Doha 2013–2016
Postal Strategy

The global roadmap for postal services

UPU
UNIVERSAL
POSTAL
UNION

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Doha 2013–2016 Postal Strategy

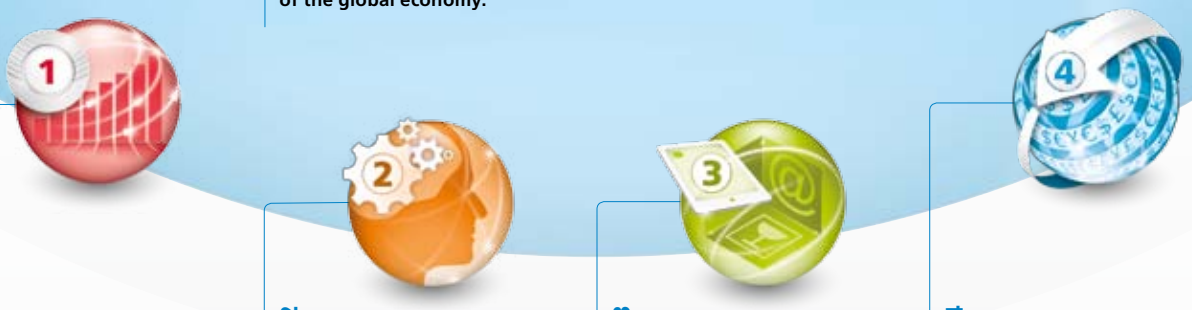
Mission of the Universal Postal Union

To stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the world's inhabitants by:

- guaranteeing the free circulation of postal items over a single postal territory composed of interconnected networks;
- encouraging the adoption of fair common standards and the use of technology;
- ensuring cooperation and interaction among stakeholders;
- promoting effective technical cooperation;
- ensuring the satisfaction of customers' changing needs.

Vision

The postal sector is seen as an essential component of the global economy.



Goal 1

Improve the inter-operability of the international postal networks

Programmes:

- **1.1** Enhance quality of service, reliability and efficiency of the postal networks
- **1.2** Increase postal integrity and security and facilitate customs processes
- **1.3** Develop adequate standards and regulations
- **1.4** Stimulate the use of information and communication technologies to improve access and performance
- **1.5** Promote addressing in national postal systems

Goal 2

Provide technical knowledge and expertise related to the postal sector

Programmes:

- **2.1** Increase awareness of the role of the postal sector
- **2.2** Strengthen members' capacity to implement and manage their universal service
- **2.3** Provide market and sectoral research in response to customer and stakeholder needs
- **2.4** Develop statistical and analytical/cost accounting procedures
- **2.5** Provide information and expertise to foster cooperation among stakeholders

Goal 3

Promote innovative products and services (developing the 3-D network)

Programmes:

- **3.1** Modernize and diversify postal products and services
- **3.2** Stimulate market growth through the use of new technologies
- **3.3** Facilitate international e-commerce
- **3.4** Continue development of postal networks along three dimensions

Goal 4

Foster sustainable development of the postal sector

Programmes:

- **4.1** Improve remuneration systems between designated postal operators
- **4.2** Strengthen the UPU's capacity to respond appropriately to changing needs in the market
- **4.3** Stimulate the inclusion of all segments of the population through greater and/or targeted access to postal services
- **4.4** Promote environmental awareness and social responsibility

The global postal network's strength lies in its **physical**, **electronic** and **financial** dimensions, through which Posts offer customers quality communication services and products.

To maintain and boost this network, the UPU works on its **development**, on better **interconnecting** disparate networks worldwide to ensure interoperability, and on **governance rules** for postal markets.

These overlying axes govern the UPU's world postal strategy, consisting of four **main goals**. The strategy's successful realization rests on its **implementation by stakeholders at the regional level**.

Mapping the UPU's future

I have great pleasure in presenting the Doha Postal Strategy, the Universal Postal Union's roadmap for the period 2013–2016, which the 25th UPU Congress, convened in the beautiful capital of Qatar is being asked to approve.

