-post items* according to proposal 3019.11;
   - *Increase of 50% in the basic charges for letters and postcards and of 62% in those for printed papers and small packets* according to proposal 3019.12;
   - *Increase of 20% in the basic charges for letter-post items* according to proposal 3019.13.

ii to maintain the percentage of increase of 100% and of reduction of 70% for the basic letter-post charges (paragraphs 17 and 28);

iii to maintain the provision of article III of the Final Protocol to the Convention (paragraphs 18 and 29).

Berne, 26 March 1984

For the Executive Council:
A C BOTTO DE BARROS
Chairman

Congress – Doc 19/Annex 1

Basic letter-post charges. Consequences of the introduction of the SDR into the Acts of the Union. Comments submitted by the postal administration of France

I. Introduction

1 Before considering taking any decision on a possible adjustment of the basic charges, the following question should first be asked "How does the present level of charges in force in the member countries of the Union compare with the basic charges adopted by the Rio de Janeiro Congress?"

2 In order to reply to this fundamental question, it is essential to take account of the new situation which has arisen since 1981 with the substitution of the SDR for the gold franc in all the fields regulated by the Rio de Janeiro Acts.

3 Unfortunately, the effects of the SDR on the problem of basic charges were not taken into consideration in the study conducted by the International Bureau (CE 1984/C 4 – Doc 31). At its 1982 session, the EC instructed the International Bureau to "carry out the usual consultation to establish the level of basic charges to be submitted to the next Congress." This prompted the IB to conduct an inquiry on traditional lines on the charges enforced since 1972 and to analyze them after converting them into gold francs.

4 However, the equivalences of the national currencies in terms of the gold franc which were fixed by the monetary authorities were not always updated to reflect actual currency developments. These delays in adjusting equivalents were aggravated by the widespread floating of currencies as the result of the suspension of the convertibility of the dollar into gold (15 August 1971), which put an end to the Bretton Woods system of fixed parities (1944). This situation was ratified by the Jamaica agreements (January 1976) and the decision of the International Monetary Fund to demonetize gold officially with effect from 1 April 1978.

5 The Rio de Janeiro Congress noted that the gold franc had ceased to exist and, by adopting the SDR as the intermediate monetary unit, introduced a permanent automatic adjustment mechanism that enables each administration to determine, among other things, the value in SDR (or in gold francs through the SDR) corresponding to the amount of its own charges in the national currency.

6 This new situation leads one to study the level of the basic charges exclusively in the light of the consequences of the introduction of the SDR.
The following factors are analyzed with this purpose in mind:
- the development of charges for letters of 20 g between July 1981 (date of application of the Acts) and July 1983;
- the level of these charges in SDR in July 1983 as compared with the basic charge (0.75 gold francs or 0.25 SDR).

II. Analysis conducted

7 The analysis covered 50 of the 75 administrations appearing in annexes 5 and 6 to Doc 31 (attachment 2), for which the required data were available. These data were taken:
- for the charges in national currency, from the Compendium of Equivalents and Reduced Charges;
- for the SDR rate, from the financial statistics of the International Monetary Fund.

8 Attachment 1 hereto sets out, for the 50 countries studied, on the basis of the charges in national currency (cols 2 and 3) and of the SDR rates (cols 4 and 5):
- the charges in SDR for July 1981 (col 6 = col 2 divided by col 4) and July 1983 (col 7 = col 3 divided by col 5);
- the percentage development of the charges in SDR from July 1981 to July 1983 (col 8 = col 7 divided by col 6 before rounding off of the results);
- in column 9, the divergence between national charges in SDR in July 1983 and the basic charge (0.25 SDR).

III. Development of charges for an LC item of 20 g between July 1981 and July 1983

9 For 26 of the 50 countries, there was a decrease in the charges, whereas in CE 1983/C 4 – Doc 22/Annex 6, attached to Doc 31, a decrease was apparent for only 2 countries out of 75.

10 This trend reversal is explained by the considerable erosion of the exchange rate of most currencies in relation to the SDR, a situation which has already been noted by administrations when settling international postal accounts.

11 In the case of France, the charge for an LC item of 20 g which increased by 30 percent in the national currency (from FF 2 to FF 2.60) actually increased by only 3.55 percent in SDR (from 0.304 to 0.314). Even greater divergences are apparent, in particular for countries with high inflation rate.

12 Annex 6 to the above-mentioned Doc 22 has been supplemented to show the development between July 1981 and July 1983 of the charge expressed in SDR ascertained for each of the 50 countries (see attachment 2).

IV. Comparison of national charges expressed in SDR with the basic charge

13 This comparison brings out the following results:
- the arithmetic mean of the charges applied in July 1983 is 0.257 SDR, ie virtually the basic charge for a letter of 20 g which is 0.25 SDR;
- the median charge is also very close to the basic charge, at 0.248 SDR.

14 The table constituting attachment 3 shows that:
- there are just as many administrations whose charges in SDR are lower than the basic charges as there are administrations which apply a percentage of increase to them;
- the most frequently applied charges lie in a range between −30 percent and +30 percent compared with the basic charges; this confirms the representative character of the basic charge.

V. Conclusions

15 Consideration of the development of currencies in relation to the SDR entails modification of the conclusions of Doc 31. This analysis shows:
- that the actual development of charges is very different from that which emerges if arguments relating to the past are based on gold francs;
- that the charges in force in July 1983 expressed in SDR are symmetrically distributed, numerically, in plus and minus terms in relation to the 1979 Rio de Janeiro basic charge and *thus that the present basic charge is still valid.*

16 Hence, the 50 percent increase in the scale of article 19 envisaged in CE 1984/C 4 – Doc 31 would be exaggerated and would not meet the requirements of the majority of administrations.

17 France is of the opinion that, if an increase appeared to be desirable to cater for unforeseeable developments, it would be more than sufficient to fix it at 20 percent, for example.

Development of charges for LC items up to 20 grammes from July 1981 to July 1983

Countries	Charges in national currency		SDR rate		Charges in SDR		Development in SDR (%)	Comparison with basic charges (%)
	7/81	7/83	7/81	7/83	7/81	7/83		
1	2	3	4	5	6	7	8	9
Algeria	1.200	1.200	5.0502	5.1215	0.238	0.234	– 1.39	– 6.28
Germany, Fed Rep of	0.900	1.200	2.7711	2.7504	0.325	0.436	34.34	74.52
Netherlands Antilles	0.600	0.600	2.0443	1.9133	0.294	0.314	6.85	25.44
Australia	0.350	0.400	0.9942	1.2143	0.352	0.329	– 6.43	31.76
Austria	6.000	7.000	19.5079	20.4070	0.308	0.343	11.53	37.21
Bahrain	0.060	0.060	0.4270	0.3996	0.141	0.150	6.85	– 39.95
Bangladesh	3.750	3.750	20.7265	26.0415	0.181	0.144	– 20.41	– 42.40
Belgium	14.000	17.000	45.3599	55.0943	0.309	0.309	– 0.03	23.42
Botswana	0.260	0.260	1.0136	1.1663	0.257	0.223	– 13.09	– 10.83
Brazil	21.000	120.000	106.7104	606.2468	0.197	0.198	0.58	– 20.82
Canada	0.350	0.600	1.3759	1.3099	0.254	0.458	80.06	83.21
Cyprus	0.100	0.120	0.5094	0.5627	0.196	0.213	8.64	– 14.70
Congo (People's Rep)	95.000	95.000	329.3188	413.4543	0.288	0.230	– 20.35	– 8.09
Korea (Rep)	320.000	320.000	780.1123	828.4392	0.410	0.386	– 5.83	54.51
Denmark	2.000	3.500	8.6863	9.8806	0.230	0.354	53.85	41.69
United Arab Emirates	1.100	1.100	4.1692	3.9020	0.264	0.282	6.85	12.76
Spain	30.000	33.000	110.8137	157.0464	0.271	0.210	– 22.38	– 15.95
United States of America	0.300	0.300	1.1357	1.0629	0.264	0.282	6.85	12.90
France	2.000	2.600	6.5864	8.2691	0.304	0.314	3.55	25.77
Gabon	125.000	125.000	329.3188	413.4543	0.380	0.302	– 20.35	20.93
Ghana	0.390	0.390	3.1235	2.9233	0.125	0.133	6.85	– 46.64
Great Britain	0.180	0.205	0.6055	0.6952	0.297	0.295	– 0.81	17.95
Greece	17.000	17.000	67.7286	89.9751	0.251	0.189	– 24.73	– 24.42
India	2.600	2.600	10.0737	10.7195	0.258	0.243	– 6.03	– 2.98
Iraq	0.090	0.090	0.3354	0.3304	0.268	0.272	1.50	8.95
Italy	300.000	500.000	1379.2622	1628.1802	0.218	0.307	41.19	22.84
Japan	110.000	110.000	263.4370	255.6322	0.418	0.430	3.05	72.12
Jordan	0.075	0.075	0.3827	0.3911	0.196	0.192	– 2.15	– 23.30
Lesotho	0.120	0.120	1.0480	1.1639	0.115	0.103	– 9.96	– 58.76
Luxembourg	16.000	16.000	45.3599	55.0943	0.353	0.290	– 17.67	16.16
Malaysia	0.300	0.300	2.6706	2.4811	0.112	0.121	7.64	– 51.63
Malta	0.080	0.080	0.4560	0.4618	0.175	0.173	– 1.25	– 30.70
Morocco	1.000	1.400	6.2800	7.3917	0.159	0.189	18.94	– 24.24
Mauritania	15.000	15.000	55.9446	59.0133	0.268	0.254	– 5.20	1.67
Niger	70.000	100.000	329.3188	413.4543	0.213	0.242	13.79	– 3.25
Nigeria	0.200	0.200	0.7453	0.7915	0.268	0.253	– 5.84	1.07
Norway	1.800	3.500	6.9255	7.7838	0.260	0.450	73.00	79.86

Countries	Charges in national currency		SDR rate		Charges in SDR		Development in SDR (%)	Comparison with basic charges (%)
	7/81	7/83	7/81	7/83	7/81	7/83		
1	2	3	4	5	6	7	8	9
Pakistan	2.000	3.000	11.2434	14.0699	0.178	0.213	19.87	— 14.71
Netherlands	0.850	0.900	3.0830	3.0775	0.276	0.292	6.07	16.98
Philippines	2.000	2.000	9.0278	11.6939	0.222	0.171	— 22.80	— 31.59
Portugal	27.000	30.000	73.5582	126.3227	0.367	0.237	— 35.30	— 5.01
Sri Lanka	3.000	3.000	21.5135	25.6546	0.139	0.117	— 16.14	— 53.22
Sweden	2.400	2.700	5.8837	8.1690	0.408	0.331	— 18.97	32.21
Switzerland	0.900	0.900	2.3783	2.2499	0.378	0.400	5.71	60.01
Swaziland	0.100	0.100	1.0480	1.1639	0.095	0.086	— 9.96	— 65.63
Syrian Arab Rep	1.600	1.600	4.4576	4.1720	0.359	0.384	6.85	53.41
Thailand	6.500	6.500	25.1478	24.4471	0.258	0.266	2.87	6.35
Togo	70.000	70.000	329.3188	413.4543	0.213	0.169	— 20.35	— 32.28
Tunisia	0.180	0.180	0.5965	0.7386	0.302	0.244	— 19.24	— 2.51
Uruguay	2.600	4.000	12.4212	35.7938	0.209	0.112	— 46.61	— 55.30

Sources for the study:

Charges in national currency published in the Compendium of Equivalents and Reduced Charges:
- Values July 1981: Latest values known at the time of supplement 1 of 10 July 1981 (the next supplement is dated 15 September 1981).
- Values July 1983: Latest values known at the time of supplement 10 of 1 July 1983.

Monthly average SDR rates for July 1981 and July 1983 obtained as a function of the monthly average rate of the SDR against the US dollar and of the monthly average rate of the US dollar against the other currencies. Values taken from the international financial statistics of the International Monetary Fund:
- For July 1981: French edition of October 1981.
- For July 1983: English edition of November 1983.

Congress – Doc 19/Annex 1/Attachment 2

Letter of 20 grammes

Administrations	Average five-yearly growth of the charge (1972–1982) CE 1983/C 4 – Doc 22/Annex 6 %	Development of the charge between July 1981 (application of the Rio de Janeiro Acts) and July 1983 taking account of the consequences of the introduction of the SDR as the intermediate monetary unit %
1 Uruguay	216	– 46.61
2 Ghana	154	+ 6.85
3 Netherlands Antilles	133	+ 6.85
4 Yugoslavia	106	[1]
5 Canada	100	+ 80.06
6 Philippines	100	– 22.80
7 Great Britain	98.95	– 0.81
8 Australia	98.20	– 6.43
9 Sri Lanka	95.78	– 16.14
10 Portugal	94.07	– 35.30
11 Brazil	84.02	+ 0.58
12 Spain	79.81	– 22.38
13 Guinea	76.02	[1]
14 Mauritius	72.97	[1]
15 Italy	70.78	+ 41.19
16 Switzerland	69.31	+ 5.71
17 Germany, Fed Rep of	65.60	+ 34.34
18 Argentina	64.30	[1]
19 Hungarian People's Rep	63.29	[2]
20 France	61.51	+ 3.55
21 Austria	58.40	+ 11.53
22 Norway	58.40	+ 73.00
23 Syrian Arab Rep	58.11	+ 6.85
24 Saudi Arabia	58.10	[1]
25 United Arab Emirates	56.46	+ 6.85
26 Pakistan	55.12	+ 19.87
27 Japan	54.63	+ 3.05
28 Morocco	52.75	+ 18.94
29 Botswana	52.70	– 13.09
30 Vanuatu	52.31	[1]
31 China (People's Rep)	52.14	[1]
32 Denmark	51.65	+ 53.85
33 Greece	49.74	– 24.73
34 Sweden	49.66	– 18.97
35 Upper Volta	49.14	[1]
36 Niger	48.46	+ 13.79
37 Jordan	48.10	– 2.15
38 India	47.90	– 6.03
39 Cyprus	46.05	+ 8.64
40 Belgium	45.80	– 0.03
41 Congo (People's Rep)	45.58	– 20.35
42 Gabon	45.17	– 20.35
43 Tunisia	43.70	– 19.24
44 Central African Rep	41.96	[1]
45 Bahrain	41.42	+ 6.85
46 Ethiopia	41.42	[1]
47 Luxembourg	41.42	– 17.67
48 Malaysia	41.42	+ 7.64
49 Netherlands	41.42	+ 6.07
50 Nigeria	40.51	– 5.84
51 Korea (Rep)	40.23	– 5.83
52 Senegal	37.76	[1]
53 Thailand	33.46	+ 2.87
54 Panama (Rep)	30.29	[1]
55 United States of America	29.93	+ 6.85
56 South Africa	29.90	[1]
57 Iraq	28.00	+ 1.5
58 Bulgaria (People's Rep)	27.47	[2]
59 Madagascar	27.16	[1]
60 Malta	26.51	– 1.25
61 Mauritania	26.49	– 5.20
62 Zimbabwe	26.02	[2]
63 Angola	25.00	[2]
64 El Salvador	25.00	[1]
65 Algeria	20.80	– 1.39
66 Swaziland	19.52	– 9.96
67 Togo	18.63	– 20.35
68 Fiji	14.95	[1]
69 Bangladesh	7.04	– 20.41
70 Egypt	4.70	[1]
71 German Dem Rep	0.00	[2]
72 Singapore	0.00	[1]
73 Czechoslovakia	0.00	[2]
74 Lesotho	– 8.44	– 9.96
75 Sudan	– 29.28	[1]

[1] Charges not published in the Compendium of Equivalents and Reduced Charges.
[2] SDR rates not published in the International Monetary Fund's financial statistics.

Distribution of postal administrations according to the percentage reductions or increases applied to the basic charge for a letter of 20 grammes in July 1983

Basic charge

	Reductions									0.25 SDR			Increases						
Percentage reduction	81 to 90	71 to 80	61 to 70	51 to 60	41 to 50	31 to 40	21 to 30	11 to 20	1 to 10		1 to 10	11 to 20	21 to 30	31 to 40	41 to 50	51 to 60	61 to 70	71 to 80	81 to 90	Percentage increase
								28%				28%								
Administrations:																				
– number			1	4	2	4	4	4	6		4	5	5	3	1	3		3	1	
– cumulated percentage			50	48	40	36	28	20	12		8	18	28	34	36	42		48	50	

Analysis covering 50 administrations out of the 75 mentioned in annex 5 to Doc 22, carried out on the basis of:
– the charges communicated to the International Bureau with a view to updating the Compendium of Equivalents and Reduced Charges;
– the monthly average rate of the SDR in July 1983 according to the international financial statistics of the International Monetary Fund.

Congress – Doc 19/Annex 1/Attachment 3

Congress – Doc 20

Memorandum on the international circulation of educational, scientific and cultural materials, submitted by UNESCO

Memorandum by the Secretary General

1 Under cover of this letter of 19 March 1984, the Director-General of UNESCO sent the International Bureau a "Memorandum on the international circulation of educational, scientific and cultural materials".

2 This document, reproduced in annex 1 and prepared for the 19th Universal Postal Congress, was distributed among the Member States of the said organization under cover of UNESCO circular letter No CL/2894.

3 On this occasion, within the framework of the cooperation instituted between the two organizations since the 1952 Brussels Congress, it was decided to distribute this document to the delegations participating in the 19th Congress.

4 This memorandum by UNESCO is designed mainly to draw the attention of the member countries to several measures which could be taken to promote the free circulation of books and other educational, scientific and cultural materials; these measures relate in particular to rate-fixing and improvement of the quality of postal services.

5 In view of the foregoing, Congress is invited to examine this document.

Berne, 13 April 1984

M I SOBHI
Secretary-General

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

Congress – Doc 20/Annex 1

Memorandum on the international circulation of educational, scientific and cultural materials

prepared by Unesco in connection with the 19th Congress of the Universal Postal Union
(Hamburg, Federal Republic of Germany, 18 June–26 July 1984)

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Introduction

1 Before the countries taking part in the Congress of the Universal Postal Union (UPU) in Hamburg examine the various propositions that will be submitted to them, Unesco wishes to draw their attention, by the present memorandum, to a number of measures that might be taken to promote the free flow of books and other educational, scientific and cultural materials.

2 This document fits into the framework of action that these same countries, as members of Unesco, have undertaken in order to facilitate the free flow of information internationally. Unesco's Constitution itself assigns responsibility to the Organization for the task of promoting the free flow of ideas by word and image, and of ensuring the spread of culture and knowledge and the international exchange of publications and other information materials.

3 These efforts led to the signature in Beirut in 1948 of an Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character. This action was extended by the Florence Agreement concluded in 1950 and the Protocol adopted in Nairobi in 1976, the purpose of which was to reduce the obstacles in the form of tariffs and taxes, hampering the international circulation of all objects of an educational, scientific or cultural nature.

4 More recently, Unesco has shown special interest in book promotion. After 1972 was proclaimed "International Book Year" and a programme of action – "Books for All" – had been adopted, ten years of effort culminated in the holding in London, in June 1982, of a World Congress on Books.

5 This Congress noted, in particular, that the book hunger persisted in many developing countries and that, even in societies where literacy prevailed, a high percentage of non-book readers was often found. Considering that the transfer of information and the dissemination of research were of fundamental importance to material

development and stressing the unique contribution of books in the communication of ideas and facts in time and space, the Congress recommended, in particular, that governments increase the two-way flow of books across borders.

6 It was evident that one means of achieving this purpose would be for the UPU Congress (1984) to keep postal costs on books as low as possible. Indeed, increased conveyance costs and international postal rates have an adverse effect on the circulation of books. High postal rates, adding to the cost of books, impede their flow, and hinder the promotion of reading and a broader dialogue between countries.

7 These conclusions regarding the impact of postal tariffs on book distribution obviously hold for other educational, scientific and cultural materials, and Unesco has already raised the matter with the members of the UPU on the occasion of previous Congresses.

8 Unesco welcomes the collaboration that has thereby been established between these two specialized agencies. After reviewing, below, the procedures for the application of the many measures already provided for in this field by the Acts of the UPU, it proposes to draw the attention of the Union's members to a number of other problems, the increasing scale of which is, in its view, becoming a cause for concern.

I. Implementation of the provisions laid down in the Acts

9 The UPU has gradually extended the measures on behalf of books and several other categories of educational, scientific and cultural materials. Postal administrations which, in their task of providing the best service for users cannot disregard the policy of their governments in other fields, have made praiseworthy efforts to apply these measures. It is vital that these efforts be continued.

10 Unesco remains convinced that, were all existing provisions to be universally implemented, many obstacles in the way of a smoother flow of information and the spread of culture and knowledge would vanish.

11 The 19th Congress of the UPU provides an opportunity for postal administrations to give consideration to a number of provisions set forth in the Universal Postal Convention and in the other Acts that are mentioned below. It is hoped that, through extensive and liberal application of these provisions, postal administrations will help still further to develop cooperation between the UPU and Unesco, and thereby foster international exchanges.

A. Tariff reductions for certain categories of printed matter

a Books and pamphlets, maps and musical scores
(Convention, article 19, paragraph 7)

12 It is provided that a reduction of up to 50 percent on the ordinary tariff for printed papers may be granted in respect of such materials. Many administrations apply this provision, particularly in respect of books and pamphlets of an educational, scientific and cultural nature; however, it is to be regretted that too many of them have not found it possible to grant the full 50 percent reduction.

13 Unesco urges the administrations concerned to recognize the value of this preferential tariff, in view of the considerable importance that book post represents in educational, scientific and cultural terms. It should be recalled that the UPU itself has already urged administrations to grant this reduction of 50 percent on the dispatch of books. This position dates back to 1964, when it was embodied in recommendation C 7 of the Vienna Congress, the terms of which appear to be no less valid today.

b Newspapers and periodicals (Convention, article 19, paragraph 6)

14 Newspapers and periodicals are another powerful means of disseminating information, and the level of postal tariffs is a weighty factor as regards the press, for it can considerably increase its cost to readers. The Convention also makes provision for a reduction of up to 50 percent in respect of such publications, providing that they are not of a commercial nature.

15 As in the case of books, Unesco can only urge countries that have not yet done so to grant this reduction to the press, both daily and periodical. It should be noted that the above-mentioned Vienna Congress recommendation C 7 (1964) also referred to newspapers.

16 In this connection, it is worth recalling the advantages of the provisions set forth in the Agreement enabling the public to take out subscriptions to newspapers and periodicals by going to a post office and paying the price of the subscription in the respective national currency. Unesco considers it desirable that as many postal administrations as possible should apply these measures, which represent additional facilities designed to promote the flow of information.

c Booksellers' catalogues (Recommendation C 6 of the 1964 Vienna Congress)

17 The Convention does not provide that the 50 percent reduction applicable to newspapers and books be extended to catalogues, since these are regarded as commercial printed papers. However, booksellers' catalogues draw attention to the range of newspapers, periodicals, books and pamphlets available, and as such are fundamental to the dissemination of culture.

18 The UPU shared this point of view, since recommendation C 6, also adopted by the Vienna Congress in 1964, invites administrations to conclude agreements designed to ensure that, in their reciprocal relations, such catalogues should enjoy the 50 percent reduction on the general printed papers rate. Unesco urges postal administrations to conclude such agreements extensively.

d Additional facilities relating to the make-up of printed matter
(Convention, article 19, paragraphs 1 and 8, and article 24)

19 The maximum weight for the dispatch of books is limited to 5 kg; however, it may be raised to 10 kg by agreement between the administrations concerned.

20 Books and other printed papers for the same addressee may also be sent in a special bag; in this case, an additional reduction of 10 percent is granted on the tariff applied to similar items sent separately. In addition, reduced overall charges are provided for in respect of submission to Customs, express delivery and registration of items by means of special bags.

21 It is to be hoped that the administrations that do not apply these provisions – still, alas, all too many – will endeavour to do so in the future in order to promote the wider circulation of books.

e Exoneration from the presentation to customs charge (Convention, article 38)

22 Although this charge is not a true customs duty but rather the remuneration of a service rendered, Unesco regards it as desirable that, in compliance with the recommendation of the Lausanne Congress (1974), postal administrations should not levy the presentation to customs charge, or should reduce it, in the case of printed matter of an educational, scientific or cultural nature.

23 In this connection, postal administrations will recall that they pledged at the Ottawa Congress (1957) to use their good offices with the competent authorities of their countries in order to ensure that such items should in fact be exempted from customs duties and other import duties, as provided for in the Florence Agreement referred to above.

24 It would be desirable that, as was pointed out at the Brussels Congress (1952), administrations ensure that such items are not seized or give rise to fines imposed by the customs services solely because the regulation green label (label C 1) has not been affixed to them, in view of the fact the content of such items can be easily verified.

B. Correspondence courses and authors' manuscripts
(Detailed Regulations of the Convention, article 126, paragraph 2)

25 Although such items do not correspond to the postal definition of printed matter, administrations may admit at the printed paper rate: correspondence exchanged between pupils of schools, correspondence courses sent by schools to their pupils and pupils' exercises and corrected exercises. It should be noted that the Vienna Congress (1964) urged that such a tariff should in fact be granted to these documents (formal opinion C6).

26 Authors' manuscripts may also be admitted at the same rate, whether these are manuscripts of works, articles for newspapers, or musical scores.

27 In view of the favourable effect of these tariff measures on the development of education, research and literary and artistic creation, it would be desirable that administrations apply them very extensively to the items in question.

C. Literature in relief for the blind (Convention, articles 17 and 19, and Detailed Regulations, article 129)

28 The Convention prescribes that literature for the blind shall be exempt from all charges. Such literature is subject solely to air surcharge where appropriate. Moreover, it is admitted up to a weight of 7 kg. In order to give greater scope to this humanitarian measure, the Detailed Regulations extend free postage to sound records and to the special paper intended solely for the use of the blind, provided that these are sent by or addressed to an institute for the blind, as well as to letters bearing writing used by the blind posted unsealed and plates bearing the characters of writing used by the blind. These provisions aptly supplement the Florence Agreement quoted above, which provides for exemption from customs duties for such materials for the blind.

29 However, some postal administrations, listed in the Final Protocol to the Convention (article II), have reserved the right to apply to these items the same charges as those levied in their internal services. Unesco takes the liberty of appealing to the administrations concerned to comply with the measures advocated by the Universal Postal Union, and, where appropriate, to take the necessary steps to remove the corresponding charges in their internal services.

II. Other problems to be examined

30 The provisions set forth in the Acts of the Universal Postal Union give ample proof, if such were needed, of the importance which that organization attaches to the flow of information and the spread of culture and knowledge. Unesco recognizes the efforts made by many postal administrations to apply them, and renews its encouragement to those that are still experiencing difficulties in this regard.

31 However, some worrying problems still remain, and attention must be drawn to the following difficulties before the 19th Congress decides upon the solutions that it might adopt.

A. Films and sound or video recordings
(Detailed Regulations of the Convention, article 126, paragraph 5)

32 At present, films and sound or video recordings may not be sent as printed matter.

33 The attention of the Universal Postal Union Congresses has been drawn on several occasions to the benefit that would derive from fostering the free flow of films and filmstrips of an educational, scientific and cultural nature by means of special tariff arrangements. Acting on a mandate from the Vienna Congress (1964), the Executive Council of the Universal Postal Union made a thorough study of rate-fixing for photographic films. Interpreting the replies to the consultation on the subject conducted among Union administrations the Executive Council reached the conclusion that cinema and ordinary film and photographic plates, regardless of their state or nature (whether or not exposed or developed, and whether positive or negative), were in fact goods chargeable at the small packet, postal parcel or letter rate.

34 However, conveyance costs are a considerable obstacle to the circulation of films by post, and weight represents a major factor in this respect. If the same conditions were applied to films as are applied to books, their maximum authorized weight as letter-post items would rise from two to five kilogrammes, and they would thus be chargeable at a substantially lower rate. At present, however, a considerable number of films can, in view of their weight, be dispatched only as postal parcels, and hence less simply and at greater cost.

35 Sound and video recordings, the use of which is becoming increasingly widespread, run up against similar difficulties.

36 These audio-visual media are of vital importance and, just as printed papers serve to disseminate thought in written form, they enable information to be transmitted through sound and image. Their importance has been fully recognized in the Beirut Agreement and the Florence Agreement referred to above, the purpose of which is to facilitate the international circulation of visual and auditory materials of an educational, scientific and cultural nature. Special arrangements for the low-cost, speedy dispatch of such items by post would round off the action already taken to free them from customs and commercial restrictions.

37 Moreover, attention must be drawn to the handicap that the present postal regulations place upon the dissemination of educational and documentary works, which are accompanied to an increasing extent, by slides, films and sound recordings. These regulations stipulate that if a number of slides are incorporated in a book sent by post, the item can no longer be considered to belong to the category of printed matter. As a result, even if the work is of an educational, scientific or cultural nature, the item as a whole is denied the preferential conditions normally granted to books in respect of weight and tariff.

38 Unesco hopes that the UPU will reconsider this problem. Should a satisfactory solution fail to be found within the context of the Union, it would be desirable that, by directly concluding special agreements as provided for in article 8 of the Constitution of the UPU, as many postal administrations as possible accepted in their reciprocal relations to apply the printed matter tariff to films and sound recordings of an educational, scientific or cultural nature, the identification of which would be left entirely to the discretion of the competent authorities designated by the countries concerned, in order to avoid any confusion with strictly commercial products. Such a decision, taken by a number of countries, would substantially increase the flow of these materials and would thereby help extensively, in practical terms, to foster the progress of education, science and culture and understanding between nations, in accordance with the spirit that has always actuated the Universal Postal Union.

B. Posting abroad of letter-post items (Convention, article 23)

39 Postal administrations have the option of returning letter-post items to the country in which they have been posted when such items have been posted in large quantities by senders who are not resident in that country. Administrations that wish to do so may accordingly oppose the manoeuvres of certain major senders who might find it to their advantage, for example for economic reasons, to post their mail from countries other than their own.

40 Unesco does not presume to comment upon this provision. However, it considers it necessary to draw the attention of member countries to the obstacles which its application would place in the way of the dissemination of information: it would in fact make it impossible for newspapers, periodicals, books and other materials of an educational, scientific or cultural nature to circulate in the most economically advantageous way.

41 Where such mail is involved, it would therefore be preferable to exercise great caution in applying the provisions of article 23 of the Convention, for example only when the sender is resident in the country of destination. Postal administrations might adopt measures to this end and conclude such special agreements as they considered appropriate within the framework of article 8 of the Constitution.

C. Use of air conveyance (Convention, article 70)

42 Unesco has noted with satisfaction the increasing tendency of postal administrations to use air transport for the conveyance of mail, a trend reinforced by resolution C 73 of the Rio de Janeiro Congress (1979).

43 Rapid delivery being a decisive factor in the efficient dissemination of information and knowledge, preferential forms of treatment might be worked out, on the occasion of the studies on air conveyance undertaken within the Union, for items of an educational, scientific and cultural nature. In particular, it would be desirable for surcharges on such items to be reduced (and even, in the case of literature for the blind, for airmail to be free of charge).

44 To this end, when the costs payable by postal administrations to airline companies are being determined, the attention of the latter might be drawn to possible ways and means in which they also might aid the dissemination of information, as a source of increasing exchanges between peoples.

D. Payment of "terminal dues" (Convention, article 62)

45 The purpose of this article is to compensate postal administrations that receive more mail from other countries than they send to such countries. Such administrations must bear the cost of delivering the considerable volume of inward mail, their revenues corresponding to the postage paid on the smaller volume of outward mail.

46 While acknowledging that the important matter of "terminal dues" lies within the competence of the postal administrations concerned, Unesco hopes that the rate charged will have no impact upon the flow of materials of an educational, scientific or cultural nature.

Conclusion

47 The Universal Postal Union has assigned itself the task of "developing communications between peoples by the efficient operation of the postal services, and ... contributing to the attainment of the noble aims of international collaboration in the cultural, social and economic fields" (Constitution, Preamble).

48 The objectives of member countries of the UPU are thus entirely compatible with those that they pursue within Unesco, and the present memorandum will doubtless be favourably received by them.

49 This convergence of aims will be of advantage to both specialized agencies, since the measures taken to promote the spread of knowledge and information will not only have a beneficial impact upon the educational, scientific and cultural levels of member countries but will also lead ultimately to a growth in exchange needs, from which the postal services will in turn benefit.

50 Unesco has appealed several times in the past to the members of the Universal Postal Union, more especially at the Congresses held in Brussels (1951), Ottawa (1957), Vienna (1964), Tokyo (1969) and Lausanne (1974). It is convinced that this new appeal will also be heard, and that postal administrations will not fail to take the measure required in order to give effect to the conclusions of the 19th Congress.

Congress – Doc 21

Updating of the Final Protocol to the Universal Postal Convention

Memorandum by the International Bureau

Since the 1979 Rio de Janeiro Congress, amendments have been made to the Final Protocol to the Universal Postal Convention as a result of the notification of new accessions[1] as well as of the waiving by some member countries of certain reservations.[2] In order to provide the countries concerned with clear information, on the eve of the 19th Congress, about their position in relation to the said Final Protocol, it was considered useful to recapitulate the amendments involved in this update as at 1 April 1984.

Amendments

Article I (Ownership of postal items)

Paragraph 1. Add, in their appropriate position, "Belize", "the Commonwealth of Dominica", "Saint Lucia", "Saint Vincent and the Grenadines", "Tuvalu", "the Republic of Vanuatu" and "Zimbabwe"; delete "the State of Qatar".

Article IX (Withdrawal from the post. Alteration or correction of address)

Add, in their appropriate position, "Belize", "the Commonwealth of Dominica", "Saint Lucia", "Saint Vincent and the Grenadines", "Tuvalu", "the Republic of Vanuatu"; delete "Malta", "the State of Qatar".

Article XI (Articles subject to customs duty)

Paragraph 1. Delete "People's Republic of China".

Berne, 12 April 1984

M I SOBHI
Director-General

[1] The following accessions or admissions, involving amendments to the Final Protocol, have been notified:
- Commonwealth of Dominica (circular 38/1980);
- Saint Lucia (circular 187/1980);
- Saint Vincent and the Grenadines (circular 39/1981);
- Zimbabwe (circular 246/1981);
- Belize (circular 199/1982);
- Republic of Vanuatu (circular 152/1982).

[2] Waiving of a reservation in the Final Protocol to the Convention, see circulars:
- 58 and 165 of 1980;
- 106 of 1981;
- 20 of 1984.

Congress – Doc 21/Add 1

Updating of the Final Protocol to the Universal Postal Convention

In circular 106 of 21 May 1984, the International Bureau informed Union administrations that the Solomon Islands had acceded to the Universal Postal Union and stated that it wished to benefit from the reservations which had applied to it up to then.

As a result of this notification, Congress – Doc 21 must be supplemented as follows:

Amendments to be made to the Final Protocol to the Convention

i Under footnote [1], add "Solomon Islands (circular 106/1984)".

ii *Article I (Ownership of postal items)*

Paragraph 1. Insert at the appropriate place "Solomon Islands".

iii *Article IX (Withdrawal from the post. Alteration or correction of address)*

Insert at the appropriate place "Solomon Islands".

Berne, 3 June 1984

M I SOBHI
Director-General

Congress – Doc 22

Updating of the Final Protocol to the Postal Parcels Agreement

Memorandum by the International Bureau

Since the 1979 Rio de Janeiro Congress, there have been changes in the Final Protocol to the Postal Parcels Agreement because of the notification of new accessions[1] and the withdrawal of certain reservations by member countries.[2] So that the countries concerned are clearly informed, with the approach of the 19th Congress, about their situation with regard to the Final Protocol, it appears useful to recapitulate these changes in the present supplement, drawn up at 1 April 1984.

Changes

Article I (Exceptional land rates)

a Table 1 (Exceptional inward rates)

Add, in the appropriate order, the following details:

1	2	3	4	
12bis	Belize	8bis	8bis The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg	7.20
			Parcels over 3 and up to 5 kg	9.00
			Parcels over 5 and up to 10 kg	10.90
33bis	Dominica	22bis	22bis The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg	7.20
			Parcels over 3 and up to 5 kg	9.00
			Parcels over 5 and up to 10 kg	10.55

[1] The following accessions or admissions, involving changes to the Final Protocol, have been notified:
- Commonwealth of Dominica (circular 38/1980);
- Saint Lucia (circular 187/1980);
- Saint Vincent and the Grenadines (circular 39/1981);
- Tuvalu (circular 38/1981);
- Belize (circular 199/1982).

[2] See circulars 83 and 145 of 1980.

1	2	3	4	
94bis	Saint Lucia	59bis	59bis The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg	7.20
			Parcels over 3 and up to 5 kg	9.00
			Parcels over 5 and up to 10 kg	10.55
94ter	Saint Vincent and the Grenadines	59ter	59ter The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg	7.20
			Parcels over 3 and up to 5 kg	9.00
			Parcels over 5 and up to 10 kg	10.90
111bis	Tuvalu	70bis	70bis The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg	7.20
			Parcels over 3 and up to 5 kg	9.00
			Parcels over 5 and up to 10 kg	10.55

b Table 2 (Exceptional transit land rates)

Add, in the appropriate order, the following details:

1	2	3	4	5	6	7	8
		fr	fr	fr	fr	fr	fr
8bis	Belize	9.20	11.00	11.85	15.15	18.80	21.80
19bis	Dominica	5.50	6.00	6.35	7.85	11.45	13.80
47bis	Saint Lucia	5.50	6.00	6.35	7.85	11.45	13.80
47ter	Saint Vincent and the Grenadines	9.20	11.00	11.85	15.15	18.80	21.80
56bis	Tuvalu	5.50	6.00	6.35	7.85	11.45	13.80

Article III (Sea rates)

Add, in the appropriate order, "Belize", "the Commonwealth of Dominica", "Saint Lucia", "Saint Vincent and the Grenadines" and "Tuvalu".

Article IX (Compensation)

Paragraph 1. Add, in the appropriate order, "Belize", "the Commonwealth of Dominica", "Saint Lucia" and "Saint Vincent and the Grenadines"; delete "The Sultanate of Oman".

Berne, 12 April 1984

M I SOBHI
Director-General

Congress – Doc 22/Add 1

Updating of the Final Protocol to the Postal Parcels Agreement

In circular 106 of 21 May 1984, the International Bureau informed Union administrations that the Solomon Islands had acceded to the Universal Postal Union, to two optional Agreements, including the Postal Parcels Agreement, and stated that it wished to benefit from the reservations which had applied to it up to then.

