

## REVIEW OF APPU GOVERNING DOCUMENTATION

### RULES OF PROCEDURE OF CONGRESSES: MAIN DOCUMENT

(Document prepared by the Sub-Group<sup>1</sup> of the APPU / UPU Reform Working Group for submission to Congress covering the overall RoP assignment as well as reference material regarding proposals 19.1.1, 19.4.6, 19.6.1, 19.11.1, 19.13.1, 19.3.1, 19.10.1, 19.12.1, and 19.4.91)

1. Subject	References/paragraphs
<p>Informing Congress on:</p> <ul style="list-style-type: none"> <li>- the review of APPU governing documentation undertaken by a Sub-Group of the APPU / UPU Reform WG</li> <li>- the review of the APPU Rules of Procedure of (ROP) of Congresses</li> <li>- essential facts about the APPU Congress RoP</li> <li>- the last full review of the APPU Congress RoP was in 1985, although there were some amendments made in 2005</li> <li>- the review process including significant reference to the UPU Congress RoP for guidance</li> <li>- additional amendments made after the completion of two full consultations with the Reform WG</li> <li>- the outcome of the review in terms of amendments, new provisions etc</li> <li>- three major items in the review that are the subject of separate individual Congress Docs (and proposals)</li> <li>- detailed proposals and associated material that has been developed in the review</li> </ul>	<p>§§ 1.1 – 1.4</p> <p>§ 1.5</p> <p>§ 2</p> <p>§§ 2.2, 2.4</p> <p>§ 3.1</p> <p>§ 3.4</p> <p>§ 4.3, Table 1</p> <p>§ 5.1, Table 2</p> <p>§ 5.2</p> <p>Appendices 1 - 5</p>
<p><b>2. Decisions expected</b></p> <p>Congress is asked to:</p> <ul style="list-style-type: none"> <li>- <b>note</b> the review of APPU governing documentation undertaken by a Sub-Group of the APPU / UPU Reform WG</li> <li>- <b>note</b> the review of the APPU ROP of Congresses</li> <li>- <b>note</b> additional changes made after the two full consultations with the Reform WG on the RoP work</li> <li>- <b>note</b> the outcome of the review in terms of proposals submitted to Congress for consideration</li> <li>- <b>make decisions</b> on proposals:             <ul style="list-style-type: none"> <li>- 19.1.1</li> <li>- 19.4.6</li> <li>- 19.6.1</li> <li>- 19.11.1</li> <li>- 19.13.1</li> <li>- 19.3.1</li> <li>- 19.10.1</li> <li>- 19.12.1</li> <li>- 19.4.91</li> </ul> </li> </ul>	<p>§§ 1.1 – 1.4</p> <p>§ 1.5</p> <p>§ 3.4</p> <p>§ 4.3, Table 1</p> <p>§ 5.1, Table 2</p> <p>Appendices 2 – 5</p> <p>Appendix 2</p> <p>Appendix 2</p> <p>Appendix 2</p> <p>Appendix 2</p> <p>Appendix 2</p> <p>Appendix 2</p> <p>Appendix 3</p> <p>Appendix 3</p> <p>Appendix 3</p> <p>Appendix 3</p> <p>Appendix 3</p> <p>Appendix 4</p>

<sup>1</sup> The Sub-Group is the unit with responsibility for reviewing APPU governing documentation (most recently advised to the EC in EC 2021 Doc 13.3.3).

## 1. Introduction

- 1.1 Workstream 3 of the APPU / UPU Reform Working Group's work programme for 2017-2022 included a review of APPU governing documentation.
- 1.2 The main reason for the review is that most APPU governing documentation has not been examined for currency and completeness for at least 20 years. Accordingly, it is a process that should be done as good management, particularly given the Union's status as an intergovernmental organisation.
- 1.3 Additional background on the governing documentation review is in EC 2021 Doc 13.3.3.
- 1.4 The Reform Working Group assigned the review work to a Sub-Group. Once reviewed, each governing document will be the subject of a report to the appropriate body (i.e., EC or Congress) depending on the authority required to approve amendments or consider issues.
- 1.5 Congress Doc 24.1 relates to the Sub-Group's review of the Rules of Procedure (RoP) of APPU Congresses (generally referred to as "APPU Congress RoP" or "Congress RoP"). It is one of four documents that deal with the review. The other three are described in paragraph 5.2.

