UPU TERMINAL DUES AND RELATED PROVISIONS 2018-2021

"Terminal dues" are fees which post offices charge each other for the local delivery of inbound international mail. Under an agreement organized by the Universal Postal Union (UPU), major post offices (called "designated operators" by the UPU) give each other discounts of approximately 50 to 70 percent compared to the equvialent postage charged to domestic customers. The purpose of these mutual discounts is to limit competition from private carriers in the international mail market, increasingly a market for transmission of e-commerce packages. The cost of discounts for international mail is borne by domestic mailers (or in some cases by tax payers).

In October 2016, the Istanbul Congress of the UPU approved the 2016 Universal Postal Convention. The 2016 Convention will replace the 2012 Convention on 1 January 2018 and remain in effect until 31 December 2021. The terminal dues provisions of the 2016 Convention — the same as proposed by the Postal Operations Council in February 2016 — are set out in Appendix A, which shows the revisions to corresponding provisions of the 2012 Convention.

Closely related to the terminal dues articles are other measures which restrain competition among post offices that could undercut the pricing preferences created by terminal dues. Article 12 of the 2016 Convention restrains international competition among post offices by means of *remail* — i.e., by the post office in country **B** collecting and forwarding via the international postal system mail which has been posted, or "caused to be posted", by a sender residing in country **A** (thus placing post office **B** in competition with post office **A** in **A**'s outbound mail market). The Istanbul Congress also approved a new article, provisionally numbered 12bis, to restrict competition by means of ETOEs — i.e., by the post office in country **B** opening a branch office in country **A** for the collection of international mail, a type of office which the UPU calls an "extraterritorial office of exchange" or ETOE. The new article would deny ETOEs the right to use UPU documents and forms necessary to gain access to terminal dues and UPU customs privileges unless approved by both the country of origin and the country of destination. The anti-remail and anti-ETOE provisions of the 2016 Convention are set out in Appendix B.

Appendix A

Terminal Dues Articles of the 2016 Universal Postal Convention

Source: Draft Acts of the Istanbul Congress, as adopted by the Congress. The Acts may be subject to technical revisions and corrections before final publication.

B. Terminal dues

Article 27

Terminal dues. General provisions

- Subject to exemptions provided in the Regulations, each designated operator which receives letterpost items from another designated operator shall have the right to collect from the dispatching designated operator a payment for the costs incurred for the international mail received.
- 2 For the application of the provisions concerning the payment of terminal dues by their designated operators, countries and territories shall be classified in accordance with the lists drawn up for this purpose by Congress in its resolution C 77/2012 7/2016, as follows:
- 2.1 countries and territories in the target system prior to 2010 (group I);
- 2.2 countries and territories in the target system as of 2010 and 2012 (group II);
- 2.3 countries and territories in the target system as from 2014 (new target system countries) 2016 (group III);
- 2.4 countries and territories in the transitional system (group IV).
- The provisions of the present Convention concerning the payment of terminal dues are transitional arrangements, moving towards a country-specific payment system at the end of the transition period.
- 4 Access to domestic services. Direct access
- 4.1 In principle, each designated operator of a country that was in the target system prior to 2010 shall make available to the other designated operators all the rates, terms and conditions offered in its domestic service on conditions identical to those proposed to its national customers. It shall be up to the designated operator of destination to decide whether the terms and conditions of direct access have been met by the designated operator of origin.
- 4.2 Designated operators of countries in the target system prior to 2010 shall make available to other designated operators of countries that were in the target system prior to 2010 the rates, terms and conditions offered in their domestic service, on conditions identical to those proposed to their national customers.
- 4.3 Designated operators of countries that joined the target system from 2010 may opt to make available to a limited number of designated operators the application of domestic conditions, on a reciprocal basis, for a trial period of two years. After that period, they must choose either to cease making available the application of domestic conditions or to continue to make their own domestic conditions available to all designated operators. However, if designated operators of countries that joined the target system from 2010 ask designated operators of countries that were in the target system prior to 2010 for the application of domestic conditions, they must make available to all designated operators the rates, terms and conditions offered in their domestic service on conditions identical to those proposed to their national customers.
- 4.4 Designated operators of countries in the transitional system may opt not to make available to other designated operators the application of domestic conditions. They may, however, opt to make available to a limited number of designated operators the application of domestic conditions, on a reciprocal basis, for a trial period of two years. After that period, they must choose either to cease making available the application of domestic conditions or to continue to make their own domestic conditions available to all designated operators.
- Terminal dues remuneration shall 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 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.
- 6 Any designated operator may waive wholly or in part the payment provided for under 1.