As a result of this notification, Congress – Doc 22 must be supplemented as follows:

Amendments

i Add under footnote 1 "– Solomon Islands (circular 106/1984)".

ii *Article I (Exceptional land rates)*
a Table 1 (Exceptional inward rates)
Insert the following information at the appropriate place:

1	2	3	4	
94quater	Solomon Islands	59quater	59quater The rate may amount to the following:	fr
			Parcels up to 1 kg	5.80
			Parcels over 1 and up to 3 kg.	7.20
			Parcels over 3 and up to 5 kg.	9.00
			Parcels over 5 and up to 10 kg.	10.90

b Table 2 (Exceptional transit land rates)
Insert the following information at the appropriate place:

1	2	3	4	5	6	7	8
47quater	Solomon Islands. . .	9.20	11.00	11.85	15.15	18.80	21.80

iii *Article III (Sea rates)*
Insert at the appropriate place "the Solomon Islands".

iv *Article IX (Compensation)*
Paragraph 1. Insert at the appropriate place, "the Solomon Islands".

Berne, 3 June 1984

M I SOBHI
Director-General

Congress – Doc 23

List of member countries of Committee 7[1] [2]

(Position on 1 April 1984)

1 Afghanistan (Democratic Republic of)
2 Algeria (People's Democratic Republic of)
3 Angola (People's Republic of)
4 Argentine Republic
5 Australia
6 Austria (Republic of)
7 Bahamas (Commonwealth of the)
8 Bahrain (State of)
9 Bangladesh (People's Republic of)
10 Barbados
11 Belgium
12 Belize
13 Benin (People's Republic of)
14 Bhutan (Kingdom of)
15 Bolivia (Republic of)
16 Botswana (Republic of)
17 Brazil (Federative Republic of)
18 Bulgaria (People's Republic of)
19 Burma (Socialist Republic of the Union of)
20 Burundi (Republic of)
21 Byelorussian Soviet Socialist Republic
22 Cameroon (United Republic of)
23 Cape Verde (Republic of)
24 Central African Republic
25 Chad (Republic of)
26 Chile
27 China (People's Republic of)
28 Colombia (Republic of)
29 Congo (People's Republic of the)
30 Costa Rica (Republic of)
31 Cuba (Republic of)
32 Cyprus (Republic of)
33 Czechoslovak Socialist Republic
34 Democratic People's Republic of Korea
35 Denmark (Kingdom of)
36 Dominica (Commonwealth of)
37 Ecuador (Republic of)

[1] Subject to changes made by the countries concerned, the names of the member countries are those under which the plenipotentiaries signed the 1979 Rio de Janeiro Acts. The names of countries which have been admitted or have acceded to the Union since the Rio de Janeiro Congress are those duly communicated to the International Bureau.
[2] The delegates of member countries which are not parties to the Agreements in question may take part in the discussions of Committee 7 without the right to vote (Rules of Procedure of Congresses, article 11, paragraph 3).

38 Egypt (Arab Republic of)
39 El Salvador (Republic of)
40 Equatorial Guinea (Republic of)
41 Ethiopia
42 Finland (Republic of)
43 French Republic
44 Gabonese Republic
45 German Democratic Republic
46 Germany, Federal Republic of
47 United Kingdom of Great Britain and Northern Ireland, Channel Islands and Isle of Man
48 Overseas Territories for whose international relations the Government of the United Kingdom of Great Britain and Northern Ireland is responsible
49 Greece
50 Guatemala (Republic of)
51 Guinea (Revolutionary People's Republic of)
52 Guinea-Bissau (Republic of)
53 Haiti (Republic of)
54 Honduras (Republic of)
55 Hungarian People's Republic
56 Iceland (Republic of)
57 India
58 Indonesia (Republic of)
59 Iran
60 Iraq (Republic of)
61 Ireland
62 Israel
63 Italy
64 Ivory Coast (Republic of the)
65 Jamaica
66 Japan
67 Jordan (Hashemite Kingdom of)
68 Kenya (Republic of)
69 Korea (Republic of)
70 Kuwait
71 Lao People's Democratic Republic
72 Lebanese Republic
73 Lesotho (Kingdom of)
74 Liberia (Republic of)
75 Libyan Arab Jamahiriya (Socialist People's)
76 Liechtenstein (Principality of)
77 Luxembourg
78 Madagascar (Democratic Republic of)
79 Malawi
80 Malaysia
81 Maldives (Republic of)
82 Mali (Republic of)
83 Mauritania (Islamic Republic of)
84 Mauritius
85 Mexico (United States of)
86 Monaco (Principality of)
87 Mongolian People's Republic
88 Morocco (Kingdom of)
89 Mozambique (People's Republic of)
90 Nepal
91 Netherlands
92 Netherlands Antilles
93 New Zealand

94 Nicaragua (Republic of)
95 Niger (Republic of the)
96 Nigeria (Federal Republic of)
97 Norway
98 Oman (Sultanate of)
99 Pakistan
100 Panama (Republic of)
101 Papua New Guinea
102 Paraguay (Republic of)
103 Peru (Republic of)
104 Polish People's Republic
105 Portugal
106 Qatar (State of)
107 Romanian Socialist Republic
108 Rwandese Republic
109 Saint Lucia
110 Sao Tome and Principe (Democratic Republic of)
111 Saint Vincent and the Grenadines
112 San Marino (Republic of)
113 Saudi Arabia (Kingdom of)
114 Senegal (Republic of)
115 Sierra Leone (Republic of)
116 Singapore
117 Spain
118 Sri Lanka (Democratic Socialist Republic of)
119 Sudan (Democratic Republic of the)
120 Suriname (Republic of)
121 Swaziland (Kingdom of)
122 Sweden
123 Swiss Confederation
124 Syrian Arab Republic
125 Tanzania (United Republic)
126 Thailand
127 Togolese Republic
128 Tonga (Kingdom of)
129 Trinidad and Tobago (Republic of)
130 Tunisia
131 Turkey
132 Tuvalu
133 Ukrainian Soviet Socialist Republic
134 Union of Soviet Socialist Republics
135 United Arab Emirates
136 Upper Volta (Republic of)
137 Uruguay (Eastern Republic of)
138 Vatican City State
139 Venezuela (Republic of)
140 Yemen Arab Republic
141 Yemen (People's Democratic Republic of)
142 Yugoslavia (Socialist Federal Republic of)
143 Zaire (Republic of)
144 Zambia (Republic of)
145 Zimbabwe

Congress – Doc 23/Add 1

List of member countries of Committee 7

(Position on 24 May 1984)

In circulars 84 of 26 March 1984 and 97 of 24 April 1984 respectively, the International Bureau informed Union administrations that the full name of Cameroon was "Republic of Cameroon" and that of Guinea "Republic of Guinea".

In addition, in circular 106 of 21 May 1984, the International Bureau also advised Union administrations that the Solomon Islands had acceded to the Universal Postal Union and to two optional Agreements including the Postal Parcels Agreement and that the Socialist People's Republic of Albania had acceded to the Postal Parcels Agreement.

As a result of these notifications, Congress – Doc 23 must be supplemented as follows:

i No 24. Replace "United Republic of Cameroon" by "Republic of Cameroon".

ii No 51. Replace "Revolutionary People's Republic of Guinea" by "Republic of Guinea".

iii Insert, in their appropriate position:
1bis "Socialist People's Republic of Albania".
113bis "Solomon Islands".

Berne, 3 June 1984

M I SOBHI
Director-General

Congress – Doc 24

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

Memorandum by the Secretary-General

1 Under the terms of article 108, paragraph 1, of the General Regulations of the Universal Postal Union (Rio de Janeiro, 1979), the Director-General and the Deputy Director-General shall be elected by Congress for the period between two successive Congresses.

2 Accordingly, in a letter dated 15 August 1983 (annex 1), the Director-General asked the Government of the Swiss Confederation to start the relevant procedure and to send the applications received to the International Bureau so that it could prepare the necessary documentation for the 19th Congress, for which it was providing the secretariat.

3 The Federal Department of Foreign Affairs of Switzerland, in a letter dated 11 April 1984 (annex 2), sent the International Bureau the applications which it had received through diplomatic channels before expiry of the time limit on 31 March 1984. The curriculum vitae of each applicant and a copy of the memoranda submitting the applications were attached to that letter.

4 The following applicants, given in the alphabetical order of their names, were involved:

4.1 *Post of Director-General* (cf annex 3)

– Mr Jaime ASCANDONI Rivero, Spain
Director of International Affairs, Directorate-General of Posts and Telecommunications
(annex 3/attachment 1)

– Colonel Adwaldo Cardoso BOTTO DE BARROS, Brazil
President of the Brazilian Telegraph and Post Office Enterprise (annex 3/attachment 2)

– Mr Leslie Herbert KINGSBURY, Great Britain
Director of International Affairs, British Post Office (annex 3/attachment 3)

– Mr Murugasu RAJASINGHAM, Malaysia
Director-General of Posts Malaysia (annex 3/attachment 4)

– Mr Kostas TSIMAS, Greece
Director-General of the Hellenic Posts (annex 3/attachment 5)

4.2 *Post of Deputy Director-General* (cf annex 4)

– Mr Abdel Kader BAGHDADI, Syrian Arab Republic
Assistant Director-General at the International Bureau (annex 4/attachment 1)

– Mr Félix CICÉRON, France
Assistant Director-General at the International Bureau (annex 4/attachment 2).

5 Congress is requested to elect the Director-General and the Deputy Director-General for the period up to the 20th Congress, in accordance with the procedure laid down in article 108, paragraphs 1 and 2, of the UPU General Regulations and in article 23 of the Rules of Procedure of Congresses.

Berne, 27 April 1984

M I SOBHI
Secretary-General

Universal Postal Union
International Bureau

Congress – Doc 24/Annex 1

Federal Department
of Foreign Affairs

3003 Berne

Our reference: 2222(K)

Berne, 15 August 1983

Subject: Election of the Director-General and of the Deputy Director-General of the International Bureau of the Universal Postal Union (UPU) by the 19th UPU Congress (Hamburg, 18 June – 26 July 1984)

Sir

I have the honour to refer to article 108, paragraphs 1 and 2, of the General Regulations of the Universal Postal Union (Rio de Janeiro, 1979) which lays down the procedure for electing the Director-General and Deputy Director-General of the International Bureau of the UPU by Congress.

Under that article, the text of which is given in the annex hereto, the Director-General and the Deputy Director-General shall be elected by Congress for the period between two successive Congresses, the applications to be submitted by the Governments of member countries through the intermediary of the Government of the Swiss Confederation.

Consequently, the term of office of the incumbent Director-General will expire at the end of the year during which the 19th Congress is held (Hamburg, 1984). With regard to the Deputy Director-General, Mr Thomas Scott, whose term of office would normally have ended on the same date, he resigned for health reasons with effect from 1 March 1982. In application of article 108, paragraph 5, of the General Regulations, the Executive Council, at its May 1982 session, instructed Mr Félix Cicéron, Assistant Director-General, to take over the duties of Deputy Director-General until the next Congress (Decision CE 12/1982).

I should like to add that the time limits laid down in article 108, paragraph 2, are designed to enable the International Bureau to prepare, translate and distribute the documentation necessary for the election sufficiently in advance of Congress. I would therefore ask you, in my capacity as Secretary-General of Congress, to kindly start the relevant procedure as soon as possible and send the International Bureau any applications received together with the curricula vitae of the persons concerned. The International Bureau will then prepare the necessary documentation for the 19th Congress, for which it is providing the secretariat.

Accept, Sir, the assurances of my highest consideration.

(signed) M I SOBHI
Director-General

Federal Department of Foreign Affairs

Congress – Doc 24/Annex 2

Universal Postal Union
International Bureau
Weltpoststrasse 4
Case postale

3000 Berne 15

Ref No o.723.61 – EU/sf

Berne, 11 April 1984

Subject: Election of the Director-General and of the Deputy Director-General of the International Bureau by the 19th UPU Congress

Dear Sirs

We refer to your letter of 15 August 1983 concerning the election of the Director-General and of the Deputy Director-General of the International Bureau of the Universal Postal Union.

In accordance with the UPU General Regulations, article 108, paragraph 2, we approached the member countries of the UPU, through the intermediary of our diplomatic missions, inviting them to send us any applications for the two posts to be filled.

We have the honour to inform you below of the applications which reached us before expiry of the time limit on 31 March 1984:

1 *Post of Director-General*

- Mr Murugasu Rajasingham, Malaysia
  Director-General of Posts Malaysia
- Colonel Adwaldo Cardoso Botto de Barros, Brazil
  President of the Brazilian Telegraph and Post Office Enterprise
- Mr Jaime Ascandoni Rivero, Spain
  Director of International Affairs, Directorate-General of Posts and Telecommunications
- Mr Costas Tsimas, Greece
  Director-General of the Hellenic Posts
- Mr Leslie Herbert Kingsbury, United Kingdom
  Director of International Affairs, British Post Office

2 *Post of Deputy Director-General*

– Mr Abdel Kader Baghdadi, Syrian Arab Republic
Assistant Director-General at the International Bureau

– Mr Félix Cicéron, France
Assistant Director-General at the International Bureau

We attach herewith the curriculum vitae of each applicant as well as a copy of the memoranda submitting the applications.

Yours faithfully,

pp
(signed) A von Graffenried
International Organizations
Directorate

Congress – Doc 24/Annex 3

Applications for the post of Director-General

(Listed in the alphabetical order of the names)

Attachment 1:	Mr Jaime ASCANDONI Rivero, 52	(Spain)
Attachment 2:	Mr Adwaldo Cardoso BOTTO DE BARROS, 59½	(Brazil)
Attachment 3:	Mr Leslie Herbert KINGSBURY, 58	(Great Britain)
Attachment 4:	Mr Murugasu RAJASINGHAM, 53	(Malaysia)
Attachment 5:	Mr Kostas TSIMAS, 48	(Greece)

Embassy of Spain

Congress – Doc 24/Annex 3/Attachment 1

Mr Jaime ASCANDONI Rivero

(Spain)

No 101

The Embassy of Spain in Berne presents its compliments to the Federal Department of Foreign Affairs and has the honour to inform it that the Spanish Government has decided to submit the application of Mr Jaime Ascandoni Rivero, Doctor of Laws, Director of International Affairs in the Directorate-General of Posts and Telecommunications, for the post of Director-General of the International Bureau of the Universal Postal Union, who will be elected at the next UPU Congress, which will take place in Hamburg (Federal Republic of Germany) between 18 June and 27 July 1984.

For the fuller information of the Federal Council, Mr Ascandoni's curriculum vitae is attached hereto. Mention should be made, in favour of this application, of Mr Ascandoni's thorough knowledge of the UPU and of his proved qualities in the field of postal technology and international cooperation, all of which confer on him the necessary qualifications to assume the responsibilities inherent in the office of Director-General of the Universal Postal Union.

The Spanish Government, in the light of the bonds of friendship and good relations which unite it with Switzerland, would be grateful if its Government would kindly support the application of Mr Ascandoni for the above-mentioned post.

The Embassy of Spain takes this opportunity to renew to the Federal Department of Foreign Affairs the assurances of its highest consideration.

Berne, 21 November 1983

The Federal Department of Foreign Affairs
3003 BERNE

1682

Curriculum vitae of Mr Jaime ASCANDONI

1 Personal information

Forename and name	Jaime ASCANDONI R
Date of birth	22 July 1932
Place of birth	Oviedo (Spain)
Marital status	Married

2 General education

Primary education	College of the Augustine Fathers, León
Secondary education	Secondary School Leaving Certificate (León Grammar School) Business Diploma (Commercial College, León)
Higher education	Bachelor of Laws (Madrid University) Doctor of Laws (Madrid University)

3 Additional training

Postal studies	Postal Technician (Directorate-General of Posts and Telecommunications), 1951
Postal administration of Belgium	Staff selection, training and further training courses; work analysis and job evaluation, 1968
National Public Administration School	Organization and Methods Diploma, 1971
Madrid University	Course on European Community Law, 1982 Course on the Law of the Sea, 1983

4 Postal career

1951	Appointed an official in the Posts Technical Corps, and assigned to the León Main Post Office, in which he occupied several responsible positions in the various postal and financial services
1959	Took part in the Plan for the modernization of the rural services network in León province
1965	Transferred to Pontevedra as Deputy Postmaster of the Main Post Office
1966	Occupied the post of Main Postmaster of Pontevedra for several months
1969	Transferred to Madrid as Deputy Head of the International Postal Service, in the Directorate-General of Posts and Telecommunications
1971	Appointed Head of the International Postal Service
1980	Promoted to the newly created Senior Postal and Telecommunications Corps
1982	Appointed Director of International Affairs in the Directorate-General of Posts and Telecommunications

5 National activities

1970	Representative of the Directorate-General of Posts and Telecommunications on the Permanent Inter-ministerial Commission for the Valleys of Andorra Member of the National Airport Security Committee
1971	Member of the Air Transport Facilitation Committee Member of the Sea Transport Management Council Member of the Board of the Post Office Friendly Society
1973	Representative of the Ministry of the Interior on the Inter-ministerial Commission of the Sovereignty Maritime Services President of the Examination Panel of the Competitive Examination for junior Post Office employees
1979	Enters, as an Advocate, the Order of Madrid Advocates
1981	Member of the Examination Panel of the Competitive Examination for Posts and Telecommunications Officers
1982	Appointed Corresponding Member of the Ibero-American and Philippines Postal History Academy
1983	Representative of the Directorate-General of Posts and Telecommunications at the International Technical Cooperation Seminar held by the National Public Administration Institute

6 International activities

A. Universal Postal Union

a Congress

Plenipotentiary delegate to the 16th Tokyo Congress (1969)
Plenipotentiary delegate to the 17th Lausanne Congress (1974)
Plenipotentiary delegate to the 18th Rio de Janeiro Congress (1979)

b Executive Council

Observer (CEPT representative) at the 1973 and 1974 meetings
Head of Delegation at the meetings in 1975, 1976, 1978, 1982, 1983 and 1984
Deputy Head of Delegation at the 1977, 1979, 1980 and 1981 meetings
Vice-Chairman of the Executive Council in 1982, 1983 and 1984

c Consultative Council for Postal Studies

Observer (CEPT representative) at the 1972 meeting
Head of Delegation at the meetings in 1974, 1976, 1977, 1979 and 1982
Deputy Head of Delegation at the meetings in 1975, 1978, 1980 and 1981

B. Postal Union of the Americas and Spain (PUAS)

a Congress

Plenipotentiary delegate to the 10th Santiago de Chile Congress (1971) and Chairman of the Drafting Committee of the Congress
Plenipotentiary delegate to the 11th Lima Congress (1976) and Chairman of the Congress Drafting Committee
Deputy Head of Delegation to the 12th Managua Congress (1981) and Doyen of Congress

b PUAS conferences

Head of Delegation at the Conferences held in connection with the Universal Postal Congresses in Tokyo (1969), Lausanne (1974) and Rio de Janeiro (1979)
Chairman of the PUAS Conference in Rio de Janeiro (1979)

c Consultative and Executive Council

Head of Delegation at the meetings in 1973, 1974 and 1975
Chairman of the Council at the 1973 meeting
Observer at the meetings in 1978, 1981, 1982 and 1983

d Seminars

General coordinator of the Madrid Seminar (1972)
Lecturer at the Asunción Seminar (1975)
Alternate Chairman and general coordinator of the "2nd Meeting of Presidents and Directors-General of Posts", Madrid (1982).

C. European Conference of Posts and Telecommunications Administrations

a Plenary Assembly

Delegate to the 6th Plenary Assembly in Montreux (1970)
Deputy Head of Delegation to the 7th Plenary Assembly in The Hague (1972)
Chairman of the CEPT "Posts" Committee at the 8th Plenary Assembly in Torremolinos (1975)
Head of Delegation at the 9th Plenary Assembly in Stockholm (1977) and Vice-Chairman of the Assembly
Delegate to the 10th Plenary Assembly in Brussels (1980)
Delegate to the 11th Plenary Assembly in Vienna (1982)

b Extraordinary Assemblies

Delegate to the Lugano Assembly (1969)

c Extraordinary "Posts" Committees

Delegate to the Lugano meeting (1969)
Head of Delegation at the Tokyo (1969), Lausanne (1974) and Rio de Janeiro (1979) meetings
Chairman of the "Posts" Committee at the León (1972), Las Palmas (1974) and Lausanne (1974) meetings
Head of Delegation at the Liège (1979), Ostend (1979) and Strasbourg (1983) meetings

d CEPT Conference of Ministers

Member of the Spanish Delegation at the 4th Conference, Vienna (1972)

e Seminars

Lecturer at the Seminar on modernizing postal banking services, Hamburg (1972)

f Meetings of Directors-General

Delegate at the 1973 and 1974 Madrid meetings

g Working Parties

He attended the following meetings of CEPT Working Parties:
WP 3: Parcel Post: 1977, 1979 and 1981
WP 4: Letter Post: 1971, 1977, 1978, 1979 and 1980
WP 9: Postal Financial Services, from 1970 to 1982
WP 11: European Tariff Policy: 1972
WP 16: Structure and operation of the UPU and its bodies: 1973, 1976, 1978, 1980, 1982 and 1983
WP 17: EUROPA postage stamps: 1972
WP 18: International Postal Savings Bank Service: 1970 and 1971
ad hoc WP: Structure of the CEPT: 1971, 1972, 1977 and 1979

D. African Posts and Telecommunications Union (APTU)

Observer at the APTU Conference of Ministers, Cotonou (Rep of Benin) in 1982
Observer at the APTU Conference of Ministers, Bangui (Central African Rep) in 1983

7 Technical cooperation activities

1968	Teacher at the 1st Inter-American Postal Instructors Training Course. Central American Public Administration Institute (ICAP), San José, Costa Rica
1975	Mission to Caracas (Venezuela) to analyze and evaluate the postal services
1976	Mission to Managua (Nicaragua) to analyze the postal situation and recommend solutions
1977	Mission to Quito (Ecuador) to analyze the situation of the postal services
1978	Manager of the Modernization of Postal Services Project in Ecuador
1980	Technical Coordinator of the postal mission to Equatorial Guinea
1981	Technical Coordinator of the Posts and Telecommunications Experts in Equatorial Guinea
1982	Mission to Addis Ababa (Ethiopia) to study the technical assistance to be provided to that country

8 Publications and lectures

He is the author of several books on postal matters, including "The Universal Postal Union (UPU)" published in 1983
Since 1967, he has published almost fifty articles on questions relating to the postal service in Spanish and foreign magazines
He has given several lectures on financial, airmail and international postal services

9 Honours and distinctions

Plaque of the Order of Postal Merit
Plaque of the Order of Telecommunications Merit
Plaque of the Order of Civil Merit
Cross of Police Merit
First Class Cross of Naval Merit

10 Languages

Spanish (mother tongue)
French (very good)
English (good)

Madrid, 1 March 1984

Embassy of Brazil

Congress – Doc 24/Annex 3/Attachment 2

Mr Adwaldo Cardoso BOTTO DE BARROS

(Brazil)

No 68

The Embassy of Brazil presents its compliments to the Federal Department of Foreign Affairs and, in accordance with the terms of article 108 of the General Regulations of the Universal Postal Union (UPU), has the honour to inform it that the Brazilian Government has decided to submit the application of Colonel Adwaldo Cardoso Botto de Barros, President of the Brazilian Telegraph and Post Office Enterprise (EBCT), for the post of Director-General of the UPU, in the elections which will be held at the Hamburg Congress in June-July 1984.

The Embassy, on behalf of its Government, requests the Federal Department kindly to support the application of Colonel Botto for the post in question.

The Embassy will shortly forward to the Department the curriculum vitae of Colonel Botto.

In thanking the Department for the attention it is kindly requested to pay to this matter, the Embassy avails itself of this opportunity to renew the assurances of its highest consideration.

Berne, 13 July 1983

Curriculum vitae

Name	BOTTO DE BARROS, Adwaldo Cardoso
Nationality	Brazilian
Date of birth	25 January, 1925
Present position	President of the Brazilian Telegraph and Post Office Entreprise, since 1974
Education	Military College of Resende – 1944/1948 Specialization in weapons and industrial engineering in the Engineering Military Institute (EMI) Extension courses on business administration (College of Administration – Catholic University of São Paulo) and on Capital-Market (Getulio Varges Foundation)
Employment	Financial Adviser to the Industrial Engineering School (IES) – São Paulo Regional Director of the Brazilian Telegraph and Post Office Entreprise – São Paulo, 1973/1974

Main accomplishments of the Brazilian Telegraph and Post Office Entreprise during his administration

Establishments of nocturnal postal network using its own postal air system, by agreement with the Brazilian Airlines.
Establishment of the Express Mail Service Division, which gave ECT the leadership of Brazilian market of pouches.
Establishment of centres of domiciliary delivery of mail; national integration of the means of dispatching linking Brazilian main cities.
Organization of the Special Postal Operation Services.
Motorization of the postman to speed up delivery.
Establishment of the new services of "collect on delivery" and money orders.
Mechanization of the most important sorting offices.
Agreements with ECT customers for payments and/or receipt of instalments in all post offices.
Standardization of envelopes and papers for the postal service.
Development of Brazilian philately.
Development of human resources by the establishment of the Graduation School of Postal Administration and the Human Resources Department of ECT.
Organization of the 18th UPU Congress.
Establishment of the Data Processing Service, Telegram-Telex and Letter-Telex Services, and National Aerogramme.
Rearrangement of the Telegraphic Services, with the establishment of the "General Telegraphic Exchange" ("GENTEX") system throughout the country, which enables the transmission of telegrams in a very short time.
Adoption of an adequate financial policy which resulted in the complete covering of ECT's own charges by the financial resources collected, which in 1977 exceeded the expenses by 12.2%.This fact placed Brazil among the few nations that achieve good financial results from postal services exploitation.
Establishment of the Postal and Telegraphic Museum and Arts Gallery of ECT in January 1980.
Establishment of the Brazilian Telegraph and Post Office Entreprise Social Security Institute.
Establishment of Data Processing Management, Express Parcel Service, Express Parcel Service dated in advance and Telegram Service dated in advance.
Establishment of COBRA Computation System for automatic treatment of telegrams and of the Informatics Diffusion System.
Establishment of International Electronic Post.

International experience

1976	Head of the Brazilian delegation to the Congress of the Postal Union of the Americas and Spain (PUAS), Lima, Peru.
1977	Head of the Brazilian delegation to the meeting of the UPU Executive Council. Chairman of Committee 7 of the UPU Executive Council.
1978	Head of the Brazilian delegation to the meeting of the UPU Executive Council. Chairman of Committee 7 of the UPU Executive Council.
1979	Head of the Brazilian delegation to the meeting of the UPU Executive Council. Chairman of the 18th UPU Congress, held in Rio de Janeiro.
1980	Chairman of the annual meeting of the UPU Executive Council. Chairman of the meeting of the UPU Provident Scheme Management Board. Head of the Brazilian delegation to the meeting of Directors of Latin-American Posts, promoted by UPU, in Venezuela. Head of the Brazilian delegation to the meeting of the UPU Consultative Council for Postal Studies.
1981	Chairman of the annual meeting of the UPU Executive Council. Chairman of the meeting of the UPU Provident Scheme Management Board. Head of the Brazilian delegation to the 12th PUAS Congress in Managua, Nicaragua. Head of the Brazilian delegation to the UPU Consultative Council for Postal Studies.
1982	Chairman of the annual meeting of the UPU Executive Council. Chairman of the meeting of the UPU Provident Scheme Management Board. Head of the Brazilian delegation to the annual meeting of the PUAS Executive and Consultative Council. Head of the Brazilian delegation to the meeting of Presidents and Directors of the Latin-American Posts.
1983	Chairman of the annual meeting of the UPU Executive Council. Chairman of the meeting of the UPU Provident Scheme Management Board. Head of the Brazilian delegation to the meeting of the PUAS Executive and Consultative Council.

Study and business trips

Japan (1972); Japan, Germany Fed Rep of, France, Switzerland (1976); Portugal (1981), by invitation of the Portuguese Post; Syria and Kuwait (1981), by invitation of their respective postal administrations; United States of America (May 1982), by invitation of the Postmaster-General; France (1982), by invitation of the Head of the French Post; China (People's Rep) (August 1982), by invitation; Greece (August 1982).

Distinctions

Order of Rio Branco, in the rank of Commander; Order of Military Merit; Order of Merit of Brasilia, in the rank of Commander; Title of Honorary Member of the Philatelic Club of Brazil; Title of Man of Communications of Brazil, by Brazil-Arabian World Institute; Order of Aeronautic Merit, in the rank of Commander; Medal of Merit Tamandare; Gold Medal and Diploma "in recognition of invaluable cooperation in the work in support of Brazilian Philately" – BRAPEX I; Order of Military Engineer Merit, in the rank of official.

Congress – Doc 24/Annex 3/Attachment 3

Mr Leslie Herbert KINGSBURY

(Great Britain)

Per of Switz

The Permanent Observer Mission of Switzerland to the United Nations presents its compliments to the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland to the United Nations and has the honour to acknowledge receipt of its note No 46 of 24 February, 1984, announcing that the United Kingdom has decided to nominate Mr Leslie Herbert Kingsbury as a candidate for election to the post of Director-General of the Universal Postal Union at the 19th Congress to be held in Hamburg, Federal Republic of Germany, from 18 June to 27 July 1984.

The Permanent Observer Mission of Switzerland thanks the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland for this communication which has been duly transmitted to the competent Swiss authorities.

The Permanent Observer Mission of Switzerland to the United Nations avails itself of this opportunity to renew to the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland to the United Nations the assurances of its highest consideration.

New York, 9 March, 1984

Permanent Mission of the United Kingdom
of Great Britain and Northern Ireland
to the United Nations
NEW YORK, N.Y. 10022

Curriculum vitae

Name	Leslie Herbert KINGSBURY
Place and date of birth	London, 30 May 1926
Present position	Director of International Affairs, British Post Office
Qualifications	First Class Diploma, Wimbledon Technical College
Experience	Mr Kingsbury has considerable experience in postal affairs. He joined the Post Office Engineering Department in 1943 and served in various posts before being appointed as Telecommunications Traffic Superintendent with managerial and planning responsibilities in the London telecommunications region. In 1955 Mr Kingsbury was appointed Assistant Postal Controller in the North East of England until 1958 when he returned to Post Office Headquarters in London to undertake a number of specialist operational assignments. Mr Kingsbury has been continuously associated with overseas postal affairs since 1968. He was appointed Postal Controller in 1970 and Assistant Director in 1974. In 1978, Mr Kingsbury was appointed Director of International Postal Affairs with responsibility for all aspects of operational, conveyance, service, tariff and regulatory work of the overseas services of the British Post Office.
UPU experience	Mr Kingsbury has been connected with the UPU since 1969. Since that time he has represented the British Post Office at each of the annual sessions of the Consultative Council for Postal Studies and his service was recognized by the 1979 Rio de Janeiro Congress which appointed Mr Kingsbury Chairman of the Consultative Council for Postal Studies for the current five-year study period. In addition, Mr Kingsbury has represented his country at each of the annual meetings of the UPU Executive Council since 1975. From 1975–1979 he was Chairman of the Executive Council Letter Post Committee and he served as Chairman of the Congress Letter Post Committee of the 1979 Rio de Janeiro Congress. Mr Kingsbury has represented the UK at the 1969 Tokyo Congress, the 1974 Lausanne Congress and at the 1979 Rio de Janeiro Congress when he was joint Head of the UK delegation.

Congress – Doc 24/Annex 3/Attachment 4

Mr Murugasu RAJASINGHAM

(Malaysia)

ED.12/83

The Ministry of Foreign Affairs presents its compliments to the Embassy of Switzerland and has the honour to refer to the latter's note No 715.1(5) dated 3 November 1983 drawing the attention of the Government of Malaysia to the procedure for electing the Director-General and the Deputy Director-General of the International Bureau of the Universal Postal Union, Berne, as laid down by the Rio de Janeiro Congress in 1979, and inviting applications from Governments of member countries for the said posts to be submitted through the intermediary of the Government of the Swiss Confederation.

The Ministry has the honour to thank the Embassy for the invitation and to inform that the Government of Malaysia has decided to nominate Mr M Rajasingham, Director-General of Posts Malaysia, for election to the post of Director-General of the International Bureau of the Universal Postal Union at the UPU Congress to be held in Hamburg, Federal Republic of Germany, in June 1984.

The Ministry would be very grateful if the Government of the Swiss Confederation could forward the above application to the International Bureau of the UPU so that the election documents could be prepared.

The Ministry has further the honour to enclose herewith the curriculum vitae of Mr M Rajasingham.

The Ministry of Foreign Affairs avails itself of this opportunity to renew to the Embassy of Switzerland the assurances of its highest consideration.

WISMA PUTRA
KUALA LUMPUR
14 December 1983

Curriculum vitae

Name	Murugasu RAJASINGHAM
Nationality	Malaysian
Date and place of birth	13 August 1931 Kelang, Selangor, Malaysia
Family status	Married. 2 children
Education	Bachelor of Arts (Hons) London University (External). Studied Law at the Ceylon Law College 1953–1955. Studied Postal Administration with the British Post Office for two years (1956–1958). Studied Savings Banking with the New Zealand Post Office in 1968 for 3 months under UNDP fellowship.
Employment	Joined the Malaysian Postal Administration as Cadet Assistant Controller of Posts in 1956 and underwent 2 years' study course in postal administration with the British Post Office.
1958–1965	Served in posts of Assistant Controller of Posts in charge of Finance and Supply, Postage Stamps and Philatelic Services and Operations and Development at different times.
1965–1969	Appointed Controller of Posts to head the Malaysian Post Office Savings Bank which then included the Singapore Post Office Savings Bank.
1969–1972	Served as Controller of Posts (Operations) and Controller of Posts (Administration) in the Headquarters.
1972	Appointed Director of Posts (Administration and Planning).
1975	Appointed Deputy Director-General of Posts, Malaysia.
1976 (November)	Appointed Director-General of Posts, Malaysia as well as Director on the Board of the National Savings Bank Corporation.
1979	Appointed Chairman of Parcel Post Committee of the Executive Council of the Universal Postal Union on behalf of Malaysia.
1981	Appointed Co-ordinator of the Conference of Commonwealth Postal Administrations on behalf of Malaysia.

Postal activities past and present

1959–1962	Editor of "POSTAM", the Magazine of the Postal Services Department.
1966–1968	Served as a member in the Public Services Department's Subcommittee (Arts and Social Sciences) for the recognition of foreign qualifications (university and other tertiary level).
1978	Chaired the 4th Conference of Commonwealth Postal Administrations held in Kuala Lumpur in July 1978.

1974 to the present	Attended either as the head or as a member of the Malaysian delegation to numerous international postal meetings, conferences, seminars and Congresses and took active part in all of them, presenting working papers, leading discussion groups and actively participating in all their major deliberations. They were mainly centred around ASEAN Post and Telecoms Sub-Committee, Asian-Pacific Postal Union, the Conference of the Commonwealth Postal Administrations and the Universal Postal Union. Took part in TV programmes such as the Forum and Spectrum on postal subjects. Contributed articles to the Arab Postal Union magazine and to "Union Postale", the magazine of the Universal Postal Union.

General activities past and present

1956	Submitted a lengthy memorandum on a second Chamber for Malaya to the Reid Constitutional Commission entrusted with framing a new Constitution for an Independent Federation of Malaya which was published in extenso in one of the leading local newspapers.
1967–1969	Editor of "Malaysian Co-operator". In addition to writing editorials also contributed several articles to the magazine. Vice-President of the Co-operative Union of Malaya (1967). Organized the first National Co-operative Management Seminar and took an active part in that seminar. Gave lectures at several co-operative seminars and conferences. Took part in a number of TV Forums on co-operative topics. Served as a President of two leading Co-operative Societies at different times.

Honours, awards, societies

1967	Awarded a gold medal by the Co-operative Union of Malaysia for services to the Co-operative Movement.
1978	Conferred the "Johan Mangku Negara" by His Majesty the Paramount Ruler of Malaysia for dedicated services to the country. Active Rotarian. Has been Vice-President of the Rotary Club of Petaling Jaya.

Languages	Malay, English, French and Tamil.

Embassy of Greece

Congress – Doc 24/Annex 3/Attachment 5

Mr Kostas TSIMAS

(Greece)

No F.2160/11/AS 1303

The Embassy of Greece presents its compliments to the Federal Department of Foreign Affairs and has the honour to inform it of the following:

Greece has decided to submit the application of Mr Kostas Tsimas, Director-General of the Hellenic Posts, for the post of Director-General of the International Bureau of the Universal Postal Union (UPU) for the period from 1 January 1985 to 31 December 1989. The election will take place during the 19th Universal Postal Congress which will be held in Hamburg from 18 June to 26 July 1984.

In accordance with the UPU General Regulations, article 108, paragraph 1, the application proposed by a member country must be presented through the intermediary of the Government of the Swiss Confederation.

The Embassy of Greece therefore has the honour to present by this Memorandum the application of Mr Kostas Tsimas and to ask the Government of the Swiss Confederation to forward it to the International Bureau of the UPU within the time limits laid down in the General Regulations.

The Embassy of Greece takes the liberty of recalling that a memorandum from the Embassy on the same subject had been sent to the Federal Department of Foreign Affairs as No 2160/11/AS 591 on 6 June 1983.

In thanking the Federal Department of Foreign Affairs for the action it is kindly requested to take on this Memorandum, the Embassy of Greece avails itself of this opportunity to renew the assurances of its highest consideration.

Berne, 1 December 1983

Federal Department of Foreign Affairs
BERNE

Curriculum vitae

Name	TSIMAS Kostas
Date of birth	4 June 1936
Place of birth	Thassos (Greece)
Nationality	Greek
Present position	Director-General of Hellenic Posts
Education	a Bachelor of Political Science (City University, New York) b Bachelor in Management (City University, New York)
Languages	Greek (mother tongue) English French Italian Spanish
Political activities	Institutional member of the National Council of the P.A.K. (Panhellenic Liberation Movement), an organization founded by the present Prime Minister M A Papandreou to combat the dictatorship of the Colonels who, in a Coup d'Etat had abolished parliamentary institutions and imposed dictatorship on the country from 1967 to 1974. Institutional member of P.A.S.O.K. (Panhellenic Socialist Movement) which is the political extension of the P.A.K. This party which governs Greece today obtained in elections on 18 October 1981 a 48 percent vote of confidence from the Greek people. As a close collaborator of the present Prime Minister, he attended all the P.A.K. sessions in Europe and sessions of other National Liberation Movements. Member of the International Relations Committee of the Pan-Hellenic Socialist Movement (P.A.S.O.K.).
Professional activities	By decree of the present Government he has taken on the duties of Director-General of Hellenic Posts since 27 November 1981. During his term of office, he has done some excellent work in reorganizing and modernizing the Hellenic Posts. He attended the 11th Ordinary Session of the CEPT (14–25 June 1982) in Vienna as head of the Greek delegation and took the opportunity to give his views on the role of the Director-General of the International Bureau of the UPU.