## 2. Essential facts about the APPU Congress RoP

- 2.1 APPU General Regulations Article 105, § 7 recognises Congress RoP i.e.,  
*"For the organisation of its work and the conduct of its debates, Congress shall apply the Rules of Procedure of Congresses."*
- 2.2 The APPU Congress RoP were originally drafted using the UPU Congress Rules of Procedure (referred to in this document as "UPU Congress RoP") as a base. The 1985 APPU Bangkok Congress adopted permanent RoP for Congresses.
- 2.3 Amendments to APPU Congress RoP can only be made at an APPU Congress, as prescribed in Article 16 of the APPU Congress RoP viz.,
  1. *Each Congress may also amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by the APPU Executive Council, shall be supported in Congress by at least two 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.*
  3. *Such amendments shall take effect immediately.*
- 2.4 The last review was at the 2005 APPU Seoul Congress where some changes were made. However, this was not a total review. Many of the current Rules are the original 1985 wording.

## 3. Review process

- 3.1 The process for reviewing the Congress RoP has involved the following tests.
  - Completeness – the key assessment here was ensuring there were no practical gaps in the provisions included in the RoP. The key test for this was a comparison with the UPU Congress RoP. The focus of this exercise was not to create a mirror-image of the UPU RoP for the APPU; rather, it was to ensure the key aspects of managing an APPU Congress could

be undertaken on the basis of APPU RoP. (It was recognised that reference to the UPU RoP could still be necessary for minor issues or items that might rarely arise.)

- Currency – this test was to make sure facts, options, terminology, etc were up-to-date. Again, the UPU Congress RoP were a resource used, as was general knowledge in the Sub-Group of present day matters.
- Consistency – there are links between the Congress RoP and the Constitution, General Regulations, and EC RoP. The review identified these links and assessed whether there was consistency of content.
- Duplication – this area of the review examined both unnecessary and necessary duplication. While the latter might sound unusual, a benefit of RoP can be the ability to consolidate, in one document, a number of points that are scattered throughout other documents and which might be central to the efficient management of a Congress.

3.2 The Sub-Group also applied standard editorial checks to grammar and phrasing.

3.3 There were two full (online) consultations with the Reform WG that reviewed the work that had been undertaken and the draft proposals.

3.4 Following the two consultations, there were two additional editing changes made as follows.

- Editorial amendments to paragraph 4 of Article 4 – this resulted in a new proposal 19.4.6 at Appendix 2 of Congress 2022 Doc 24.1.
- An editorial amendment to paragraph 1 of Article 10 – this has been included in the existing proposal 19.10.1.

#### 4. Summary of review

4.1 The “completeness” and “currency” aspects of the review involved a side-by-side comparison of the 16 APPU Congress RoP Articles and the 28 UPU Congress RoP Articles.

4.2 The “consistency” aspect involved a cross-document analysis of the APPU Congress RoP, the APPU Constitution, the APPU General Regulations, and the EC RoP.

4.3 The topline position is set out in the Table 1 below.

**Table 1: Summary of recommendations made regarding APPU Congress RoP**

Line	Recommendation	Number of Current APPU Congress RoP Involved	Number of Current UPU Congress RoP Involved <sup>2</sup>
1.	No change to current RoP	6	5
2.	Editorial amendments to current text	5	4
3.	Minor changes of substance to current text	3	3
4.	New provision of minor substance introduced <sup>3</sup>	0	1
5.	Complex issues - significant material/changes to consider	3	4
6.	No new provision imported from UPU Congress RoP	0	12
<b>Total</b>		<b>17<sup>4</sup></b>	<b>29<sup>5</sup></b>

<sup>2</sup> The “Number of Current UPU Congress RoP Involved” is simply to record that all UPU RoP were checked. It does not mean that the Sub-Group has drafted amendments to the UPU Congress RoP.

<sup>3</sup> One new provision is introduced into the APPU Congress RoP in this category.

<sup>4</sup> APPU RoP Article 4 is counted in Lines 2 and 5 due to there being an editorial amendment and complex amendments.

<sup>5</sup> Consequent to the explanation in Footnote 4, UPU RoP Article 3 is counted in Lines 2 and 5.

## 5. Documentation of recommendations made regarding APPU Congress RoP

5.1 All recommendations made by the Sub-Group have been documented for review by the 2022 APPU Congress. Table 2 sets out details of the documentation as well as the number of Congress proposals that the Sub-Group has recommended.