- 7 M bags weighing less than 5 kilogrammes shall be considered as weighing 5 kilogrammes for terminal dues payment purposes. The terminal dues rates to be applied for M bags shall be:
- 7.1 for the year 2014 2018, 0.815 0.909 SDR per kilogramme;
- 7.2 for the year 2015 <u>2019</u>, 0.838 <u>0.935</u> SDR per kilogramme;
- 7.3 for the year 2016 2020, 0.861 0.961 SDR per kilogramme;
- 7.4 for the year 2017 <u>2021</u>, 0.885 <u>0.988</u> SDR per kilogramme.
- For registered items there shall be an additional payment of 0.617 1.100 SDR per item for 2014 2018, 0.634 1.200 SDR per item for 2015 2019, 0.652 1.300 SDR per item for 2016 2020 and 0.670 1.400 SDR for 2017 2021. For insured items, there shall be an additional payment of 1.234 1.400 SDR per item for 2014 2018, 1.269 1.500 SDR per item for 2015 2019, 1.305 1.600 SDR per item for 2016 2020 and 1.342 1.700 SDR for 2017 2021. The Postal Operations Council shall be authorized to supplement remuneration for these and other supplementary services where the services provided contain additional features to be specified in the Letter Post Regulations.
- 9 For registered and insured items not carrying a barcoded identifier or carrying a barcoded identifier that is not compliant with UPU Technical Standard S10, there shall be a further additional payment of 0.5 SDR per item unless otherwise bilaterally agreed.
- For terminal dues payment purposes, letter-post items posted in bulk by the same sender and received in the same dispatch or in separate dispatches in accordance with the conditions specified in the Letter Post Regulations shall be referred to as "bulk mail". The payment for bulk mail shall be established as provided for in articles 30 28 and 31 29.
- Any designated operator may, by bilateral or multilateral agreement, apply other payment systems for the settlement of terminal dues accounts.
- Designated operators may exchange non-priority mail on an optional basis by applying a 10% discount to the priority terminal dues rate.
- The provisions applicable between designated operators of countries in the target system shall apply to any designated operator of a country in the transitional system which declares that it wishes to join the target system. The Postal Operations Council may set transitional measures in the Letter Post Regulations. The full provisions of the target system may apply to any new target designated operator that declares that it wishes to apply such full provisions without transitional measures.

Article 28

Terminal dues. Provisions applicable to mail flows between designated operators of countries in the target system

- 1 Payment for letter-post items, including bulk mail but excluding M bags and IBRS items, shall be established on the basis of the application of the rates per item and per kilogramme reflecting the handling costs in the country of destination. Charges corresponding to priority items in the domestic service which are part of the universal service provision will be used as a basis for the calculation of terminal dues rates.
- 2 The terminal dues rates in the target system shall be calculated taking into account, where applicable in the domestic service, the classification of items based on their format, as provided for in article 14 of the Convention.
- 3 Designated operators in the target system shall exchange format-separated mails in accordance with the conditions specified in the Letter Post Regulations.
- 4 Payment for IBRS items shall be as described in the Letter Post Regulations.
- The rates per item and per kilogramme <u>are separated for small (P) and large (G) letter-post items</u> and bulky (E) letter-post items. They shall be calculated on the basis of 70% of the charges for a 20-gramme small (P) letter-post item and for a 175-gramme large (G) letter-post item, exclusive of VAT or other taxes. For bulky (E) letter-post items, they shall be calculated from the P/G format line at 375 grammes, exclusive of VAT or other taxes.