Congress – Doc 24/Annex 4

Applications for the post of Deputy Director-General

(Listed in the alphabetical order of the names)

Attachment 1:	Mr Abdel Kader BAGHDADI, 61	(Syrian Arab Republic)
Attachment 2:	Mr Félix CICÉRON, 55	(France)

Permanent Mission
of the Syrian Arab Republic
Geneva

Congress – Doc 24/Annex 4/Attachment 1

Mr Abdel Kader BAGHDADI

(Syrian Arab Republic)

Geneva, 16 November 1983

The Permanent Mission of the Syrian Arab Republic presents its compliments to the Permanent Mission of Switzerland and has the honour to inform it that the Government of the Syrian Arab Republic has decided to submit the application of Mr Abdel Kader Baghdadi, whose curriculum vitae is attached, for the post of Deputy Director-General of the Universal Postal Union during elections which will take place on the occasion of the 19th Congress of the Universal Postal Union which will be held in Hamburg from 18 June to 27 July 1984.

The Permanent Mission of the Syrian Arab Republic seeks the support of the Government of the Permanent Mission of Switzerland for the application of Mr Abdel Kader Baghdadi.

The Permanent Mission of the Syrian Arab Republic avails itself of this opportunity to renew to the Permanent Mission of Switzerland the assurances of its highest consideration.

Permanent Mission of Switzerland
9–11, rue de Varembé
1211 GENEVA 20

Curriculum vitae

Name	Abdel Kader BAGHDADI
Date of birth	23 July 1923
Nationality	Syrian
Present position	Assistant Director-General at the International Bureau since 1 March 1974.
Education	Degree in law, teacher's diploma.
Administrative career	1946–1951: Teacher and supervisor at the Teachers Training School. 1951: Appointed to the central postal administration as a result of a competition between law degree holders in which he was placed first. After a certain period in the personnel service was sent to France for training in various postal services. On return, transferred to postal organization department. Became head after a certain time. In addition to his work, taught at Postal Training School at Damascus. 1962: Appointed to Board of Directors of postal and telecommunication administration. 1963: Took on, in addition to own work, duties of Director of Posts. 1965: Appointed Director of Posts. Represented his country, as member or head of delegation, at Arab Postal Union Congresses at Amman (1954), Cairo (1955), Baghdad (1956), Tripoli (1957) and Beirut (1966). Also represented his country at the following UPU meetings: – 14th UPU Congress, Ottawa (1957), as member of delegation; – 15th UPU Congress, Vienna (1964), as head of delegation; – Executive Council sessions, Berne (1965, 1966 and 1967), as head of delegation.
International career	1967: Appointed Counsellor at the International Bureau where he has been Head of the Legal and Constitutional Section since 1 July until now. That Section is also responsible for coordinating the work of Congress and of the Executive Council. In that capacity, and apart from his legal duties, Mr Baghdadi has also been each year since entering the IB the Secretary of the General Committee and of all the plenary meetings of the Executive Council. 1967–1969: Helped prepare the 1969 Tokyo Congress, at which he was Secretary of the General Committee and most of the plenary meetings of Congress. 1969–1973: Prepared the work of the 1974 Lausanne Congress in charge of technical aspects. He is also responsible for liaison between the International Bureau and the Swiss Post Office in connection with the Lausanne Congress. 1974: Promoted to the post of Assistant Director-General responsible from 1 March until the present time for directing the Legal and Administrative Division. This Division which employs over half of the International Bureau staff is divided into the following three Sections: – Legal and Constitutional Section; – Staff Section; – Administrative Section. In addition to managing the above Sections, he is responsible for organizing the meetings of the Executive Council and of Congresses, as was the case for the Lausanne, Rio de Janeiro and Hamburg Congresses. In the Executive Council, he supervises the work of the secretariat of the General Committee, the Staff Committee and of the plenary meetings. At Congress, he supervises the work of the secretariat of the General Committee, Credentials Committee and Drafting Committee. In addition, he coordinates the work of all the plenary meetings.
Languages	Arabic, French, English.

Embassy of France
in Switzerland

Congress – Doc 24/Annex 4/Attachment 2

Mr Félix CICÉRON

(France)

No 60

The Embassy of France presents its compliments to the Federal Department of Foreign Affairs and has the honour to inform it that France will submit the application of Mr Félix Cicéron for the post of Deputy Director-General of the International Bureau of the Universal Postal Union at the Postal Congress which will be held in Hamburg from 18 June to 27 July 1984.

Mr Félix Cicéron, born on 6 April 1929 in Fort-de-France, Assistant Director-General at the International Bureau, at present is acting as Deputy Director-General on an interim basis by decision of the Executive Council of May 1982.

The French Government would be particularly happy if it could count on the support of Switzerland for the application of Mr Cicéron.

The Embassy of France thanks the Federal Department of Foreign Affairs in anticipation of the action it is kindly requested to take in this matter and renews to it the assurances of its highest consideration.

Berne, 12 March 1984

Federal Department
of Foreign Affairs
BERNE

1700

Curriculum vitae

Name	Félix CICÉRON
Date of birth	6 April 1929 at Fort-de-France (Martinique, French West Indies)
Nationality	French
Present position	Acting Deputy Director-General of the International Bureau of the Universal Postal Union (Executive Council decision at its May 1982 session).
Education	*a University* Higher Studies at the University of Paris: Bachelor of Law. Diplomas of higher studies in public law and in private law. Doctor of Public Law (thesis on "The non-liability of the postal administration towards users"). Diploma of higher studies in political economy. Certificate in higher studies in sociology. Preparatory course for the teachers' competition at the Faculty of Law and Economics (public law section). *b Vocational training* Training for postal trainee controllers. Certificate of the Higher National PTT School (1956–1959) one year of which was spent at the National School of Administration (ENA).
Languages	French (mother tongue), Spanish, English.
Career	*a In the country of origin* Primary and secondary school teacher in Martinique: 4 years. Controller in the PTT operational services (5 years). Principal Controller in the Higher National PTT School. Administrator in the PTT Ministry, appointed to the Directorate-General of Posts, where he worked mainly in the mail circulation and handling sector (preparing routeing plans, expanding the airmail network, setting up the first mechanized sorting centres). Attached to the Director-General's departmental staff prior to his recruitment by the International Bureau. PTT Controller General. *b At the International Bureau* Recruited in 1963 as an assistant to the Assistant Director of the International Bureau to carry out studies in postal training. Placed in charge, as First Secretary and then as Assistant Counsellor, of a Training Service established following decisions taken by the 1964 Vienna Congress. Promoted to Counsellor in 1970 and placed in charge of the Section programming technical assistance activities. Promoted to Assistant Director-General in 1974 and assigned to the Technical Cooperation Division to which the Postal Studies Section was attached in 1978.
Duties at the International Bureau	*a As Head of Service and then of Section* Mr Cicéron was made responsible for setting up the Training Service and then the Technical Assistance Programming Section, a field in which he played an important part in the preparation and application of UPU policy (staff training, organization, management and operation of postal services). The following components should be noted, in particular: – General study of the situation of the postal services in the developing countries and regions.

- Efforts to increase technical assistance potential (UNDP financing of major projects, establishment of the UPU Special Fund, establishment of a team of UPU specialists, etc).
- Preparation, execution and evaluation of technical assistance projects (establishment and reinforcement of intercountry schools, Damascus, Bangkok and Abidjan).
- Secretary of the Training Committee created by the Vienna Congress.
- Organization of instructor-training courses, special courses, seminars and study cycles as well as regional and interregional conferences and meetings.
- Adaptation of the postal management and operation methods applied in the developed countries to the situation in the developing countries.

b As Assistant Director-General

Mr Cicéron has taken an active part in defining the policy decided on by the UPU bodies; on the basis of the directives received, he has taken responsibility for all matters and activities coming under technical cooperation, in particular as regards:

- Programming and coordinating all UPU activities concerning technical assistance and postal studies.
- Relations with the UNDP, the Restricted Unions and the Regional Economic Commissions (in particular, for the preparation of regional programmes).
- Seeking other sources of finance for UPU technical assistance activities.
- Operational and financial management of the UPU technical assistance programme.
- Programming of activities under the Transport and Communications Decade in Africa and special measures on behalf of the least developed countries.
- Supervision of work relating to CCPS studies, in particular studies on the problems of management and the future of the postal services.

In addition, as a member of the IB management, Mr Cicéron has taken part since 1975 in the meetings of the International Bureau Management Board.

c As Acting Deputy Director-General

Since June 1982, when the Deputy Director-General retired, Mr Cicéron's responsibilities have been increased; he performs the following duties in particular:

- Standing in for the Director-General in his absence.
- Representing the Director-General of the International Bureau at important meetings or events.
- Close involvement in the settlement of important matters concerning the running of the International Bureau.
- Active participation in the preparation of the Hamburg Congress at which he will perform the duties of the Deputy Secretary-General.
- General supervision of the Postal Services Division which is under the immediate responsibility of an Assistant Director-General and which deals with all technical and economic matters concerning the international Post and information.

Alongside his responsibilities as Acting Deputy Director-General, Mr Cicéron continues to perform the duties of Assistant Director-General in charge of technical cooperation and CCPS studies.

Attendance of meetings

Since 1963, Mr Cicéron has attended a great many meetings:

a Congress

- 1964 Vienna Congress: training matters; Assistant Secretary of Committee 1 (Credentials).
- 1969 Tokyo Congress: Joint Secretary of Committee 3 (for technical assistance questions).
- 1974 Lausanne Congress: Responsible for technical assistance matters and supervision of the work of the Parcel Post Committee.
- 1979 Rio de Janeiro Congress: Supervision of the work of the Technical Cooperation Committee, of the Postal Studies Committee and of the Monetary Articles Committee.
  Member of the Bureau of the Rio de Janeiro Congress.

b EC and CCPS

Mr Cicéron has attended all EC and CCPS sessions (except for the CCPS meetings held away from headquarters).

c Other meetings

Since joining the International Bureau, Mr Cicéron has represented the UPU at many other meetings:

- Meetings of the bodies of Restricted Unions.
- Meetings and Conferences held by the United Nations, the United Nations Development Programme and the Regional Economic Commissions.
- High-level regional conferences or meetings on the management of postal services and the coordination of technical assistance activities.
- Seminars and study cycles, as a representative of the International Bureau and as a lecturer.

Missions

Since 1964, Mr Cicéron has carried out:

- A large number of missions to developing countries to get to know better the situation of the postal services, to provide advisory services and to approach local authorities to have postal needs taken into account.
- Information and contact missions to industrialized countries.
- Visits to the UNDP Secretariat in New York, to obtain acceptance of projects submitted.

Congress – Doc 25

Contribution class changes

Secretary-General's report

I. Introduction

Under the General Regulations, article 125, paragraphs 3, 4 and 5, member countries may change contribution class on condition that this change is communicated to the International Bureau before the opening of Congress. This notification, which must be brought to the attention of Congress, takes effect on the date of the entry into force of the financial provisions drawn up by Congress. Member countries may not insist on being lowered more than one class at a time. Member countries which have not made known their wish to change contribution class by the opening of Congress must remain in the class to which they belonged up to that time. Notwithstanding the foregoing, changes to a higher class are not subject to any restriction.

II. Situation at the start of Congress

At the close of the 1979 Rio de Janeiro Congress the Union comprised 158 member countries representing 1050 contribution units. Since that time the following changes have occurred:

a New members (General Regulations, article 124, paragraph 7)

	Difference	As of
Commonwealth of Dominica	+ 1	1980
Saint Lucia	+ 1	1980
Saint Vincent and the Grenadines	+ 1	1980
Tuvalu	+ 1	1980
Republic of South Africa	+ 1	1981
Zimbabwe	+ 3	1981
Belize	+ 1	1982
Vanuatu	+ 1	1982
Solomon Islands	+ 1	1984
	+11	

b Higher class (General Regulations, article 125, paragraph 5)

	Contribution class		Difference	As of
	old	new		
Kuwait	5	10	+ 5	1981

Accordingly, at the start of the Hamburg Congress the Union comprises 167 member countries for a total of 1066 contribution units as set out in detail at annex 1.

III. Lower class

Pursuant to the General Regulations, article 125, paragraphs 3 and 4, the member countries listed below have notified the International Bureau of their wish to change contribution class as of 1986:

Member country	Contribution class		Difference
	current	new	
China (People's Rep)	50	25	– 25
Argentina	20	15	– 5
New Zealand	20	15	– 5
Bangladesh	15	10	– 5
Egypt	15	10	– 5
Mexico	15	10	– 5
Hungarian People's Rep	10	5	– 5
Polish People's Rep	10	5	– 5
Iraq	5	3	– 2
Romania	5	3	– 2
Dominican Republic	3	1	– 2
Ecuador	3	1	– 2
Equatorial Guinea	3	1	– 2
Haiti	3	1	– 2
			– 72

IV. Conclusions

In view of the foregoing changes of contribution class, the expenses of the Union for the next financial period will be divided among 167 member countries for a total of 994 contribution units (decrease of 6.7% relative to the situation at the start of the Hamburg Congress), subject to any changes to higher classes that might occur during or subsequent to the present Congress.

Congress is requested to take note of the notifications of lower classes (section III).

Hamburg, 18 June 1984

M I SOBHI
Secretary-General

Congress – Doc 25/Annex 1

Classification of member countries for apportionment of Union expenditure

(Position at 17 June 1984)

		Contribution units
Class of fifty units		
1	Federal Republic of Germany	50
2	United States of America	50
3	Canada	50
4	People's Republic of China	50
5	French Republic	50
6	United Kingdom of Great Britain and Northern Ireland, Channel Islands and the Isle of Man	50
7	Japan	50
		350
Class of twenty-five units		
1	Kingdom of Saudi Arabia	25
2	Australia	25
3	Federative Republic of Brazil	25
4	Spain	25
5	India	25
6	Italy	25
7	Union of Soviet Socialist Republics	25
		175
Class of twenty units		
1	Argentine Republic	20
2	New Zealand	20
		40
Class of fifteen units		
1	People's Republic of Bangladesh	15
2	Belgium	15
3	Arab Republic of Egypt	15
4	United Mexican States	15
5	Pakistan	15
6	Netherlands	15
7	German Democratic Republic	15
8	Sweden	15
9	Swiss Confederation	15
		135

		Contribution units
Class of ten units		
1	Republic of Korea	10
2	Kingdom of Denmark	10
3	Republic of Finland	10
4	Hungarian People's Republic	10
5	Republic of Indonesia	10
6	Ireland	10
7	Kuwait	10
8	Federal Republic of Nigeria	10
9	Norway	10
10	Polish People's Republic	10
11	Czechoslovak Socialist Republic	10
12	Ukrainian Soviet Socialist Republic	10
		120
Class of five units		
1	People's Democratic Republic of Algeria	5
2	Republic of Austria	5
3	Chile	5
4	Overseas Territories for whose international relations the Government of the United Kingdom of Great Britain and Northern Ireland is responsible	5
5	Iran	5
6	Republic of Iraq	5
7	Socialist People's Libyan Arab Jamahiriya	5
8	Kingdom of Morocco	5
9	Portugal	5
10	State of Qatar	5
11	Democratic People's Republic of Korea	5
12	Socialist Republic of Romania	5
13	Democratic Socialist Republic of Sri Lanka	5
14	Tunisia	5
15	Turkey	5
16	Socialist Federal Republic of Yugoslavia	5
		80
Class of three units		
1	Byelorussian Soviet Socialist Republic	3
2	Socialist Republic of the Union of Burma	3
3	People's Republic of Bulgaria	3
4	Republic of Colombia	3
5	Republic of the Ivory Coast	3
6	Republic of Cuba	3
7	Dominican Republic	3
8	Republic of Ecuador	3
9	Ghana	3
10	Greece	3
11	Republic of Guatemala	3
12	Republic of Equatorial Guinea	3
13	Republic of Haiti	3
14	Israel	3
15	Republic of Kenya	3
16	Luxembourg	3

		Contribution units
Class of three units (cont)		
17	Democratic Republic of Madagascar	3
18	Malaysia	3
19	Nepal	3
20	Republic of Peru	3
21	Thailand	3
22	Eastern Republic of Uruguay	3
23	Republic of Venezuela	3
24	Republic of Zaire	3
25	Republic of Zambia	3
26	Zimbabwe	3
		78
Class of one unit		
1	Democratic Republic of Afghanistan	1
2	Republic of South Africa	1
3	Socialist People's Republic of Albania	1
4	People's Republic of Angola	1
5	Commonwealth of the Bahamas	1
6	State of Bahrain	1
7	Barbados	1
8	Belize	1
9	People's Republic of Benin	1
10	Kingdom of Bhutan	1
11	Republic of Bolivia	1
12	Republic of Botswana	1
13	Republic of Burundi	1
14	Republic of Cameroon	1
15	Republic of Cape Verde	1
16	Central African Republic	1
17	Republic of Cyprus	1
18	Islamic Federal Republic of the Comoros	1
19	People's Republic of the Congo	1
20	Republic of Costa Rica	1
21	Republic of Djibouti	1
22	Commonwealth of Dominica	1
23	Republic of El Salvador	1
24	United Arab Emirates	1
25	Ethiopia	1
26	Fiji	1
27	Gabonese Republic	1
28	Republic of the Gambia	1
29	Grenada	1
30	Revolutionary People's Republic of Guinea	1
31	Republic of Guinea-Bissau	1
32	Guyana	1
33	Republic of the Upper Volta	1
34	Republic of Honduras	1
35	Republic of Iceland	1
36	Jamaica	1
37	Hashemite Kingdom of Jordan	1
38	Democratic Kampuchea	1
39	Lao People's Democratic Republic	1

	Class of one unit (cont)	Contribution units
40	Kingdom of Lesotho	1
41	Lebanese Republic	1
42	Republic of Liberia	1
43	Principality of Liechtenstein	1
44	Malawi	1
45	Republic of Maldives	1
46	Republic of Mali	1
47	Malta	1
48	Mauritius	1
49	Islamic Republic of Mauritania	1
50	Principality of Monaco	1
51	Mongolian People's Republic	1
52	People's Republic of Mozambique	1
53	Republic of Nauru	1
54	Republic of Nicaragua	1
55	Republic of the Niger	1
56	Sultanate of Oman	1
57	Uganda	1
58	Republic of Panama	1
59	Papua New Guinea	1
60	Republic of Paraguay	1
61	Netherlands Antilles	1
62	Republic of the Philippines	1
63	Rwandese Republic	1
64	Saint Lucia	1
65	Republic of San Marino	1
66	Saint Vincent and the Grenadines	1
67	Solomon Islands	1
68	Democratic Republic of Sao Tome and Principe	1
69	Republic of Senegal	1
70	Republic of Seychelles	1
71	Republic of Sierra Leone	1
72	Singapore	1
73	Somali Democratic Republic	1
74	Democratic Republic of the Sudan	1
75	Republic of Suriname	1
76	Kingdom of Swaziland	1
77	Syrian Arab Republic	1
78	United Republic of Tanzania	1
79	Republic of Chad	1
80	Togolese Republic	1
81	Kingdom of Tonga	1
82	Republic of Trinidad and Tobago	1
83	Tuvalu	1
84	Vanuatu	1
85	Vatican City State	1
86	Socialist Republic of Viet Nam	1
87	Yemen Arab Republic	1
88	People's Democratic Republic of Yemen	1
		88
	Grand total: 167 member countries	1066

Congress – Doc 27

Representation of one member country by the delegation of another member country at Congress and Committee meetings

Memorandum by the Director-General of the International Bureau

1 Article 3, paragraph 6, of the Rules of Procedure of Congresses authorizes the delegation of a member country which is prevented from attending one or more meetings to arrange to be represented by the delegation of another country provided, inter alia, that notice in writing is given to the Chairman of the meeting concerned.

2 In practice, the Chairman notifies the assembly at the beginning of each meeting of any such cases of representation; he also reminds the assembly of them before each vote is taken.

3 To make things easier for delegations that decide to take advantage of this facility, the Congress Secretariat will keep a supply of ad hoc proxy forms (for specimen, see annex 1), at their disposal at the Chairman's rostrum in the two halls. These have only to be filled in and signed before being handed to the Secretary of the plenary meetings or of the Committee concerned.

4 In the case of electronic voting, the duly authorized delegation should go to the seat of the delegation which has conferred the mandate and vote on behalf of the latter by means of the electronic voting system.

5 Ad hoc proxies must not be confused with the proxies mentioned in paragraph 4 of the above-mentioned article 3, which relate to the credentials of a member country that arranges for the delegation of another member country to represent it during the entire Congress. These permanent proxies, which are based on article 101, paragraph 2, of the General Regulations, must be submitted in the form prescribed in article 3, paragraph 1, of the Rules of Procedure for credentials themselves. Permanent proxies are notified to Congress by means of a special Congress – Doc.

Berne, 8 May 1984

M I SOBHI
Director-General

Congress – Doc 27/Annex 1

Specimen proxy form

UNIVERSAL POSTAL UNION
19th Congress
Hamburg 1984

PROXY FORM
(Rules of Procedure of Congresses, article 3, paragraph 6)

Delegation giving proxy	Name of country	
Delegation to which proxy is given	Name of country	
Meeting(s) at which representation will be effected	☐ Plenary	Date(s)
	☐ Committee	No or title / Date(s)
Place and date: Hamburg,		Signature of Head of delegation

Form BI Cgr F (4.83) 600 – 1983

N.B. The proxy form should be handed to the Chairman or Secretary of the respective plenary or Committee meeting(s).

Congress – Doc 28

Information about the operation of the translation services and the provision at Congress of documents in various languages

Statement by the Director-General of the International Bureau

General

1 Pursuant to article 107, paragraph 3, of the General Regulations, the language groups set up within the Union (Arabic, Chinese, English, German, Portuguese, Russian and Spanish) have expressed their intention of organizing translation services at the Hamburg Congress. These groups accept responsibility for their respective services.

2 With a view to maximum efficiency and in order to keep the work of the Secretariat and that of the translation services fully in step, I think it desirable to give the following information about these services together with some details about the administrative machinery, understanding of which will greatly contribute to the smooth progress of the work.

3 A specially designated International Bureau official (in office No 5.8) will act as liaison officer between the Secretariat proper and the translation services.

Work of the translation services

4 The work of the translation services is as follows:

a to prepare the French version of texts submitted to Congress and written in Arabic, Chinese, English, German, Portuguese, Russian or Spanish by delegations belonging to one of these language groups (Rules of Procedure of Congresses, article 14, paragraph 2), and

b to translate into Arabic, Chinese, English, German, Portuguese, Russian and Spanish the documents of Congress written in French which the language group in question has decided to have translated (Rules of Procedure, article 14, paragraph 3).

Delivery of manuscripts for translation

5 French manuscripts must be given to the Secretary concerned (of the Committee or plenary meeting, as appropriate) to be translated.

6 Manuscripts of texts for distribution, written in Arabic, Chinese, English, German, Portuguese, Russian or Spanish by delegates, must be delivered to the liaison officer (see paragraph 3) so that he can have the necessary translations made. The liaison officer will then pass the French version to the Secretary concerned.

Distribution of documents

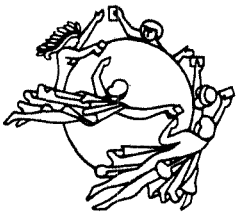
7 Subject to what is said in paragraph 9, the documents of Congress will be supplied to all delegates, including observers, in French and/or in the languages requested by the participants, in conformity with the provisions for each language group.

8 A delegation not belonging to an existing language group which wishes to receive translations of some or all of the documents of Congress in the language of that group is requested to apply to the document reproduction coordinator (office No 5.9).

9 At Congress, documents will in principle be distributed to participants' pigeon-holes. Those issued exceptionally to delegates during meetings will be distributed again to all the pigeon-holes.

Hamburg, 18 June 1984

M I SOBHI
Director-General



Universal Postal Union

List of member countries of the Universal Postal Union

Position on 1 June 1984

Berne 1984

International Bureau of the Universal Postal Union

List of member countries of the Union showing their contribution class, geographical group and position with respect to the Acts of the Union

a The Acts are indicated at the head of the columns by the following abbreviations:

C = Constitution of the Universal Postal Union and Final Protocol

PA = Additional Protocol to the Constitution of the Universal Postal Union

RG = General Regulations of the Universal Postal Union and Final Protocol

CV = Universal Postal Convention, Final Protocol and Detailed Regulations

CP = Postal Parcels Agreement, Final Protocol and Detailed Regulations

MP = Postal Money Orders and Postal Travellers' Cheques Agreement and Detailed Regulations, Final Protocol

VP = Giro Agreement and Detailed Regulations

R = Cash-on-Delivery Agreement and Detailed Regulations

RP = Collection of Bills Agreement and Detailed Regulations

E = International Savings Agreement and Detailed Regulations

AP = Subscriptions to Newspapers and Periodicals Agreement and Detailed Regulations

b The letters in the various columns indicate:

S = that the Act has been signed

SD = that the Act was signed definitively by the plenipotentiaries present at the Rio de Janeiro Congress

R = that the Act has been ratified

X = that the Act has been approved in accordance with article 25, paragraph 3, of the Constitution

A = that the country has acceded to the Act

c The member countries are distributed among the following five geographical groups:

I = Western hemisphere

II = Eastern Europe and Northern Asia

III = Western Europe

IV = Southern Asia and Oceania

V = Africa

Member countries[1] *(Constitution, article 2)*	*Contribution class* *Number of units*	*Geographical group*	*Constitution (Vienna 1964)*		*Additional Protocol (Tokyo 1969)*		*Additional Protocol (Lausanne 1974)*		*1979 Rio de Janeiro Acts*								
									Compulsory Acts								
			C	*International Bureau circular*	*PA*	*International Bureau circular*	*PA*	*International Bureau circular*	*RG*	*CV*	*CP*	*MP*	*VP*	*R*	*RP*	*E*	*AP*	*International Bureau circular*
Afghanistan (Democratic Republic of)	1	IV	R	78/1969	R	122/1974	R	211/1979	R	R	R	—	—	—	—	—	—	152/1982
Albania (Socialist People's Republic of)	1	II	R	241/1968	A	261/1979	A	261/1979	A	A	A	—	—	—	—	—	—	106/1984
Algeria (People's Democratic Republic of)	5	V	R	169/1968	R	113/1973	R	287/1976	R	R	R	R	R	R	R	—	—	151/1983
Angola (People's Republic of)	1	V	A	47/1977	A	47/1977	A	47/1977	S	S	S	—	—	—	—	—	—	
Argentine Republic	20	I	R	23/1968	R	9/1975	R	278/1979	R	R	R	R	R	R	R	—	R	9/1984
Australia	25	IV	R	20/1966	R	256/1971	R	77/1977	X	X	X	—	—	—	—	—	—	365/1981
Austria (Republic of)	5	III	R	20/1966	R	205/1971	R	241/1976	R	R	R	R	R	R	R	—	R	365/1981
Bahamas (Commonwealth of)	1	I	A	102/1974	A	102/1974	R	145/1976	S	S	S	—	—	—	—	—	—	
Bahrain (State of)	1	IV	A	276/1973	A	276/1973	R	151/1983	R	R	R	—	—	—	—	—	—	151/1983
Bangladesh (People's Republic of)	15	IV	A	54/1973	A	54/1973	R	296/1976	R	R	R	—	—	—	—	—	—	299/1981
Barbados	1	I	A	256/1967	R	175/1973	R	241/1976	S	S	S	S	S	S	S	S	S	
Belgium	15	III	R	3/1966	R	141/1971	R	258/1975	X	X	X	X	X	X	X	X	X	28/1982
Belize	1	I	A	199/1982	A	199/1982	A	199/1982	A	A	A	—	—	—	—	—	—	199/1982
Benin (People's Republic of)	1	V	R	82/1967	S		S		S	S	S	S	S	S	S	S	S	
Bhutan (Kingdom of)	1	IV	A	39/1969	R	181/1971	R	246/1979	R	R	R	—	—	—	—	—	—	39/1981
Bolivia (Republic of)	1	I	A	197/1972	R	197/1972	R	77/1977	R	R	R	—	—	—	—	—	—	246/1981
Botswana (Republic of)	1	V	A	36/1968	R	98/1979	R	98/1979	R	R	R	—	—	—	—	—	—	246/1981
Brazil (Federative Republic of)	25	I	R	178/1969	R	89/1973	R	150/1979	S	S	S	—	—	—	—	—	—	
Bulgaria (People's Republic of)	3	II	R	164/1969	R	102/1974	R	270/1977	X	X	X	X	—	—	—	—	X	299/1981
Burma (Socialist Republic of the Union of)	3	IV	R	160/1969	R	241/1973	R	70/1980	S	S	S	—	—	—	—	—	—	
Burundi (Republic of)	1	V	R	110/1969	R	70/1973	R	169/1977	S	S	S	S	S	S	—	—	—	
Byelorussian Soviet Socialist Republic	3	II	R	69/1978	R	69/1978	R	69/1978	X	X	X	—	—	—	—	—	—	181/1983
Cameroon (Republic of)[4]	1	V	R	36/1969	R	9/1975	S		S	S	S	S	S	S	S	S	S	

Canada	50	I	R	165/1966	R	256/1971	R	252/1975	X	X	–	–	–	–	–	–	–	200/1981
Cape Verde (Republic of)	1	V	A	251/1976	A	251/1976	A	251/1976	A	A	A	A	–	A	–	–	–	152/1982
Central African Republic[3]	1	V	R	186/1968	R	52/1974	R	169/1977	S	S	S	S	S	S	S	S	–	
Chad (Republic of)	1	V	R	98/1972	R	98/1972	R	99/1978	R	R	R	R	R	R	–	R	–	9/1984
Chile	5	I	R	241/1972	R	241/1972	R	99/1978	R	R	R	R	R	R	R	R	R	152/1982
China (People's Republic of)	50	IV	A	70/1973	A	70/1973	R	270/1977	X	X	X	–	–	–	–	–	–	2/1983
Colombia (Republic of)	3	I	R	154/1976	R	35/1979	R	261/1979	S	S	S	S	S	S	S	–	–	
Comoros (Islamic Federal Republic of the)	1	V	A	195/1976	A	195/1976	A	195/1976	–	–	–	–	–	–	–	–	–	
Congo (People's Republic of the)	1	V	R	264/1966	R	150/1979	R	150/1979	S	S	S	S	S	S	S	–	–	
Costa Rica (Republic of)	1	I	R	299/1981	R	299/1981	R	299/1981	S	S	S	S	–	–	–	–	–	
Cuba (Republic of)	3	I	R	87/1969	R	9/1975	R	69/1978	R	R	R	–	–	–	–	–	–	9/1984
Cyprus (Republic of)	1	III	R	78/1969	R	241/1972	R	84/1977	R	R	R	R	R	R	R	R	R	103/1982
Czechoslovak Socialist Republic	10	II	R	264/1966	R	300/1980	R	235/1977	X	X	X	X	–	X	–	–	–	365/1981
Democratic People's Republic of Korea	5	IV	A	139/1974	A	139/1974	R	245/1978	R	R	R	–	–	–	–	–	R	73/1982
Denmark (Kingdom of)	10	III	R	71/1966	R	74/1971	R	118/1976	SD	SD	SD	SD	SD	SD	–	–	SD	
Djibouti (Republic of)	1	V	A	132/1978	A	132/1978	A	132/1978	–	–	–	–	–	–	–	–	–	
Dominica (Commonwealth of)	1	I	A	38/1980	A	38/1980	A	38/1980	–	–	–	–	–	–	–	–	–	
Dominican Republic	3	I	S		S		–		–	–	–	–	–	–	–	–	–	
Ecuador (Republic of)	3	I	R	215/1969	A	84/1977	R	84/1977	S	S	S	S	S	S	S	S	S	
Egypt (Arab Republic of)	15	V	R	181/1967	R	129/1972	R	77/1977	R	R	R	R	R	R	R	R	R	299/1981
El Salvador (Republic of)	1	I	R	132/1978	R	132/1978	R	132/1978	A	A	A	A	–	–	–	–	–	2/1983
Equatorial Guinea (Republic of)	3	V	A	148/1970	A	175/1973	A	299/1981	A	A	A	–	A	A	–	–	–	299/1981
Ethiopia	1	V	R	148/1969	R	11/1974	R	150/1979	R	R	R	–	–	–	–	–	–	365/1981
Fiji	1	IV	A	135/1971	A	220/1972	R	258/1975	–	–	–	–	–	–	–	–	–	
Finland (Republic of)	10	III	R	104/1966	R	197/1972	R	35/1979	X	X	X	X	X	X	–	X	X	151/1983
French Republic	50	III	R	71/1966	R	79/1971	R	258/1975	X	X	X	X	X	X	X	X	–	199/1982
Gabonese Republic	1	V	R	82/1967	R	7/1973	R	245/1978	S	S	S	S	S	S	–	–		
Gambia (Republic of the)	1	V	A	205/1974	A	205/1974	A	70/1980	–	–	–	–	–	–	–	–	–	

Member countries (Constitution, article 2)	*Contribution class* *Number of units*	*Geographical group*	*Constitution (Vienna 1964)*		*Additional Protocol (Tokyo 1969)*		*Additional Protocol (Lausanne 1974)*		*1979 Rio de Janeiro Acts*									
									Compulsory Acts									
			C	*International Bureau circular*	*PA*	*International Bureau circular*	*PA*	*International Bureau circular*	*RG*	*CV*	*CP*	*MP*	*VP*	*R*	*RP*	*E*	*AP*	*International Bureau circular*
German Democratic Republic	15	II	A	135/1973	A	135/1973	R	296/1976	X	X	X	–	–	–	–	–	–	152/1982
Germany, Federal Republic of	50	III	R	197/1966	R	241/1971	R	38/1976	R	R	R	R	R	R	R	R	R	28/1982
Ghana	3	V	R	63/1967	R	122/1974	R	193/1976	–	–	–	–	–	–	–	–	–	
United Kingdom of Great Britain and Northern Ireland, Channel Islands and Isle of Man	50	III	R	223/1966	R	193/1972	R	116/1976	X	X	X	–	X	–	–	–	–	181/1983
Overseas Territories for whose international relations the Government of the United Kingdom of Great Britain and Northern Ireland is responsible	5	IV	R	65/1968	R	193/1972	R	118/1976	X	X	X	–	X	–	–	–	–	181/1983
Greece	3	III	R	110/1968	R	173/1972	R	270/1977	S	S	S	S	S	S	S	–	S	
Grenada	1	I	A	33/1978	A	33/1978	A	33/1978	–	–	–	–	–	–	–	–	–	
Guatemala (Republic of)	3	I	R	59/1970	R	233/1975	R	211/1979	A	A	A	–	–	–	–	–	–	112/1983
Guinea (Republic of)[5]	1	V	R	95/1967	R	271/1973	R	251/1976	S	S	S	S	–	–	–	–	–	
Guinea-Bissau (Republic of)	1	V	A	138/1974	A	138/1974	S		S	S	S	–	–	–	–	–	–	
Guyana	1	I	A	75/1967	R	217/1973	A	300/1980	–	–	–	–	–	–	–	–	–	
Haiti (Republic of)	3	I	A	164/1975	A	164/1975	–		S	S	S	S	–	–	–	–	–	
Honduras (Republic of)	1	I	S		S		S		S	S	S	–	–	S	S	S	–	
Hungarian People's Republic	10	II	R	118/1967	R	102/1974	R	287/1976	X	X	X	X	–	X	–	–	–	103/1982
Iceland (Republic of)	1	III	R	177/1965	R	105/1971	R	258/1975	S	S	S	S	S	S	–	–	–	
India	25	IV	R	11/1967	R	7/1973	R	195/1976	X	X	X	–	–	–	–	–	–	73/1982
Indonesia (Republic of)	10	IV	R	44/1975	R	44/1975	R	263/1977	S	S	S	S	S	S	S	S	S	
Iran	5	IV	R	227/1968	R	154/1973	R	235/1977	S	S	S	–	–	–	–	–	–	
Iraq (Republic of)	5	IV	R	257/1967	R	256/1971	R	47/1977 263/1977	R	R	R	–	–	R	–	–	–	199/1982
Ireland	10	III	R	113/1966	R	171/1971	R	35/1979	S	S	S	–	–	–	–	–	–	
Israel	3	IV	R	62/1968	R	205/1971	R	287/1976	X	X	X	–	–	–	–	–	–	151/1983

Italy	25	III	R	169/1968	R	220/1972	A	193/1976	A	A	A	A	A	A	A	A	246/1981
Ivory Coast (Republic of the)	3	V	R	3/1966	R	91/1981	R	91/1981	S	S	S	S	S	S	S	–	–	
Jamaica	1	I	R	87/1969	A	32/1974	R	251/1976	R	R	R	–	–	–	–	–	–	28/1982
Japan	50	IV	R	153/1965	R	166/1971	R	252/1975	X	X	X	X	X	–	–	–	–	246/1981
Jordan (Hashemite Kingdom of)	1	IV	R	61/1968	R	89/1973	R	154/1976	R	R	R	R	–	–	–	–	–	181/1983
Democratic Kampuchea[2]	1	IV	R	186/1969	R	220/1972	S		–	–	–	–	–	–	–	–	–	
Kenya (Republic of)	3	V	A	107/1968	R	113/1973	R	211/1979 300/1980	R	R	R	–	–	–	–	–	–	112/1983
Korea (Republic of)	10	IV	R	165/1966	R	79/1971	R	38/1976	X	X	X	X	X	X	–	–	X	200/1981
Kuwait	10	IV	R	207/1967	R	173/1972	R	77/1977 126/1977	R	R	R	R	–	–	–	–	–	299/1981
Lao People's Democratic Republic	1	IV	R	268/1967	R	254/1972	R	28/1982	A	A	A	–	–	–	–	–	–	199/1982
Lebanese Republic	1	IV	R	261/1979	R	261/1979	R	261/1979	S	S	S	S	–	S	–	–	–	
Lesotho (Kingdom of)	1	V	A	205/1967	A	21/1972	R	287/1976	X	X	X	–	–	–	–	–	–	103/1982
Liberia (Republic of)	1	V	R	154/1976	R	193/1976	R	39/1981	R	R	R	–	–	–	–	–	–	106/1984
Libyan Arab Jamahiriya (Socialist People's)	5	V	R	164/1969	A	217/1973	R	99/1978	R	R	R	R	R	R	R	R	R	73/1982
Liechtenstein (Principality of)	1	III	R	281/1967	R	256/1971	R	252/1975	R	R	R	R	R	R	R	–	R	200/1981
Luxembourg	3	III	R	156/1966	R	192/1971	R	118/1976	R	R	R	R	R	R	R	–	R	299/1981
Madagascar (Democratic Republic of)	3	V	R	177/1965	R	207/1974	R	35/1979	X	X	X	X	X	X	X	X	–	299/1981
Malawi	1	V	A	266/1966	R	106/1984	R	106/1984	R	R	R	–	–	–	–	–	–	106/1984
Malaysia	3	IV	R	87/1969	R	207/1974	R	116/1976	R	R	R	–	–	–	–	–	–	73/1982
Maldives (Republic of)	1	IV	A	180/1967	A	32/1974	A	241/1976	A	A	A	–	–	–	–	–	–	91/1981
Mali (Republic of)	1	V	R	104/1966	R	220/1972	R	211/1979	S	S	S	S	S	S	S	S	–	
Malta	1	III	A	124/1968	–		–		–	–	–	–	–	–	–	–	–	
Mauritania (Islamic Republic of)	1	V	A	75/1967	R	84/1977	R	84/1977	X	X	X	X	X	X	X	–	–	73/1982
Mauritius	1	V	A	165/1969	A	241/1973	R	245/1978	X	X	X	–	–	–	–	–	–	200/1981
Mexico (United Mexican States)	15	I	R	97/1968	R	77/1974	R	187/1980	R	R	R	R	–	–	–	–	–	106/1984
Monaco (Principality of)	1	III	R	227/1968	R	181/1971	R	38/1980	X	X	X	X	X	X	X	–	S	112/1983
Mongolian People's Republic	1	II	R	241/1968	S		S		S	S	S	–	–	–	–	–	–	

