

US-Developed Proposals for Congress

Support for “Congress level” proposals must be sent
to UPU IB at congress.proposals@upu.int
by no later than 8 July 2025



Congress Proposals Related to Quality of Service Measurement and Link to Remuneration

US-developed Proposal for Congress

28th CONGRESS

Proposal of a general nature

XX

UNITED STATES OF AMERICA [*and additional countries*]

Phasing out the Global Monitoring System (GMS) method for measuring quality of service linked to the remuneration of Letter Post.

Congress,

Noting

that participation in a UPU-agreed system compliant with the UPU GMS Technical Design for quality-of-service measurement of the inward flow of letter post in the country or territory of destination for the link between terminal dues and quality of service is voluntary, as provided in Article 31-109 of the Regulations to the UPU Convention, and only a third of the membership is participating,

Considering

that the primary elements used for measurement by GMS are non-barcoded letters and that the volumes of international letter post containing documents has dramatically declined in the last decade due to substitution by electronic means for communication, billing, payments, and government activities, among other things,

Aware

that the volumes of international postal items that contain goods have increased significantly due to e-commerce and that postal customers' expectations and the e-commerce market demand quality in the tracking and on-time delivery of items containing goods in the network,

Why is this proposed ?

- UPU GMS was designed to measure non barcoded documents when member countries were exchanging mostly letters. The link to terminal dues is used 74 countries only.
- The original system was developed by the International Post Corporation (the IPC UNEX system) in 1994 and it is ending in 2026. UPU GMS was developed in 2010 for the wider UPU membership. Both systems were designed to use test letters that contain radio-frequency identifiers (RFID) tags that must pass through special RFID gates in the postal facilities (mostly Offices of Exchange or OEs) of participating operators.
- Double-digit percentage decline in the postal exchange of documents have been offset by an increase in the exchange of items containing goods which all require barcodes
- The cost of production of test items and all the other work associated with this measurement by contractors to measure low volumes of documents is no longer a viable option for the postal network
- Need to use resources to finance more robust measurement using barcodes and tracking data for all goods.

What is proposed ?

Instructs the Postal Operations Council:

- to take active steps to phase out and discontinue the use of the Global Monitoring System for the link to quality terminal dues and any other programs which are directly tied to it with an effective end date no later than December 31, 2029;
- to discontinue any enhancements which require additional financing during the phase out that have been planned under the GMS Business Plan for the 2025 - 2029 period;
- to place particular emphasis on the development and implementation of a new Global Reporting System to measure the end-to-end visibility and on-time delivery performance of all barcoded items for all operators to keep pace with current and future market requirements and customer expectations;
- to reaffirm the need to focus member country resources on providing excellent quality of service for such items;

What is proposed ?

- to continue to develop and improve the Operational Guide for the exchange of barcoded items by including standardized procedures and encouraging the use of a harmonized label in the international and domestic systems;
- to continue monitoring and creating technical and quality-of-service standards via the Integrated Quality Plan to be included in measurements and dashboards provided in the new Global Reporting System to enhance the UPU postal network.

Also instructs the Council of Administration, in consultation with the Postal Operations Council:

- to encourage all member countries to support their designated operators with standardization efforts necessary to ensure the visibility of all barcoded postal items in the new Global Reporting System.

What is proposed ?

Further instructs the International Bureau, in liaison with the POC:

- to coordinate with members the necessary phased timelines for the discontinuation of the Global Monitoring system;
- to coordinate with relevant POC groups in drawing up a plan and the phased timeline that will provide parties adequate opportunity to make any preparations, if needed, to their systems for the change to become effective no later than 2029;
- to discontinue immediately the practice of preparing GMS projects using the Quality-of-Service Fund for countries that have not started the quality link to remuneration as of 2025
- use any financial and human capital savings derived from the phase out of the GMS system to continue the development of the Global Reporting System as a world class system which caters to all measurement and reporting needs for all UPU members regardless of the type of product and volumes.