**Table 2: Details of documentation and Congress proposals**

Line	Recommendation	APPU Congress RoP Article	Documented In	Number of Proposals
1.	No change to current RoP	2, 7, 8, 14, 15, 16	Congress 2022 Doc 24.1, Appendix 1	0
2.	Editorial amendments to current text	1	Congress 2022 Doc 24.1, Appendix 2	1
		4		1
		6		1
		11		1
		13		1
3.	Minor changes of substance to current text	3	Congress 2022 Doc 24.1, Appendix 3	1
		10		1
		12		1
4.	New provision of minor substance introduced	4 bis	Congress 2022 Doc 24.1, Appendix 4	1
5.	Complex issues - significant material/changes to consider	4	Congress 2022 Doc 24.2	5
		5	Congress 2022 Doc 24.3	1
		9	Congress 2022 Doc 24.4	2
6.	No new provision imported from UPU Congress RoP	N/A	Congress 2022 Doc 24.1, Appendix 5	0

5.2 Attention is drawn to the three items under Line 6 (“Complex issues – significant material / changes to consider”). These are documented in separate Congress Docs for the following reasons.

### 5.2.1 APPU Congress RoP Article 4 – Delegation Credentials

Credentials has been dealt with in an individual document (Congress 2022 Doc 24.2) for the following reasons.

- (i) With five separate amendments proposed, it is a substantial topic in its own right.
- (ii) The proposed changes may involve consultation with the Foreign Affairs Ministries in APPU member countries. A separate document will enable the matter to be easily referred.

### 5.2.2 APPU Congress RoP Article 5 – Observers

Examination of RoP Article 5 dealing with observers required a detailed study to be undertaken. The study covers not only the APPU Congress RoP, but also the General Regulations and the EC RoP. The Sub-Group was only able to reach an interim position on this matter as set out in a draft resolution.

### 5.2.3 APPU Congress RoP Article 9 – Quorum

Quorum has had to be treated as a separate item (Congress 2022 Doc 24.4) simply because the Sub-Group found RoP Article 9 to be unclear. In searching for clarity, the Sub-Group encountered further issues when it looked at the quorum required for the approval of proposals

to amend the Acts. As a result, the Sub-Group undertook a detailed study of both matters (i.e., quorum and conditions of approval of proposals). The outcome is:

- (i) a proposed substantive amendment to RoP Article 9 regarding the quorum for holding a meeting; and
- (ii) a proposed substantive new Article for the APPU Congress RoP that sets out clearly the conditions of approval of proposals.

**No change to current RoP (reference Congress Doc 24.1, paragraph 5.1, Table 2, Line 1)**

Six current APPU Congress RoP Articles are unchanged. For ease of reference these are set out below.

**Article 2  
Convening of the Congress**

Each Congress is convened in accordance with the provisions of the General Regulations.

**Article 7  
Congress Business**

The business of Congress is generally dealt with at plenary sessions. However, if necessary, Congress may create Committees to carry out its work.

**Article 8  
Languages**

1. English shall be used in the deliberations and documents of Congress. However, subject to arrangement for the interpretation into English, delegations may use other languages in the debates. In this case the cost of the interpretation shall be borne by delegation using the alternative.

2. However, where French is concerned, the host country shall furnish, as far as possible, any convenient means of interpretation to the delegation using this language.

**Article 14  
Approval by the Congress of Draft Decisions (Acts, Resolutions, etc)**

1. Drafts of the Acts, Resolutions etc. submitted by the Drafting Committee may only be regarded as adopted after approval at the plenary sessions.

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

**Article 15  
Signature**

The Acts adopted by Congress shall be signed at the close of Congress by the authorized delegates of each member-country.

**Article 16  
Amendments to the Rules**

1. Each Congress may also amend the Rules of Procedure. In order to be accepted for discussion, proposals to amend the present Rules, unless submitted by the APPU Executive Council, shall be supported in Congress by at least two 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.

3. Such amendments shall take effect immediately.

**Editorial amendments to current text (reference Congress Doc 24.1, paragraph 5.1, Table 2, Line 2)**

Editorial amendments are proposed to five current APPU Congress RoP Articles. These are dealt with in individual Congress proposals set out on separate pages in Appendix 2.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

### 19.1.1

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Article 1  
General provisions

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

The present Rules of Procedure have been drawn up pursuant to the provisions of the General Regulations.