Member countries (Constitution, article 2)	*Contribution class* / *Number of units*	*Geographical group*	*Constitution (Vienna 1964)*		*Additional Protocol (Tokyo 1969)*		*Additional Protocol (Lausanne 1974)*		*1979 Rio de Janeiro Acts*									
									Compulsory Acts									
			C	*International Bureau circular*	*PA*	*International Bureau circular*	*PA*	*International Bureau circular*	*RG*	*CV*	*CP*	*MP*	*VP*	*R*	*RP*	*E*	*AP*	*International Bureau circular*
Morocco (Kingdom of)	5	V	R	118/1967	R	217/1973	R	33/1978	S	S	S	S	S	S	S	S	S	
Mozambique (People's Republic of)	1	V	A	238/1978	A	238/1978	A	238/1978	S	S	S	S	–	S	–	–	S	
Nauru (Republic of)	1	IV	A	69/1969	S		–		–	–	–	–	–	–	–	–	–	
Nepal	3	IV	R	135/1970	R	164/1975	R	126/1977	S	S	S	–	–	–	–	–	–	
Netherlands	15	III	R	178/1969	R	205/1971	R	38/1976	X	X	X	X	X	X	–	X	–	365/1981
Netherlands Antilles	1	I	R	178/1969	R	205/1971	R	38/1976	X	X	X	X	X	X	X	–	–	365/1981
New Zealand	20	IV	R	11/1967	R	21/1972	R	263/1977	S	S	S	–	–	–	–	–	–	
Nicaragua (Republic of)	1	I	S		S		S		S	S	S	S	S	S	S	–	S	
Niger (Republic of the)	1	V	R	135/1966	R	171/1971	R	287/1976	X	X	X	X	X	X	X	–	–	200/1981
Nigeria (Federal Republic of)	10	V	R	82/1967	R	9/1975	R	278/1979	S	S	S	–	–	–	–	–	–	
Norway	10	III	R	21/1966	R	113/1973	R	296/1976	X	X	X	X	X	X	–	X	X	152/1982
Oman (Sultanate of)	1	IV	A	178/1971	A	178/1971	R	169/1977	R	R	R	–	–	–	–	–	–	199/1982
Pakistan	15	IV	R	80/1967	R	241/1972	R	235/1977	S	S	S	–	–	–	–	–	–	
Panama (Republic of)	1	I	–		S		S		S	S	S	–	–	–	–	–	–	
Papua New Guinea	1	IV	A	154/1976	A	154/1976	A	154/1976 251/1976	X	X	X	–	–	–	–	–	–	112/1983
Paraguay (Republic of)	1	I	R	98/1979	R	98/1979	R	98/1979 187/1980	S	S	S	–	–	–	–	–	–	
Peru (Republic of)	3	I	R	108/1970	A	35/1979	R	150/1979	S	S	S	–	–	–	–	–	–	
Philippines (Republic of the)	1	IV	R	154/1973	R	154/1973	R	278/1979	S	S	–	–	–	–	–	–	–	
Polish People's Republic	10	II	R	244/1967	R	121/1974	R	270/1977 99/1978	X	X	S	S	–	–	–	–	–	151/1983
Portugal	5	III	R	241/1968	R	98/1972	R	91/1981	S	S	S	S	–	S	S	–	S	
Qatar (State of)	5	IV	A	25/1969	R	300/1980	R	300/1980	R	R	R	R	–	–	–	–	–	200/1981
Romania (Socialist Republic of)	5	II	R	103/1969	R	122/1974	R	235/1977	S	S	S	S	–	–	–	–	–	
Rwandese Republic	1	V	S		S		–		S	S	S	S	S	–	–	–	–	

Saint Lucia	1	I	A	187/1980	A	187/1980	A	187/1980	–	–	–	–	–	–	–	–	–	
Saint Vincent and the Grenadines	1	I	A	39/1981	A	39/1981	A	39/1981	A	A	A	–	A	–	–	–	–	39/1981
San Marino (Republic of)	1	III	R	281/1967	R	171/1971	R	261/1979	S	S	S	S	S	S	S	S	S	
Sao Tome and Principe (Democratic Republic of)	1	V	A	196/1977	A	196/1977	A	196/1977	A	A	A	A	–	A	–	–	–	181/1983
Saudi Arabia (Kingdom of)	25	IV	R	39/1981	R	39/1981	R	39/1981	S	S	S	–	–	–	–	–	–	
Senegal (Republic of)	1	V	R	268/1967	R	77/1974	S		S	S	S	S	S	S	S	–	–	
Seychelles (Republic of)	1	V	A	235/1977	A	235/1977	A	235/1977	–	–	–	–	–	–	–	–	–	
Sierra Leone (Republic of)	1	V	R	207/1967	R	52/1974	S		S	S	S	–	–	–	–	–	–	
Singapore	1	IV	A	22/1966	R	65/1972	R	145/1976	X	X	X	–	–	–	–	–	–	299/1981
Solomon Islands	1	IV	A	106/1984	A	106/1984	A	106/1984	A	A	A	–	A	–	–	–	–	106/1984
Somali Democratic Republic	1	V	R	123/1968	A	98/1972	S		–	–	–	–	–	–	–	–	–	
South Africa (Republic of)	1	V	A	200/1981	A	200/1981	A	200/1981	A	A	–	–	–	–	–	–	–	365/1981
Spain	25	III	R	63/1967	R	175/1973	R	70/1980	R	R	R	R	R	R	R	R	R	2/1983
Sri Lanka (Democratic Socialist Republic of)	5	IV	R	95/1967	R	154/1973	S		S	S	S	S	–	–	–	–	–	
Sudan (Democratic Republic of the)	1	V	S		S		S		SD	SD	SD	SD	–	–	–	–	–	
Suriname (Republic of)	1	I	A	118/1976	A	118/1976	A	118/1976	S	S	S	S	–	S	S	–	–	
Swaziland (Kingdom of)	1	V	A	217/1969	A	166/1971	R	154/1976	R	R	R	–	–	–	–	–	–	28/1982
Sweden	15	III	R	80/1967	R	241/1971	R	77/1977	X	X	X	X	X	X	–	X	X	112/1983
Swiss Confederation	15	III	R	113/1966	R	105/1971	R	252/1975	R	R	R	R	R	R	R	–	R	91/1981
Syrian Arab Republic	1	IV	R	80/1967	R	241/1971	R	235/1977	R	R	R	R	–	–	–	–	–	2/1983
Tanzania (United Republic of)	1	V	R	268/1967	R	233/1975	R	245/1978	R	R	R	–	–	–	–	–	–	106/1984
Thailand	3	IV	R	156/1966	R	105/1971	R	116/1976	S	S	S	S	–	S	S	–	S	
Togolese Republic	1	V	R	244/1967	R	65/1972	R	195/1976	S	S	S	S	S	S	S	S	S	
Tonga (Kingdom of)	1	IV	A	35/1972	A	35/1972	S		S	S	S	–	–	–	–	–	–	
Trinidad and Tobago (Republic of)	1	I	R	186/1968	R	102/1974	A	35/1979	S	S	S	–	–	–	–	–	–	
Tunisia	5	V	R	260/1966	R	21/1972	R	38/1976	R	R	R	R	R	R	R	R	R	200/1981
Turkey	5	III	R	224/1970	R	150/1979	S		S	S	S	S	S	S	S	S	S	
Tuvalu	1	IV	A	39/1981	A	39/1981	A	39/1981	–	–	–	–	–	–	–	–	–	

Member countries (Constitution, article 2)	*Contribution class* / *Number of units*	*Geographical group*	*Constitution (Vienna 1964)*		*Additional Protocol (Tokyo 1969)*		*Additional Protocol (Lausanne 1974)*		*1979 Rio de Janeiro Acts*									
									Compulsory Acts									
			C	*International Bureau circular*	*PA*	*International Bureau circular*	*PA*	*International Bureau circular*	*RG*	*CV*	*CP*	*MP*	*VP*	*R*	*RP*	*E*	*AP*	*International Bureau circular*
Uganda	1	V	R	83/1969	R	35/1979	R	35/1979	–	–	–	–	–	–	–	–	–	
Ukrainian Soviet Socialist Republic	10	II	R	69/1978	R	69/1978	R	69/1978	X	X	X	–	–	–	–	–	–	9/1984
Union of Soviet Socialist Republics	25	II	R	69/1978	R	69/1978	R	69/1978	X	X	X	–	–	–	–	–	–	181/1983
United Arab Emirates	1	IV	A	89/1973	A	89/1973	R	98/1979	R	R	R	–	–	–	–	–	–	103/1982
United States of America	50	I	R	122/1967	R	192/1971	R	145/1976	R	R	–	X	–	–	–	–	–	200/1981
Upper Volta (Republic of the)	1	V	R	95/1967	R	166/1971	R	246/1979	S	S	S	S	S	S	S	S	S	
Uruguay (Eastern Republic of)	3	I	R	98/1979	R	98/1979	R	98/1979	S	S	S	S	S	S	S	S	S	
Vanuatu (Republic of)	1	IV	A	152/1982	A	152/1982	A	152/1982	A	A	–	–	–	–	–	–	–	152/1982
Vatican City State	1	III	R	106/1968	R	175/1973	R	241/1976	R	R	R	R	–	R	–	–	R	151/1983
Venezuela (Republic of)	3	I	R	189/1969	R	69/1978	S	246/1979	S	S	S	–	–	–	–	–	–	
Viet Nam (Socialist Republic of)	1	IV	R	181/1967	A	52/1974	R	296/1976	–	–	–	–	–	–	–	–	–	
Yemen Arab Republic	1	IV	R	36/1969	R	205/1971	R	132/1978	R	R	R	R	–	–	–	–	–	9/1984
Yemen (People's Democratic Republic of)	1	IV	A	126/1968	A	129/1972	R	211/1979	S	S	S	S	–	–	–	–	–	
Yugoslavia (Socialist Federal Republic of)	5	II	R	63/1967	R	241/1971	R	195/1976	R	R	R	R	R	R	R	R	R	103/1982
Zaire (Republic of)	3	V	R	278/1979	R	278/1979	R	278/1979	S	S	S	S	S	S	–	–	–	
Zambia (Republic of)	3	V	A	75/1967	R	151/1983	R	151/1983	R	R	R	–	–	–	–	–	–	151/1983
Zimbabwe	3	V	A	246/1981	A	246/1981	A	246/1981	A	A	A	–	–	–	–	–	–	246/1981

Number of member countries: 167

[1] The names of member countries are those under which the plenipotentiaries signed the 1979 Rio de Janeiro Acts. The names of countries having been admitted or having acceded to the Union since the 1979 Rio de Janeiro Congress are those duly communicated to the International Bureau.

[2] Name used at the United Nations.

[3] New name. See International Bureau circular 274/1979.

[4] New name. See International Bureau circular 84/1984.

[5] New name. See International Bureau circular 97/1984.

Congress – Doc 32

List of organizations invited to the 19th Congress

Memorandum by the Secretariat

Pursuant to the request of the Executive Council (resolution CE 4/1984), the Secretariat publishes below the list of organizations invited to Congress.

First, de jure observers whose participation is governed either by a provision of the Acts or by specific decisions, namely:

- the UN, whose participation in Congress rests on the UN-UPU Agreement, article II, paragraph 1. This organization has accepted the invitation;
- the Restricted Unions with which the UPU maintains relations, in accordance with the Constitution, article 8, paragraph 2. The following have accepted the invitation: APPU, APTU, APU, CEPT, NPU, PUAS and UPA;
- the Organization of African Unity (OAU), which has been invited in accordance with Lausanne Congress decision C 92 and is represented at Congress;
- the League of Arab States, which has been invited in accordance with Rio de Janeiro Congress resolution C 7 and is represented at Congress;
- the PLO, a national liberation movement recognized by the League of Arab States, which has been invited in accordance with Lausanne Congress resolution C 3 and is represented at Congress.

Further, the UN specialized agencies and other governmental organizations with which the UPU maintains relations have been invited at the request of the EC. Of these, the following have accepted the invitation:

- International Civil Aviation Organization (ICAO);
- International Telecommunication Union (ITU).

Berne, 5 June 1984

M I SOBHI
Secretary-General

Congress – Doc 33

Invitation for the 20th Universal Postal Congress

The International Bureau has received the following letter from the postal administration of the United States of America:

"Washington, D.C., 14 May 1984

"Dear Sir,

"I am pleased to inform you that my country would be very favorably disposed and honored to be able to organize within the United States the 20th Congress of the Universal Postal Union which is scheduled to take place in 1989.

"As you know, my country was privileged to host the 5th Congress of the UPU, in Washington, D.C., in 1897. It is the belief of my administration that it would be very appropriate for the United States to be the site once again of this very important meeting before a full century has gone by. While my administration has not yet chosen a city that would serve as the exact location, we have narrowed the choice to several possibilities, any of which we feel would meet the necessary requirements.

"I would be most grateful if you would convey the word of this candidature to the participants in the forthcoming 19th UPU Congress in whatever form you deem most appropriate.

"Your attention to this matter is greatly appreciated.

Sincerely,

(signed) W F BOLGER
Postmaster General"

Congress – Doc 34

Opening meeting[1]

(First plenary meeting)

Tuesday, 19 June 1984 at 9.30 am

Agenda

		Document No
1	Opening of Congress by the Doyen	–
2	Roll-call of member countries	–
3	Doyen's address	–
4	Appointment of Honorary Chairman of Congress	–
5	Appointment of Chairman of Congress	–
6	Appointment of Vice-Chairmen of Congress	–
7	Address by Chairman of Congress	–
8	Statement by the Secretary-General	–
9	Message from the UN Secretary-General presented by Mr Suy, Director-General of the UN, Geneva	–
10	Messages	–

Hamburg, 7 June 1984

M I SOBHI
Secretary-General

[1] The agenda for the first meeting was drawn up by the International Bureau as the body entrusted with preparing Congress.

Congress – Doc 35

Plenary meetings scheduled from 19 to 22 June 1984, from the second plenary meeting on Tuesday, 19 June 1984 at 3 pm

Draft agenda

		Congress – Doc or proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 35
3	Determination of Congress Committees	010
4	Appointment of Chairmen and Vice-Chairmen of the Committees	–
5	Appointment of members of Restricted Committees	–
6	Consideration of proposals for amending the Rules of Procedure of Congresses	1703.1, 1715.1, 1716.1, 1716.2, 1716.3, 1717.1, 1718.1/Rev 2, 1719.1, 1721.2, 1720.3, 1721.1, 1725.91
7	Preparation of minutes and reports in Committees	011
8	Allocation of proposals of a general nature and Congress – Docs to the bodies of Congress	Congress – Doc 44
9	Request from the International Air Transport Association (IATA) to attend Congress	Congress – Doc 46
10	Request from the International Organization for Standardization (ISO) to attend Congress	Congress – Doc 47
11	Request by Brunei	Congress – Doc 51
12	Request from the International Bureau Staff Association	–
13	Question concerning South Africa	024
14	Question concerning Israel	026
15	Comprehensive report on the work of the Executive Council 1979–1984	Congress – Doc 1

		Congress – Doc or proposal No
16	Comprehensive report on the work of the Consultative Council for Postal Studies 1979–1984	Congress – Doc 2
17	Director-General's report 1980–1984	Congress – Doc 3
18	Relations with the UN and other international organizations	Congress – Doc 5
19	Implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples	Congress – Doc 15
20	Any other business	–

Hamburg, 19 June 1984

W FLORIAN
Chairman of Congress

Congress – Doc 36

Committee 2

Committee 2 (Finance)

Agenda

		Congress – Doc or proposal No
1	Opening of meeting by Committee Chairman	–
2	Adoption of agenda	Congress – Doc 36
3	Approval of the Union's accounts for 1979–1983	Congress – Doc 4 (part I)
4	Fixing the ceilings of expenditure for the next financial period (1986–1990)	Congress – Doc 4 (part II)
5	Consideration of the financial implications of proposals	See note below
6	Final report of Committee 2 (Finance)	Congress – Doc ...
7	Any other business	–

Hamburg, 4 July 1984

W E DUKA
Chairman

Note. – At the moment, the following Congress – Docs and proposals are likely to have financial implications for the fixing of the expenditure ceiling for the next five-year period:
– Congress – Docs 4 and 18.1;
– proposals 08, 016, 021, 1507.3 and 1507.5.

Congress – Doc 37/Rev 3

Committee 3

Committee 3 (General)

Agenda

		Congress – Doc or proposal No
1	Opening of meeting by the Committee Chairman	–
2	Adoption of agenda	Congress – Doc 37/Rev 3
3	Proposals sent to the Drafting Committee	1031.1 R
4	Proposals which, in the opinion of the Committee Chairman, can be adopted without discussion by the Committee	–
5	Election of the Director-General and Deputy Director-General of the International Bureau	1508.1, 1508.3, 1508.5, 025, 1508.2/Rev 2, 1508.6, 07
6	Accession or admission to the Union Withdrawal from the Union. Procedure	1011.1, 1011.2, 1011.3 1012.1
7	Monetary standard	1007.1/Rev 1, 1007.2, 1007.3, 05
8	Legislative power of the EC	1022.1, 1022.2, 1502.1, 1502.10, 1519.91, 1519.92
9	Organization, functioning and work methods of Congress	
	a Possible short-term measures	Congress – Doc 6, chapter II 1702.1, 1720.1, 1720.2
	b Possible long-term measures	Congress – Doc 6, chapter III 1502.5, 1502.9, 1705.1, 1707.1, 1709.1, 1724.1, 1706.1, 1706.2, 1519.1, 1519.2, 1519.3, 1519.4, 08
10	International regulation of new services	022
11	Organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS	Congress – Doc 7 1502.6
12	Composition, functioning and meetings of the EC and the CCPS	1502.3, 1502.7, 1502.2/Rev 1, 1502.8, 1504.1

		Congress – Doc or proposal No
13	Apportionment of Union expenses	1021.1/Rev 1, 1525.2, 1525.1, 1525.3, 1502.4, 1525.4
14	Problem of arrears at the UPU	Congress – Doc 8 and Add 1 09, 1526.91, 1526.92, 1526.1
15	Extraordinary Congresses, Administrative Conferences and Special Committees	1016.1, 1019.1, 1013.1, 1501.1, 1506.1
16	Supervisory Authority	Congress – Doc 1, para 8 1020.1, 1509.1
17	Preamble of the Constitution	1000.1
18	Jurisdiction of the Union	1003.1, 1003.2/Rev 1, 1003.3, 1023.1
19	Languages used for the publication of documents	021/Rev 1, 1507.1, 1507.4 R
20	Languages used for debates	1507.2, 1507.6, 1507.7, 1507.3, 1507.5
21	Reservations to the Acts of the Union	01
22	Summary of the main decisions of Congress	02
23	Any other business	–

Hamburg, 28 June 1984

J ASCANDONI
Chairman

Congress – Doc 38/Rev 2

Committee 4

Committee 4 (Letter post – Regulatory aspects)

Agenda (part one)

		Congress – Doc or proposal No
1	Opening of meeting by Chairman	–
2	Adoption of agenda	Congress – Doc 38/Rev 2 and 38/Add 1/Rev 2
3	Proposals referred to other Committees	
	a Committee 5 (Letter Post – Rate-fixing and payments)	2501.1, 2501.2, 2501.3, 2501.4, 2503.1, 2503.2, 2503.3, 2503.4, 2564.4, 2900.2, 2918.91
	b Committee 6 (Airmail)	2000.1, 2000.12, 2000.13, 2000.16, 2021.1, 2054.1, 2502.1, 2511.1, 2518.1, 2521.1
4	Proposals of a general nature	2000.4, 2000.5, 2000.8, 2000.15, 2000.18, 2000.19
5	Freedom of transit	
	Conv, art 1, para 4	2001.1
6	Temporary suspension and resumption of services	
	Conv, art 4, para 1	2004.2
	Conv, art 4, para 2bis	2004.1
7	Consultation between administrations	
	Conv, art 6bis	2006.91
	Conv, art 6bis, of a general nature	2000.9
8	Postage stamps	
	Conv, art 9, paras 1 and 2	2009.1
	Conv, art 9, of a general nature	2000.14
9	Forms	
	Conv, art 10, para 2	2010.1

		Congress – Doc or proposal No	
10	Postal identity cards		
	Conv, art 11, para 4	2011.1	
11	Items wrongly admitted		
	Conv, art 22, para 1	2022.1	
12	Methods of denoting prepayment		
	Conv, art 28, para 1, abis	2028.2	
	Conv, art 28, para 1, d	2028.1	
	Conv, Det Regs, art 113	2513.2	
	Conv, Det Regs, art 115	2515.1	
	Conv, Det Regs, art 117	3517.1	
	Conv, Det Regs, art 119	2519.1	
	Conv, Det Regs, art 120	2520.1	
	Conv, Det Regs, art 121	2521.2	
	Conv, Det Regs, art 122	2522.2	
	Conv, Det Regs, art 125	2525.1	
	Conv, Det Regs, art 126	2526.1	
	Conv, Det Regs, art 130	2530.1	
	Conv, Det Regs, art 131	2531.1	
	Conv, Det Regs, art 134	2534.1	
	Conv, Det Regs, art 135	3535.1	
	Conv, Det Regs, art 136	3536.1	
	Conv, Det Regs, art 137	2537.1	
	Conv, Det Regs, art 138	3538.1	
	Conv, Det Regs, art 139	3539.1	
	Conv, Det Regs, art 140	3540.1	
	Conv, Det Regs, art 143	3543.2	
	Conv, Det Regs, art 188	2588.1	
	Conv, Det Regs, art 189	2589.1	
	Related proposals		(4568.1, 4572.1, 4595.1, 4596.1)
13	International reply coupons		
	Conv, art 31, para 2	2031.2	
	Conv, art 31, para 3	2031.1	
14	Express items		
	Conv, art 32, para 5	3032.1, 3032.2	
15	Withdrawal from the Post. Alteration or correction of address at the sender's request		
	Conv, art 33, para 4	3033.1	
16	Undeliverable items. Return to country of origin or to sender		
	Conv, art 35	3035.1	
	Conv, Det Regs, art 143, para 2	3543.3	
	Conv, Det Regs, paras 4 and 5	3543.1	

		Congress – Doc or proposal No	
17	Prohibitions		
	Conv, art 36, title	2036.1	(3035.1)
	Conv, art 36, of a general nature	2000.3	
	Conv, Det Regs, of a general nature	2500.4	
	Conv, Det Regs, art 130	2530.2	
	Conv, art 36, para 3	2036.2	
	Conv, art 36, para 4bis	2036.3	
	Conv, art 36, para 7	2036.4, 2036.5, 2036.6	
18	Customs control		
	Conv, art 37	2037.1	
	Conv, art 37, of a general nature	2000.10, 2000.11	
19	Inquiries		
	Conv, art 42, para 1	3042.2	
	Conv, art 42, para 1bis	3042.1	
	Conv, art 42, para 4	3042.3	
20	Admission of registered items		
	Conv, art 43, of a general nature	2000.7, 2000.17	
21	Insured letters. Insured value		
	Conv, art 46, para 2	2046.1	
22	Delivery to the addressee in person		
	Conv, art 49	3049.1	
23	Principle and extent of liability of postal administrations. Registered items		
	Conv, art 50, para 2	2050.2	
	Conv, art 50, para 4	2050.4	
	Conv, art 50, para 4bis	2050.1, 2050.3	
24	Principle and extent of liability of postal administrations. Insured letters		
	Conv, art 51, para 5bis	2051.1	
	Conv, art 51, para 6	2051.2	
25	Non-liability of postal administrations. Registered items		
	Conv, art 52, paras 1 and 2	2052.1	
	Conv, art 52, para 2, i, cbis	2052.2	
	Conv, Det Regs, art 165bis	2566.91	
	Conv, form C 34/CP 14	2934.91	

		Congress – Doc or proposal No	
26	Determination of liability between postal administrations. Registered items Conv, art 55, para 2bis	2055.1, 2055.2	
27	Determination of liability between postal administrations. Insured letters Conv, art 56, para 3 Conv, art 56bis	2056.1 2056.91	
28	Payment of indemnity Conv, art 57, paras 2, 3 and 4	2057.1, 2057.2	
29	Conditions of approval of proposals concerning the Convention and its Detailed Regulations Conv, art 85, paras 1 and 1bis	2085.1	(1022.1, 1502.1)
Final Protocol			
30	Updating of the Final Protocol to the Convention	Congress – Doc 21 and Add 1	
31	Ownership of postal items Conv, Final Protocol, art I, para 1	2301.1	
32	Exception concerning the dimensions of items in envelopes Conv, Final Protocol, art V, paras 1 and 2	2305.1, 2305.2	
33	Withdrawal from the Post. Alteration or correction of address Conv, Final Protocol, art IX	3309.1	

Hamburg, 29 June 1984

N LANDEIRA
Chairman

Congress – Doc 38/Add 1/Rev 2

Committee 4

Committee 4 (Letter Post – Regulatory aspects)

Agenda (part two)

		Congress – Doc or proposal No	
1	Postal identity cards		
	Conv, Det Regs, art 106, para 4	2506.1	
2	Period of retention of documents		
	Conv, Det Regs, art 107, para 1	2507.1	(5550.1)
	Conv, Det Regs, of a general nature	2000.6	
3	Communications and information to be forwarded to the International Bureau		
	Conv, Det Regs, art 109, para 1	2509.1	(3019.4)
4	Publications		
	Conv, Det Regs, art 111, para 2, k	2511.2	
	Conv, Det Regs, art 111, para 2, l (new)	2511.3	
5	Address. Make-up		
	Conv, Det Regs, art 113, para 1	2513.1	
6	Items subject to customs control		
	Conv, Det Regs, art 116, para 1	2516.2	
	Conv, Det Regs, art 116, para 3bis	2516.1	
	Conv, Det Regs, art 161	2561.3	
	Conv, form C 1	2901.1	
7	Make-up. Verification of contents		
	Conv, Det Regs, art 122, para 1	2522.1	
	Conv, Det Regs, art 122, para 3	2522.3	
	Conv, Det Regs, art 122, para 3bis	2522.4	(3019.10)
	Conv, Det Regs, art 130bis	2530.91	
	Conv, Det Regs, art 155, para 1bis	2555.4	
8	Items in panel envelopes		
	Conv, Det Regs, art 123, paras 1, 2 and 3bis	2523.1	
	Conv, Det Regs, art 123, para 1, e and f	2523.2	
	Conv, art 20, para 1, a, i, ii and iii	2020.1, 2020.2, 2020.3	
	Conv, Det Regs, art 123, para 3	2523.3	
	Conv, art 20, of a general nature	2000.2	

		Congress – Doc or proposal No
9	Postcards	
	Conv, Det Regs, art 125, para 5	2525.2, 2525.3
10	Printed papers. Authorized annotations and enclosures	
	Conv, Det Regs, art 127, para 5, a	2527.1, 2527.2
11	Literature for the blind	
	Conv, Det Regs, art 129, paras 1 and 2	2529.1, 2529.2
12	Small packets	
	Conv, Det Regs, art 130, para 3bis	2530.3
13	Registered items	
	Conv, Det Regs, art 131, para 8bis	2531.2, 2531.5
	Conv, Det Regs, art 131, para 10	2531.3, 2531.4
14	Advice of delivery	
	Conv, Det Regs, art 135, para 3bis	3535.5/Rev 1
	Conv, Det Regs, art 135, para 4	3535.3
	Conv, Det Regs, art 135, paras 4 and 5	3535.2, 3535.4
15	Delivery to the addressee in person	
	Conv, Det Regs, art 136	3536.2, 3536.3
16	Inquiries. Registered items and insured letters	
	Conv, Det Regs, art 147, paras 4 and 9	3547.2
	Conv, Det Regs, art 147, para 11	3547.3, 3547.5
	Conv, Det Regs, art 147, para 12	3547.1, 3547.4
17	Exchange in closed mails	
	Conv, Det Regs, art 151, para 1	2551.1/Rev 1, 2551.3
	Conv, Det Regs, art 151, para 4	2551.2
18	Routes and methods of transmission of insured letters	
	Conv, Det Regs, art 153, para 5	2553.1
19	Transit à découvert	
	Conv, Det Regs, art 154, para 3	2554.1, 2554.2, 2554.3
20	Make-up of mails	
	Conv, Det Regs, art 155, para 1	2555.2
	Conv, Det Regs, art 155, paras 3, 4, 6, 7 and 9	2555.1, 2555.3
	Conv, Det Regs, art 164, para 5	2564.2
	Conv, Det Regs, art 168, paras 1, 2, 6 and 7	2568.1
	Conv, Det Regs, of a general nature	2500.1, 2500.2

		Congress – Doc or proposal No	
21	Transmission of express items and airmail correspondence sent in surface mails		
	Conv, Det Regs, art 160, para 4	2560.1	
	Conv, Det Regs, art 163	2563.2	
	Conv, form C 12	2912.1, 2912.2	
22	Transmission of printed papers for a single adressee		
	Conv, Det Regs, art 161	2561.1, 2561.2, 2561.5, 2561.4	
23	Labelling of mails		
	Conv, Det Regs, art 162, para 6	2562.1	(4598.1)
24	Routeing of mails and preparation of trial notes		
	Conv, Det Regs, art 163, para 3	2563.3	
	Conv, Det Regs, art 163, para 3bis	2563.1	
	Conv, form C 27	2927.1, 2927.2	
25	Transfer of mails		
	Conv, Det Regs, art 164, para 4	2564.3	
	Conv, Det Regs, art 164, para 5	2564.1	
	Conv, Det Regs, art 164, para 6	2564.5	(4000.7)
26	Checking of mails and use of verification notes		
	Conv, Det Regs, art 165, para 4	2565.3	
	Conv, Det Regs, art 165, para 9	2565.1	
	Conv, Det Regs, art 165, para 10, b	2565.2	
	Conv, Det Regs, art 165, para 7bis	2565.4	
	Conv, Det Regs, of a general nature	2500.3	
27	Return of empty bags		
	Conv, Det Regs, art 168, para 7bis	2568.2	
28	Characteristics of postage stamps		
	Conv, Det Regs, art 187, para 4	2587.1	
29	Characteristics of the impression of franking machines		
	Conv, Det Regs, art 188, paras 1 and 3	2588.2	
30	Accounting for amounts due in respect of indemnity for letter-post items		
	Conv, Det Regs, art 193, title and text	2593.1	
	Conv, form C 31/CP 22	2931.91	
	Conv, Det Regs, art 193, para 3	2593.2	
31	Manufacture and use of international service forms		
	Conv, Det Regs, Forms, of a general nature	2900.1	

		Congress – Doc or proposal No	
32	Conv, Det Regs, form C 2/CP 3	2902.1	
33	Conv, Det Regs, form C 4	2904.1	
34	Conv, Det Regs, form C 9	3909.1, 3909.2, 3909.3, 3909.4, 3909.5, 3909.6	
35	Conv, Det Regs, form C 14	2914.1	
36	Conv, Det Regs, form C 18bis	2918.1	
37	Conv, Det Regs, form C 28	2928.1	(4908.1)
38	Conv, Det Regs, form C 31	2931.1	
39	Conv, Det Regs, form C 32	3932.1	
40	Conv, Det Regs, form C 33/CP 10	2933.91	(3543.3, 5535.2)
41	Any other business		

Hamburg, 29 June 1984

N LANDEIRA
Chairman

Congress – Doc 38/Add 1/Rev 3

Committee 4

Committee 4 (Letter Post – Regulatory aspects)

Agenda (part two)

		Congress – Doc or proposal No	
1	Make-up. Verification of contents		
	Conv, Det Regs, art 122, para 3	2522.3	
	Conv, Det Regs, art 122, para 3bis	2522.4	(3019.10)
	Conv, Det Regs, art 130bis	2530.91	
	Conv, Det Regs, art 155, para 1bis	2555.4	
2	Items in panel envelopes		
	Conv, Det Regs, art 123, paras 1, 2 and 3bis	2523.1, 2020.1	
	Conv, Det Regs, art 123, para 1, e and f	2020.3, 2523.3, 2000.2	
	Conv, art 20, para 1, a, i, ii and iii		
	Conv, Det Regs, art 123, para 3		
	Conv, art 20, of a general nature	2523.2, 2020.2	
3	Postcards		
	Conv, Det Regs, art 125, para 5	2525.2, 2525.3	
4	Printed papers. Authorized annotations and enclosures		
	Conv, Det Regs, art 127, para 5, a	2527.1, 2527.2	
5	Literature for the blind		
	Conv, Det Regs, art 129, paras 1 and 2	2529.1, 2529.2	
6	Registered items		
	Conv, Det Regs, art 131, para 8bis	2531.2, 2531.5	
	Conv, Det Regs, art 131, para 10	2531.3, 2531.4	
7	Advice of delivery		
	Conv, Det Regs, art 135, para 3bis	3535.5/Rev 1	
	Conv, Det Regs, art 135, para 4	3535.3	
	Conv, Det Regs, art 135, paras 4 and 5 and Conv, form C 9	3535.2, 3909.3, 3535.4	
8	Delivery to the addressee in person		
	Conv, Det Regs, art 136	3536.2, 3536.3	

		Congress – Doc or proposal No	
9	Inquiries. Registered items and insured letters		
	Conv, Det Regs, art 147, paras 4 and 9	3547.2	
	Conv, Det Regs, art 147, para 11	3547.3, 3547.5	
	Conv, Det Regs, art 147, para 12 and Conv, form C 32	3547.1, 3932.1	
10	Exchange in closed mails		
	Conv, Det Regs, art 151, para 1	2551.1/Rev 1, 2551.3	
	Conv, Det Regs, art 151, para 4	2551.2	
11	Routes and methods of transmission of insured letters		
	Conv, Det Regs, art 153, para 5	2553.1	
12	Transmission of express items and airmail correspondence sent in surface mails		
	Conv, Det Regs, art 160, para 4	2560.1	
	Conv, form C 12	2912.1	
13	Transmission of printed papers for a single addressee		
	Conv, Det Regs, art 161	2561.1, 2561.2, 2561.5, 2561.6, 2561.4	
14	Labelling of mails		
	Conv, Det Regs, art 162, para 6	2562.1	(4598.1)
15	Routeing of mails and preparation of trial notes		
	Conv, Det Regs, art 163, para 3	2563.3, 2927.2, 2563.2, 2912.2	
	Conv, Det Regs, art 163, para 3bis and Conv, form C 27	2563.1, 2927.1	
16	Transfer of mails		
	Conv, Det Regs, art 164, para 4	2564.3	
	Conv, Det Regs, art 164, para 5	2564.1	
	Conv, Det Regs, art 164, para 6	2564.5	(4000.7)
17	Checking of mails and use of verification notes		
	Conv, Det Regs, art 165, para 4	2565.3	
	Conv, Det Regs, art 165, para 9	2565.1	
	Conv, Det Regs, art 165, para 10, b	2565.2	
	Conv, Det Regs, of a general nature	2500.3	
18	Characteristics of postage stamps		
	Conv, Det Regs, art 187, para 4	2587.1	

		Congress – Doc or proposal No	
19	Characteristics of the impression of franking machines Conv, Det Regs, art 188, paras 1 and 3	2588.2	
20	Accounting for amounts due in respect of indemnity for letter-post items Conv, Det Regs, art 193, title and text and Conv, form C 31/CP 22	2593.1, 2931.91, 3909.2, 2931.1	
	Conv, Det Regs, art 193, para 3	2593.2	
21	Manufacture and use of international service forms Conv, Det Regs, forms, of a general nature	2900.1	
22	Conv, Det Regs, form C 2/CP 3	2902.1	
23	Conv, Det Regs, form C 4	2904.1	
24	Conv, Det Regs, form C 9	3909.1, 3909.4, 3909.5, 3909.6	
25	Conv, Det Regs, form C 14	2914.1	
26	Conv, Det Regs, form C 18bis	2918.1	
27	Conv, Det Regs, form C 28	2928.1	(4908.1)
28	Any other business	–	

Hamburg, 12 July 1984

N LANDEIRA
Chairman

Congress – Doc 39/Rev 2

Committee 5

Committee 5 (Letter Post – Rate-fixing and payments)

Agenda (part one)

		Congress – Doc or proposal No
1	Opening of meeting by Chairman	–
2	Adoption of agenda	Congress – Doc 39/Rev 2 and Add 1/Rev 1
3	Proposals referred to other Committees:	
	a Committee 4	3032.1, 3032.2, 3033.1, 3035.1, 3042.1, 3042.2, 3042.3, 3049.1, 3309.1, 3517.1, 3535.1, 3535.2, 3535.3, 3535.4, 3535.5/Rev 1, 3536.1, 3536.2, 3536.3, 3538.1, 3539.1, 3540.1, 3543.1, 3543.2, 3543.3, 3547.1, 3547.2, 3547.3, 3547.4, 3547.5, 3909.1, 3909.2, 3909.3, 3909.4, 3909.5, 3909.6, 3932.1
	b Committee 9	3500.1
	c Committee 10	3574.6
4	Monetary standard. Equivalents	
	Conv, art 8, para 1	3008.1
	Conv, art 8, paras 1 and 2	3008.2
5	Memorandum on the international circulation of educational, scientific and cultural materials	Congress – Doc 20
6	Terminal dues	
	Conv, art 62	Congress – Doc 10 and Corr 1
	Conv, art 62, para 2	3062.4, 3062.7, 3062.8, 3062.1, 3062.2, 3062.3
	Conv, art 62. Proposal of a general nature	3000.4, 3000.7 *

* Proposals introduced after adoption of the agenda.