- The Postal Operations Council shall define the conditions for the calculation of the rates as well as the necessary operational, statistical and accounting procedures for the exchange of format-separated mails.
- The rates applied for flows between countries in the target system in a given year shall not lead to an increase of more than 13% in the terminal dues revenue for a letter-post item in the P/G format of 81.8 37.6 grammes and in the E format of 375 grammes, compared to the previous year.
- The rates applied for flows between countries in the target system prior to 2010 for small (P) and for large (G) letter-post items may not be higher than:
- 8.1 for the year 2014 2018, 0.294 0.331 SDR per item and 2.294 2.585 SDR per kilogramme;
- 8.2 for the year 2015 2019, 0.303 0.341 SDR per item and 2.363 2.663 SDR per kilogramme;
- 8.3 for the year 2016 2020, 0.312 0.351 SDR per item and 2.434 2.743 SDR per kilogramme;
- 8.4 for the year 2017 2021, 0.321 0.362 SDR per item and 2.507 2.825 SDR per kilogramme.
- <u>8bis</u> The rates applied for flows between countries in the target system prior to 2010 for bulky (E) letterpost items may not be higher than:
- 8bis.1 for the year 2018, 0.705 SDR per item and 1.584 SDR per kilogramme;
- 8bis.2 for the year 2019, 0.726 SDR per item and 1.632 SDR per kilogramme;
- 8bis.3 for the year 2020, 0.748 SDR per item and 1.681 SDR per kilogramme;
- 8bis.4 for the year 2021, 0.770 SDR per item and 1.731 SDR per kilogramme.
- The rates applied for flows between countries in the target system prior to 2010 or from 2010, 2012 and 2016 for small (P) and for large (G) letter-post items may not be lower than:
- 9.1 for the year 2014 2018, 0.203 0.227 SDR per item and 1.591 1.774 SDR per kilogramme;
- 9.2 for the year 2015 2019, 0.209 0.233 SDR per item and 1.636 1.824 SDR per kilogramme;
- 9.3 for the year 2016 2020, 0.215 <u>0.240</u> SDR per item and 1.682 <u>1.875</u> SDR per kilogramme;
- 9.4 for the year 2017 2021, 0.221 0.247 SDR per item and 1.729 1.928 SDR per kilogramme.
- 9bis The rates applied for flows between countries in the target system prior to 2010 or from 2010, 2012 and 2016 for bulky (E) letter-post items may not be lower than:
- 9bis.1 for the year 2018, 0.485 SDR per item and 1.089 SDR per kilogramme;
- 9bis.2 for the year 2019, 0.498 SDR per item and 1.120 SDR per kilogramme;
- 9bis.3 for the year 2020, 0.512 SDR per item and 1.151 SDR per kilogramme;
- 9bis.4 for the year 2021, 0.526 SDR per item and 1.183 SDR per kilogramme.
- The rates applied for flows between countries in the target system as from 2010 and 2012 as well as between these countries and countries in the target system prior to 2010 for small (P) and for large (G) letter-post items may not be higher than:
- 10.1 for the year 2014 2018, 0.209 0.264 SDR per item and 1.641 2.064 SDR per kilogramme;
- 10.2 for the year 2015 2019, 0.222 0.280 SDR per item and 1.739 2.188 SDR per kilogramme;
- 10.3 for the year 2016 <u>2020</u>, 0.235 <u>0.297</u> SDR per item and 1.843 <u>2.319</u> SDR per kilogramme;
- 10.4 for the year 2017 2021, 0.249 0.315 SDR per item and 1.954 2.458 SDR per kilogramme.
- 10bis The rates applied for flows between countries in the target system as from 2010 and 2012 as well as between these countries and countries in the target system prior to 2010 for bulky (E) letter-post items may not be higher than:
- 10bis.1 for the year 2018, 0.584 SDR per item and 1.313 SDR per kilogramme;
- 10bis.2 for the year 2019, 0.640 SDR per item and 1.439 SDR per kilogramme;
- 10bis.3 for the year 2020, 0.701 SDR per item and 1.577 SDR per kilogramme;
- 10bis.4 for the year 2021, 0.770 SDR per item and 1.731 SDR per kilogramme.

