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To:

- Union member countries

For information to:

- Designated operators
- Restricted unions

Berne, 9 April 2025

Reference: 2102(DPRM.PPRE.CCA)1034

Subject: Submission of proposals to Congress and information on the constituent meeting of the Postal Operations Council

Dear Sir/Madam,

With reference to article 139 of the General Regulations, I would like to remind you of the rules relating to proposals for submission to the 28th Congress, which will take place from 8 to 19 September 2025 in Dubai, United Arab Emirates. I also wish to provide information on the consideration of certain proposals at the constituent meeting of the Postal Operations Council (POC), which is scheduled to take place in Dubai on 19 September 2025, following the close of Congress.

Union member countries have the right to present: i) proposals to amend the Acts of the Union; ii) proposals to amend the Rules of Procedure of Congresses (supported by at least 10 additional member countries); and iii) proposals of a general nature (resolutions, decisions, recommendations and formal opinions). The following principles may be noted in this regard:

- proposals should be limited to issues of relevance to the Union or the international postal service; and
- member countries should refrain from presenting proposals aimed at settling issues of a purely domestic nature.

Current reference texts for the presentation of proposals

Proposals concerning the Acts of the Union and the Rules of Procedure of Congresses shall be based on the current texts thereof, as follows:

- Constitution: proposals shall be based on the Constitution adopted at the Vienna Congress in 1964, as last amended by the Eleventh Additional Protocol adopted at the Abidjan Congress in 2021;
- General Regulations: proposals shall be based on the General Regulations adopted at the Doha Congress in 2012, as last amended by the Fourth Additional Protocol adopted at the fourth Extraordinary Congress in 2023;
- Universal Postal Convention (Convention): proposals shall be based on the Convention adopted at the Abidjan Congress in 2021, as amended by the First Additional Protocol adopted at the fourth Extraordinary Congress in 2023;

- Postal Payment Services Agreement (PPSA): proposals shall be based on the PPSA adopted at the Abidjan Congress in 2021, as amended by the First Additional Protocol adopted at the fourth Extraordinary Congress in 2023;
- Rules of Procedure of Congresses: proposals shall be based on the current version of the Rules of Procedure of Congresses adopted at the fourth Extraordinary Congress in 2023.

The latest consolidated versions of the Acts of the Union can be found in Part II of the UPU publication entitled “Decisions of the 2023 Riyadh Extraordinary Congress”. The latest version of the Rules of Procedure of Congresses can be found in Part I of the same publication. This publication is available in the UPU documentation centre in various languages, accessible at docs.upu.int/download/cng/e4/cngactsfinal/Forms/AllItems.aspx.

It is also available in English and French on the UPU website via the following links:

- English: www.upu.int/en/universal-postal-union/about-upu/acts;
- French: www.upu.int/fr/union-postale-universelle/a-propos-de-lupu/actes.

In accordance with article 139.3 of the General Regulations, each proposal shall have only one aim and contain only the changes justified by that aim. Accordingly, each proposal should be prepared as a separate document and follow the same format as the sample proposal provided in Annex 1.

Moreover, as per the aforementioned article of the General Regulations, if a proposal is liable to lead to significant costs for the Union (i.e. beyond the amounts already budgeted in the draft Dubai Business Plan proposed for submission to the 28th Congress), these additional costs shall be indicated by the member country submitting the proposal, in consultation with the International Bureau.

To this end, a programme and budget impact (PBI) statement shall accompany all such proposals submitted to the 28th Congress. The template for PBI statements is provided in Annex 2.

Deadlines for submission of proposals by member countries

As the 28th Congress opens on 8 September 2025, the relevant deadlines for the submission of proposals by member countries, in accordance with article 139.1 of the General Regulations, can be summarized as follows:

- a proposals that reach the International Bureau **on or before 8 May 2025** (at least four months before the date fixed for Congress) shall be accepted;
- b no drafting proposals shall be accepted **after 8 May 2025** (during the period of four months preceding the date fixed for Congress);
- c proposals of substance that reach the International Bureau **between 9 May and 8 June 2025** (in the interval between four and three months before the date fixed for Congress) shall not be accepted unless they are supported by at least two additional member countries;
- d proposals of substance that reach the International Bureau **between 9 June and 8 July 2025** (in the interval between three and two months before the date fixed for Congress) shall not be accepted unless they are supported by at least eight additional member countries; proposals that arrive after that time shall no longer be accepted;
- e declarations of support must reach the International Bureau within the same period as the proposals to which they refer.

Please note that proposals concerning the Constitution or the General Regulations must reach the International Bureau not later than four months before the opening of Congress; any received after that date but before the opening of Congress shall not be considered unless Congress so decides by a majority of two thirds of the member countries represented at Congress and unless the conditions summarized in the preceding paragraph are fulfilled.

Pursuant to article 140 of the General Regulations and article 13.3 of the Rules of Procedure of Congresses, no proposals submitted in the two months before Congress opens shall be considered except those amending earlier proposals.

To expedite and facilitate the transmission of proposals for submission to Congress, Union member countries are kindly asked to send them (in Word format only) to congress.proposals@upu.int.

I would also take this opportunity to remind Union member countries and observers that the 28th Congress will be a paperless event. Accordingly, in implementation of the UPU's e-publication policy, no paper copies of documents for the 28th Congress will be distributed in Dubai.

For Congress documents, proposals and information notes, Union member countries and observers are invited to visit the UPU documentation centre at 28th Universal Postal Congress – Dubai 2025 – Home.

Lastly, please note that proposals to amend the Regulations to the Convention shall be addressed by the POC, in accordance with article 143 of the General Regulations and the relevant provisions of the POC Rules of Procedure. In this regard and owing to the postponement of the Abidjan Congress from 2020 to 2021 (resulting in the 28th Congress being held in 2025, instead of 2024), a number of proposals to amend the Regulations to the Convention (particularly relating to certain implementing provisions on terminal dues) will need to be addressed at the POC constituent meeting, in order to ensure due observance of the notification requirement set out in article 145.2 of the General Regulations and allow sufficient time for their implementation in January 2026.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Masahiko Metoki', with a stylized flourish at the end.

Masahiko Metoki
Director General