		Congress – Doc or proposal No
7	Special charges	
	Conv, art 24, para 1, table, f.	
	Charge for delivery of a small packet exceeding 500 g	3024.1
	Conv, art 25. Charge on items posted after the latest time for posting, etc	3025.1
	Conv, Final Protocol, art III	3303.1
8	Transit charges	
	Conv, art 61	
	a New transit charge scales	Congress – Doc 9
	– scales calculated on the basis of the prices of the 15 commodities	3061.3
	– scales calculated on the basis of transport prices actually paid	3061.4
	– scales calculated on the basis of transport prices actually paid, to which a variation coeefficient has been applied	3061.5
	b Proposal of a general nature	3061.2/Rev 1
	Proposal of a general nature	3000.1
	c Conv, art 61, paras 1, 2, 4, 6 and 7	3061.1
	Conv, art 61bis	3061.91
	Conv, art 65bis	3065.91, 3065.93*
	Conv, art 65ter	3065.92
9	Postage charges and limits of weight and size.	
	General Conditions	
	Conv, art 19	
	Basic letter-post charges	Congress – Doc 19 and Corr
	Conv, art 19, para 1	3019.11, 3019.12, 3019.13
	Conv, art 19. Proposals of a general nature	3000.2, 3000.5/Rev 2*, 3000.6
	Conv, art 19, para 1	3019.8
	Conv, art 19, para 8	3019.1, 3019.4, 3019.2 and 3019.6, 3019.3
	Conv, art 19, para 7	3019.5
	Conv, art 19, para 10	3019.7
	Conv, Final Protocol, art IIIbis	3303.91
	Conv, art 19. New classification of mail	3019.9, 3019.10, 3000.3
10	Exemption from transit charges and terminal dues	
	Conv, art 63	3063.1, 3063.2, 3063.3
11	Accounting for transit charges and terminal dues	
	a Conv, art 65, except para 4	
	Determination of weight	
	i Study on the present system of statistics	Congress – Doc 11
	– option concerning system a	3065.5/Rev 2*, 3065.9, 3579.5, 3579.2/Rev 1, 3579.7
	– option concerning system C 1	3065.6/Rev 1*, 3065.8
	ii Actual weight	
	– actual weight obligatory for all administrations	3065.3
	– actual weight obligatory upon unilateral request	3065.2/Rev 1, 3065.7

		Congress – Doc or proposal No
b	Annual balance to be exempted Conv, art 65, para 4	3065.1 and 3065.5/Rev 2*, 3065.6/Rev 1*, 3583.1
c	General accounting	3065.4
d	Exchange of closed mails with military units placed at the disposal of the United Nations and with warships or military aircraft	
	Conv, art 66, para 4	3066.1/Rev 1, 3066.2/Rev 1
	Conv, Det Regs, art 175	3575.1/Rev 1, 3575.2/Rev 1
e	Amendment of art 61, para 7	3061.6 or 3061.7
f	Amendment of art 62, para 4	3062.5 or 3062.6
12	Convention, Final Protocol, article XIV	3314.1*

Hamburg, 2 July 1984

D PÉRIER
Chairman

Congress – Doc 39/Rev 2/Add1/Rev 1

Committee 5

Committee 5 (Letter Post – Rate-fixing and payments)

Agenda

Proposals withdrawn:

Convention	*Proposal Nos*
Article 24	3024.2, 3024.3, 3024.4, 3024.5, 3024.6 and 3035.2*

Hamburg, 22 June 1984

D PÉRIER
Chairman

* Proposal introduced after adoption of the agenda.

Congress – Doc 39/Rev 2/Add 2/Rev 2

Committee 5

Committee 5 (Letter Post – Rate-fixing and payments)

Agenda (part two)

		Congress – Doc or proposal No
1	Adoption of agenda	Congress – Doc 39/Rev 2/ Add 2/Rev 2
2	Proposals which have lapsed or been withdrawn	
2.1	As a reminder, all EC proposals provided for in system a and related amendments	Congress – Doc 11 Conclusions paras 42–ii 3570.6, 3579.9, 3581.10
2.2	Lapsed	3574.1, 3574.4, 3574.94/ Rev 1, 3585.3, 3915.93, 3915.94, 3915.95, 2564.4, 2918.91, 3570.3, 3572.2, 3573.1, 3573.2, 3917.1, 3500.2*
2.3	Proposals which have been withdrawn	3584.1, 3585.1, 3570.1, 3574.9, 3574.10, 3578.7, 3579.8, 3580.5, 3581.7, 3581.8, 3574.5, 3962.1*
3	Proposals to be accepted without discussion	3912.2, 3569.93, 3569.97/ Rev 1, 3917.5, 3577.93, 3578.6, 3578.97/Rev 1, 3920.4, 3921.4
4	Preparation and settlement of accounts Conv, Det Regs, art 101, para 2	2501.1, 2501.2, 2501.3, 2501.4, 3501.2/Rev 1*
5	Rules for payment	
	Conv, Det Regs, art 103, para 8	2503.1
	Conv, Det Regs, art 103, para 9	2503.3, 2503.4
	Conv, Det Regs, art 103, para 10	2503.2

* Proposals introduced after adoption af the agenda.

		Congress – Doc or proposal No
6	Annual general liquidation account – Role of the International Bureau Det Regs, arts 181 and 182	3581.4 and 3581.12, 3581.9 and 3582.2 3581.6/Rev 2*, 3581.6/Rev 3*, 3581.11/Rev 1, 3581.13* 3581.2 3581.1 3582.1
	Permanent operations	
7	Make-up of mails	
7.1	Letter bill Conv, Det Regs, art 156, paras 1 and 2	3556.2
7.2	Labelling of mails Art 162, paras 4bis and 5	3562.2, 2900.2
8	Counting of surface mails and airmails	
8.1	Statement of bags of surface mail Art 169bis	3569.94/Rev 2, 3912.91/Rev 1, 3912.92/Rev 1
8.2	Statement of weight of airmails Conv, Det Regs, art 169ter	3569.95/Rev 1, 3957.1/Rev 1, 3953.3/Rev 1, 3953.2, 3953.1, 3955.3/Rev 1, 3955.2, 3955.1, 3578.1 3578.2
8.3	Transmission and acceptance of statements of bags of surface mail and statements of weight of airmails Conv, Det Regs, art 169quater	3569.96 and 3569.98, 3578.3, 3578.4
	Statistical operations for surface mail	
9	Make-up of mails	
9.1	Incidence, duration and application of the statistics Conv, Det Regs, art 170	3570.5/Rev 3, 3570.7/Rev 1, 3915.2/Rev 1, 3570.2 and 3581.3

		Congress – Doc or proposal No
9.2	Make-up and labelling of closed mails Art 172	3572.4/Rev 1, 3928.2, 3572.1, 3572.5, 3928.1, 3928.4
9.3	Special letter bill Art 173	3573.4/Rev 2 and 3573.5
9.4	Checking of closed mails and preparation, transmission and acceptance of statistical statements Art 174	3574.8/Rev 2, 3574.2
10	Preparation of the statistical statements of the weight of bags received Art 174bis	3574.93/Rev 2 and 3574.96 3915.91/Rev 1 3915.92/Rev 1
11	Transit bulletin for surface mails Art 176	3576.2/Rev 1
12	Preparation of the annual statement of weight of transit mails Art 177bis	3577.91/Rev 2* and 3577.94 3917.4/Rev 1, 3574.3
13	Airmails in transit by surface Arts 171 and 174quater	3574.95 and 3571.2
14	Special address for the transmission of forms Arts 177 and 180bis	3577.2 and 3580.92/Rev 1
Preparation, transmission and acceptance of transit charges and terminal dues accounts		
15	Transit charges and surface-mail terminal dues Art 179	3579.6/Rev 3* and 3579.11, 3579.10/Rev 1, 3579.92* 3920.3/Rev 2*, 3921.3/Rev 2*, 3921.5*, 3921.6*, 3579.1, 3579.3
16	Regularization of differences in weight accepted after preparation of the detailed accounts Art 179bis	3579.91/Rev 1*
17	Airmail terminal dues	
17.1	Art 180	3580.4/Rev 1, 3962.3/Rev 1, 3962.2, 3580.1, 3580.2, 3580.6, 3580.7
17.2	Art 183	3583.3, 3583.4
18	Revision of transit charges and surface-mail terminal dues accounts Art 184	3584.3/Rev 1
19	Application of the May 1985 triennial statistics	3500.3*
20	Any other business	

Hamburg, 13 July 1984

D PÉRIER
Chairman

Congress – Doc 40/Rev 1

Committee 6

Committee 6 (Airmail)

Agenda

		Congress – Doc or proposal No
1	Opening of meeting by the Chairman	–
2	Adoption of agenda	Congress – Doc 40/Rev 1
3	Various proposals relating to the Convention	
	Art 74	4074.1
	Art 75	4075.1
	Art 76	4076.1
	Art 77	4077.1, 4077.2
	Art 79	4079.1
	Art 82	4082.1
	Art 83	4083.1, 4083.2
4	Various proposals relating to the Detailed Regulations of the Convention and forms	
	Art 196	4596.2
	Art 197	4597.3, 4597.4 (withdrawn)
	Art 198	4598.1, 4598.2
	Article 209	4609.1
	Form AV 10	4910.1
5	Basic airmail conveyance rate	Congress – Doc 17
	Proposal of a general nature	4000.6, 4000.10
6	Internal air conveyance	
	Proposal of a general nature	4000.8
7	Maximizing the air conveyance of mail	Congress – Doc 16
	Proposals of a general nature	4000.5, 4000.7, 4000.9
	Art 197 (Convention, Detailed Regulations)	4597.1, 4597.2
	Form AV 8	4908.91

		Congress – Doc or proposal No
8	Airmail correspondence in transit à découvert	
	Proposals of a general nature	4000.2, 4000.4
	Article 80 (Convention)	4080.1, 4080.2
	Art 208 (Convention, Detailed Regulations)	4608.1
	Art 209	4609.3
	Art 210	4610.1, 4610.2, 4610.3
	Art 211	4611.1
	Art 215	4615.2, 4615.3 4617.2, 4617.3
	Art 217	4617.8
	Form AV 2	4902.1
	Form AV 4	4904.1, 4904.2
9	Settlement of airmail accounts	
	Proposal of a general nature	4000.1
	Article 102	2502.1
	Article 216 (Convention, Detailed Regulations)	4616.1, 4616.2
	Article 217	4617.1, 4617.6 4617.7, 4617.9
	Form AV 11	4911.1
10	AV 7 delivery bill	
	Art 200 (Convention, Detailed Regulations)	4600.1, 4600.2
	Art 201	4601.1, 4601.3, 4601.4
	Art 202	4602.1
	Form AV 7	4907.1 (withdrawn), 4907.2
	Proposal of a general nature	4000.3
11	Various proposals relating to decisions made by other Committees	
	Art 68 (Convention)	4068.1
	Art 72	4072.1
	Art 195 (Convention, Detailed Regulations)	4595.1
	Art 196	4596.1
	Art 197	4597.5
	Art 201	4601.2
	Art 208	4608.2
	Art 209	4609.2
	Art 212	4612.1, 4612.2
	Art 215	4615.1
	Art 216	4616.3
	Art 217	4617.4, 4617.5, (4617.7, 4617.9 in part)
	Form AV 8	4908.2

		Congress – Doc or proposal No
12	Shipping dangerous articles by post	
	Proposals of a general nature	2000.1, 2000.12, 2000.13, 2000.16, 5000.4
	Art 21 (Convention)	2021.1
	Art 54	2054.1
	Art 111 (Convention, Detailed Regulations)	2511.1
	Art 118	2518.1
	Art 121	2521.1
	Art 41 (Parcels, Agreement)	5041.1
	Art 105 (Parcels, Detailed Regulations)	5505.1, 5505.3
13	Any other business	–

Hamburg, 25 June 1984

P J SMITH
Chairman

Congress – Doc 41/Rev 2

Committee 7

Committee 7 (Parcel Post)

Agenda

		Congress – Doc or proposal No	
1	Opening of meeting by Chairman	–	
2	Adoption of agenda	Congress – Doc 41/Rev 2	
3	List of member countries of Committee 7 and updating of the Final Protocol to the Postal Parcels Agreement	Congress – Docs 23 and Add 1, 22 and Add 1	
4	Proposals referred to Committee 6 (Airmail)	5000.4, 5041.1, 5505.1, 5505.3	
Agreement			
5	Categories of parcels		
	Art 4, para 2, g	5004.3, 5017.1, 5040.2, 5056.1, 5510.3, 5518.3	
	Art 4, para 2, ebis	5004.1, 5505.2, 5518.2, 5519.1, 5510.1	
	Art 4, para 3, a	5004.4	(4000.7)
	Art 4, paras 4 and 5	5004.2, 5004.5	
6	Principal charges		
	Art 7, para 2	5007.2	
	Art 7, para 3 (new)	5007.1	
7	Express parcels		
	Art 9, para 1	5009.1, 5009.4, 5011.1, 5012.1, 5014.3, 5014.4, 5306.2/Rev 1	
	Art 9, para 2	5009.2, 5009.3, 5014.1, 5014.2, 5029.1, 5031.1, 5306.1	

		Congress – Doc or proposal No	
	Art 9, para 2	5009.5, 5029.2, 5014.5, 5015.1, 5021.2, 5025.1, 5033.1, 5034.1, 5035.1, 5037.1, 5039.1, 5040.1, 5042.1, 5533.1, 5534.1, 5535.1, 5543.1, 5902.1, 5902.2, 5909.1	
8	Supplementary charges		
	Art 13, abis	5013.1, 5014.6	
9	Scale		
	Art 14, a, column 2	5014.7, 5014.8	
10	Conditions of acceptance		
	Art 18, proposal of a general nature	5000.1, 5000.5	
11	Treatment of parcels wrongly accepted		
	Art 21, para 2	5021.1	
	Art 21, para 5	5021.3	(2036.5)
12	Sender's instructions at the time of posting		
	Art 22, para 4	5022.1	
13	Insured parcels		
	Art 23, para 1, a, i	5023.1	
14	Redirection in consequence of change of address by the addressee, or of the alteration of an address		
	Art 31, para 5	5031.2	
15	Parcels containing items whose early deterioration or decay is to be feared		
	Art 36, title and text	5036.1	
16	Inquiries		
	Art 38, para 2	5038.2	
	Art 38, paras 2bis and 2ter	5038.1	(3042.1)
17	Principle and extent of liability of postal administrations		
	Art 39, para 3, a	5039.3	
	Art 39, paras 3, b, and 4	5039.2	
	Art 39, para 5bis	5039.4	(2051.1)
	Art 39, para 7	5039.5/Rev 1	
18	Non-liability of postal administrations		
	Art 40, para 2, c	5040.3	

		Congress – Doc or proposal No	
19	Determination of liability between postal administrations		
	Art 42, para 3	5042.2	
	Art 42, paras 3 and 3bis	5042.3, 5042.91	
20	Payment of indemnity		
	Art 43, paras 2 and 4	5043.1	(2057.2)
21	Outward and inward land rate		
	Art 46	5046.1, 5048.1, 5054.1, 5058.2, 5301.1, 5304.1, 5305.1	
	Proposal of a general nature	5000.3	
22	Transit land rate		
	Art 47	5047.1/Rev 1, 5047.2, 5047.3	
	Art 47 para 4bis	5047.4, 5921.1	
23	Reduction or increase of the outward and inward land rate		
	Art 48, para 2	5048.2	
24	Sea rate		
	Art 49, para 2	5049.1, 5049.2, 5049.3	
25	Application of new rates following unforeseeable changes in routeing		
	Art 51	5051.1	
26	Allocation of rates. General principles		
	Art 55, paras 2 and 3	5055.1, 5055.2	
27	Conditions for approval of proposals concerning this Agreement and its Detailed Regulations		
	Art 58, paras 1 and 1bis	5058.1	(1022.1 and 1502.1) (2085.1)
Final Protocol			
28	Exceptional inward land rates		
	Art 0bis	5300.91, 5300.92, 5300.93, 5300.94, 5300.95, 5300.96, 5300.97, 5300.98, 5300.99, 5300.100, 5300.101, 5300.102, 5300.103, 5300.104, 5300.105, 5300.106, 5300.107, 5300.108, 5300.109, 5300.110, 5300.111, 5300.112, 5300.113, 5300.114, 5300.118	

		Congress – Doc or proposal No
29	Exceptional land rates Art I, table 1 (Exceptional inward rates)	5301.2, 5301.4, 5301.5, 5301.7, 5301.8, 5301.10, 5301.11, 5301.13, 5301.15, 5301.16, 5301.18
	Art I, table 2 (Exceptional transit land rates)	5301.3, 5301.6, 5301.9, 5301.12/Rev 1, 5301.14, 5301.17, 5301.19, 5301.20, 5301.21, 5301.22, 5301.23, 5301.24, 5301.25, 5301.26, 5301.27, 5301.28, 5301.29, 5301.30, 5301.31, 5301.32,
30	Weighted average distance for conveyance of parcels in transit Art II	5302.1
31	Sea rates Art III	5303.1, 5303.2, 5303.3, 5303.4, 5303.5, 5303.6, 5303.7, 5303.8, 5303.9, 5303.10, 5303.11, 5303.12, 5303.13, 5303.14, 5303.15
32	Determination of average rates Art IIIbis	5303.91
33	Supplementary rates Art IV	5304.2, 5304.3, 5304.4
34	Special tariff Art V	5305.2, 5305.3
35	Prohibitions Art VIIbis	5307.91
36	Compensation Art IX	5309.1, 5309.2, 5309.3, 5309.4, 5309.5
37	Advice of delivery Art Xbis	5310.91
	Detailed Regulations	
38	Information to be supplied by administrations Art 101, b, x (new)	5501.1, 5519.91, 5506.1, 5518.1, 5520.1, 5905.91, 5905.93, 5905.92, 5905.94

		Congress – Doc or proposal No	
39	Formalities to be complied with by the sender		
	Art 106, paras 2 to 4	5506.2	
	Art 106, para 7bis	5506.3	
40	Formalities to be complied with by the office of origin		
	Art 107, para 1	5507.1, 5508.1, 5907.1, 5908.2	
	Art 107, para 2	5507.2	
41	Other categories of parcels		
	Art 110, para 10, b	5510.2, 5510.4	
42	Routeing and customs clearance of air parcels		
	Art 114, para 2	5514.1, 5514.2	
43	Surface airlifted (S.A.L.) parcels		
	Art 115bis	5515.91	(4000.7)
44	Simplified drawing up of CP 11 and CP 20 parcel bills		
	Art 119	5519.2	
45	Transmission in closed mails		
	Art 120, para 1, a	5520.3/Rev 1, 5924.91/Rev 1	(4000.7, 4597.1, 4597.2, 4908.91)
	Art 120, para 4	5520.4, 5520.5	
	Art 120, para 8	5520.2, 5520.6	
46	Transfer of mails		
	Art 122, para 5	5522.1	(4000.7)
47	Check of mails by offices of exchange		
	Art 123	5523.1, 5913.1	
	Art 123bis	5523.91, 5523.92	
48	Receipt by the office of exchange of a damaged or insufficiently packed parcel		
	Art 126, paras 2 and 3	5526.1, 5526.2, 5526.3	
49	Reservations on delivery of rifled or damaged parcels		
	Art 130	5530.1	
50	Advice of non-delivery		
	Art 133, of a general nature	5000.2	
51	Return of parcels to origin		
	Art 135, para 1	5535.2	(3543.3)
52	Treatment of inquiries		
	Art 140, paras 2 and 3	5540.1	

		Congress – Doc or proposal No	
53	Settlement of cases of reservations on delivery of rifled or damaged parcels Art 141bis	5541.91	
54	Allocation and recovery of rates, charges and fees, in the case of return to origin or redirection Art 143, para 2	5543.2	
55	Preparation of accounts Art 146, paras 4 and 7 Art 146, para 5 Art 146, para 9	5546.2, 5546.3, 5546.5 5546.4, 5546.6 5546.1	 (3574.5) (2931.91)
56	Settlement of accounts Art 148, para 2	5548.1, 5548.3, 5548.2	(3574.5)
57	Period of retention of documents Art 150, para 1	5550.1	(2507.1)
Forms			
58	Form CP 2bis	5902.3	
59	Form CP 8	5908.1	
60	Form CP 9	5909.2	
61	Form CP 11	5911.1, 5920.1, 5911.2, 5920.2	
62	Form CP 14	5914.1	(2052.1, 2565.4, 2565.91, 2934.91)
63	Form CP 15	5915.1	
64	Form CP 15bis	5915.2	
65	Form CP 22	5922.1	(2931.91)
66	Any other business	–	

Hamburg, 13 July 1984

M RAJASINGHAM
Chairman

Congress – Doc 41/Rev 2/Add 1/Rev 1

Committee 7

Committee 7 (Parcel Post)

Proposals still to be considered

		Congress – Doc or proposal No
A.	*Final Protocol*	
1	Exceptional inward land rates Art 0bis	5300.91, 5300.92, 5300.93, 5300.94, 5300.95, 5300.96, 5300.97, 5300.98, 5300.99, 5300.100,5300.101, 5300.102, 5300.103, 5300.104, 5300.105, 5300.106, 5300.107, 5300.108, 5300.109, 5300.110, 5300.111, 5300.112, 5300.113, 5300.114, 5300.115, 5300.116, 5300.117, 5300.118, 5300.119, 5300.120, 5300.121, 5300.122, 5300.123, 5300.124, 5300.125, 5300.126, 5300.127, 5300.128, 5300.129, 5300.130, 5300.131, 5300.132, 5300.133, 5300.134, 5300.135, 5300.136, 5300.137, 5300.138, 5300.139
2	Transit land rates Art I	5301.20, 5301.21, 5301.22, 5301.23, 5301.24, 5301.25, 5301.26, 5301.27, 5301.28, 5301.29, 5301.30, 5301.31, 5301.32, 5301.33, 5301.34/Rev 1, 5301.35
3	Sea rates Art III	5303.8, 5303.9, 5303.10, 5303.11, 5303.12, 5303.13, 5303.14, 5303.15, 5303.16, 5303.17, 5303.18
4	Determination of average rates Art IIIbis	5303.91

		Congress – Doc or proposal No
5	Supplementary rates	5304.3, 5304.4
6	Treatment of wrongly accepted parcels Art VIbis	5306.91/Rev 1
7	Prohibition Art VIIbis	5307.91
8	Compensation Art IX	5309.1, 5309.2, 5309.3, 5309.4, 5309.5
9	Advice of delivery Art Xbis	5310.91

B. Proposals consideration of which was postponed

5058.1	(Prop 1022.1, 1502.1 referred to EC for study; C 3, 3rd meeting)
5021.3	(Prop 2036.5 lapsed; prop 2036.6 adopted in its place, C 4, 5th meeting)
5021.4	(Amendment to proposal 5021.3)
5038.1	(Prop 3042.1 withdrawn, C 4, 5th meeting)
5039.4	(Prop 2051.1 rejected, C 4, 6th meeting)
5043.1	(Prop 2057.2 withdrawn, C 4, 7th meeting)
5535.2	(Prop 3543.3 adopted, C 4, 3rd meeting)
5546.1	(Prop 2931.91 withdrawn, C 4, 8th meeting)
5546.4	(Prop 3574.5 withdrawn by its originator)
5546.6	(Prop 3574.5 withdrawn by its originator)
5548.2	(Prop 3574.5 withdrawn by its originator)
5550.1	(Prop 2507.1 adopted, C 4, 7th meeting)
5922.1	(Prop 2931.91 withdrawn, C 4, 8th meeting)

Congress – Doc 42

Committee 8

Committee 8 (Postal Financial Services)

Agenda

		Congress – Doc or proposal No
1	Opening by the Committee Chairman	–
2	Approval of the agenda	Congress – Doc 42
3	List of member countries of Committee 8	Congress – Doc 45
4	Drafting proposals	Congress – Doc 48
5	Proposals of a technical nature which could be accepted without discussion	6901.1, 6901.3, 6903.1, 6904.1, 6912.3, 6913.1, 6913.3, 6914.1, 6916.1, 6916.3 8903.2, 8904.2, 8906.2, 8907.2, 8908.2, 8909.2, 8910.2
6	Proposals of a general nature	6000.1, 6000.2, 6000.3
7	Rate-fixing aspects of postal financial services	6006.1, 6006.2 6028.1, 6028.3 6028.2 7042.91 8017.1
8	Money order telegrams and giro transfer telegrams	6530.4, 6543.3, 7518.3, 6500.2, 7500.3 6530.1, 6543.1, 7518.1 6530.2 7518.2 6530.3 6543.2
9	Proposals concerning the Money Orders and Postal Travellers' Cheques Agreement	6002.1, 6013.1, 6029.1, 6501.1, 6528.91, 6546.3 6004.1, 6004.2 6009.1, 6506.1, 6912.2 6009.2

		Congress – Doc or proposal No
9	(Cont)	6011.1, 6510.1, 6515.1, 6525.1, 6534.1 6504.1, 6901.91, 6912.91, 6500.1 6505.1, 6901.2, 6912.1, 6913.2, 6916.2 6505.2 6507.1, 6507.91, 6511.2 6511.1, 6914.2 6511.3 6528.1, 6522.1 6546.1 6546.2 6546.4 6549.1 6901.4, 6912.4
10	Proposals concerning the Giro Agreement	
	– Proposals concerning postcheques	7500.1, 7500.2 7549.1 7549.2 7550.1 7552.2 7553.2
	– Various proposals	7053.1 7505.1 7505.2 7506.1, 7506.2, 7508.1 7510.1, 7514.1 7560.1 7913.1, 7913.2
11	Proposals concerning the Cash-on-Delivery Agreement	8005.1 8503.1, 8903.1, 8904.1, 8906.1, 8907.1, 8908.1, 8909.1, 8910.1 8511.1 8512.1
12	Proposals concerning the Subscriptions to Newspapers and Periodicals Agreement	11 905.1, 11 905.2 11 906.1, 11 906.2
13	Proposals linked to decisions to be made by other Committees	6051.1, 7056.1, 8019.1 9024.1, 11 019.1
14	Any other business	–

Hamburg, 17 June 1984

O ILIĆ
Chairman

Congress – Doc 43/Rev 1

Committee 9

Committee 9 (Technical Cooperation)

Provisional agenda

		Congress – Doc or proposal No
1	Opening of meeting by the Committee Chairman	–
2	Approval of the agenda	Congress – Doc 43/Rev 1
3	Proposals which, in the view of the Committee Chairman, can be adopted without discussion by the Committee	3500.1
4	Questions and proposals on technical cooperation to be considered by Congress, submitted by the Executive Council	Congress – Doc 18
5	UPU technical assistance:	Congress – Doc 18.1 and Add 1
	I – Policy	015, 027 and 030
	II – Results and evaluation	016 and 028
	III – Prospects and programme of action	
	IV – Conclusions	
6	The future of UPU technical assistance	Congress – Doc 18.5
7	Technical cooperation among developing countries (TCDC)	Congress – Doc 18.2 017
8	UPU action on behalf of the least developed countries (LDCs)	Congress – Doc 18.3 018
9	Postal training activity in the UPU	Congress – Doc 18.4
10	Any other business	–

Hamburg, 20 June 1984

M AOUJIL
Chairman

Congress – Doc 44

Allocation of proposals of a general nature and Congress – Docs to the bodies of Congress

Memorandum by the Secretary-General

At one of its first meetings, Congress has to decide on the allocation to its various bodies of the proposals of a general nature and of the reports submitted in the form of Congress – Docs.

For this purpose, the Secretariat has prepared a list of proposals of a general nature (annex 1) and a list of Congress – Docs (annex 2) and has therein suggested the body which, by reason of its responsibilities, could be entrusted with consideration of each of the matters which are the subject of these documents.

These lists will be supplemented by addenda if necessary.

Berne, 6 June 1984

M I SOBHI
Secretary-General

Congress – Doc 44/Annex 1

List of proposals of a general nature

No	Origin	Subject	Proposed allocation
01	Hungarian People's Rep	Reservations to the Acts of the Union	Committee 3 (General)
02	Finland	Publication of a summary of the amendments made by Congress to the UPU Acts	Committee 3 (General)
03	Egypt, Sudan	Election of the Director-General of the International Bureau	Committee 3 (General)
04	Bulgaria (People's Rep)	New edition of the – Operational guide on the preparations for the statistics and the formalities relating to the accounts payable in respect of transit charges and terminal dues – Manual of rules and procedures for forwarding international mail – Operational guide of the international parcel-post service	Congress
05	China (People's Rep)	Exchange value in SDR of amounts expressed in gold francs and gold centimes in the Acts of the UPU	Committee 3 (General)
06	CCPS	Greater participation of the developing countries in the work of the Consultative Council for Postal Studies	Congress
07	Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Libyan Jamahiriya, Mauritania, Morocco, Oman, Qatar, Saudi Arabia, Somalia, Sudan, Syrian Arab Rep, Tunisia, United Arab Emirates, Yemen Arab Rep, Yemen (People's Dem Rep)	Election of the Director-General and Deputy Director-General of the International Bureau	Committee 3 (General)
08	EC	Duration of Congress	Committee 3 (General)

No	Origin	Subject	Proposed allocation
09	EC	Clearing up of arrears by means of the International Bureau's clearing system	Committee 3 (General)
010	EC	Congress Committees	Congress
011	EC	Preparation of reports instead of minutes at the meetings of certain Congress Committees	Congress
012	CCPS	Quality control	Congress
013	CCPS	Address area on the layout key for trade documents	Congress
014	CCPS	CCPS work programme for 1984–1989	Congress
015	EC	UPU technical assistance priorities and principles	Committee 9 (Technical Cooperation)
016	EC	Financing UPU technical assistance activities	Committee 9 (Technical Cooperation)
017	EC	Technical Cooperation among Developing Countries (TCDC)	Committee 9 (Technical Cooperation)
018	EC	UPU action on behalf of the least developed countries (LDCs)	Committee 9 (Technical Cooperation)
019	EC	World Post Day	Congress
020	Germany, Fed Rep of, Great Britain	Contacts with international organizations representing customers of the postal services	Congress
021/Rev 1	Austria, Brazil, China (People's Rep), Czechoslovakia, Germany, Fed Rep of, Mongolian People's Rep, Mozambique, Polish People's Rep, Portugal, USSR	Reproduction of documents in Chinese, German, Portuguese and Russian	Committee 3 (General)
022	Austria, France, Germany, Fed Rep of, Switzerland	Study on international postal regulations	Committee 3 (General)
023	Greece	Publication of one or more books dealing with the influence of the Post in Art	Congress

No	Origin	Subject	Proposed allocation
024	Algeria, Angola, Benin, Botswana, Cameroon, Central African Rep, Congo (People's Rep), Egypt, Ethiopia, Gabon, Ghana, Guinea, Ivory Coast (Rep), Kenya, Liberia, Madagascar, Mali, Mauritania, Morocco, Niger, Nigeria, Senegal, Sudan, Tanzania (United Rep), Togo, Uganda, Upper Volta, Zambia, Zimbabwe	Exclusion of the Republic of South Africa from the UPU	Congress
025	Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Libyan Jamahiriya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Rep, United Arab Emirates, Yemen Arab Rep	Election of the Director-General and Deputy Director-General of the International Bureau	Committee 3 (General)
026	Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Libyan Jamahiriya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Rep, United Arab Emirates, Yemen Arab Rep	Expulsion of Israel from the UPU	Congress
027	Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Libyan Jamahiriya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Rep, United Arab Emirates, Yemen Arab Rep	UPU technical assistance priorities and principles	Committee 9 (Technical Cooperation)

No	Origin	Subject	Proposed allocation
028	Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Libyan Jamahiriya, Morocco, Oman, Qatar, Saudi Arabia, Sudan, Syrian Arab Rep, United Arab Emirates, Yemen Arab Rep	Financing UPU technical assistance activities	Committee 9 (Technical Cooperation)
029	Sudan	Election of the Director-General and Deputy Director-General of the International Bureau	Committee 3 (General)

Congress – Doc 44/Annex 2

List of Congress – Docs

No	Subject	Proposed allocation
1	Comprehensive report on the work of the Executive Council 1979–1984	Congress
2	Comprehensive report on the work of the Consultative Council for Postal Studies 1979–1984	Congress
3	Director-General's report 1980–1984	Congress
4	Director-General's report on the finances of the Union	Committee 2 (Finance)
5	Relations with the United Nations and other international organizations	Congress
5/Add 1	Declaration on the Preparation of Societies for Life in Peace	
6	Organization, functioning and work methods of Congress	Committee 3 (General)
7	Organization, functioning and working methods of the Executive Council and delimitation of powers between the EC and the CCPS	Committee 3 (General)
8	Problem of arrears at the UPU	Committee 3 (General)
9	New transit charge scales	Committee 5 (Letter Post – Rate-fixing and payments)
10	Terminal dues	Committee 5 (Letter Post – Rate-fixing and payments)
11	Study on the present system of statistics	Committe 5 (Letter Post – Rate-fixing and payments)
12	Five-yearly report on the development of the postal services 1977–1981	Congress

No	Subject	Proposed allocation
13	Address area on the layout key for trade documents	Congress
14	The future of the postal services: Digest of the studies carried out between 1979 and 1984	Congress
15	Implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples	Congress
16	Maximizing the air conveyance of mail	Committee 6 (Airmail)
17	Basic airmail conveyance rate	Committee 6 (Airmail)
18	Questions and proposals on technical cooperation to be considered by Congress	Committee 9 (Technical Cooperation)
18.1 18.1/Add 1	UPU technical assistance Management training	Committee 9 (Technical Cooperation)
18.2	Technical cooperation among developing countries (TCDC)	Committee 9 (Technical Cooperation)
18.3	UPU action on behalf of the least developed countries (LDCs)	Committee 9 (Technical Cooperation)
18.4	Postal training activity in the UPU	Committee 9 (Technical Cooperation)
18.5	The future of UPU technical assistance	Committee 9 (Technical Cooperation)
19	Basic letter-post charges	Committee 5 (Letter Post – Rate-fixing and payments)
20	Memorandum on the international circulation of educational, scientific and cultural materials, submitted by UNESCO	Committee 5 (Letter Post – Rate-fixing and payments)
21 21/Add 1	Updating of the Final Protocol to the Universal Postal Convention	Committee 4 (Letter Post – Regulatory aspects)
22 22/Add 1	Updating of the Final Protocol to the Postal Parcels Agreement	Committee 7 (Parcel Post)
23 23/Add 1	List of member countries of Committee 7	For information

No	Subject	Proposed allocation
24	Election of the Director-General and of the Deputy Director-General of the International Bureau	Congress
25	Changes of contribution class	Congress
26	Distribution of Congress documentation	For information
27	Representation of one member country by the delegation of another member country at Congress and Committee meetings	For information
28	Information about the operation of the translation services and the supply to Congress of documents in various languages	For information
29	Languages of discussions during Congress	For information
30	Information about minutes and reports	For information
31	List of Member Countries of the Universal Postal Union	For information
32	List of organizations invited to the 19th Congress	For information
33	Invitation for the 20th Universal Postal Congress	Congress
34	Agenda of the first plenary meeting	Congress
35	Agenda of the second and following plenary meetings	Congress
36	Agenda of Committee 2	Committee 2 (Finance)
37	Agenda of Committee 3	Committee 3 (General)
38	Agenda of Committee 4	Committee 4 (Letter Post – Regulatory aspects)
39	Agenda of Committee 5	Committee 5 (Letter Post – Rate-fixing and payments)
40	Agenda of Committee 6	Committee 6 (Airmail)
41	Agenda of Committee 7	Committee 7 (Parcel Post)
42	Agenda of Committee 8	Committee 8 (Postal Financial Services)

No	Subject	Proposed allocation
43	Agenda of Committee 9	Committee 9 (Technical Cooperation)
44	Allocation of proposals of a general nature and Congress – Docs	Congress
45	List of member countries of Committee 8	For information
46	Request to participate in Congress submitted by the International Air Transport Association (IATA)	Congress
47	Request to participate in Congress submitted by the International Organization for Standardization (ISO)	Congress
48	List of drafting proposals	Committees concerned
49	List of Congress – Docs	For information

Congress – Doc 45

List of member countries of Committee 8[1] [2]

(Position on 1 June 1984)

Note. – The sign x opposite a country's name indicates that it is a party to the Agreement concerned.

	Member countries	Money Orders	Giro	COD	Bills for Collection	Savings Bank	Subscriptions
1	Algeria (People's Democratic Republic of)	x	x	x	x		
2	Argentine Republic	x	x	x	x		x
3	Austria (Republic of)	x	x	x	x		x
4	Barbados	x	x	x	x	x	x
5	Belgium	x	x	x	x	x	x
6	Benin (People's Republic of)	x	x	x	x	x	x
7	Bulgaria (People's Republic of)	x					x
8	Burundi (Republic of)	x	x	x			
9	Cameroon (United Republic of)	x	x	x	x	x	x
10	Cape Verde (Republic of)	x		x			
11	Central African Republic	x	x	x	x	x	
12	Chad (Republic of)	x	x	x		x	
13	Chile	x	x	x	x	x	x
14	Colombia (Republic of)	x	x	x	x		
15	Congo (People's Republic of the)	x	x	x	x		
16	Costa Rica (Republic of)	x					
17	Cyprus (Republic of)	x	x	x	x	x	x
18	Czechoslovak Socialist Republic	x		x			
19	Democratic People's Republic of Korea						x
20	Denmark (Kingdom of)	x	x	x			x
21	Ecuador (Republic of)	x	x	x	x	x	x
22	Egypt (Arab Republic of)	x	x	x	x	x	x
23	El Salvador (Republic of)	x					
24	Equatorial Guinea (Republic of)		x	x			
25	Finland (Republic of)	x	x	x		x	x
26	French Republic	x	x	x	x	x	
27	Gabonese Republic	x	x	x	x		
28	Germany, Federal Republic of	x	x	x	x	x	x
29	United Kingdom of Great Britain and Northern Ireland, Channel Islands and Isle of Man		x				

[1] Subject to changes made by the countries concerned, the names of the member countries are those under which the plenipotentiaries signed the 1979 Rio de Janeiro Acts. The names of countries which have been admitted or have acceded to the Union since the Lausanne Congress are those duly communicated to the International Bureau.

[2] The delegates of member countries which are not parties to the Agreements in question may take part in the discussions of Committee 8 without the right to vote (article 11, paragraph 3, of the Rules of Procedure of Congresses).