- 10ter The rates applied for flows between countries in the target system as from 2016 as well as between these countries and countries in the target system prior to 2010 or as from 2010 and 2012 for small (P) and for large (G) letter-post items may not be higher than:
- 10ter.1 for the year 2018, 0.234 SDR per item and 1.831 SDR per kilogramme;
- 10ter.2 for the year 2019, 0.248 SDR per item and 1.941 SDR per kilogramme;
- 10ter.3 for the year 2020, 0.263 SDR per item and 2.057 SDR per kilogramme;
- 10ter.4 for the year 2021, 0.279 SDR per item and 2.180 SDR per kilogramme.
- 10quater The rates applied for flows between countries in the target system as from 2016 as well as between these countries and countries in the target system prior to 2010 or as from 2010 and 2012 for bulky (E) letter-post items may not be higher than:
- 10quater.1 for the year 2018, 0.533 SDR per item and 1.198 SDR per kilogramme;
- 10quater.2 for the year 2019, 0.602 SDR per item and 1.354 SDR per kilogramme;
- 10quater.3 for the year 2020, 0.680 SDR per item and 1.530 SDR per kilogramme;
- 10quater.4 for the year 2021, 0.770 SDR per item and 1.731 SDR per kilogramme.
- The rates applied for flows between countries in the target system as from 2010 and 2012 as well as between these countries and countries in the target system prior to 2010 may not be lower than the rates provided for in paragraphs 9.1 to 9.4 above.
- 12 The rates applied for flows to, from or between new target system countries, other than for bulk mail, shall be those provided for in paragraphs 9.1 to 9.4.
- For flows below 75 50 tonnes a year between countries that joined the target system in 2010 and 2012 or after that date, as well as between these countries and countries that were in the target system prior to 2010, the per-kilogramme and per-item components shall be converted into a total rate per kilogramme on the basis of a worldwide average of 12.23 items per kilogramme composition of one kilogramme of mail in which P and G format items account for 8.16 items weighing 0.31 kilogrammes and E format items account for 2.72 items weighing 0.69 kilogrammes.
- 13bis For flows below 75 tonnes a year in 2018, 2019 and 2020, and below 50 tonnes in 2021, between countries that joined the target system in 2016 or after that date, as well as between these countries and countries in the target system prior to 2010 or as from 2010 and 2012, the per-kilogramme and per-item components shall be converted into a total rate per kilogramme on the basis of a worldwide average composition of one kilogramme of mail, as referred to in paragraph 13.
- The payment for bulk mail sent to countries in the target system prior to 2010 shall be established by applying the rates per item and per kilogramme provided for in paragraphs 5 to 9 9bis.
- The payment for bulk mail sent to countries in the target system as from 2010, and 2012 and 2016 shall be established by applying the rates per item and per kilogramme provided for in paragraphs 5_{7} and 9 to 10quater 11.
- No reservations may be made to this article, except within the framework of a bilateral agreement.

Article 29

Terminal dues. Provisions applicable to mail flows to, from and between designated operators of countries in the transitional system

- In preparation for the entry into the target system of the designated operators of countries in the terminal dues transitional system, payment for letter-post items, including bulk mail but excluding M bags and IBRS items, shall be established on the basis of a rate per item and a rate per kilogramme.
- 2 Payment for IBRS items shall be as described in the Letter Post Regulations.
- The rates applied for flows to, from and between countries in the transitional system <u>for small</u> (P) and for large (G) letter-post items shall be:
- 3.1 for the year 2014 2018, 0.203 0.227 SDR per item and 1.591 1.774 SDR per kilogramme;