US-developed Proposal for Congress

28th CONGRESS

Convention – Proposal

20.28.x

Article 28

Terminal dues. General provisions

UNITED STATES OF AMERICA [*and additional countries*]

Amend Paragraph 5 as follows:

5 Terminal dues remuneration ~~shall~~ may be based on quality of service performance in the country of destination. The Postal Operations Council shall therefore be authorized to supplement the remuneration in articles 29, 30 and 31 to encourage participation in monitoring systems and to reward designated operators for reaching their quality targets. The Postal Operations Council may also fix penalties in case of insufficient quality, but the remuneration shall not be less than the minimum remuneration according to articles 30 and 31.

What is proposed and why

- This article should be amended to change from “shall” which is an obligation to “may” which is voluntary.
- The current wording is confusing and may be misunderstood.
- According to Article 31-109, “Quality of service—linked terminal dues remuneration,” participation in a UPU-agreed system compliant with the GMS Technical Design for quality of service measurement of the inward flow in the destinating country, is voluntary.



Congress Proposals addressing Security-Related Issues

Revenue Protection and Combating Counterfeit Postage Payment

Data Protection and Governance

US-developed Proposal for Congress

28th CONGRESS

Proposal of a general nature

XX

UNITED STATES OF AMERICA (+ additional countries)

Resolution

Strengthening postal revenue protection and combating counterfeit forms of postage payment

Congress,

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

Aware
that, as shown by UPU studies along with counterfeit trade types and trends, data on source countries, and supply chain impacts, leakages of postage revenue may significantly reduce DOs' cross-border and domestic mail revenue, thereby hampering their ability to reach their financial targets, fund their universal service obligations and meet customers' needs. In fact, during last year alone, designated operators incurred quite significant revenue losses from counterfeit postage payment because of fraudulent postage sales on ecommerce sites, indicia, computing programs and software for duplicate or short paid PC and online postage labels.

What is proposed ?

Instructs the Postal Operations Council: specifically, the Postal Security Group (PSG) and the appropriate bodies of the Council of Administration to continue efforts in revenue protection activities involving UPU member countries and designated operators with an emphasis on:

- raising awareness, educating and reinforcing revenue protection best practices as it relates to counterfeit postage
- development of new strategies and tactics aimed at raising awareness among member countries' governments and regulators
- development of strategies and tactics for DOs, governments, and regulators to advocate for, and implement stronger regulations or protocols for ecommerce platforms to deter counterfeiting and abuses in the online sale of postage and online postage payment.
- development of a secure process for DOs to share information in real time concerning incident reporting, recognition and detection tactics, trends in counterfeit postage and postage payment fraud, and best practices in revenue protection,
- continued development of promotion materials, webinars, and training, guided by the International Bureau and appropriate standing groups of the Council of Administration;
- development of new strategies and tactics on interaction and collaboration with those wider postal sector players associated with ecommerce sites' postage sales and indicia to develop effective methods of prevention of counterfeit and fraud.
- demonstrating that investing in revenue protection activities makes commercial sense.

Why is this proposed ?

- With the popularity of online marketplaces, social media marketing, and ecommerce websites, counterfeiters have exploited these channels posing significant challenges for DO's, impacting revenue, reliability, trust, and authenticity.
- Significant revenue leakage and counterfeit postage payment losses experienced by designated operators occurred through fraudulent postage sales on ecommerce sites, indicia printing and online postage label applications with little to no recourse for escalating or prosecuting.
- Need more proactive efforts for increasing awareness and dialogue with governments and regulators to address regulations and protocols to directly aid revenue protection and mitigation strategies
- Effective combat of counterfeit postage and payment, will increase postal security, and reduce significant revenue losses of designated operators.

US-developed Proposal for Congress

28th CONGRESS

Proposal of a general nature

XX

UNITED STATES OF AMERICA

Establishing a good governance model and controls regarding the protection, use, and sharing of data information provided by designated operators during their exchanges of cross-border mail.