	Member countries	Money Orders	Giro	COD	Bills for Collection	Savings Bank	Subscriptions
30	Overseas Territories for the whose international relations the Government of the United Kingdom of Great Britain and Northern Ireland is responsible		x				
31	Greece	x	x	x	x		x
32	Guinea (Revolutionary People's Republic of)	x					
33	Haiti (Republic of)	x					
34	Honduras (Republic of)			x	x	x	
35	Hungarian People's Republic	x		x			
36	Iceland (Republic of)	x	x	x			
37	Indonesia (Republic of)	x	x	x	x	x	x
38	Iraq (Republic of)			x			
39	Italy	x	x	x	x	x	x
40	Ivory Coast (Republic of the)	x	x	x	x		
41	Japan	x	x				
42	Jordan (Hashemite Kingdom of)	x					
43	Korea (Republic of)	x	x	x			x
44	Kuwait	x					
45	Lebanese Republic	x		x			
46	Libyan Arab Jamahiriya (Socialist People's)	x	x	x	x	x	x
47	Liechtenstein (Principality of)	x	x	x	x		x
48	Luxembourg	x	x	x	x		x
49	Democratic Republic of Madagascar	x	x	x	x	x	
50	Mali (Republic of)	x	x	x	x	x	
51	Mauritania (Islamic Republic of)	x	x	x	x		
52	Mexico (United States)	x					
53	Monaco (Principality of)	x	x	x	x		x
54	Morocco (Kingdom of)	x	x	x	x	x	x
55	Mozambique (People's Republic of)	x		x			x
56	Netherlands	x	x	x		x	
57	Netherlands Antilles	x	x	x	x		
58	Nicaragua (Republic of)	x	x	x	x		x
59	Niger (Republic of the)	x	x	x	x		
60	Norway	x	x	x		x	x
61	Polish People's Republic	x					
62	Portugal	x		x	x		x
63	Qatar (State of)	x					
64	Romania (Socialist Republic of)	x					
65	Rwandese Republic	x	x				
66	Saint Vincent and the Grenadines		x				
67	Sao Tome and Principe (Democratic Republic of)	x		x			
68	San Marino (Republic of)	x	x	x	x	x	x
69	Senegal (Republic of)	x	x	x	x		
70	Spain	x	x	x	x	x	x
71	Sri Lanka (Democratic Socialist Republic of)	x					
72	Sudan (Democratic Republic of the)	x					
73	Suriname (Republic of)	x		x	x		
74	Sweden	x	x	x		x	x
75	Swiss Confederation	x	x	x	x		x
76	Syrian Arab Republic	x					
77	Thailand	x		x	x		x
78	Togolese Republic	x	x	x	x	x	x

	Member countries	Money Orders	Giro	COD	Bills for Collection	Savings Bank	Subscriptions
79	Tunisia	x	x	x	x	x	x
80	Turkey	x	x	x	x	x	x
81	United States of America	x					
82	Upper Volta (Republic of)	x	x	x	x	x	x
83	Uruguay (Eastern Republic of)	x	x	x	x	x	x
84	Vatican City State	x		x			x
85	Yemen Arab Republic	x					
86	Yemen (People's Democratic Republic of)	x					
87	Yugoslavia (Socialist Federal Republic of)	x	x	x	x	x	x
88	Zaire (Republic of)	x	x	x			

Congress – Doc 46

Request from the International Air Transport Association (IATA) to attend Congress

Memorandum by the Secretariat

The International Bureau has received the following letter from the International Air Transport Association (IATA):

"Geneva, 9 April 1984

"Dear Mr Sobhi,

"I understand that the Congress will receive a full report on the work carried out by UPU and IATA on basic airmail conveyance rates. I should be glad to have the opportunity to address the Congress Airmail Committee when they consider the report, in order to expand on any points that may be necessary.

"Assuming Congress agrees, I would appreciate being advised of the date(s) on which it would be convenient to present this address.

Yours sincerely,

(signed) Knut HAMMARSKJÖLD"

IATA's request for participation is being submitted to the present Congress in accordance with article 5, paragraph 5, of the Rules of Procedure of Congresses.

Berne, 25 May 1984

Congress – Doc 47

Request from the International Organization for Standardization (ISO) to attend Congress

Memorandum by the Secretariat

The International Bureau has received the following letter from the International Organization for Standardization (ISO) and submits it to this Congress in accordance with article 5, paragraph 5, of the Rules of Procedure of Congresses:

"Universal Postal Union
International Bureau
Case postale
3000 BERNE 15

Geneva, 23 May 1984

"Subject: UPU Congress – Hamburg, 18 June to 27 July 1984

"Dear Sirs

"We have noted with interest that the UPU Congress will be held in Hamburg between 18 June and 27 July 1984.

"As ISO and UPU have several items of common interest, we would appreciate being able to attend and participate in certain sessions of the Congress.

"Thank you for your consideration of this request.

Yours faithfully,

(signed) Lawrence D. EICHER
Assistant Secretary-General"

Berne, 8 June 1984

Congress – Doc 49

Distribution of the member countries of the Union in the five geographical regions for the election of the members of the Executive Council

Communication from the Secretariat

Article 102, paragraph 3, of the General Regulations lays down that the members of the Executive Council shall be elected by Congress on the basis of an equitable geographical distribution.

For this purpose, the member countries have, at previous Congresses, been classified in the five geographical regions appearing in the annex to the present document. This classification is based on the one noted by the 1979 Rio de Janeiro Congress. The names of the countries which have acceded to or have been admitted to the Union since then have been added. These new member countries have been put in the different regions on the basis of their geographical location.

Hamburg, 15 June 1984

Congress – Doc 49/Annex 1

Distribution of the member countries in the five geographical regions

Western hemisphere	Eastern Europe and Northern Asia	Western Europe	Southern Asia and Oceania	Africa
Argentina	Byelorussia	Albania	Afghanistan	Algeria
Belize	Bulgaria	Austria	Australia	Angola
Bahamas	Czechoslovakia	Belgium	Bahrain	Benin
Barbados	German Dem Rep	Cyprus	Bangladesh	Botswana
Bolivia	Hungarian People's Rep	Denmark	Bhutan	Burundi
Brazil	Mongolian People's Rep	Finland	Burma	Cameroon
Canada	Polish People's Rep	France	China (People's Rep)	Cape Verde
Chile	Romania	Germany,	Democratic	Central African Rep
Colombia	Ukraine	Fed Rep of	People's Rep of Korea	Chad
Costa Rica	USSR	Great Britain	Democratic Kampuchea	Comoros
Cuba	Yugoslavia	Greece	Fiji	Congo (People's Rep)
Dominica		Iceland	Overseas Terr	Djibouti
Dominican Rep		Ireland	(United Kingdom	Equatorial Guinea
Ecuador		Italy	of Great Britain	Egypt
El Salvador		Liechtenstein	and Northern Ireland)	Ethiopia
Grenada		Luxembourg	India	Gabon
Guatemala		Malta	Indonesia	Gambia
Guyana		Monaco	Iran	Ghana
Haiti		Netherlands	Iraq	Guinea
Honduras (Rep)		Norway	Israel	Guinea-Bissau
Jamaica		Portugal	Japan	Ivory Coast (Rep)
Mexico		San Marino	Jordan	Kenya
Netherlands Antilles		Spain	Korea (Rep)	Lesotho
Nicaragua		Sweden	Kuwait	Liberia
Panama (Rep)		Switzerland	Lao People's Dem Rep	Libyan Jamahiriya
Paraguay		Turkey	Lebanon	Madagascar
Peru		Vatican	Malaysia	Malawi
Saint Lucia			Maldives	Mali
Saint Vincent and			Nauru	Morocco
the Grenadines			Nepal	Mauritius
Suriname			New Zealand	Mauritania
Trinidad and Tobago			Oman	Mozambique
United States			Pakistan	Niger
of America			Papua New Guinea	Nigeria
Uruguay			Philippines	Rwanda
Venezuela			Qatar	Sao Tome and Principe
			Saudi Arabia	Senegal
			Singapore	Seychelles
			Solomon Islands	Sierra Leone
			Sri Lanka	Somalia
			Syrian Arab Rep	South Africa
			Thailand	Sudan
			Tonga	Swaziland
			Tuvalu	Tanzania (United Rep)
			United Arab Emirates	Togo
			Vanuatu	Tunisia
			Viet Nam	Uganda
			Yemen Arab Rep	Upper Volta
			Yemen (People's	Zaire
			Dem Rep)	Zambia
				Zimbabwe
34 member countries	11 member countries	26 member countries	45 member countries	51 member countries

Congress – Doc 51

Request by Brunei

Having recently attained independence, Brunei has made known its desire to become a member country of the UPU. In view of the impossibility of completing the necessary procedures in this regard prior to Congress, the Government of Brunei, in a telex dated 14 June 1984 from its Minister of Communications, expressed the desire to be able to participate in the 19th Universal Postal Congress as an observer.

Hamburg, 16 June 1984

M I SOBHI
Secretary-General

Congress – Doc 52

Statement by the Postal, Telegraph and Telephone International (PTTI)

Memorandum by the Secretary-General

The Postal, Telegraph and Telephone International (PTTI) has sent the International Bureau, for the 19th Universal Postal Congress, the following statement which, in our view, contains information which could be useful for the general debate.

"The Postal, Telegraph and Telephone International (PTTI) is an international organization of PTT employees: at present it has 3 800 000 members from 189 trade union organizations in 94 countries in every region of the world.

"The type of trade unionism advocated by the PTTI is a responsible trade unionism. We consider that the PTT workers are integral parts of the administrations. This point of view is accepted generally in most countries and, in ways which may vary according to national conditions, the trade unions, which are the natural representatives of the workers, are involved in the decision-making of the national administrations.

"The PTTI maintains official contacts with certain Restricted Unions of the UPU and particularly with the CEPT and the APTU. These contacts have proved extremely useful for the parties concerned.

"This is extremely important for our International, because the workers whom we represent want to work in well-run businesses. Therefore our International cannot be indifferent to anything that concerns the PTT undertakings.

"And the relatively long experience which the PTTI now has of its contacts with these regional PTT organizations has enabled it to follow closely their work and the current particularly numerous and rapid developments in our field which all have direct or indirect consequences on the employment and working conditions of the people whom we represent.

"It is, moreover, a matter to be deplored that precisely this aspect of the consequences for the personnel is too often eclipsed. And one of the reasons why we wish to be present wherever decisions affecting the PTT are made is precisely to draw the attention of administrations to the impact which technical studies – which are the essential part of their work at international level – may have on the PTT workers.

"But these contacts have also brought more awareness – both for the heads of administrations and those of the trade unions – that between workers and employers in the PTT organizations there exists a very great community of interests and that, on many aspects, there is also agreement of views.

"The PTTI is in favour of the new technologies, as long as the trade unions are consulted about their introduction and that all the possible consequences for the personnel are negotiated with them. And also as long as the new technologies do not benefit only administrations and users but also the PTT workers.

"The PTTI is opposed to privatization of the PTT services. It thinks that the wide possibilities opened up by the new technologies make the multiplication of transmission networks and mail-carrying organizations superfluous and wasteful. In addition, any privatization is by its very nature opposed to the principle of equal access for citizens to the public service.

"The PTTI and the workers whom it represents are, like the administrations, in favour of efficient and profitable postal and telecommunications services. There are several reasons for this attitude. First, as already emphasized, the PTT employees are a part of the administrations and, like them, are interested in working in an organization which rests on a healthy financial basis, an organization in constant development, capable of giving the users of the services what they are entitled to expect.

"The PTTI favours the idea of PTT public service, with all that this implies for the maintenance and, if necessary, the strengthening of monopolies. This is not so that the administrations and their employees can slumber in comfortable inaction as some people would have it thought, but because, on the contrary, only a service under public control can be at the service of the public as a whole.

"This being so, it is easy to understand the PTTI's interest in the work of the UPU and in particular the work of the 19th Congress.

"It is also easy to understand the concern which actuates our International in its desire to be better informed than at present about all the studies and work of the UPU and its Restricted Unions and even to be involved in them.

"It is in the hope that the 19th Universal Postal Congress will harken to this appeal that the PTTI expresses the wish that its work will be highly productive and presents the assurance of its highest consideration to the honourable delegates."

Hamburg, 17 June 1984

M I SOBHI
Secretary-General

Congress – Doc 54

General discussion during the 19th Congress (26 and 27 June 1984)

I. Introduction

1 As you know, the administration of the host country of Congress has invited the heads of postal administrations to take part in an important general discussion on the subject of *Changes in the Post in view of the development of the communications market.* Subject to formal approval by Congress, this discussion will take place on 26 and 27 June over four plenary sessions (Hall 1). Its purpose is to enable the heads of postal administrations to hold an in-depth discussion on the basic problems of concern to them.

2 In its circular letter 2009(A)1462 of 7 May 1984, the International Bureau gave some early details about the organization and functioning of the general discussion so that postal administrations and the Restricted Unions could prepare for it to best advantage.

3 The present document summarizes and supplements those details.

II. Topics and general considerations

4 The general subject covers several aspects which will be studied within the framework of *four topics* chosen because of their prime importance for all countries, whatever their stage of development.

5 One meeting will be devoted to each topic mentioned in annex 1 so that a number of questions will be dealt with in orderly manner to avoid any dissipation of ideas which run counter to concentrated in-depth discussion.

6 It is not planned to have lectures on the selected topics but the questions to be discussed will be in the form of *introductory papers* so as to keep as much time as possible for the debates which will form the main part of the general discussion.

7 The success of the latter will depend largely on the presentation of the topics and the coordination of the discussions; therefore, in order to add substance to both, two countries belonging to groups with different concerns and likely to make an important contribution to the general discussion have been called on for each topic for practical reasons.

8 The countries chosen to present the topics and coordinate the discussions are listed in annex 1. The outlines of the introductory papers are the subject *of annexes 2 to 8* and can be added to and amended, if necessary, to avoid any overlapping.

9 It is desirable that the delegations of countries and Restricted Unions should make their contribution in the order proposed for the discussion on each aspect or question thrown open to discussion by the Chairman or the presenters/coordinators.

10 The general discussion will be conducted by the Chairman of Congress, assisted by the Secretary-General and two general reporters.

11 At the end of the general discussion, it is planned to arrange a press conference which will ensure some publicity for the conclusions which emerge; a general summary will be published in a volume to be distributed by the International Bureau later.

III. Procedure of the general discussion

12 The general discussion will take place according to the following phases:

13 The first three topics will each be introduced by two presenter/coordinator countries who will each read a paper of about *15 minutes* designed to put the topic dealt with in perspective, delimit its scope and propose important points to be considered. The fourth topic will be presented by the Director-General of the International Bureau; the discussions will be coordinated by two countries.

14 It is highly desirable, in view of the little time available, for the number and duration of the contributions to be limited and for the discussions to be concentrated exclusively on the questions to be dealt with according to a list drawn up after the topic has been introduced.

15 The discussions will be jointly coordinated by the two presenters/coordinators concerned. The coordinators' function will be to help the Chairman to ensure that the discussions proceed point by point and to prompt participants to make contributions on a particular aspect which has not been discussed adequately.

16 At the end of the meeting devoted to each topic, the two presenters/coordinators will each make an oral summary, stressing the main ideas put forward by participants.

17 At the end of the general discussion (four meetings), the two general reporters will give the broad outlines and, if possible, the lines of emphasis which, subject to a subsequent more thorough examination, appear to have emerged from the general discussion. Then, after the Secretary-General has spoken, the Chairman will briefly draw conclusions from the whole of the work relating to the general discussion.

Hamburg, 19 June 1984

M I SOBHI
Secretary-General

Congress – Doc 54/Annex 1

General discussion during the 19th Congress

Changes in the Post in view of the development of the communications market

General reporters:

1 *China (People's Rep)*
2 *France*

1st topic: The Post between market demands and public service requirements

Presenters/coordinators:

1 *Australia*
Outline of introductory paper: Annex 2

2 *Tanzania (United Rep)*
Outline of introductory paper: Annex 3

2nd topic: Financial problems

Presenters/coordinators:

1 *Hungarian People's Rep*
Outline of introductory paper: Annex 4

2 *Senegal*
Outline of introductory paper: Annex 5

3rd topic: Modern management of the Post

Presenters/coordinators:

1 *Cuba*
Outline of introductory paper: Annex 6

2 *Sweden*
Outline of introductory paper: Annex 7

4th topic: The role of the UPU in the integration of the national postal networks

Presenter:

Mr Mohamed I Sobhi, Secretary-General

Outline of introductory paper: Annex 8

Coordinators:

1 *United States of America*

2 *Union of Soviet Socialist Republics (USSR)*

Congress – Doc 54/Annex 2

General discussion during the 19th Congress

1st topic

The Post between market demands and public service requirements

Australia

Outline of introductory paper

Public service requirements

Definition (within the Australian context):

Obligations placed on the postal administration to provide services so as to meet the social, industrial and commercial needs of the Australian people as efficiently and economically as practicable. The postal administration must have special regard to the needs of people outside cities and must secure sufficient revenue to meet operating expenditure and provide for at least one half of capital expenditure.

In summary, these obligations relate to a variety of activities that are undertaken by the postal administration in the national interest, not all of which would be assumed if commercial gain were the sole objective.

(Note. – Other postal administrations may wish to suggest modifications to the above definition that better reflect their own circumstances.)

Form of obligations

- Public accountability obligations arise from the scrutiny by Ministers, Parliament and the public of the activities of public sector enterprises.
- Government policy obligations are those imposed by Governments in order to achieve objectives and policies that are not consonant with the immediate purposes of the business and may be contrary to them.
- Government employment obligations include terms and conditions of employment in the public sector that are more liberal in some respects than in the private sector.
- Public finance obligations, including pricing and borrowing, must accord with overall Government economic policy.
- Service obligations are those established by Government policy to provide particular services that would not be justified on commercial grounds.

Market demands

Definition (within the Australian context):

Market demands are those identified needs for service, reliability and "value for money" which must be provided by the postal administration to retain and increase its market share.

(Note. – Other postal administrations may wish to comment on the applicability of the above definition to their own circumstances.)

Present market

- The range of services currently authorized includes traditional and premium services, money transfer and agency facilities, as well as courier and electronic mail services.
- A monopoly applies only to letters – 50% of total revenue is subject to competition.

Threats in the marketplace

- Market research indicates increasing competition in all product lines, both directly and indirectly, such as private couriers, document exchange and technological developments providing alternatives to traditional services.
- In addition, customer demands for convenience, reliability and "value for money" may require changes to the existing product range.

Response to threats

- Provision of new and substitute services in response to market demands and increasing competition.
- Introduction of new and future technology to improve service performance.

How Australia Post copes with the conflict

- The Government created the Australian Postal Commission in 1975 as a Statutory Authority with more freedom of operation than a Department of State, particularly in regard to fixing charges for most services and marketing those services, as well as independence from central personnel agency control and detailed budgetary oversight.
- To assist Australia Post, at vesting in 1975, in meeting the cost of public service obligations, in particular the provision of a universal postal rate, the monopoly on the carriage of letters was continued.
- Australia Post, therefore, by cross-subsidizing between profitable and unprofitable services, can provide a national postal infrastructure as part of meeting its public service obligations.

The future of the Post

- Traditional mail will remain the major activity for the foreseeable future, with our strength lying in our widely dispersed network.
- The future depends on cost containment, by improving productivity and reliability, marketing new and existing services and improving the Post's public image.
- Utilization of new technology, both for new services in processing traditional services.
- The extent to which postal administrations are compensated for and/or freed from a number of Government obligations and thus allowed to be more competitive and innovative, to respond to market demands.

Congress – Doc 54/Annex 3

General discussion during the 19th Congress

1st topic

The Post between market demands and public service requirements

Tanzania (United Rep)

Outline of introductory paper

1 *The between market demands and public service requirements*

1.1 The historical role of the Post as essentially a social service is rapidly changing due to:
- a economic and social changes taking place in many countries (economic development and industrialization);
- b expanding needs for communications of individual persons, business, industries and governments;
- c technological developments in the communications market and information technology.

1.2 The public service requirements still remain important in the developing countries because of:
- a low levels of development of the economies and absence of alternatives of communications media, especially in the rural areas;
- b dissemination of government information to the general public through the post is still the major means of reaching the public;
- c the Post guarantees the right of persons to communicate without any discrimination based on social, economic or political reasons. The Post is the most accessible service to all people regardless of individual positions.

1.3 Commercialization of the postal service is a marketing necessity arising from the development of alternative efficient, convenient and economical means of communications; and the ever-increasing range of customer needs, especially in the industrialized countries and isolated high-technology centres (commercial capitals and towns) in the young administrations.

2 *Customer demands*

2.1 In the industrialized countries customers are strictly sensitive to quality of service as regards speed, reliability, accuracy and convenience. Transmission of information (written messages) through the post has been superseded by other forms of transmission, eg electronic mail, telefax, teletext, videotex, facsimile, etc. Creation of new services is necessary if the Post is to remain relevant to the "electronic society" of today.

2.2 In the young countries where problems of poverty and underdevelopment still persist, the situation is extremely delicate and very challenging because:

a the existing services must be improved by developing reliable postal infrastructures like post offices; mail handling and transportation facilities; training of manpower especially in the supervisory and managerial categories and improving the general organization and management of the postal services;

b new services have to be introduced in order to meet specific service needs of some of the customers, especially in the commercial sector; such services may include franking meter machines, express mail services, special delivery services, sale of a variety of postal stationery, etc. In the high-technology centres even electronic mail services will be introduced sooner than earlier thought;

c financial services, especially postal and money orders and postal savings, must be extended to the rural areas; other financial services like giro, international money orders and COD services will be introduced gradually in the poorer young administrations.

2.3 The question of mechanization will have to be taken more seriously although in many young countries mechanization programmes will be limited to simple mechanization because of:

a low levels of traffic generated (lack of economic justification);

b abundant supply of labour;

c lack of technical know-how.

3 *Threats hanging over the Post*

3.1 The threat hanging over the Post is a real threat because the Post is no longer the only means through which communication can take place. The recent developments in the communications market (electronics, digital technology, information technology, etc) have given rise to alternative and competitive information transmission systems. The market share of the Post has therefore diminished.

3.2 The traditional customer of the Post has been the individual person (personal letters, postcards). But today the major customers of the Post include industrial concerns, commercial firms, multinational corporations, public and private institutions, etc. The postal needs of this business community are in the form of transmission and delivery of business correspondence, reports, statistical data, market survey reports, management information, etc, much of which can be transmitted electronically.

3.3 The nature of competition against the Post is of a dual character:

a competition arising from the development of advanced message transmission systems; eg electronic mail, telefax, teletext, facsimile, etc;

b competition arising from inefficiency/inadequacy of the Post to provide quick, reliable and regular services. Transportation firms, freight carriers, couriers, etc would normally carry business correspondence and parcels which would have been sent by post.

3.4 Failure to combat competition will lead to postal administrations remaining with the celebrated name of "post office" but their business will have been taken away by competitors.

Congress – Doc 54/Annex 4

General discussion during the 19th Congress

2nd topic

Financial problems

Hungarian People's Rep

Outline of introductory paper

1 *Financial problems*

1.1 Financial management

1.2 Increase of rates policy cost factors

1.3 Rates policy principles

2 *Financial relations with the State*

2.1 Possibilities and advantages of autonomous functioning of financial management

2.2 Requirements regarding postal rate increases

2.3 Possible financial resources to increase profits

3 *Financing (operations and investments)*

3.1 Formation of funds for the necessary investments

3.2 Interdependence of prices and financial resources

Congress – Doc 54/Annex 5

General discussion during the 19th Congress

2nd topic

Financial problems

Senegal

Outline of introductory paper

A. Practical experience encountered within the framework of the Posts and Telecommunications Corporation of Senegal, created in October 1960.

B. Current concern for the development of postal services and rational financial management within the framework of a corporation.

The paper will briefly but as clearly as possible develop the following essential points relating to the two items mentioned above and in relation to the lines of thought and of discussion proposed for the 2nd topic:
- rates policy;
- financial relations with the State;
- financing (operations and investments).

A. Case of the Senegal Posts and Telecommunications Corporation (SPTC)

1 *Legal status and mission of the SPTC*

1.1 Public establishment of an industrial and commercial nature, created under an ordinance (law) of October 1960.
The Corporation, within the framework of a *legal monopoly,* is responsible for the organization and management of letter-post and telecommunications services.

1.2 In addition, the organization and management, within a framework not covered by the legal monopoly, of parcel post, and of the money order, giro and savings services (sectors in competition with private enterprise).

1.3 The concern and the decision of the government to entrust the mission defined above to a parapublic agency (PTC), technically decentralized, with the status of a legal person and administrative and financial autonomy, but subject to dual supervision, on behalf of the State, by:
- the Minister responsible for Posts and Telecommunications (administrative and technical supervision);
- the Minister responsible for Finance (financial supervision).

2 *Structures – Bodies of the SPTC*

2.1 Supervisory ministries (as mentioned above)
- Board of Directors (deliberative body, concerned among other things with budgetary and tariff matters)
- Steering Committee
- Director-General
- Operational or functional directors, including:
  - Director of Posts
  - Director of Financial Services
  - Director of Postal Giro and Savings Bank
  - Special accounting officer (appointed by the Minister responsible for Finance and serving as the latter's representative within the PTC).

2.2 Respective roles and scope of activities of each of the SPTC organs in the following areas:

2.2.1 Rates policy (postal and telecommunication rate fixing)
- proposals for rates are prepared and presented by the Directorate-General of the SPTC to the Board of Directors of the Corporation, which discusses and adopts them;
- approval of rates by the Minister responsible for Posts and Telecommunications, and the Minister responsible for Finance.

2.2.2 Financial relations with the State

The PTC is a "correspondent of the Public Treasury" in matters of finance (the funds collected by the Corporation through its post offices are made available to the Treasury).

Nevertheless, the budgetary revenues of the PTC are employed directly to cover the operating and investment expenses of the Corporation.

The Ministry responsible for Finance also exercises its supervision with respect to budgetary operations among others (control and prior approval of instruments of expenditure).

PTC loans require prior State support and authorization.

2.2.3 Financing (operations and investments)

The PTC has an annual budget consisting of two major parts:
- a budget (or estimate) covering operations (expenditure on staff, supplies, fuel, etc);
- a budget (or estimate) covering investments (construction of post offices, purchase of vehicles, postal equipment, etc).

Adoption by the Board of Directors of the two major parts of the PTC budget, prepared and submitted by the Directorate-General of the Corporation.

Approval of the budget by the two supervisory Ministers.

The investment budget is decided upon notably on the basis of an annual programme of action for the PTC, which is prepared, adopted and approved in accordance with the procedure outlined above. (It should be noted that approval of the Minister responsible for the Plan is also required for the annual programme.)

The budget (operations and investments) is funded by the revenue from PTC operations, and by loans when required (for telecommunications investments).

Budget balance is sought and achieved in an overall manner (Post and Telecommunications), without subsidies from the State.

The Post has an operating deficit (compensated by the operating surplus of telecommunications).

It should be noted that postal and telecommunications services are operated jointly at all post offices (offices providing all services).

B. Current concern for the development of postal services and rational financial management within the framework of a Corporation

1 *Evaluation of the present situation, within the framework of the Corporation, a public establishment*

1.1 There is certain flexibility and a certain delegation of responsibility in terms of financial organization and management, in relation to the State, but under the latter's control.

1.2 Nevertheless, there is a need for greater flexibility for the Corporation in financial (treasury) and budgetary (expenditure operations) management, with a view to expediting and simplifying these operations (procedures).

1.3 Sound budgetary position of the Corporation, within the framework of the overall "Post and Telecommunications" budget.

2 *Rates policy*

2.1 The fundamental decision of the government to retain for the Post its character as a public social service prevents the fixing of commercial postal rates designed to balance the charges by means of revenue (Ref cost price).

2.2 Question to be asked in this connection: desirability of a direct or indirect subsidy of the Post by the State or the administrative bodies served (communes, etc), especially with regard to investments in rural areas (construction of post offices, creation of routes for rural mobile post offices, etc).

2.3 Nevertheless, the rates applied by private mail forwarding and delivery firms are very high compared to public postal rates, which would lead one to believe that users are willing to pay a high price, given certain conditions related to the quality of the service.

3 *Financial relations with the State*

3.1 Quest for greater flexibility in the financial and budgetary control of the State over the Post.

3.2 Desirability of greater autonomy for the Post in the management of its finances (budgetary and treasury): diversified use of funds (interest-bearing investments, financing of postal – and telecommunications – projects, in the form of loans between enterprises, etc).

4 *Financing*

4.1 Desirability of seeking a greater delegation of responsibility to the Post for the conception, preparation and implementation of its projects, and in the operation of its services (staff, supplies, etc).

4.2 Questions to be asked and discussed in this connection:

a Is the Post capable of balancing its own budget?
Under what conditions (services, level of charges, constraints of public service to be reduced, etc)?

b Desirability of and advantages to be gained by combining the Post and telecommunications in a single structure, capable of ensuring an overall balanced budget for both these complementary sectors?

c Forms and conditions of participation by the State in the development of the Post (direct subsidies, etc)?

5 *Conclusions*

Undeniable advantage of the formula "Corporation = public establishment of an industrial and commercial nature" with regard to the dynamic management of the Post (technical decentralization).

System to be improved (more flexibility and delegation of responsibility for the Corporation or the equivalent entity).

Overall conclusion to be drawn after discussion of this topic.

Congress – Doc 54/Annex 6

General discussion during the 19th Congress

3rd topic

Modern management of the Post

Cuba

Outline of introductory paper

1 *Modern management of the Post*

1.1 The Post as a commercial undertaking and its commercial role

1.1.1 Different types of solutions and different steps towards transformation of the Post as a commercial undertaking

1.1.2 The need to integrate the Postal Development Plan within the National Plan

2 *Postal market*

2.1 Strategy and policy of the postal market

2.1.1 Fundamental principles and tendencies of the postal market in developing countries

2.1.2 Creation and introduction of new services into the postal market

3 *Rational utilization of staff*

3.1 Value of staff in the postal service

3.1.1 Organization and adoption of technical measures with a view to encouraging increase in productivity

3.1.2 Measures which could stimulate postal staff

4 *Rationalization and standardization*

4.1 Importance of standardization from the angle of management results

5 *Public information*

5.1 Different means of public information and strategies and their use in making the postal market dynamic

6 *Application and use of new technologies*

6.1 System of adaptation and utilization with a view to rendering the postal market dynamic

Congress – Doc 54/Annex 7

General discussion during the 19th Congress

3rd topic

Modern management of the Post

Sweden

Outline of introductory paper

- Postal administrations of different countries are not quite the same but the similarities are more obvious than the differences: they all have to be managed as efficiently and economically as possible, provide services of good quality, etc.

- One obstacle to modern management could be an outdated form of organization of the Post Office, leaving little room for new initiatives and modern management.

- Another obstacle could be that the big production apparatus of the Post Office in itself tends to favour conservatism and hinder development.

- In this context Mr Zachrisson will mention the new market-oriented organization just being introduced in the Swedish Post Office, new marketing efforts, the big customers as the most important large group and the delegation of authority and competence to local managers in direct touch with customers.

- Mechanization will be dealt with rather briefly but a question which will be raised for discussion will be the profitability of mechanization.

- As far as staff is concerned, Mr Zachrisson will stress the importance of motivating people and of having good relations with the trade unions.

- Finally, Mr Zachrisson will touch upon the need for the postal administrations to act more quickly and to make tests of new products, services and systems without studying them indefinitely beforehand.

Congress – Doc 54/Annex 8

General discussion during the 19th Congress

4th topic

The role of the UPU in the integration of the national postal networks

Secretary-General

Outline of introductory paper

a Integration of mail forwarding. Faced with the sometimes lengthy delays in the circulation of international mail, what can the UPU do?
- Identification of main shortcomings in this sector
- Approaches to carriers and better utilization of existing transport facilities (IATA, shipping companies, railways, etc)
- Approaches to transit administrations
- Approaches to customs services
- Approaches to dispatching and destination administrations.

To this end provision must be made for machinery to inform the UPU of the state of operation of the international network. Convergent information from several sources about a weak point in the international network should constitute authorization for intervention by the UPU, either to alert the country concerned or to initiate joint technical assistance action. In view of the major importance of this problem, provision could be made for a UPU authority to examine these questions once a year or every two years on the basis of an International Bureau report.

b New challenges and search for solutions at international level.
A single international postal network also means strengthening the role of the UPU and its bodies in the study of the most important questions including private sector competition, adoption of new technologies and new relations with customers.

c Changes that the UPU must undergo in view of transformations in the postal market.
- How to eliminate possible elements of rigidity?
- How to introduce more flexibility in the operation of the UPU?
- What new prerogatives should its bodies – EC, CCPS, IB – be given?
- How can the UPU better perform its role as documentation and information centre?
- How to arouse greater interest in the UPU on the part of administrations and encourage more extensive participation by them in its work?

d *Conclusion*
The purpose of this paper is not to provide solutions concerning the role of the UPU but to solicit ideas and if possible guidelines which could at best lead to a kind of "Hamburg Congress Declaration" likely to facilitate future UPU action and lend it more weight.

Congress – Doc 54/Annex 8/Add 1

General discussion during the 19th Congress

Contribution by the USSR to the 4th topic
(The role of the UPU in the integration of the national postal networks)

1 In studying this topic a distinction should be made between the problems of the developed countries and those of the developing countries.

2 The UPU must take the interests of each of these two groups of countries into account and strike a balance that will ensure the overall progress of the postal service throughout the world. It is essential that, in the developing countries, which form the majority of the UPU members, the standard of service be raised in spite of a number of national and international factors that are impeding postal development.

3 As time is short, discussion could be limited to analyzing two questions in depth:
i The influence of postal development in the developing countries on the international postal service.
ii The role of the UPU in this connection.

4 The Post, like Telecommunications, is playing an ever bigger role in the developing countries, both in order to promote coverage by postal services and to cope with economic, social and cultural progress.

5 The UPU must provide the developing countries with effective and varied assistance that will guarantee an appropriate level of postal service activity. The fact is that the improvement of postal activity in the developing countries forms an integral part of the process of expanding and improving the postal services, a question which is of concern to the UPU as a whole.

6 Despite the diversity of situations, the problems should be studied as a whole in view of the interdependence of the postal services within the UPU framework. Also, the UPU should step up its efforts in the direction of standardizing the treatment of postal items both nationally and internationally.

7 The postal administration of the USSR intends to continue taking an active part in the UPU's action to promote and develop international cooperation in the postal sphere.

Congress – Doc 54/Annex 8/Add 2

General discussion during the 19th Congress

Contribution by the United States of America to the 4th topic
(The role of the UPU in the integration of the national postal networks)

1 Role of the UPU in improving international mail service

Alternate means of delivering information present ever-increasing challenges to postal services. The UPU should make a new and strong effort to improve the level of mail service between nations.

The UPU often expends much effort on issues, though significant, that are of secondary importance. This reduces the time that the organization can spend on its primary mission to improve mail services worldwide.

We must see what UPU can do to build up the strengths of worldwide mail service and to identify and eliminate (to whatever extent we can) its weaknesses.

2 Private couriers and postal monopoly

Competition to our postal services continues to grow throughout the world, while the forms this competition takes multiply.

Postal monopoly laws cannot shield postal services from their responsibility to provide the best mail service to their customers that present technology and transportation systems allow.

If we do not act to improve mail service, our users will be attracted to the competition, and it will be difficult to get their business back. If there is a demand for services we cannot provide, our customers will turn to private competitors.

3 Propose that the CCPS study mail service worldwide

Despite certain inherent weaknesses as an international organization, the UPU has strengths – such as its wealth of expertise, both within the International Bureau and from member administrations – which it can exercise to improve mail services.

We propose that the CCPS undertake as its top priority a service analysis of the worldwide mails. A working party of perhaps ten administrations, aided by full-time professional experts based in Berne, would conduct this study. A key aspect of this two-year study could be test mailings between all major postal administration links.

The CCPS would present the results of the study to the Executive Council, which should be prepared to take action immediately on the CCPS recommendations.

The UPU can then lend its support in carrying out recommendations of CCPS study through approaches to carriers, to origin, destination, and transit administrations, to customs authorities, and to IATA. Weak points in international postal links could provide the basis for technical assistance action.

This project, we believe, should proceed with an air of urgency – and flexibility. If necessary, the institutionalization of the results of the study can be debated at the 1989 Congress.

The U.S. Postal Service is willing to lend experts to carry out this task, and we are confident that other administrations would be equally willing to do so.

4 Concluding comments

Postal administrations should continue to give priority to their traditional letter-post and parcel-post services.

While we should continue to study such new developments as teleimpression and INTELPOST, we should not look upon these as substitutes for our traditional services.

We should not over-regulate the international mail system, particularly new and emerging services, which are especially fragile in their early stages. The future of our enterprise lies in our ability to be flexible and responsive to the needs of our postal customers; we must take great care to foster, rather than inhibit, innovation.

Congress – Doc 56

Communication from the delegation of Botswana

The Congress Secretariat has received the following communication:

"Re: Resolution 024 (Exclusion of the Republic of South Africa from the Universal Postal Union)

"The Botswana delegation asks the Secretary-General to delete its name from the list of co-sponsors of proposal No 024.

Hamburg, 19 June 1984

C M LEKAUKAU
Deputy head of delegation
of Botswana"

Congress – Doc 57

Communication from the delegation of the Sudan regarding proposal No 029

The delegation of the Sudan has sent me the following letter:

"I should be grateful if you would be kind enough to withdraw the proposal for amending the provisions of the General Regulations relating to the election of the Director-General and the Deputy Director-General.

"I would therefore also ask you to withdraw proposal No 029 concerning the implementation of the above-mentioned provisions.

H I BESHIR
Head of delegation of the Sudan"

Hamburg, 21 June 1984

M I SOBHI
Secretary-General

Congress – Doc 58

Communication from the delegations of Egypt and Sudan

Withdrawal of proposal 03

The delegations of Egypt and Sudan have decided to withdraw proposal 03 concerning the election of the Director-General of the International Bureau.

For the delegation of Egypt:
(signed) I F SALEM
Assistant head of delegation

For the delegation of Sudan:
(signed) H I BESHIR
Head of delegation

Congress – Doc 60

Declaration by the delegation of the People's Republic of China concerning the question of Hong Kong

The Chinese delegation has noted, on reading the list of participants distributed by the 19th UPU Congress, that the delegation of Great Britain has included the representatives of Hong Kong Post Office in the list of its delegates. In this connection, the postal delegation of China wishes to publish the following declaration:

"It is a matter of common knowledge that Hong Kong, the problem of which is a relic of the historical past, is a Chinese territory which has been occupied by imperialism through unfair treaties imposed on China. Sovereignty over Hong Kong belongs to China, and the restoration of the exercise of China's sovereignty over Hong Kong is an unshakeable principle of the Chinese Government. The above-mentioned action on the part of the delegation of Great Britain can have no effect on China's position, which is to restore the exercise of its sovereignty over Hong Kong".

Hamburg, 19 June 1984

(signed) M WENG
Head of the delegation of the
People's Republic of China

Congress – Doc 61

Communication from the delegation of Madagascar

Withdrawal of proposals 1012.1 and 1011.1

The delegation of the Democratic Republic of Madagascar wishes to withdraw proposals 1011.1 and 1012.1.

(signed) A RAKOTOVAO
Head of the delegation
of the Democratic Republic
of Madagascar

Congress – Doc 62

Communication from the delegation of Nigeria

Withdrawal of proposal 1011.2

The Nigerian delegation wishes to withdraw proposal 1011.2 in view of the adoption of proposal 024 of which Nigeria is a co-sponsor.

(signed) E A EWEDEMI
Deputy head of the
delegation of Nigeria

Congress – Doc 63

Request from the International Federation of the Periodical Press (FIPP) to take part in the Congress

Memorandum by the Secretariat

The International Bureau has received from the International Federation of the Periodical Press (FIPP) the following letter which is submitted to Congress in accordance with article 5, paragraph 5, of the Rules of Procedure of Congresses:

"UPU Congress, Hamburg

London, 7 June 1984

"Dear Sirs,

"As shown by our discussions with you, by the paper we submitted to you and by the article you published some months ago in the UPU journal, the likely pricing and quality of service for the mailing of magazines by international postal services are a matter of great concern to the FIPP. We have put to you certain suggestions which, in our view, ought to arrest the decline in this area of postal traffic, which is both regular and flexible, both in the interest of postal services and of magazine publishers. We also have very much in mind the interests of our readers (especially those from developing countries, who need the widest possible access to information), given, in particular, the increase in postal traffic brought about by magazine subscriptions.