- 3.2 for the year 2015 2019, 0.209 0.233 SDR per item and 1.636 1.824 SDR per kilogramme;
- 3.3 for the year 2016 <u>2020</u>, 0.215 <u>0.240</u> SDR per item and 1.682 <u>1.875</u> SDR per kilogramme;
- 3.4 for the year 2017 <u>2021</u>, 0.221 <u>0.247</u> SDR per item and 1.729 <u>1.928</u> SDR per kilogramme.
- 3bis The rates applied for flows between countries in the transitional system for bulky (E) letter-post items shall be:
- 3bis.1 for the year 2018, 0.485 SDR per item and 1.089 SDR per kilogramme;
- 3bis.2 for the year 2019, 0.498 SDR per item and 1.120 SDR per kilogramme;
- 3bis.3 for the year 2020, 0.512 SDR per item and 1.151 SDR per kilogramme;
- 3bis.4 for the year 2021, 0.526 SDR per item and 1.183 SDR per kilogramme.
- For flows below 75 tonnes a year the flow threshold specified in article 28.13, the per-kilogramme and per-item components shall be converted into a total rate per kilogramme on the basis of a worldwide average of 12.23 items per kilogramme, except for the year 2014, for which the total rate per kilogramme of the year 2013 shall apply composition of one kilogramme of mail. The following rates shall apply:
- 4.1 for the year 2014 2018, 4.162 4.472 SDR per kilogramme;
- 4.2 for the year 2015 <u>2019</u>, <u>4.192</u> <u>4.592</u> SDR per kilogramme;
- 4.3 for the year 2016 2020, 4.311 4.724 SDR per kilogramme;
- 4.4 for the year 2017 <u>2021</u>, 4.432 <u>4.858</u> SDR per kilogramme.
- For mail flows over 75 tonnes per year the flow threshold specified in article 28.13bis, the flat rate per kilogramme listed above shall be applied if neither the origin designated operator nor the destination designated operator requests the revision mechanism in order to revise the rate on the basis of the actual number of items per kilogramme, rather than the worldwide average. The sampling for the revision mechanism shall be applied in accordance with the conditions specified in the Letter Post Regulations.
- The downward revision of the total rate in paragraph 4 may not be invoked by a country in the target system against a country in the transitional system unless the latter asks for a revision in the opposite direction.
- Designated operators of countries in the terminal dues transitional system may send <u>and receive</u> format-separated mail on an optional basis, in accordance with the conditions specified in the <u>Letter Post</u> Regulations. In the case of format separated-exchanges the rates in paragraphs 3 <u>and 3bis</u> above shall apply.
- 8 The payment for bulk mail to designated operators of countries in the target system shall be established by applying the rates per item and per kilogramme provided for in article $\frac{30}{28}$. For bulk mail received, designated operators in the transitional system may request payment according to paragraphs 3 and 3bis.
- 9 No reservations may be made to this article, except within the framework of a bilateral agreement.

Article 30 Quality of Service Fund

- Terminal dues payable by all countries and territories to the countries classified by Congress as group 5 countries as least developed countries and included in group IV for terminal dues and the Quality of Service Fund (QSF) purposes, except for M bags, IBRS items and bulk mail items, shall be increased by 20% of the rates given in article 31 $\underline{29}$ for payment into the Quality of Service Fund (QSF) for improving the quality of service in group 5 those countries. There shall be no such payment from one group 5 \underline{IV} country to another group 5 \underline{IV} country.
- Terminal dues, except for M bags, IBRS items and bulk mail items, payable by countries and territories classified by Congress as group $4 \, \underline{\text{IV}}$ countries, other than the least developed countries referred to in paragraph 1 of this article, shall be increased by 10% of the rates given in article $34 \, \underline{29}$, for payment into the QSF for improving the quality of service in group 4 those countries.

Appendix B

Anti-Remail and Anti-ETOE Articles of the 2016 Universal Postal Convention

Source: Draft Acts of the Istanbul Congress, as adopted by the Congress. The Acts may be subject to technical revisions and corrections before final publication.

Article 10

Processing of personal data

- 1 Personal data on users may be employed only for the purposes for which they were gathered in accordance with applicable national legislation.
- 2 Personal data on users shall be disclosed only to third parties authorized by applicable national legislation to access them.
- 3 Member countries and their designated operators shall ensure the confidentiality and security of personal data on users, in accordance with their national legislation.
- Designated operators shall inform their customers of the use that is made of their personal data, and of the purpose for which they have been gathered.
- 4bis Without prejudice to the foregoing, designated operators may transfer electronically personal data to the designated operators of destination or transit countries that need these data in order to fulfil the service.