##### Proposed Text

The present Rules of Procedure 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.**

**Reasons.** – the (proposed) text that has been added is copied from the UPU Congress RoP (Article 1). The effect of the UPU text is to specify the relationship between the RoP and the Acts, including which takes precedence in the event of a discrepancy between respective provisions.

In the APPU context, the Congress RoP are related to Article 105, § 7 of the APPU General Regulations (which states that Congress shall apply its RoP for the organisation of its work and the conduct of its debates).

Although the proposal is of an editorial nature, the Sub-Group believes it is a tidy way in which to complete the link between the RoP and the Acts, and to provide clarity in the event of a discrepancy between provisions.



## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

19.4.6

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Article 4  
Delegation's Credentials

#### CHINA, NEW ZEALAND

Paragraph 4. Amend as follows:

##### 2005 Seoul Text

4. 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, any one delegation may only represent one country other than its own.

##### Proposed Text

4. 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 /... / **Chair** of the meeting concerned. However, any one delegation may only represent one country other than its own.

**Reasons.** – paragraph 4 of Article 4 has been updated with gender-neutral language.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

### 19.6.1

Article 6  
Officers of the Congress

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

1. At the first plenary session, at which the Chairman of the Executive Council presides, Congress shall elect its Chairman and Vice-Chairman. Should the Chairman be unable to exercise his function, the Vice-Chairman shall replace him.
2. The Chairman shall submit for the approval of Congress the choice of Chairman and rapporteurs of Committees.
3. The Director of the Bureau assumes the functions of the Secretary-General of the Congress and takes part in the debates without the right to vote.

##### Proposed Text

1. At the first plenary session, at which the / ... / **Chair** of the Executive Council presides, Congress shall elect its / ... / **Chair** and / ... / **Vice-Chair**. Should the / ... / **Chair** be unable to / ... / **undertake the role**, the / ... / **Vice-Chair** shall / ... / **act as a replacement**.
2. The / ... / **Chair** shall submit for the approval of Congress the choice of / ... / **Chairs** and rapporteurs of Committees.
3. The Director of the Bureau assumes the functions of the Secretary-General of the Congress and takes part in the debates without the right to vote.

**Reasons.** – Article 6 has been updated with gender-neutral language.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

**19.11.1**

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Article 11  
Committee reports

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

Article 11  
Committee reports

When a Committee has concluded work, its Chairman shall make and present a report to the plenary session for approval.

##### Proposed Text

Article 11  
/ ... / Reports

When a Committee **or Working Group** has concluded work, its / ... / **Chair** shall make and present a report to the plenary session for approval.

**Reasons.** – the current text of APPU RoP Article 11 should be updated to recognise that Working Groups also work within the Congress proceedings.

Editorial updating has also been done for gender-neutral language.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

### 19.13.1

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Article 13  
Minutes of the Plenary Sessions

#### CHINA, NEW ZEALAND

Paragraphs 3 and 5. Amend as follows:

##### 2005 Seoul Text

3. Any delegate may request the insertion in the minutes of any statement he has made. In such a case, he must supply the text to the Secretariat within two hours of the end of the session.

5. The Chairman shall submit the minutes to the Congress at the appropriate time for approval. The minutes of meetings which it has not been possible to approve in Congress shall be approved by the Chairman. The 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. It shall then distribute one copy of the signed final minutes to each member-country of the Union.

##### Proposed Text

3. Any delegate may request the insertion in the minutes of any statement / ... / made **by that person**. In such a case, / ... / **the delegate** must supply the text to the Secretariat within two hours of the end of the session.

5. The / ... / **Chair** shall submit the minutes to the Congress at the appropriate time for approval. The minutes of meetings which it has not been possible to approve in Congress shall be approved by the / ... / **Chair**. The 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. It shall then distribute one copy of the signed final minutes to each member-country of the Union.

**Reasons.** – editorial updating has been done for gender-neutral language.

**Minor changes of substance to current text (reference Congress Doc 24.1, paragraph 5.1, Table 2, Line 3)**

There are three proposals to make minor changes of substance to the current text of RoP Articles. These are dealt with in individual Congress proposals set out on separate pages in Appendix 3.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

### 19.3.1

#### Article 3 Delegations

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

1. A delegation is composed of one or more delegates duly authorized by the Government of a member-country and possibly, one or more attached officials (such as experts, secretaries, etc.)