"The FIPP has members in more than thirty countries. These include no less than twenty-four national associations of magazine publishers, over a thousand magazine publishing companies and some twenty thousand magazine titles. It is the only international organization which has an interest in every aspect of periodical publication.

"We were recently invited to the Congress of European postal administrations held in Montreux and submitted a paper there. That proved to be a most interesting and rewarding experience, which, we hope, was also of value to the delegates.

"We would be most grateful and honoured if you would grant two of our representatives the status of observers at the UPU Congress in Hamburg. We would be pleased if this could take effect from the end of the month and look forward to a favourable reply.

Yours faithfully,

(signed) R G E WHARMBY
Director"

Congress – Doc 63/Add 1

Request from the International Federation of the Periodical Press (FIPP) to take part in the Congress

Memorandum by the Secretariat

There have been various contacts between the International Federation of the Periodical Press (FIPP) and the UPU since 1983. That organization asked to be granted observer status within the UPU and submitted a series of suggestions relating to rates.

This request was submitted to the Executive Council which, on that occasion, confirmed the decisions taken previously by the Rio de Janeiro Congress about admitting other observers, viz that the UPU was not keen to develop its relations with non-governmental organizations more than was necessary. It only admits observers from organizations whose work is directly related to the Post and is of real interest to all member countries of the Union. Accordingly, the UPU maintains relations with IATA, ISO, the International Chamber of Shipping (ICS) and the International Savings Banks Institute (ISBI) only.

Moreover, it was noted that, although the FIPP has members in some thirty of the most important countries in this field, it does not cover the whole of the Press. In particular, there is the International Federation of Newspaper Publishers (IFNP) which appears to be equally important. If the UPU were to establish links with the FIPP, it might then have to establish them with other, similar organizations and this would inevitably raise some problems.

While not questioning the fact that it was in the interests of postal administrations to pay attention to the requests of the FIPP and other organizations of the same type, the EC considered it expedient to conduct a study within the UPU or, more precisely, to include such a study in the minimum work programme proposed for the CCPS to be elected during the present Congress (proposal 014).

The FIPP was notified by the International Bureau of the result of the preliminary study carried out. It was also advised to make an approach via UNESCO. This was done, since UNESCO is submitting a document on the subject to Congress (Congress – Doc 20).

Lastly, Congress will have to express its views, when considering proposal 020, ont the advisability of instructing the Executive Council to study the legal and practical possibilities of establishing contacts with international bodies representing of establishing contacts with international bodies representing the customers of the postal services. The position which Congress decides to adopt in this connection will of course of interest to the FIPP.

Congress – Doc 64

Communication from the delegation of Cuba

Withdrawal of proposal 1011.3

The delegation of Cuba requests the Secretariat to withdraw proposal 1011.3 submitted by its postal administration.

Hamburg, 25 June 1984

Lic O SEGRERA
Assistant head
of the delegation of Cuba

Congress – Doc 65

Agenda of the plenary meetings on 28 June 1984

		Congress – Doc or proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 65
3	Relations with the UN and other international organizations	Congress – Doc 5 and Add 1 2000.14
4	Implementation by the specialized agencies of the Declaration on the Granting of Independence to Colonial Countries and Peoples	Congress – Doc 15
5	CCPS work programme for 1984–1989	014
6	Greater participation of the developing countries in the work of the CCPS	06
7	Quality control	012
8	World Post Day	019
9	Contacts with international organizations representing customers of the postal services	020
10	Request from the International Federation of the Periodical Press (FIPP) to take part in the Congress	Congress – Doc 63
11	Five-yearly report on the development of the postal services 1977–1981	Congress – Doc 12
12	The future of the postal services: Digest of the studies carried out between 1979 and 1984	Congress – Doc 14
13	Any other business	–

Hamburg, 26 June 1984

W FLORIAN
Chairman of Congress

Congress – Doc 66

Committee 8

Memorandum for the members of Committee 8 (Postal Financial Services)

As it was unable to complete consideration of proposal 6530.3 at its first meeting, the Committee asked the International Bureau to draw up, for its next meeting, the text of paragraphs 2 to 7 of article 130 of the Detailed Regulations of the Money Orders Agreement, incorporating the decisions already taken. It also includes the recasting of paragraphs 3 to 7 which had been proposed.

Article 130

Prepaı ıtion of telegraph money orders

2 The payee's name shall be transformed into a mixed group consisting of figures, signs and letters. The transformation shall be done as follows:

a the figure 1) shall be used to identify the group;

b all the parts of the payee's name shall be separated by a fraction bar, in accordance with the following example: "M Jean de Biasé" is transformed into "1) MONSIEUR/JEAN/DE/BIASE".

(**Note** – Paragraph 2 of proposal 6530.3 relating to the inclusion of examples of women's names has still to be considered.)

3 The surname of a /.../ payee, even if it is accompanied by a first name, shall be preceded by one of the words "Monsieur"; "Madame" or "Mademoiselle", unless this indication ... (remainder unchanged). (Present paragraph 6.)

4 (Present paragraph 3.)
(**Note** – Paragraph 3 of proposal 6530.3 has to be considered.)

5 (Present paragraph 4 unchanged.)

6 (Present paragraph 7 unchanged.)

7 (Present paragraph 5 (amended by proposal 6530.2).)

Hamburg, 25 June 1984

O ILIĆ
Chairman

Congress – Doc 67

Request by the Arab Postal Union

Communication from the Congress Secretariat

At the request of the Secretary-General of the Arab Postal Union, we reproduce below the text of the protest made on 20 June 1984 in plenary meeting of Congress by the Arab delegations represented at Congress against the decision taken by the latter on the proposal submitted by the Arab Group with a view to excluding Israel from the Universal Postal Union.

Hamburg, 25 June 1984

The delegations of the Arab States participating in Congress express their astonishment at the irregular and biased way in which the Arab proposal to expel Israel from the Universal Postal Union was dealt with, because this proposal was not allowed to be discussed and was withdrawn from the agenda, thus violating the Acts of the Universal Postal Union. In fact, this was done deliberately to avoid the debate on that proposal and to prevent the Arab delegates from giving their views on this important matter which concerns a country whose behaviour flouts international regulations and legislation, just as it does the decisions taken by the International Organizations, led by the United Nations. It has never ceased to pursue its expansionist plans based on the occupation of territories and the expulsion of their Arab population which it subjects to the most implacable racism. It even demolishes their houses and kills their inhabitants in acts of genocide which move consciences all over the world and make mankind tremble.

The Arab delegations recall that article 18, paragraph 5, of the Rules of Procedure of Congresses, used by the Federal Republic of Germany to justify its proposal, stipulates that "a delegation may propose adjournment of the debate on any question for a specified period." But everyone knows that this text covers only the adjournment of a debate to another meeting, the date and time of which remain to be fixed. It is not possible to interpret this paragraph in any other way, unless one interprets the Acts of the Union for the convenience and in the interests of certain specific countries. The Union should not prepare a text on the adjournment of the debate in order to use it to have the proposals made by other countries withdrawn and to gag the delegates of those countries, preventing them from stating truths which embarrass certain people. Similarly it is not permissible to adjourn the discussion until discussion of that item on the agenda is reached. The Chairman of Congress should have allowed this proposal to be put before the meeting when its turn came on the agenda, according to the usual practice and in accordance with the Rules of Procedure of Congresses.

The delegate of Iraq protested against the adjournment proposal submitted by the Federal Republic of Germany because this proposal is contrary to the wording of paragraph 5 of the aforesaid article 18 which refers to an adjournment for a specific period, but not a sine die adjournment. Similarly the Syrian delegate opposed this proposal, raising a point of order and asked to be given the legal opinion and the point of view of the International Bureau regarding the interpretation of paragraph 5 of article 18.

The representative of the Sudan repeated this request but the Chairman of Congress ignored them although they were in order, and submitted an illegal proposal to a vote, after granting himself the right to amend the Rules of Procedure of Congresses without having referred the matter to Congress.

Consequently, the Arab representatives protest energetically against the irregular procedures used by the Chairman to deal with the proposal. They consider this to be a poor start to the work of Congress, as irregular and excessive behaviour, and as a dangerous precedent in the practice of the Universal Postal Union, which exposes all proposals submitted to similar treatment.

The Arab delegations consider the decision made in this matter to be illegal and believe that it cannot be taken into consideration. They also disapprove of the fact that the Chairman, taking advantage of his capacity as the host, did not take into account the point of order raised by the head of the Syrian delegation who asked for a legal consultation and the opinion of the International Bureau regarding the interpretation of the text of article 18, paragraph 5, and made himself simultaneously judge and party who accepts the arguments put forward by the host country with a view to adjourning the debate. This is a dangerous precedent as it gives every host country of Congress the power to impose its will on the participants in Congress.

We would ask you to take note of this protest and to include it in the Congress documents.

We would also take this opportunity to restate the high regard in which we hold both the German people and the Government of the Federal Republic of Germany. We further reaffirm our resolute desire to continue to cooperate with every delegation to ensure the success of the Congress.

This declaration is made on behalf of the following countries: Algeria, Bahrain, Djibouti, Iraq, Jordan, Kuwait, Lebanon, Islamic Republic of Mauritania, Morocco, Sultanate of Oman, Qatar, Saudi Arabia, Somalia, Democratic Republic of the Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates, Yemen Arab Republic, People's Democratic Republic of Yemen.

Congress – Doc 68/Rev

Election of the Director-General of the International Bureau

Communication from the delegation of Spain

The delegation of Spain asks us to publish the following communication:

"To: The Secretary-General

"Dear Sir

"This is to inform you, in accordance with instructions received, that the Spanish Government has decided to withdraw the application of Mr Jaime Ascandoni, Doctor of Laws, for the post of Director-General of the International Bureau of the Universal Postal Union.

"This withdrawal is being made in favour of the applicant from Greece for that post, Mr Tsimas.

"I should be most grateful if you would distribute this communication to all the delegations to Congress.

Yours faithfully,

L G CEREZO
Embassy Counsellor
for the Head
of the Spanish delegation"

Hamburg, 25 June 1984

Congress – Doc 69

Communication from the United Nations

Memorandum by the Congress Secretariat

At the request of the observer for the United Nations at the 19th Congress, we reproduce below the text of a communication addressed to Congress.

Hamburg, 26 June 1984

"Next year, in 1985, the United Nations will be 40 years old. Of course, 40 years is not as impressive as the age of the Universal Postal Union, which is more than 100 years old. However, it is an anniversary which is going to be widely celebrated all around the world.

"On the day the UN becomes 40, the General Assembly will proclaim 1986 the International Year of Peace. This is another closely related, important event – decision on which was unanimously taken by the UN General Assembly in 1982.

"Last Year, in 1983, the General Assembly adopted resolution 38/56 entitled "International Year of Peace" by which, among other things, it invited all organizations within the UN system to cooperate with the Secretary-General in achieving the objectives of the IYP.

"What are these objectives?

"One of the main objectives of the Year is to strengthen the United Nations as the principal international system devoted to the promotion and maintenance of peace. Another important objective is to raise public awareness and support for the activities of the United Nations and to encourage reflection on such basic requirements of peace as development, disarmament, international cooperation and trust, satisfaction of human needs, preparation for life in peace, etc.

"With a view to raising public awareness and support for UN activities, for the noble cause of peace, we think it would be extremely important to issue, on the broadest possible scale, postage stamps devoted to the 40th anniversary of the United Nations and to the International Year of Peace.

"Every year hundreds of new postage stamps come into being. They are devoted to practically every possible theme: to various anniversaries; international, regional and national conferences; outstanding statesmen, scientists, writers; to masterpieces of Rubens, Goya, Turner, Modigliani and Picasso; young athletes participating in running, jumping and swimming events; to old and new ships, cars and planes and even to Mickey Mouse. It would be indeed difficult to compose a comprehensive list of themes chosen annually by postal administrations for postage stamps.

"The force of a postage stamp, the influence that stamps can have on the feelings and thoughts of the young and less young are well known. That is why, without wishing to diminish the importance of other themes, we in the United Nations firmly believe that such subjects as the 40th anniversary of the United Nations and the International Year of Peace deserve the primary attention of postal administrations and we do hope that these important themes will be given the high priority they deserve."

Congress – Doc 71

Statement by the delegation of the United Kingdom of Great Britain and Northern Ireland concerning the question of Hong Kong

The delegation of the United Kingdom of Great Britain and Northern Ireland has asked me to distribute the following statement:

"With reference to the declaration by the People's Republic of China dated 19 June 1984 and circulated at the request of the Head of the postal delegation of that country, the delegation of the United Kingdom of Great Britain and Northern Ireland wishes to state that Her Majesty's Government's views on this question were clearly set out in the letter of 14 December 1972 addressed to the Secretary-General of the United Nations by Her Majesty's Representative in New York.

"(signed) A A GEORGE
Joint Head of the British delegation"

Hamburg, 25 June 1984

M I SOBHI
Secretary-General

Congress – Doc 72

Memorandum by the delegation of Israel

The delegation of Israel rejects out of hand the contents of Congress – Doc 67 distributed at the request of the Secretary-General of the Arab Postal Union. That document, and its first paragraph in particular, contains various hostile and offensive insinuations which bring before Congress questions which do not concern it and are completely unfounded. We think that Congress should be allowed to devote itself to the work prescribed for it by the Constitution of our Union.

Hamburg, 27 June 1984

P ELIAV
Deputy head of the
delegation of Isarel

Congress – Doc 73

Submission of applications for seats on the Executive Council (EC)

Communication from the Secretary-General

1 Article 102, paragraph 3, of the General Regulations provides that "The thirty-nine members of the Executive Council shall be elected by Congress on the basis of an equitable geographical distribution. At least a half of the memberships shall be renewed at each Congress; no member may be chosen by three successive Congresses.".

2 It will therefore be for Congress to elect the members of that body at its plenary meeting on 13 July 1984.

3 As the distribution of seats decided by the 1974 Lausanne Congress (resolution C 11) and confirmed in practice by the 1979 Rio de Janeiro Congress has not been changed, the election will be carried out on the following basis:

Group 1 – Western Hemisphere	8 seats
Group 2 – Eastern Europe and Northern Asia	4 seats
Group 3 – Western Europe	6 seats
Group 4 – Southern Asia and Oceania	10 seats
Group 5 – Africa	11 seats
Total	39 seats

plus one seat for the chairmanship, held by the host country of Congress. Thus, the geopraphical group of the country which has organized the 19th Congress will have one additional seat.

4 The member countries listed below according to their geographical distribution may no longer be re-elected because they have served for two successive terms of office since the 1974 Lausanne and 1979 Rio de Janeiro Congress:

Group 1	*Group 2*	*Group 3*	*Group 4*	*Group 5*
Argentina	Czechoslovakia	Great Britain	Bangladesh	Guinea
Canada	Yugoslavia	Spain	China (People's Rep)	Kenya
Cuba			Malaysia	Liberia
			Sri Lanka	Libyan Jamahiriya
			Syrian Arab Rep	Mali
				Sudan
3	2	2	5	6

5 Accordingly, and subject to the decisions to be taken in respect of the proposals appearing under item 12 of the agenda of Committee 3 (General), I request interested countries to submit their applications in writing to the Congress Secretariat (Mr Baghdadi, Assistant Director-General, room 6.1) not later than 9 July 1984.

6 On the expiration of the time limit laid down above, the Secretary-General will publish a list of the candidates according to the geographical groups set out in paragraph 3, details of which are given in Congress – Doc 49.

Hamburg, 28 June 1984

M I SOBHI
Secretary-General

Congress – Doc 74

Submission of applications for seats on the Consultative Council for Postal Studies (CCPS)

Communication from the Secretary-General

As Congress is to proceed to the election of the member countries of the Consultative Council for Postal Studies, in accordance with the provisions of article 104, paragraphs 1 and 2, of the General Regulations, I request countries which intend to submit their applications for membership of the Council to do so in writing not later than 6 pm on 9 July 1984 to the Congress Secretariat (Assistant Director-General, Mr Bäckström, room 6.10, or Mrs Sanz, room 6.7).

Hamburg, 29 June 1984

M I SOBHI
Secretary-General

Congress – Doc 76

Request by the delegation of Saudi Arabia

Communication from the Congress Secretariat

At the request of the head of the delegation of Saudi Arabia, we reproduce below the text of the statement made by that delegation during the plenary meeting of the afternoon of 20 June 1984:

"Our delegation expresses its satisfaction at and at the same time warmly congratulates the delegations of the African countries and all other peace-loving delegations which made the decision to expel South Africa from the Union. We congratulate them on this victory for the cause of humanity and freedom.

"In allowing the delegations to express themselves freely, far from any outside intervention, you will no doubt have noticed how truth triumphed over falsehood. We wanted and still want that victory to be a victory for all oppressed peoples, including the Palestinian people, which has suffered and is still suffering from all sorts of oppression and racism on the part of Israel.

"My country is the source and the origin of the heavenly message revealed to our prophet Mohammed – may God bless him – which taught us never to make any distinctions based on the colour of the skin. Did he not say that people are as equal as the teeth of a comb, faith being the only thing that can distinguish a white man from a black one. On this basis we have always condemned and will always continue to condemn with equal forcefulness, the racial discrimination practised by South Africa against its people.

"We are therefore pleased at its expulsion from the Union, whose highly humanitarian objectives are attacked and rejected by the racist policy of South Africa, a policy denounced and condemned by all peace-loving countries.

"Justice is the essential element and the cornerstone of Islam and of the other revealed religions. Consequently, while we spoke yesterday and today of the racism practised by South Africa and asked Congress to expel that country from the Union, duty requires that we be fair and impartial. Indeed, we cannot condemn one country which engages in activities that are offensive to humanity and ignore one or several others that play an identical role if not worse. Based on that same principle, we wonder with considerable astonishment why the Chairman of Congress did not allow any discussion on proposal 026 submitted by all of the Arab delegations to this Congress and requesting the expulsion of Israel from the Union. Since its creation, that country has practised and continues to practise the worst kind of racial discrimination and human oppression against the Palestinian people, and engages in repeated and premeditated attacks against Arab territories which are occupied by force of arms and whose inhabitants are driven out and tortured.

"Since we are in the presence of two similar cases, our delegation asks that the Chairman not give us the impression that justice and impartiality are reserved for one group and not another. We therefore request that discussion be resumed on proposal 026 regarding the expulsion of Israel, in accordance with the wishes expressed by all the Arab delegations participating in this Congress, since the country in question practises racism, oppression and repression against the Palestinian people and the Arab peoples whose territories are occupied by the force of arms. For years, that country has refused to apply and implement all the UN resolutions supporting Arab rights and the claims of the Palestinian people regarding its right to freedom and independence.

"We congratulate the African peoples and the other peace-loving peoples on this great victory and we may look upon this day as Africa's day at Congress. Palestine's day will soon come and it will be supported by the African peoples, as they were supported by the Palestinian people and the other Arab peoples."

Hamburg, 22 June 1984

Congress – Doc 77

Request by the delegation of Jordan

Communication from the Secretariat of Congress

The Head of the delegation of Jordan has asked us to reproduce the attached declaration in extenso.

Hamburg, 1 July 1984

We are meeting today in Hamburg and, for us, it is a great honour to have the Federal Republic of Germany as the host country of the 19th UPU Congress, especially since this Congress is meeting during a difficult period in which mankind must confront unstable political and economic situations which necessarily affect the Post. The absolute confidence that we have in this Congress, under such knowledgeable direction, gives us a constant feeling of optimism about our ability to overcome the difficulties and obstacles before us in dealing with the proposals on the agenda. No matter what the problems and obstacles, the relatively limited number of proposals reflects positively on the postal situation in the world and demonstrates that over the years, from Congress to Congress, the UPU has continued to fill the gaps in its Acts and, thus to constantly improve them. The problems that do arise from time to time are faced by the members of the international postal family with courage, knowledge and full responsibility. The users' confidence in the postal directors of the world is complete and can in no way be questioned.

The postal service is one of the oldest and most important in the history of mankind. It has always been and still is linked to the history of civilization. Moreover, our Union is one of the oldest specialized unions. When 22 countries signed the first postal Convention in 1874 in Berne, Switzerland, the United Nations had not yet been created, and the world was living in a climate of conflict and contradictory interests. It could not have been further removed from unity and mutual understanding. The Treaty of Berne laid the foundations of an essential rule of international cooperation in one of the most important and most sensitive areas of human relations.

If today we recall the Treaty of Berne at the opening of the Hamburg Congress, the German people should be proud and we – all of us here – should share this pride, because it was none other than the German Heinrich Von Stephan who prepared the draft Convention seven years before the meeting at Berne. It is our duty today, as we meet in the Federal Republic of Germany, to pay tribute to this German postal worker and to express our devotion, respect and esteem because we are indebted to him for this noble achievement in advancing civilization throughout the world.

The responsibility you bear today is immense, but it is surpassed by the duty to which it gives rise. We should recall that six million postal employees working in more than half a million post offices are impatiently awaiting the Acts that will be produced at our Congress and will regulate the operation of the postal service during the next five years. Users throughout the world, those who send or receive more than 300 000 million postal items per year, have great expectations of your Congress. They are expecting you to find concrete ways of improving postal services. As postal officers, we should put the improvement of postal services at the top of our list of concerns. We must not forget that legislation can, by itself, guarantee us a monopoly over the postal services that we are providing. The climate of challenge which is arising and which is accompanied by competition from private companies can be mastered only by developing and diversifying our services through use of all the modern techniques of the era of electronic mail. This will be possible only if the entire international postal family cooperates in a worldwide programme which is designed to promote postal services throughout the world and which takes into consideration, in addition to the priorities submitted to our Congress, the fact that postal mechanization has become the main means of improving the service in view of the increase in the volume of traffic. This is a responsibility of each administration in the world. It is not sufficient for the industrialized countries that possess advanced machines to use them for sorting and forwarding their mails, because that will not prevent these mails from being processed manually in a very primitive manner in the country of destination. The Third World countries possess only 5 percent of all the mechanized postal systems. They need considerable assistance in order to catch up with the leaders in the field of advanced postal services. This can be achieved only in the framework of a specific, informed plan of technical assistance, particularly since this is one of the important functions of the Union, as indicated in article 1, paragraph 3, of the Constitution.

In 1980, the United Nations adopted an international development strategy for the third decade, which began in 1981. This strategy is designed to speed up the development of the Third World countries. As postal officers, our duty is to coordinate our actions so that they are in keeping with this international strategy.

Reasonable postal charges calculated according to acceptable basic rates, compensatory terminal dues guaranteeing fair remuneration to countries that are at a disavantage because they must deliver the mails they receive in excess, an accurate statistical system for postal traffic, an integrated international programme which takes into account, in addition, what I said about the improvement of postal financial services, the promotion of rural services and assistance to developing countries for studying postal markets and analyzing various aspects of the traffic – all of these things, along with the knowledgeable, stable, experienced direction at the head of the

International Bureau of the Universal Postal Union, will help to develop the international postal sector. In this respect, we are seeking to create a sector without chains or distances in which all postal services can be integrated into a single worldwide entreprise serving all men and women regardless of the number of States and the diversity of government systems.

I have come from the Middle East, the heart of the Arab Homeland, the Hashemite Kingdom of Jordan, to relay to you today the greetings of my country, my people, my Government and my Sovereign. I have come here not to make this Congress a forum of political propaganda but, with a sincere sense of responsibility, to share with you the concerns of my administration, which are those of all the administrations of the Third World. I have not come to you to take up a position in one camp against those in another camp, or in one group against those in another group; we form a whole, a single family whose members all have the same purpose. I have not come to make trouble for those who love peace and work for peace. We Arabs always seek peace and we are no one's enemy in this world unless this person is the enemy of peace and is intent on war. We in the Arab Homeland attack no one who is within his rights, and we will allow no one to infringe on our rights. We plunder the lands of no one and we will allow no one to plunder our lands. We attack no one's religion or sacred objects and we will allow no one to attack our religion and sacred objects.

We love peace, we know the meaning of peace, and we know how to enjoy peace. We want nothing but security and peace but, above all else, we want a peace based on justice.

(signed) Mansour Ben Tarif,
Under-Secretary of State
Head of the Jordanian delegation

Congress – Doc 79

Agenda of the plenary meeting on 6 July 1984

		Congress – Doc or proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 79
3	Approval of minutes of the plenary meetings	–
4	Election of the Director-General and of the Deputy Director-General of the International Bureau	Congress – Doc 24 Congress – Doc 68/Rev
5	Contacts with international organizations representing customers of the postal services	020
6	Request from the International Federation of the Periodical Press (FIPP) to take part in the Congress	Congress – Doc 63 and Add 1
7	The future of the postal services: Digest of the studies carried out between 1979 and 1984	Congress – Doc 14
8	Five-yearly report on the development of the postal services 1977–1981	Congress – Doc 12
9	New edition of the – Operational guide on the preparations for the statistics and the formalities relating to the accounts payable in respect of transit charges and terminal dues – Manual of rules and procedures for forwarding international mail – Operational guide of the international parcel-post service	04
10	Publication of one or more books dealing with the influence of the Post in Art	023
11	Contribution class changes	Congress – Doc 25
12	Invitation for the 20th Universal Postal Congress	Congress – Doc 33
13	Any other business	–

Hamburg, 4 July 1984

W FLORIAN
Chairman of Congress

Congress – Doc 80

Communication from the delegation of Israel

Memorandum by the Congress Secretariat

At the request of the delegation of Israel, we give below the text of a communication to Congress concerning Congress – Doc 15:

"The delegation of Israel insists that it shall be placed on record that it does not accept the recommendation contained in Doc 15, paragraph 15, b, which invites Congress to take note of extracts from certain resolutions of the General Assembly concerning the Middle East. Israel and a number of other member countries of the United Nations voted against those resolutions, while other members abstained; they are, indeed, unilateral and prejudice the cause of peace in the Middle East. The provisions of those resolutions have certainly nothing to do with the work of our organization.

"The delegation of Israel also insists on expressing its consternation with regard to certain offensive and polemical declarations made against the State of Israel by certain delegations during consideration of the above-mentioned document.

Hamburg, 2 July 1984"

Congress – Doc 82

Request by the delegation of the USSR

Memorandum by the Secretariat of Congress

The Head of the delegation of the USSR has asked us to reproduce the following message from the Council of Ministers of the USSR.

Hamburg, 5 July 1984

"The Council of Ministers of the USSR sends its greetings to the participants in the 19th Congress of the Universal Postal Union.

"The Post is one of the oldest forms of communication between people and it plays an important role in the organization of good neighbourly relations between States. The development of the Post is an expression of man's wish to know the world and to become familiar with the life-style and culture of other peoples; it makes a contribution to the extension of economic and cultural contacts and to multi-faceted international cooperation.

"The work of the Universal Postal Union, a specialized agency of the United Nations, which aims to improve the international postal service, give technical aid to developing countries and make the working conditions of millions of postal employees the world over easier, deserves deep respect.

"Congress is meeting at a time when the international situation has seriously worsened. Today, the first and most urgent need of mankind is to preserve peace. The Soviet Union is making unflagging efforts to ease international tension, to halt the arms race and to avert nuclear war.

"The Council of Ministers of the USSR is certain that the decisions taken by Congress will contribute to the continuous improvement of the operation of the postal service in the countries of the world and to the strengthening of international cooperation in this area.

"We hope that the work of the participants in the Congress will be fruitful and we wish them success in the interests of developing universal postal links in order to achieve the lofty goal of strengthening peace, friendship and understanding among peoples.

The Council of Ministers of the USSR"

Congress – Doc 83

Statement by the Secretary-General of the Pan African Postal Union

As the Secretary-General of the Pan African Postal Union did not have the opportunity to address Congress before his departure, he has asked us to publish the following message to Congress:

"Mr Chairman
Honourable Delegates

In addressing this forum for the first time, I would like to start by expressing my sincere thanks to the International Bureau, the Authorities of the Federal Republic of Germany, the historic city of Hamburg and its inhabitants for the cordial invitation extended to the Pan African Postal Union (PAPU) to participate in the work of the 19th Congress of the UPU.

We are very proud, and our gratitude is equalled only by our deep devotion to international cooperation.

I would then like, if you will permit, Mr Chairman, to congratulate you warmly on having been selected to preside over the discussions of this illustrious assembly. We attribute this selection to your exceptional qualities as a man and as a competent official with serious responsibilities and extensive professional experience. The firmness and strength that you have demonstrated since the opening of Congress have contributed greatly to its smooth conduct.

The Pan African Postal Union, which I have had the honour of serving for a short time, is also attending its first Congress, as it was not until 18 January 1980 that it was created as a specialized institution of the Organization of African Unity. Thus, it is a very young organization whose membership nevertheless comprises the largest number of countries in the UPU. Moreover, the forty States of which it is currently composed will soon increase to include the entire continent, with only a few exceptions.

This is why our presence at Hamburg is meant to symbolize, on the one hand, an enterprising Africa anxious to confront, under the best conditions, the problems presented by the development of its postal services and, on the other hand, real, sincere cooperation which, in these times of uncertainty and self-centeredness, demonstrates our desire to use all possible means to further progress, prosperity and friendship among all nations.

I do not wish to reiterate the problems of the Post from which our continent is suffering as several speakers, and important ones at that, have already done so. Before I leave Hamburg, I would merely ask:

- first, Mr Sobhi's successor at the International Bureau, Mr Botto de Barros, whom we sincerely congratulate, to intensify cooperation activities and, in particular, cooperation with Africa, which moreover has been the strength of the UPU for the last five years;
- then, the developed countries to maintain their support to the less advanced countries;
- and finally, the UNDP, despite its difficulties, to continue its noble mission of assistance and cooperation.

As a continental Union, the PAPU feels for its part that it should be associated very actively with the UPU technical assistance programme and even with the implementation of all the technical assistance activities in Africa. We can assure the Congress here and now that the PAPU, through its member countries and its General Secretariat, will provide the new Director-General of the International Bureau with frank cooperation and its complete support.

Hamburg, 6 July 1984

C AMOUSSOU
Secretary-General of the PAPU"

Congress – Doc 85

Work of Committee 3

Memorandum by the Secretariat

The Drafting Committee has advised us that there is some inconsistency between the text adopted by the Committee for the General Regulations, article 102, paragraph 6, jter, (proposal 1502.5) and the text of proposal 1707.1/Rev 1 concerning article 7 of the Rules of Procedure of Congresses.

With the adoption of the first proposal, the principle of equitable geographical distribution applies in future to the chairmanship and vice-chairmanships of Congress and to the chairmanships and vice-chairmanships of the Committees, not just to the vice-chairmanships of Congress as appears in article 7 of the Rules of Procedure.

In order to reconcile the Rules of Procedure with the General Regulations, it would be advisable to amend the text of proposal 1707.1/Rev 1 previously adopted by the Committee to read as follows:

"1 At its first plenary meeting, Congress shall elect on the proposal of the Doyen, the Chairman of Congress and then approve, on the proposal of the Executive Council, the appointment of the four member countries which are to act as Vice-Chairmen of Congress and of the Chairmen and Vice-Chairmen of the Committees. These posts shall be assigned taking as much account as possible of the geographical distribution of the member countries.

"2 (Deleted).

"3 to 6 (No change.)"

Congress – Doc 86

Work of Committee 3

Memorandum by the Secretariat

At the time of adoption of proposal 1519.4 on article 119, paragraph 1, d, of the General Regulations, it appeared necessary to amend article 15 of the Rules of Procedure of Congresses accordingly, to indicate the fact that no proposal shall be accepted already two months before the opening of Congress.

Accordingly, the Secretariat proposes to amend the beginning of paragraph 3 of article 15 of the Rules of Procedure of Congresses as follows:

"Two months before Congress opens... (remainder unchanged)."

Congress – Doc 87

Appeal in plenary

Terminal dues

In accordance with the Rules of Procedure of Congresses, article 25, paragraph 3, the delegation of Spain wishes to have consideration of proposal 3062.2 reopened in a plenary meeting as regards article 62, paragraph 2, b, of the Convention.

The aforesaid proposal was approved in its entirety at the third meeting of Committee 5 on 4 July 1984. The Spanish delegation stated after the vote that it would make this appeal in a plenary meeting, considering that, in view of the scheduled increase for M bags, Congress would be unable to respond to the appeal made by UNESCO on behalf of the dissemination of culture.

Hamburg, 9 July 1984

Congress – Doc 88/Rev 1

Agenda of the plenary meetings on 13 July 1984

		Congress – Doc or proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 88/Rev 1
3	Approval of minutes of plenary meetings	–
4	Election of the members of the EC	Congress – Doc 49 Congress – Doc 73 Congress – Doc 91
5	Election of the members of the CCPS	Congress – Doc 74 Congress – Doc 90
6	Assignment of studies to the EC and the CCPS	Congress – Doc 89
7	Address area on the layout key for trade documents	013 Congress – Doc 13
8	Approval of resolutions and decisions other than those amending the Acts	Congress – Doc 75 Congress – Doc 81/Rev 1
9	Appeal (proposal 3062.2, Terminal dues, article 62, paragraph 2, b, of the Convention)	Congress – Doc 87
10	Entry into force of the Acts of the 1984 Hamburg Congress	Congress – Doc 94
11	Swearing-in of the new Director-General and Deputy Director-General of the International Bureau	–
12	Invitation for the 20th Universal Postal Congress	Congress – Doc 33
13	Any other business	

Hamburg, 12 July 1984

W FLORIAN
Chairman of Congress

Congress – Doc 89

Assignment of studies to the Executive Council and the Consultative Council for Postal Studies

By virtue of article 25bis of the Rules of Procedure of Congresses, Congress shall, on the recommendation of its Bureau, assign studies to the Executive Council and the Consultative Council for Postal Studies, taking account of the respective composition and responsibilities of those two bodies. The recommendation by the Bureau of Congress as regards the assignment of studies to the EC and the CCPS is the subject of annex 1 hereto.

Hamburg, 18 July 1984

M I SOBHI
Secretary-General

Congress – Doc 89/Annex 1

Recommendation by the Bureau of Congress as regards the assignment of studies to the EC and the CCPS

Proposal	Study project	Congress Committee to which the matter was assigned	Body concerned
08	Duration of Congress	C 3	EC
020	Contacts with international organizations representing customers of the postal services	C 3	EC
031 1022.2 1502.10 1519.92	Study on international postal regulations	C 3	EC
1719.1 1721.2	Provisions concerning the quorum and the conditions of approval of proposals	C 3	EC
2000.3	Amendment of the presentation of the List of Prohibited Articles	C 4	EC
2000.19	International high-speed mail	C 4	CCPS
2000.20	Study on the international registered and insured services	C 4	CCPS
3000.1	Principles and method for the calculation of transit charge scales	C 5	EC
3000.3	Rate-fixing and conditions for the acceptance of letter-post items	C 5	EC
3000.5/Rev 2	Study with a view to establishing basic charges for letter-post items	C 5	EC
3000.7	Terminal dues study	C 5	EC
3061.2/Rev 1	Revision of transit charges	C 5	EC
2000.1	Scientific specimens of hazardous substances	C 6	EC
4000.5	Maximizing the air conveyance of mail	C 6	EC

Proposal	Study project	Congress Committee to which the matter was assigned	Body concerned
4000.6	Basic airmail conveyance rate	C 6	EC
4000.8	Principle and method of calculating internal air conveyance dues	C 6	EC
4000.11	Direct transhipment of mails between different airlines	C 6	EC
5000.3	Revision of land and sea rates	C 7	EC
5029.2 and related proposals	Return to origin of undelivered parcels	C 7	CCPS
6000.2 6000.3	Substantive revision of the Agreements concerning the financial services	C 8	EC

Congress – Doc 90

Candidates for the election of members of the Consultative Council for Postal Studies (CCPS)

Following the Secretary-General's invitation (see Congress – Doc 74), 56 countries have applied for membership of the Consultative Council for Postal Studies.

Congress is reminded that according to article 104, paragraph 2, of the General Regulations "the membership of the Consultative Council shall be elected by Congress, *in principle on the basis of as wide a geographical distribution as possible.*" The names of the candidate countries are listed below in English alphabetical order:

Algeria
Argentina
Australia
Austria
Bangladesh
Belgium
Bolivia
Brazil
Cameroon
Canada
Central African Republic
China (People's Rep)
Cuba
Czechoslovakia
Egypt
Finland
France
German Dem Rep
Germany, Fed Rep of
Great Britain
Guatemala
Haiti
Hungarian People's Rep
India
Indonesia
Iran (Islamic Rep of)
Iraq
Ireland
Italy
Japan
Kenya
Kuwait
Lebanon
Liberia
Malaysia
Mexico
Morocco
Netherlands
New Zealand
Pakistan
Panama
Peru
Portugal
Saudi Arabia
Spain
Sri Lanka
Sudan
Switzerland
Syria
Tanzania (United Rep)
Thailand
Tunisia
USSR
United States of America
Yugoslavia
Zimbabwe

Hamburg, 10 July 1984

Congress – Doc 91

Candidates for the election of members of the Executive Council (EC)

Following the invitation from the Secretary-General of Congress (see Congress – Doc 73), the following forty-nine countries (broken down by geographical regions) have applied for membership of the Executive Council:

Region 1 – Western hemisphere (8 seats)

Brazil
Chile*
Colombia
Guyana
Honduras (Rep)*
Mexico*
Panama (Rep)
Paraguay
Peru
United States of America*
Uruguay

Region 2 – Eastern Europe and Northern Asia (4 seats)

Bulgaria
Hungarian People's Rep
Polish People's Rep
Romania
USSR*

Region 3 – Western Europe (6 seats not including the seat reserved for the host country of Congress (Germany, Fed Rep of))

Belgium
Cyprus
France*
Ireland*
Norway
Portugal
Switzerland

Region 4 – Southern Asia and Oceania (10 seats)

Australia
Bhutan
India*
Indonesia
Iran (Islamic Rep of)
Iraq*
Japan
Jordan
Lebanon
New Zealand
Pakistan
Qatar
Saudi Arabia*
Thailand*

Region 5 – Africa (11 seats)

Algeria*
Benin
Cameroon
Egypt*
Ethiopia
Gabon*
Ivory Coast (Rep)*
Madagascar
Nigeria
Senegal*
Swaziland
Zambia

Hamburg, 10 July 1984

*Country which was a member of the Executive Council elected at the 1979 Rio de Janeiro Congress and is eligible for re-election.

Congress – Doc 92

Statement by the delegation of the United States of America

The delegation of the United States of America has requested the International Bureau to distribute the following communication from U.S. Postmaster General William F Bolger:

"On July 2, I raised the question of problems we have been having for some years with United States mail addressed to residents of the Soviet Union. This has been a disturbing situation for all Americans and has received considerable attention by both houses of the Congress of the United States.