Congress,

Acknowledging

that designated operators are increasingly reliant on the provision of electronic data and other important information to other UPU designated operators, to transport suppliers, and even to various bodies of the UPU, in support of their operating cross-border mail exchanges, as well as to meet certain reporting obligations,

Noting

how much of the information being shared by designated operators to fulfil their obligations under the UPU treaty is very commercially sensitive, may contain personally identifying information, and/or security-related information such as planned transport routing,

Aware

of how since the Istanbul World Postal Strategy, even greater emphasis is being placed on the security and use of information and communication technologies, including such areas of data preservation, data storage, and data protection,

Why is this proposed

It is important to ensure that the UPU identifies appropriate IT security and data protection practices and that these are established to ensure controls are in place for secure data protection. This includes agreed upon protocols for the authorized sharing of data provided by UPU members because:

- Information shared by DOs to fulfil their obligations under the UPU treaty is commercially sensitive, may contain personally identifying information, and/or security-related information such as planned transport routing.
- Greater emphasis is being placed on the security and use of information and communication technologies, including such areas of data preservation, data storage, and data protection.
- As information technology is continually advancing in complexity, and more and newer types of data are required to be shared by DOs, stored and used by systems, UPU security and data protection measures will also have to keep pace.

What is proposed ?

Instructs the Postal Operations Council:

- to establish a 'good governance' model, with best practices and other controls that
 - (1) establish governance procedures around the use and protection of data being provided,
 - (2) put in place appropriate controls protect how this data is being used or shared externally, and
 - (3) to establish protocols regarding the data-suppliers consent on the usage and sharing of their data.
- to, if necessary, promulgate regulations that support a designated operator's right to determine the terms under which it will allow its data to be used or shared.
- to monitor information technology security and data protection trends to proactively react and develop updated guidelines associated with future obligations on designated operators to provide new types of data, and to ensure the good governance model be updated to reflect the changing environment.



Congress Proposal to Research Options on How to Reduce Need to Return or Dispose of Empty Equipment

US-developed Proposal for Congress

28TH CONGRESS

Proposal of a general nature

XX

UNITED STATES OF AMERICA

Resolution: Options for Dispatching Items Containing Goods in Support of Reducing the Need for Returning of Empty Equipment

Congress,

Observing
that empty equipment is an issue that designated operators (DOs) must contend with as a result of international mail exchanges between member countries,

Noting
not every member country DO wants their empty equipment returned, especially low volume countries due to costs, capacity, and other reasons, while other countries' DOs want their equipment returned because of their brand and identifiers on the containers,

Considering
subsequently, often receiving countries' DOs are left with the burdensome responsibility to dispose of the empty equipment at its own cost through recycling, incinerating, or disposal,

What is proposed ?

Instructs the Postal Operations Council to:

- conduct a study on other options for dispatching items containing goods which may eliminate the need for returning empty equipment,
- consult with experts from various groups such as the Sustainable Postal Services Group under POC Committee 3, materials handling, and the airlines,
- explore all ideas for solutions, with considerations for density issues, use of a universal bag or container, creation of bag or container pools, new ways to dispatch, maritime alternatives, and other ideas and options that could result with an improved solution over what is used today.

Why is this proposed

- The management and handling of empty equipment has been a long-standing challenge in our global postal supply chain and one that with rising costs in transportation and constraints on budgets, shrinking volumes, and other reasons, is a challenge that warrants being explored for innovative, more efficient solutions that can incent procedural changes
- DOs are faced with the challenges and costs of managing empty equipment.
 - Some DOs, they do not want their empty equipment returned, and as a result, the receiving DO has to handle, transport, store, dispose, incinerate or recycle the sending DO's equipment at their own costs.
 - Other DOs want the equipment returned and even send UPU circulars, but transportation is not always available.
- Airlines are also becoming more reluctant to take empty equipment and return it to the origin post. Although bags are lightweight, they take up space and they are often called “dirty bags” because they are not desirable items. If airlines cannot or will not take them, they have to go by surface transportation. Some airlines have also expressed concerns that the UPU Sac Vides payment rate of 30% of rate is not enough.

Next Steps – Support

NOTE: Support for “Congress level” proposals
must be sent Authorized Party to UPU IB
at congress.proposals@upu.int

by no later than 8 July 2025

Thank You!