2. Attached officials shall be admitted to meetings and all have the right to participate in deliberations, but normally they shall not 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 should be handed, in writing, to the Chairman of the Committee concerned, before the beginning of the meeting.

##### Proposed Text

/ ... / A delegation is composed of one or more delegates duly authorized by the Government of a member-country and possibly, one or more attached officials (such as experts, secretaries, etc.)

/ ... /

**Reasons.** – proposal 19.3.1 has been drafted by the Sub-Group based on a decision at the UPU Abidjan Congress whereby the second paragraph of the corresponding Article in the UPU Congress RoP was deleted (UPU Congress proposal 19.2.1 refers).

The statement of case, at Abidjan, for the deletion was “the proposed amendment simply removes unnecessary language, since the formal designation of a delegation is the sovereign right of any Union member country; therefore, it is for them to specify the powers of its delegates.”

There is no issue foreseen if the APPU follows the UPU example and deletes paragraph 2 of the APPU RoP Article 3.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

**19.10.1**

Article 10  
Discussion

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

Delegates may not take the floor until they have been giving permission to do so by the Chairman of the meeting. They are urged to speak slowly and distinctly. Delegates should be afforded the opportunity of freely and fully expressing their views on the subject under discussion so long as that is compatible with the normal course of the debate.

##### Proposed Text

1. Delegates may not take the floor until they have been /... /**given** permission to do so by the /... / **Chair** of the meeting. They are urged to speak slowly and distinctly. Delegates should be afforded the opportunity of freely and fully expressing their views on the subject under discussion so long as that is compatible with the normal course of the debate.

**2. To the extent possible, speakers should not exceed the time allocated to them by the Chair or the Secretariat, or the time limit agreed by a majority of the members present and voting. The Chair shall be authorised to interrupt any speaker who exceeds an allocated or agreed time. The Chair may also ask a speaker not to depart from the subject.**

**3. The Chair may also, with the agreement of the majority of the members present and voting:**

**(i) close a list of speakers;**

**(ii) limit the number of speeches by any one delegation on a proposal or a certain group of proposals; or**

**(iii) limit the number of speeches on a proposal or a certain group of proposals provided that this limit is not less than five for and five against the proposal under discussion.**

**4. For situations not specifically covered in this Rule of Procedure, the Chair may take guidance from the UPU Rules of Procedure if a particular matter is covered there.**

**Reasons.** – the UPU RoP covers:

- (i) the Chair's permission being required for a delegate to speak, slow and clear speaking, having the opportunity to freely and fully express views that are in line with a topic being discussed;
- (ii) setting a limit of five minutes for a speech, and giving the Chair the right to direct a speaker to not depart from a topic;
- (iii) closing a list of speakers;
- (iv) limiting the number of speeches from the one delegation; and
- (v) limiting the number of speakers to no less than five for and five against a proposal or group of proposals.

The APPU RoP has only one provision i.e., the first paragraph of the UPU RoP as summarised in (i) above.

The Sub-Group made the following observations.

1. As with some other UPU rules, the APPU RoP is less detailed and specific, partly because the issues that arise in the APPU, and the management of them, are much less in significance and scale than in the UPU. Hence the APPU would seldom have a need to refer to the procedures set out in UPU RoP 15.
2. However, the significance and scale of issues are not the only factors that require rules to be specified for discussion / debate. In any meeting it is possible for a speaker to exceed a reasonable period of time and / or to stray from the subject being dealt with.
3. Efficient management of a meeting requires good planning, rules for use as judged necessary by the Chair, and cooperation between the Chair, Secretariat and speakers.

The Sub-Group is of the view that the APPU RoP should be supplemented with some additional material that will enhance the efficiency of managing meetings.



## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

### 19.12.1

Article 12  
Decisions at Plenary Session

#### CHINA, NEW ZEALAND

Amend as follows:

##### 2005 Seoul Text

The Congress shall endeavour to secure the greatest measure of common agreement on all matters discussed.

##### Proposed Text

1. The Congress shall endeavour to secure the greatest measure of common agreement on all matters discussed. **Questions which cannot be settled by common consent shall be decided by vote.**

2. **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 meeting. 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.**

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

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

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

3.3 **by secret ballot, using ballot papers, if requested by two delegations, or as prescribed in documentation supporting an agenda item for which a secret ballot is to be conducted; in this case, the**

Chair of the meeting shall appoint three tellers, and make the necessary arrangements for the holding of a secret ballot.