One of the members of the United States House of Representatives has been particularly active in efforts to resolve this unsatisfactory situation and he has prepared remarks on this subject which he has asked me to bring to the attention of all delegates to this distinguished body. I therefore offer the following remarks for your attention.

Statement by the Honorable Benjamin A Gilman, Member of the United States House of Representatives (22nd District, New York):

Distinguished Delegates to the 19th Congress of the Universal Postal Union:

I welcome and appreciate the opportunity for distributing my remarks to the delegates of the member nations gathered here at the 19th Congress of the Universal Postal Union.

I thank you for your warm and generous reception. As a senior member of the House Foreign Affairs Committee and the Post Office Committee of the U.S. Congress, I want to assure you that we will do all that we can to cooperate with the UPU member nations in maintaining a high level of efficiency in the swift and unhampered conveyance of the international mails.

As part of my Congressional duties on the Post Office Sub-Committee on Investigations, over the past year I have been looking into complaints from more than 100 ethnic, religious, professional and cultural groups in the United States, many of whom are former residents of the Soviet Union and Eastern Bloc countries, who have filed complaints with our Committee with regard to the interference of their mail by the Soviet Government. They complained of mail being missing, looted, returned without just cause and a myriad of other recorded complaints.

Our Postal Sub-Committee has gathered over 2400 exhibits from hundreds of sources throughout the U.S. and from citizens of 23 other countries who have complained about the interference by the Soviets with their international mail.

Our Congressional Sub-Committee on Post Operations conducted formal hearings during the past year in three major metropolitan areas – in Chicago, New York and Washington – taking testimony from dozens of witnesses and representatives of many groups.

This past month, the House of Representatives (by a substantial vote of 403 to 0) and the U.S. Senate, adopted our Committee's resolution, calling upon the UPU to conduct a full investigation of mail interference by the Soviet Union and to consider, if warranted, appropriate sanctions. Our Committee has encountered hundreds of distressed mailers who have complained of the violation of their mail by the Soviet's mail authorities. On a

number of occasions, U.S. Postmaster General William Bolger, and our U.S. diplomatic officials have brought these problems to the attention of the postal representatives of the Soviet Union, without any responsive corrective action by them. We have also pursued this problem through diplomatic channels.

It is the sense of the U.S. Congress, that it is now incumbent upon the Universal Postal Union to fulfill its responsibilities in assuring the free flow of international mail by fully investigating and promptly resolving these mail interference problems. Our postal Congressional Committee stands ready to assist you in any way we can. The hopes and aspirations of thousands of our citizens, separated and cut off from their loved ones – from their families and friends – by these cruel mail restrictions, are with you.

We cannot overemphasize the frustration and anxiety that our countrymen experience as a result of the deprivation of their right to communicate.

If you believe, as we believe, that the UPU should assume responsible world leadership in improving the "development of communications between peoples," as set forth in the Preamble of the Universal Postal Union Constitution, then we urge you act expeditioisly and effectively on this issue.

Thank you."

Congress – Doc 94

Entry into force of the Acts of the 1984 Hamburg Congress

Congress is invited to take a decision as to the entry into force of the Acts of the 1984 Hamburg Congress. In this connection, it is recalled that, at the last three Congresses, the entry into force of the Acts was fixed as follows.

	Signature of Acts	Entry into force of Acts	Time elapsing
1969 Tokyo Congress	14 November 1969	1 July 1971	19½ months
1974 Lausanne Congress	5 July 1974	1 January 1976	18 months
1979 Rio de Janeiro Congress	26 October 1979	1 July 1981	20 months

Consequently, it is proposed to select *1 January 1986* as the date of the entry into force of the Acts of the 1984 Hamburg Congress. The time elapsing between the signature of the Acts and their entry into force would thus be 17 months.

Hamburg, 12 July 1984

M I SOBHI
Secretary-General

Congress – Doc 95

Committee 2

Committee 2 (Finance)

Financial effects of proposals submitted to Congress

Memorandum by the Secretary-General

The following proposals already adopted in Committee have financial effects that should be taken into account when fixing the ceiling of Union expenditure for 1986–1990:

Proposal No	Committee	Subject	Financial effect
08	C 3	Duration of Congress	The estimate given in Congress – Doc 4/Add 1 already takes account of the 20th Congress's being reduced to 5 weeks
016	C 9	40% increase in budget credits allocated for technical assistance activities connected with UPU consultants	This increase (Sfr 472 000) is already included in section 4 of the components mentioned in Congress – Doc 4/Annex 11
021	C 3	Reproduction of documents in Chinese, German, Portuguese and Russian	Sfr 400 000 from 1986 (the present amount of Sfr 50 000 is increased to Sfr 150 000 for each of the 4 languages)

Hamburg, 13 July 1984

M I SOBHI
Secretary-General

Congress – Doc 96

List of member countries of the Executive Council and of the Consultative Council for Postal Studies, elected by the Hamburg Congress, 1984

1 Executive Council

People's Democratic Republic of Algeria
Australia
Belgium
People's Republic of Benin
Federative Republic of Brazil
Republic of Cameroon
Chile
Republic of Colombia
Arab Republic of Egypt
Ethiopia
French Republic
Gabonese Republic
Federal Republic of Germany (Chairman)
Republic of Honduras
Hungarian People's Republic
India
Republic of Iraq
Ireland
Republic of the Ivory Coast
Japan
Hashemite Kingdom of Jordan
Lebanese Republic
Democratic Republic of Madagascar
United Mexican States
New Zealand
Federal Republic of Nigeria
Norway
Pakistan
Republic of Peru
Polish People's Republic
Portugal
Socialist Republic of Romania
Kingdom of Saudi Arabia
Republic of Senegal
Swiss Confederation
Thailand
Union of Soviet Socialist Republics
United States of America
Eastern Republic of Uruguay
Republic of Zambia

2 Consultative Council for Postal Studies

People's Democratic Republic of Algeria
Argentine Republic
Australia
Republic of Austria
People's Republic of Bangladesh
Belgium
Federative Republic of Brazil
Canada
People's Republic of China
Republic of Cuba
Arab Republic of Egypt
Republic of Finland
French Republic
Federal Republic of Germany
United Kingdom of Great Britain and Northern Ireland, Channel Islands and Isle of Man
India
Republic of Indonesia
Italy
Japan
Republic of Kenya
Kingdom of Morocco
Netherlands
New Zealand
Pakistan
Spain
Democratic Socialist Republic of Sri Lanka
Democratic Republic of the Sudan
Swiss Confederation
United Republic of Tanzania
Thailand
Tunisia
Union of Soviet Socialist Republics
United States of America
Socialist Federal Republic of Yugoslavia
Zimbabwe

Hamburg, 16 July 1984

Congress – Doc 97

Appeal in plenary

Prohibitions

In accordance with the Rules of Procedure of Congresses, article 25, paragraph 3, the delegation of Cuba wishes to have consideration of proposal 2036.2 reopened in a plenary meeting as regards the Convention, article 36, paragraph 3.

The aforesaid proposal was adopted at the fourth meeting of Committee 4 on 5 July 1984. The Cuban delegation stated that it would make this appeal because of the number of delegations which had come out in favour of making reservations in the Final Protocol as a result of the adoption of this proposal.

Hamburg, 17 July 1984

Congress – Doc 98

Agenda of the plenary meetings from Monday, 23 July to Thursday, 26 July 1984

		Congress – Doc or proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 98
3	Approval of the minutes of the plenary meetings	–
4	Approval of the Committee 1 (Credentials) report	Congress/C 1 – Rep 1
5	Assignment of studies to the EC and the CCPS	Congress – Doc 89
6	Approval of the Committee 2 (Finance) final report	Congress – Doc 103
7	Approval of the Committee 9 (Technical Cooperation) final report	Congress – Doc 104
8	Approval of the resolutions and decisions other than those amending the Acts	Congress – Doc 75/Add 2 Congress – Doc 81/Rev 1/Add 2
9	Appeal (Proposal 2036.2, Prohibitions, Convention, article 36, paragraph 3)	Congress – Doc 97
10	Approval of the draft Acts and reservations not considered in Committee meetings	–
11	Declaration of Hamburg on the role of the UPU in the integration of national postal networks	Congress – Doc 101
12	Taking of the oath of office by the new Director-General and Deputy Director-General of the International Bureau	–
13	Invitation for the 20th Universal Postal Congress	Congress – Doc 33
14	Any other business	–

Hamburg, 20 July 1984

W FLORIAN
Chairman of Congress

Congress – Doc 98/Rev 1

Agenda of the plenary meetings from Tuesday, 24 July to Thursday, 26 July 1984

		Congress – Doc proposal No
1	Statements	–
2	Adoption of agenda	Congress – Doc 98/Rev 1
3	Approval of the minutes of the plenary meetings	–
4	Assignment of studies to the EC and the CCPS	Congress – Doc 89
5	Approval of the Committee 2 (Finance) final report	Congress – Doc 103
6	Immediate application of the provisions adopted by Congress relating to the EC and the CCPS	033
7	Appeals	
	a Proposal 2036.2, Prohibitions, article 36, paragraph 3, of the Convention	Congress – Doc 97
	b Proposal 2050.4, Indemnities for registered items, article 50, paragraph 4, of the Convention	Congress – Doc 105
	c Proposal 4598.1, Numbering of airmail bag labels, article 198, paragraph 1, of the Convention, Detailed Regulations	Congress – Doc 107
8	Declaration of Hamburg on the role of the UPU in the integration of national postal networks	Congress – Doc 101
9	Approval of the draft Acts and reservations not considered in Committee meetings	Congress – Doc 108
10	Taking of the oath of office by the new Director-General and Deputy Director-General of the International Bureau	–
11	Invitation for the 20th Universal Postal Congress	Congress – Doc 33
12	Any other business	–

Hamburg, 23 July 1984

W FLORIAN
Chairman of Congress

Congress – Doc 99

Statement by the delegations of the USSR, the Ukraine and Byelorussia

The delegations of the Union of Soviet Socialist Republics, the Ukrainian Soviet Socialist Republic and the Byelorussian Soviet Socialist Republic request the distribution of the following statement as a Congress document:

"The delegations of the USSR, the Ukrainian SSR and the Byelorussian SSR to the 19th UPU Congress strongly protest against the distribution of the slanderous and anti-Soviet statement released by the United States delegation, which is neither a credit to that delegation nor to the country which it represents.

" It is no secret that there has been an increasing tendency on the part of the present United States administration to spread false accusations against the USSR and its postal services. And this can only be described as interference in the internal affairs of the Soviet Union, an unworthy attempt to bring confrontation and political antagonism into UPU activities and an attempt to disrupt the normal deliberations of this Congress.

"We condemn the hostile provocatory activities of Mr B Gilman, Member of the United States House of Representatives, which for many years have been aimed at disrupting normal mail traffic between the United States and the USSR. Our delegations decisively reject the insinuations contained in his statement and in the United States Congress decision. Besides, the very appearance of this so-called representative, who is even not a member of the United States delegation, at meetings of the Universal Postal Congress is in itself completely irregular.

"Member countries of the UPU are aware of many facts which bear evidence of obstruction by the United States Administration of normal postal exchanges with the Socialist countries, of systematic delaying of mails and Soviet printed matter and of refusal to handle, deliver or allow free transit to such mails.

"These actions of the United States representatives, including those at this UPU Congress, are not accidental.

"The Declaration of the Summit Meeting of the CMEA member countries, signed in Moscow on June 14, 1984, states that international tension has grown considerably as the result of the aggressive course maintained by imperialism, above all by United States imperialism, aimed at confrontation, and of that country's attempts to interfere in the internal affairs of others and to suppress the national sovereignty of States. The United States ruling circles break agreements and resort to different types of pressure, embargos and "sanctions" with regard to those countries which refuse their demands and dictates.

"Not only many countries, but also a certain number of international organizations of the UN system have themselves experienced such demands and dictates.

"These days, the United States of America loudly proclaims its commitment to human rights, when it concerns other countries and the Soviet Union in particular.

"The General Secretary of the Central Committee of the Communist Party and the Chairman of the Presidium of the Supreme Soviet of the USSR, K Chernenko, recently stated with regard to this question: 'Those who try to give us advice on human rights only make us smile ironically; we have won our right to solve our own problems in the greatest of all revolutions, fought invaders and aggressors hard to defend it and we will allow no one to interfere in our affairs'.

"In the United States of America itself human rights are constantly grossly trampled upon, racial discrimination penetrates the whole of American society, and millions of Americans are deprived of the very means of existence.

Everyone is aware of the widespread practice of suppressing dissidents by a comprehensive computerized supervision of the American population, by putting on file millions of citizens from the day of their birth to their death, by using false witnesses in fabricated court proceedings, etc.

"The aggressive military policy of the United States of America is a serious threat to peace and a flagrant violation of the fundamental rights of peoples, including the right of each nation to determine its own destiny. An evident proof of this imperialistic policy is the United States policy in Central America, the Middle East and Southern Africa, and its political and material support of reactionary regimes. Contrary to the wishes of many peoples, the United States of America is deploying in Europe 'Pershing-2' and Cruise missiles providing rocket and nuclear support for an adventurous ideological concept – a 'crusade' against the USSR.

"The United States Administration is attempting to carry its policy, which is a danger to the cause of peace and international cooperation, into the activities of the Universal Postal Union and this must be condemned by all those present here.

"As regards the USSR, its postal administration fully supports the activities of the Union and takes an active and constructive part in the work of the Union and its bodies. As is well known, the USSR, greatly contributes to the improvement of international postal traffic and to implementation of the UPU Acts, thus contributing to the strengthening of international cooperation and peace."

Congress – Doc 101/Rev 1

Declaration of Hamburg on the role of the UPU in the integration of national postal networks

Congress,

In view of
- the general discussion held in Hamburg on 26 and 27 June 1984 on "Changes in the Post in view of the development of the communications market";
- the need to improve the standard and speed of international mail circulation and postal exchanges;
- the role which the UPU can play with a view to solving common problems,

Whereas
- the member countries of the Union comprise a single postal territory for the reciprocal exchange of letter-post items;
- the aim of the UPU is to secure the organization and improvement of the postal services and to promote in this sphere the development of international collaboration;
- the UPU takes an active part in technical cooperation;
- the Post is an essential factor in the economic, social and cultural development of member countries,

Considering
- the growing competition which administrations have to face particularly in sectors not protected by the postal monopoly;
- the need to adapt postal services better to the development of customer needs bearing in mind the possibilities offered by the new technologies particularly in telecommunications;
- the need to develop and reinforce relations between the Post and its clientele in order to retain or gain its trust and improve the Post's image;
- the interdependence of national postal networks and the need to integrate them better, with a view to making mail circulation and postal exchanges throughout the world more efficient, faster and more reliable,

Aware
of the advantages and possibilities residing in:
- an extensive potential market for the Post, a market which might be further expanded by modernization and rationalization, by the use of new technologies, by the introduction of new services (eg, international high-speed mail) and by improving the standard of the traditional postal services;
- the existence of a vast network of post offices and offices of exchange covering the whole world;
- the very close links often existing between the Post and telecommunications;
- the provision by a number of postal administrations of financial and banking services,

Formally declares
that the UPU must actively participate in strengthening the international postal service as a whole and in improving the standard and speed of international mail circulation and postal exchanges by taking the following specific measures:
- collecting information on the standard of the postal service on a world scale, making a permanent analysis of the situation, establishing and keeping up to date documentation identifying the weak points of the world postal network and possibly giving rise to recommendations calculated to improve the situation;
- strengthening solidarity and cooperation among all administrations, promoting concerted action and pooling information on the standard and regularity of international mail circulation and postal exchanges;

- intervening, in case of necessity, with postal administrations, other national authorities and carriers with a view to improving the situation;
- taking into consideration, as applicable, the weak points discovered in the postal network as the basis for concerted technical cooperation;
- making governments and users more aware of the need to make the Post a dynamic undertaking which contributes to the smooth running of the economy, and giving it the structural and financial means necessary for its conversion;
- expanding the UPU's field of activity and also taking part in establishing new services through the annual work of its bodies (EC and CCPS);
- introducing more flexibility into international postal regulations with a view to facilitating the rapid adaptation of postal services to the new needs, in relation with the study assigned for that purpose to the EC by Congress;
- contacting a number of other international organizations or bodies and strengthening, in particular, cooperation with the ITU in the field of new transmission techniques,

Invites

administrations and the Restricted Unions to make every effort towards the attainment of the above-mentioned objectives,

Instructs

the Executive Council (EC), the Consultative Council for Postal Studies (CCPS) and the International Bureau to take, without delay, within the framework of their own responsibilities, the appropriate practical measures to attain the above-mentioned objectives, and to report to the next Congress on the results and experience gained and submit to it appropriate proposals, as applicable.

Hamburg, 24 July 1984

Congress – Doc 103

Final report of Committee 2 (Finance)

1 Introduction

The Finance Committee met on 10 and 16 July 1984, under the chairmanship of Mr W E Duka, Assistant Postmaster General of the United States of America. In accordance with resolution C 1, the Finance Committee was composed of all the member countries represented at Congress.

This report gives an account of all the recommendations, decisions and resolutions the Finance Committee is submitting for approval by Congress.

2 The Union's accounts for 1979–1983 (Congress – Doc 4/Part I)

At the end of its consideration of Part I of the Director-General's report on the finances of the Union, the Committee proposed that Congress should:

a approve the Union's accounts for 1979–1983 by adopting resolution C 57, which appears in Congress – Doc 81/Rev 1/Add 2; and

b express its gratitude to the Government of the Swiss Confederation for the generous aid it gave the Union in connection with the Union's finances, by adopting resolution C 58, which appears in Congress – Doc 81/Rev 1/Add 2.

3 Fixing the ceiling of the Union's recurrent expenditure for 1986–1990 (Congress – Doc 4/Part II and Congress – Doc 95)

The Committee considered how to fix the ceilings of the recurrent expenditure for the financial period from 1986 to 1990, to be inserted in article 124, paragraph 1, of the General Regulations. Accepting the method proposed to it, the Committee took as a basis the total net expenditure of the Union's 1985 budget as approved by the Executive Council in March 1984 (21 012 000 Swiss francs). The Committee subsequently added to that basic amount, for each of the years in the period from 1986 to 1990, components designed to cope with current tasks (staff costs and general expenditure) and with the financial effects of the decisions taken by other Committees of the Hamburg Congress (Congress – Doc 95).

With regard to the additional staff to be provided for over the next five years to cope with the expansion of the Union's work, the Committee proposed that Congress authorize the Executive Council to create, if the need arose, one professional category (P) post and one general services category (G) post per year on average. It was specified that those figures were for guidance only, since it was not a matter of the automatic creation of jobs but an authorization given to the Executive Council to increase International Bureau staff within those limits in case of need.

With regard to general expenditure, the Committee approved the two financing plans proposed by the Secretary-General for the replacement of International Bureau machines and for the maintenance of the building; it should be noted that these plans did not require the addition of any extra credits to the ceilings for 1986 to 1990. At the same time the Committee took into consideration the various credits proposed to it for overhauling the technical facilities for simultaneous interpretation and for various measures aimed at reducing in the longer or shorter term the amount of energy used for the heating and air conditioning of the building. Nonetheless, the inclusion of these amounts in the ceiling did not yet mean the commitment of such expenditure as it would be

for the Executive Council, once in possession of all the facts, to make a decision on the advisability of carrying out the work when it considered the budgetary proposals which the Director-General would submit to it in due course.

In view of the decisions taken by the Committee itself and of the financial effects of the proposals adopted by other Committees, the recurrent expenditure ceilings which the Finance Committee was proposing to Congress for insertion in article 124, paragraph 1, of the General Regulations were fixed as follows (breakdown given in annex 1):
22 601 400 Swiss francs for 1986;
23 028 100 Swiss francs for 1987;
23 376 900 Swiss francs for 1988;
23 798 100 Swiss francs for 1989;
24 189 800 Swiss francs for 1990.

The Committee endorsed the proposal by certain delegations asking Congress to enjoin the International Bureau and the Executive Council to continue preparing the budget with strictness, to reconsider the justification for certain secondary activities and to endeavour not only to observe the financial ceilings but to keep expenditure below those limits without automatically applying the adjustment mechanisms provided for in paragraphs 3 and 4 of the General Regulations.

One delegation having suggested that article 124 of the General Regulations be given a permanent character and the amounts of the ceilings be fixed by means of a resolution, the Committee considered the idea interesting and worth studying by the Executive Council for the attention of the next Congress.

4 Fixing the ceiling for exceptional and non-recurring expenditure
(Congress – Doc 4/Add 1)

Having noted that apart from the expenditure for the 20th Congress, the International Bureau did not envisage any other special, non-recurring expenditure, the Committee proposed that Congress fix the ceiling of expenditure for the next Congress at 3 345 000 Swiss francs, broken down as shown in annex 2, on the understanding that the duration of that meeting would be reduced to five weeks at the most, in accordance with resolution C 53.

Hamburg, 23 July 1984

W E DUKA
Chairman of Committee 2

Congress – Doc 103/Annex 1

Ceilings for annual recurrent expenditure of the Union, for insertion in article 124, paragraph 1, of the General Regulations

	1986	1987	1988	1989	1990
	Sfr	Sfr	Sfr	Sfr	Sfr
A. Basis for fixing the ceiling of recurrent expenditure for 1986 to 1990					
1 Total net expenditure of the 1985 Union budget approved by the Executive Council in March 1984	21 012 000	21 012 000	21 012 000	21 012 000	21 012 000
B. Expenditure on staff necessary to handle present work					
2 Regulation step increase in the same grade of staff from 1986 to 1990	205 100	396 700	565 600	722 100	864 000
3 Remuneration of additional staff from 1986 to 1990 needed to handle normal expansion of Union work (1 P and 1 G per year)	282 300	517 400	757 300	1 002 000	1 251 700
	487 400	914 100	1 322 900	1 724 100	2 115 800
C. Other operating costs of the International Bureau					
4 Overhaul of technical facilities for simultaneous interpretation in conference halls	50 000	50 000	50 000	70 000	70 000
5 Energy-saving measures for thermal insulation of buildings and for heating and air-conditioning installations	180 000	180 000	120 000	120 000	120 000
	230 000	230 000	170 000	190 000	190 000
D. Financial effects of other decisions taken by the Hamburg Congress					
6 Forty percent increase in budgetary credits for technical assistance to compensate for inflation since 1979 Rio de Janeiro Congress	472 000	472 000	472 000	472 000	472 000
7 Reproduction of documents in Chinese, German, Portuguese and Russian	400 000	400 000	400 000	400 000	400 000
	872 000	872 000	872 000	872 000	872 000
Ceiling of net recurrent expenditure (amounts to be inserted in article 124, paragraph 1, of the General Regulations)	22 601 400	23 028 100	23 376 900	23 798 100	24 189 800

Congress – Doc 103/Annex 2

Ceiling of expenditure for the next Congress (20th Congress) for insertion in article 124, paragraph 2, of the General Regulations

Expenditure items relating to a Congress lasting five weeks at most	Amounts	
	Sfr	Sfr
Travel of Secretariat		
Travel expenses	791 000	
Subsistence allowance	1 409 000	
Auxiliary staff	50 000	2 250 000
Technical facilities for simultaneous interpretation		600 000
Communications and transport costs		
Postage	3 000	
Telegrams and telex	6 000	
Telephone	6 000	
Transport	60 000	75 000
Production of documents during Congress		350 000
Sundry costs		
Additional premises	25 000	
Office equipment	10 000	
Hospitality expenses	10 000	
Sundry and unforeseen	25 000	70 000
Total expenditure for the 20th Congress (amount to be inserted in article 124, paragraph 2, of the General Regulations)		3 345 000

Congress – Doc 104

Final report of Committee 9 (Technical Cooperation)

I. Introduction

1 The Technical Cooperation Committee held six meetings under the chairmanship of Mr Mimoun Aoujil, Director of Posts and Financial Services of Morocco. The Committee was composed of all the member countries represented at Congress. Discussions took place on six reports by the Executive Council (Congress – Docs 18, 18.1, 18.2, 18.3, 18.4 and 18.5), a report by the Secretary-General (Congress – Doc 18.1/Add 1), four Executive Council proposals (015, 016, 017 and 018) and three amendment proposals from the Arab Postal Union group of member countries (027 and 028) and the Postal Union of the Americas and Spain (PUAS) (030).

2 The present final report sets out the essential ideas and conclusions which emerged from the discussions. The Committee approved the contents of the documents as a whole and adopted four of the seven proposals submitted (016, 017, 018 and 030) subject to a few drafting amendments to proposals 016, 018 and 030.

II. UPU technical assistance (Congress – Doc 18.1, proposals 015, 016, 027, 028 and 030)

1 There was a wide-ranging discussion of this basic document, during which the following views and comments were expressed:

a) The UPU's technical assistance was acknowledged to be satisfactory in general. However, the programmes and projects should be better adapted to the actual needs of the countries and their special situation. Moreover, to achieve maximum effectiveness in technical assistance, it was suggested that the possibility be studied of preparing a global programme which would take account of the CCPS studies, the options adopted in the general discussion held at the 19th Congress on the changes in the Post in the face of the development of the communications market, country and Restricted Unions programmes and, lastly, the various technical assistance activities adopted by Congress and the other UPU bodies. The Committee thought it useful to send this question to the Executive Council for study (see Congress/C 9 – Rep 3). It also raised the possibility of preparing a world postal development plan which would result in setting up regional postal development commissions which could be used as the basic structure for the conception and implementation of postal services modernization programmes and projects. The Committee also decided to pass on that suggestion to the Consultative Council for Postal Studies for study (cf Congress/C 9 – Rep 3).

b The Committee expressed satisfaction at the improvement in UNDP financial resources and issued an appeal to that body, as well as to the UPU and the developed countries, for efforts to be made to increase the aid provided. With a view to solving the problem of funding postal projects, the idea was expressed of setting up an inter-administration fund for the development of postal services by converting the present Special Fund into a special postal development fund. The Committee took note of the inclusion of the former study 519 which had the same objective in the CCPS's work programme for the next five-year period.

c The idea of assistance focusing on the priority countries was regarded as restrictive, because all countries with inadequate postal services ought to be helped. That was why the criterion of the motivation of the country benefiting from the aid was accepted as enabling the countries not in the priority category also to benefit from technical assistance.

d In view of the fact that postal needs were not sufficiently taken into consideration by the national authorities, it was accepted that the increased presence of the UPU in the field was becoming a necessity, especially to give technical support to countries in preparing their programmes and projects. However, the increased UPU presence in the field should not involve additional costs. Furthermore the planned public information

activities were considered to have priority character as their implementation would help to make the government authorities aware of the role and importance of the Post and the need to encourage development in this sector. The work of the UNDP and the Resident Representatives in this field was also considered to be very useful for getting postal needs taken into account when allocating resources originating from external aid.

e Cooperation between the UPU and the Restricted Unions was acknowledged to be a necessity and it was several times stated that it was desirable for this cooperation to be strenghtened in all technical assistance fields.

f Evaluation and follow-up of technical assistance activities should be systematic and the results would gain by being exploited to the maximum to improve the effectiveness of the activities undertaken.

2 After discussing Congress – Doc 18.1 the Committee considered two proposals submitted by the UPU Executive Council. One was proposal 015 relating to UPU technical assistance priorities and principles and the other, proposal 016, concerned the financing of UPU technical assistance activities. These two proposals were the subject of amendments (027 and 030 for the first and 028 for the second), dealing essentially with the increased presence of the UPU in the field.

3 Following the withdrawal of proposal 027 by its originators, proposal 030 specifying the need for UPU-Restricted Unions cooperation regarding presence in the field, was adopted unanimously.

4 The observations and comments on proposal 016 dealt basically with the proposed 40 percent increase in the UPU budget resources allocated to technical cooperation to wipe out the effects of inflation. After an exchange of views by delegations and explanations by the Secretary-General about the reasons for the adjustment, the draft resolution in proposal 016 was adopted.

III. Management training (Congress – Doc 18.1/Add 1)

1 Among the activities planned in the programme of action for the next five-year period, rationalization of management was chosen to be given first priority. Document Congress – Doc 18.1/Add 1 recalled the activities undertaken by the UPU to help solve management problems in the developing countries and set out the principles for training senior management and decision-makers in the field of management techniques.

2 All the delegates thought that this type of training should be one of the priorities in the future.

3 Such activities should as far as possible take place in intercountry schools, particularly to avoid a proliferation of national management schools and the dissipation of resources. The initiative of the Pan African Postal Union (PAPU) in regard to setting up an African Postal Management Institute deserved encouragement.

4 Training in this field should have a university content without, however, losing sight of the need to preserve the character of a specific and technical postal training.

5 The Committee took note of Congress – Doc 18.1/Add 1.

IV. The future of UPU Technical assistance (Congress – Doc 18.5)

1 Congress – Doc 18.5 contained general remarks about how technical assistance should look in the future. According to the ideas expressed, the UPU would no longer carry out tasks which did not require technical skills beyond the possibilities of the requesting administrations, or certain administrative work which they were able to do themselves. The UPU would therefore develop more general functions but would still continue to help the most disadvantaged countries in operational tasks involving technical skills beyond their capabilities.

2 Several delegations showed some concern about the interpretation to be placed on the notion of the supplementary nature of the UPU aid based on the principle of self-development of countries. They affirmed that UPU aid would still be necessary for several years in view of the considerable needs and the small resources available to most countries.

3 With a view to promoting the development of postal communications in the future, it was suggested that a data bank be set up at the International Bureau to provide a source of information for postal administrations and their customers.

4 It was accepted that progressive attainment of the stage of self-development by postal administrations was of the highest importance.

5 The Committee took note of document Congress – Doc 18.5.

V. Technical cooperation among developing countries (Congress – Doc 18.2, proposal 017)

1 Congress – Doc 18.2 reported on the activities carried out under technical cooperation among developing countries and stressed the value of increasing them as well as the necessity for the UPU to continue to support the TCDC concept.

2 It was stressed that it must however, be ensured that the systematic use of this form of cooperation did not slow down postal development both in the beneficiary and the aid-giving countries; the developed countries should therefore continue to be called on for mastery of the latest techniques.

3 It should, however, be noted that remarkable progress hab been achieved, proving the usefulness of such horizontal cooperation. That was why TCDC activities should be strengthened by the introduction of a personnel and information exchange scheme, the introduction of postal specialists to the job of expert or consultant and the organization of regular meetings for experts and their counterparts.

4 It was accepted that TCDC should not be regarded as an end in itself nor as a substitute but rather as a new dimension of technical assistance, already shown as such at the Rio de Janeiro Congress.

5 Lastly, greater mobilization of resources on behalf of TCDC by the beneficiary countries and the donor countries was desired by the majority of delegations.

6 The Committee took note of Congress – Doc 18.2 and unanimously adopted the draft resolution contained in proposal 017.

VI. UPU action on behalf of the least developed countries (Congress – Doc 18.3, proposal 018)

1 Congress Doc 18.3 set out the special problems of the least developed countries. The acuteness of these problems led to the adoption by the United Nations of a special programme on their behalf and to the implementation of specific activities in the UPU.

2 The Committee took note with satisfaction of the UPU measures and the programme envisaged was approved unanimously.

3 The Committee took note of document Congress – Doc 18.3 and adopted the draft resolution "UPU action on behalf of the least developed countries" in proposal 018 with a slight amendment proposed to the Drafting Committee.

VII. Postal training activity in the UPU (Congress – Doc 18.4)

1 This was a general document supplementing the study which had been submitted to the Rio de Janeiro Congress concerning the methods of evaluating personnel requirements and the determination of qualitative and quantitative standards.

2 The Committee took note that the conclusions of the study contained in this document could be a useful reference for administrations in their training activities.

3 The Committee took note of document Congress – Doc 18.4.

VIII. Technical assistance with regard to international payments (proposal 3500.1)

The Committee adopted without discussion the draft recommendation contained in proposal 3500.1 which was referred to Committee 9 by Committee 5. This recommendation, which deals with technical assistance with regard to international payments, will be implemented by the International Bureau as part of its technical cooperation activities programmed by the Executive Council on the basis of the principles and priorities laid down by Congress.

Hamburg, 17 July 1984

M AOUJIL
Chairman of Committee 9

Congress – Doc 105

Appeal in plenary

Indemnities for registered items

The delegations mentioned below herewith appeal against the decision of Committee 4 which rejected proposal 2050.4 calling for a 66 $^{2}/_{3}$ percent increase in the indemnity amounts for registered items. This decision means that the indemnities for registered items will remain unchanged until the entry into force of the decisions of the 1989 Congress. This does not appear to take account of the worldwide inflation that has occurred since the Rio de Janeiro Acts were introduced.

Moreover, the terminal dues and the basic charges for letter mail have been increased by about 50 percent. The same increase has by an overwhelming majority been adopted for parcel-post indemnities. Furthermore, the budget credits available for technical assistance have been increased by 40 percent to offset the inflation recorded since the 1979 Rio de Janeiro Congress. The International Bureau emphasized that the 40 percent increase represented the maintenance of status quo.

The delegations mentioned below are not seeking in any way to challenge the decision of Committee 4. However, they cannot help thinking that in spite of the rejection of proposal 2050.4, there was also in Committee 4 a majority in favour of some increase. The decision taken was due to the fact that the Committee wanted smaller increases than those tabled, ie it is a technical error and does not reflect the Committee's will. Furthermore, the majority in favour of rejection was extremely small.

To partly offset the general inflation throughout the world, the delegations mentioned below wish to make this appeal in plenary and to urge Congress to agree to raise the indemnities for registered items by 25 percent. The indemnity amounts proposed are 75 and 375 gold francs for registered items and M bags containing registered items respectively.

Hamburg, 18 July 1984

Norway
Finland
Iceland
Denmark
Sweden

Congress – Doc 107

Appeal in plenary

Numbering of airmail bag labels

In accordance with the Rules of Procedure of Congresses, article 25, paragraph 2, the delegations of

AUSTRALIA, BELGIUM, FRANCE, INDIA, NEW ZEALAND, NORWAY, SPAIN, SRI LANKA, SWEDEN, SWITZERLAND

wish to have consideration of proposal 4598.1 reopened in a plenary meeting as regards article 198, paragraph 1, of the Convention, Detailed Regulations.

The proposal in question was adopted by 42 votes to 40 at the third meeting of Committee 6 on 29 June 1984. The delegations cited in this document have serious reservations about the operational advantages of numbering the labels of airmail bags. Committee 4 on 17 July 1984 rejected a parallel proposal relating to the numbering of surface mail bags (cf proposal 2562.1 relating to article 162, paragraph 6 of the Convention, Detailed Regulations); the voting on that occasion was 6 in favour and 74 against, with 18 abstentions.

Apart from the questionable advantages of the arrangement, there would be operational difficulties in having such a system applying only to airmail.

Hamburg, 23 July 1984

Congress – Doc 108/Rev 1

Committee 4 (Letter Post – Regulatory aspects)

Final Protocol to the Convention

Reservations not included in the Final Protocol to the Universal Postal Convention

Proposals:

2301.2, 2302.1/Rev 3, 2309.1, 2310.91/Rev 3, 2311.1/Rev 1, 2312.1/Rev 1, 2312.91/Rev 1, 2313.3, 2326.91/Rev 3, 2326.92.

Hamburg, 24 July 1984

Congress – Doc 109

Closing meeting

Thursday, 26 July 1984

Agenda

		Document No
1	Honorary Chairman's address	–
2	Chairman's address	–
3	Vice-Chairmen's addresses	–
4	Secretary-General's address	–
5	Doyen's address	–
6	Any other business	–

Hamburg, 24 July 1984

W FLORIAN
Chairman of Congress

Congress – Doc 110

Committee 4 (Letter Post – Regulatory aspects)

Consequences of the approval of the appeal made in plenary by the delegation of Cuba (Congress – Doc 97)

During its nineteenth meeting Congress approved the appeal made by the delegation of Cuba against proposal 2036.2 relating to article 36, paragraph 3, of the Convention.

Accordingly, proposal 2036.2 is to be considered rejected together with related proposal 2530.2. Pursuant to this decision:

i the new text added to article 36, paragraph 3, b, is deleted;

ii the reservations submitted (Final Protocol, article VI, paragraph 2) lapse;

iii paragraph 2 (new) of article VI of the Final Protocol is deleted;

iv in article 130, paragraph 3, the new text added at the beginning of the paragraph "If use is not made of the derogation provided for in article 36, paragraph 3, of the Convention" is deleted.

Hamburg, 24 July 1984

Congress – Doc 110/Add 1

Committee 6 (Airmail)

Consequences of the approval of the appeal in plenary (Congress – Doc 107)

At its nineteenth meeting, Congress upheld the appeal by the delegations of several countries regarding proposal 4598.1 on article 198, paragraph 1, of the Detailed Regulations of the Convention.

Consequently, proposal 4598.1 is to be considered as having been rejected.

As a result of this decision, the text of article 198, paragraph 1, remains unchanged.

Hamburg, 24 July 1984

Congress – Doc 111

Statement by the Islamic Republic of Iran

The delegation of the Islamic Republic of Iran thanks the Federal Republic of Germany for its kind hospitality and wishes independence for international organizations from the influence of those who pretend to be in support of peace and human rights; it also wishes that the peoples of the world may communicate with each other with the greatest freedom and may hold their fates in their own hands.

Hamburg, 26 July 1984

Congress – Doc 112

Statement by the delegation of the United States of America

The United States delegation rejects the erroneous and rhetorical statement attacking the United States Government and a member of the United States Congress by name in the statement issued by the delegations of the Union of Soviet Socialist Republics, the Ukraine and Byelorussia in Congress – Doc 99. Such false and slanderous statements must be viewed as an attempt to avoid providing specific answers to the problems cited by several delegations in their mail relations with the USSR during the course of this Congress. The Soviet violations with the mails adversely affect the lives of many individuals in the Soviet Union as well as those trying to communicate with them.

The statement contained in Congress – Doc 99 injects irrelevant political issues into the technical forum of the Universal Postal Union. We deeply regret the attempt by these delegations to use this forum to spread false accusations and propaganda against the United States of America and other countries.

The foreign policy of the United States of America is based on two basic goals: A safer world and a world in which individual rights can be respected and precious values may flourish. The American concept of peace is more than an absence of war. We favour economic growth and individual liberty in a world of peace.

Access to a free flow of communications is a basic right embodied in a number of internationally accepted agreements. The systematic exclusion of specific persons from international mail service violates the Constitution, General Regulations, and Protocols of the Universal Postal Union. Non-delivery of mail which is deliverable as addressed and which does not contain prohibited articles violates the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights, and the Helsinki Final Acts of the Conference on Security and Cooperation in Europe. This Congress has taken positive steps in requiring members to clarify the nature of their internal prohibitions on mail delivery and designating the person authorized to sign the advice of delivery forms.

Our desire is that the USSR honour its international obligations through deeds, not words. Full compliance by the USSR with the principles of the UPU Acts and the Hamburg Declaration adopted by this Congress will help strengthen confidence in the free flow of communication and build mutual understanding.

Hamburg, 26 July 1984