Article 11

Exchange of closed mails with military units

- 1 Closed letter-post mails may be exchanged through the intermediary of the land, sea or air services of other countries:
- 1.1 between the post offices of any member country and the commanding officers of military units placed at the disposal of the United Nations;
- 1.2 between the commanding officers of such military units;
- between the post offices of any member country and the commanding officers of naval, air or army units, warships or military aircraft of the same country stationed abroad;
- 1.4 between the commanding officers of naval, air or army units, warships or military aircraft of the same country.
- Letter-post items enclosed in the mails referred to under 1 shall be confined to items addressed to or sent by members of military units or the officers and crews of the ships or aircraft to or from which the mails are forwarded. The rates and conditions of dispatch applicable to them shall be fixed, according to its regulations, by the designated operator of the member country which has made the military unit available or to which the ships or aircraft belong.
- 3 In the absence of special agreement, the designated operator of the member country which has made the military unit available or to which the warships or military aircraft belong shall be liable to the designated operators concerned for the transit charges for the mails, the terminal dues and the air conveyance dues.

Article 12

Posting abroad of letter-post items

- A designated operator shall not be bound to forward or deliver to the addressee letter-post items which senders residing in the territory of its member country post or cause to be posted in a foreign country with the object of profiting by the more favourable rate conditions there.
- The provisions set out under 1 shall be applied without distinction both to letter-post items made up in the sender's country of residence and then carried across the frontier and to letter-post items made up in a foreign country.
- The designated operator of destination may claim from the sender and, failing this, from the designated operator of posting, payment of the internal rates. If neither the sender nor the designated operator of posting agrees does not agree to pay these rates within a time limit set by the designated operator of destination, the latter may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

A designated operator shall not be bound to forward or deliver to the addressees letter-post items which senders post or cause to be posted in large quantities in a country other than the country where they reside if the amount of terminal dues to be received is lower than the sum that would have been received if the mail had been posted in the country where the senders reside. The designated operator of destination may claim from the designated operator of posting payment commensurate with the costs incurred and which may not exceed the higher of the following two amounts: either 80% of the domestic tariff for equivalent items, or the rates applicable pursuant to articles 30.5 to 30.9, 30.10 to 30.11, or 31.8, as appropriate. If the designated operator of posting does not agree to pay the amount claimed within a time limit set by the designated operator of destination, the designated operator of destination may either return the items to the designated operator of posting and shall be entitled to claim reimbursement of the redirection costs, or handle them in accordance with its national legislation.

Article 12bis Use of UPU forms

- 1 Unless otherwise provided by the Acts of the Union, only designated operators shall use UPU forms and documentation for the operation of postal services and exchange of postal items in accordance with the Acts of the Union.
- 2 Designated operators may use UPU forms and documentation for the operation of extraterritorial offices of exchange (ETOEs), as well as international mail processing centres (IMPCs) established by designated operators outside their respective national territory, as further defined in § 6, in order to facilitate the operation of the aforementioned postal services and exchange of postal items.
- 3 The exercise of the possibility outlined in § 2 shall be subject to the national legislation or policy of the member country or territory in which the ETOE or IMPC is established. In this regard, and without prejudice to the designation obligations contained in article 2, designated operators shall guarantee the continued fulfilment of their obligations under the Convention and be fully responsible for all their relations with other designated operators and with the International Bureau.
- 4 The requirement set forth in § 3 shall equally apply to the destination member country for the acceptance of postal items from such ETOEs and IMPCs.
- 5 Member countries shall inform the International Bureau on their policies with regard to postal items transmitted and/or received from ETOEs or IMPCs. Such information shall be made available on the Union's website.
- Strictly for the purposes of this article, ETOEs shall be defined as offices or facilities established for commercial purposes and operated by designated operators or under the responsibility of designated operators on the territory of a member country or territory other than their own, with the objective of drawing business in markets outside their respective national territory. IMPCs shall be defined as international mail processing facilities for the processing of international mail exchanged either in order to generate or receive mail dispatches, or to act as transit centres for international mail exchanged between other designated operators.
- 7 Nothing in this article shall be construed to imply that ETOEs or IMPCs (including the designated operators responsible for their establishment and operation outside their respective national territory) are in the same situation as designated operators of the host country under the UPU Acts, nor impose a legal obligation on other member countries to recognize such ETOEs or IMPCs as designated operators on the territory where they are established and operated.

Section II Quality of service standards and targets

Article 13

Quality of service standards and targets

1 Member countries or their designated operators shall establish and publish delivery standards and targets for their inward letter-post items and parcels.