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

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

4.2 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;

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

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

6 Once the voting has begun, no delegation may interrupt it, except to raise a point of order<sup>6</sup> relating to the way in which the vote is being taken.

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

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<sup>6</sup> A point of order on the way in which a vote is taken can only be accepted by the meeting if it deals with an incorrect process / procedure being followed. In this regard, the correct process / procedure for voting is set out in the Congress RoP. If a point of order is raised but the RoP have not been breached, then the point of order cannot be accepted.

**Reasons.** – The APPU seeks to make decisions at a Congress through consensus (i.e., the greatest measure of common agreement). No other method of decision-making is covered in the APPU RoP.

The UPU RoP also specifies the consensus method as its first option for decision-making. However, the RoP then provide for decisions by voting using either the:

- traditional system (show of hands, roll-call, secret ballot); or
- electronic system (non-recorded vote, recorded vote, secret ballot).

In addition, the UPU RoP cover miscellaneous points about voting:

- secret ballots take precedence over other forms of voting;
- voting cannot be interrupted except for related points of order; and
- delegates may explain why they voted as they did.

The Sub-Group considered whether the APPU RoP needed to include any reference to voting. The current text could be read as saying that the only decision-making process is by consensus (meaning that voting is not undertaken). However, that would not be a correct interpretation. For example, APPU Constitution Article 19, § 1 states that “proposals to amend the Constitution must be approved by two-thirds of the member-countries of the Union”. By prescribing the majority required, it follows that voting is a possibility. Accordingly, the current text of APPU RoP Article 12 is incomplete.

The Sub-Group also noted that the EC RoP include an Article on voting (i.e., Article 14). This is further evidence that the Congress RoP may be incomplete on the matter of decision-making.

On the basis of the above, the Sub-Group has recommended that reference to voting be included in the APPU RoP.

**New provision of minor substance introduced (reference Congress Doc 24.1, paragraph 5.1, Table 2, Line 4)**

There is one proposal that introduces a new provision of minor substance into the APPU Congress RoP. It is dealt with in Appendix 4.

## 13<sup>th</sup> CONGRESS

### Rules of Procedure of Congresses – Proposal

**19.4.91**

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#### CHINA, NEW ZEALAND

Create the following new Article 4 bis:

##### **Article 4 bis**

##### **Order of seating**

- 1. At Congresses, delegations shall be seated in the English alphabetical order of the member countries represented.**
- 2. The Chair of a Congress shall draw lots for the name of the country to be placed foremost before the rostrum at the next Congress.**

**Reasons.** - the UPU has a specific procedure in its RoP that sets the order of seating for Congress.

The APPU does not have any written procedure for setting the order of seating for a Congress. Rather, the APPU has an agenda item at a Congress to select a member to be seated on the Chair's extreme right-hand side of the front row (at the next Congress). Other members are then seated in alphabetical order following the selected member.

While the APPU system reflects the fact that it has a process for establishing the order of seating, there are differences in how the systems operate. These differences are not necessarily important. However, the Sub-Group notes that the UPU approach is a formal one, whereas the APPU approach is informal (based on custom and practice).

The Sub-Group believes that a formal approach to the order of seating is relevant to the APPU. It provides certainty of process for a matter that impacts members.

**No new provision imported from UPU Congress RoP (reference Congress Doc 24.1, paragraph 5.1, Table 2, Line 6)**

There were 12 UPU Congress Articles that were not imported into the APPU Congress RoP. These are set out in the table below.

Line	Article No.	Title	Reason for Not Importing Into APPU RoP
1.	7	Bureau of Congress	Not relevant
2.	8	Membership of Committees	Not relevant
3.	10	Secretariat of Congress	Not relevant
4.	12	Languages used for drafting Congress documents	Not relevant
5.	13	Proposals	Not relevant
6.	14	Consideration of proposals in Plenary and in Committees	Would rarely be relevant
7.	16	Motions on points of order and procedural motions	Would rarely be relevant
8.	20	Elections of members of the CA or the POC	Not relevant
9.	21	Election of the DG and DDG of the IB	Not relevant
10.	23	Appeal against decisions taken by the Committees and by the Plenary	Would rarely be relevant
11.	25	Assignment of studies to the CA and the POC	Not relevant
12.	26	Reservations to Acts	Not relevant