A clear strategic plan is needed now more than ever in what can only be described as a world of uncertainty. At both political and economic levels, various crises and upheavals continue to reverberate throughout the world, with effects so dramatic and far-reaching that we can only begin scratching away at the surface of our response. At the same time, technology and innovation are rapidly transforming consumer and corporate behaviours alike.

The postal sector and the Universal Postal Union, as a specialized agency of the United Nations, are clearly not immune to the effects of this global turbulence. Postal operators worldwide are trying to counter the relative decline in core services through the exploration of new business models. As for the Universal Postal Union, it strives to accompany the postal sector in its transformation and to ensure that none of its members is left behind.

Against this background, the Doha Postal Strategy sets forth a series of goals and programmes aimed at implementing the UPU's mission and achieving its vision, which seeks to put the postal sector at the heart of the global economy. Perhaps more importantly, the strategy seeks to ensure that decision makers from outside the postal sector actually see postal services as pillars of the global economy. This matters at a time when governments and global institutions are looking for inclusive pathways of economic growth.

Uncertainty in itself is not a bad thing, provided that it is met with decisive and well informed actions. Accordingly, I am confident that the UPU and the postal sector can stay on the right course towards a sustainable future by following the guidelines provided by the Doha Postal Strategy.

Every effort has been made to ensure that this document – the strategic content first and foremost, but also the layout and innovative design – is of a standard that truly reflects its absolute importance as the most important policy document for the UPU and its members. I firmly believe that the Doha Postal Strategy stands out from previous UPU strategies in that it is now more concise, easier to read, and far better focused on identifying and implementing activities.

All this makes the Doha Postal Strategy an essential guiding tool for the UPU and the postal sector.

Edouard Dayan
Director General,
International Bureau, Universal Postal Union

Berne, July 2012

Executive summary

Introduction and scope

The Doha Postal Strategy (DPS) is the Universal Postal Union's reference document for the period 2013 to 2016. Based on a comprehensive analysis and consultation process, it establishes broad lines of action for the organization and its 192 member countries. It concerns all UPU bodies, including the Council of Administration (CA), the Postal Operations Council (POC) and the International Bureau (IB). It also serves as a reference for defining the priorities of the UPU's regions as represented by their restricted unions and implemented through the regional development plans (RDPs). The DPS may also be used by postal authorities and governments for developing national postal strategies and policies.

Mission and vision

The UPU's mission remains as it is set in the preamble of its Constitution.

The mission of the Union is to stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the inhabitants of the world by:

- guaranteeing the free circulation of postal items over a single postal territory composed of interconnected networks;
- encouraging the adoption of fair common standards and the use of technology;
- ensuring cooperation and interaction among stakeholders;
- promoting effective technical cooperation;
- ensuring the satisfaction of customers' changing needs.

A particular focus should be placed on the universal service, as the UPU's *raison d'être* consists of ensuring the provision of a viable universal postal service worldwide. While defining the scope of the universal service obligation (USO) remains with member states, the UPU can certainly provide guidance on how to adapt the USO to the market and technological conditions of the 21st century. Two other important areas for the 2013 – 2016 cycle are technical cooperation and the needs of customers.

The UPU's vision states: "The postal sector is seen as an essential component of the global economy." This vision was defined to respond to the fact that, while practitioners of the postal sector knew what value the postal sector brought to the global economy, this perception was not widely shared by other decision makers or the wider public. The UPU and its members will strive to ensure that the economic benefits brought by the postal sector are fully recognized.

Context analysis

The context analysis presents the environment in which the UPU carries out its tasks. It aims to identify trends that will have an impact on the UPU's activities during the 2013–2016 period and will therefore be used to define the UPU's strategic framework.

The first part of the PESTLE analysis looks at political, economic, social, technological, legal and environmental issues. Five areas of interest for the UPU and the postal sector have been identified:

- changing international economic and political landscape;
- technology, Internet and customer power;
- human factors (migration, urbanization, ageing);
- global crises;
- regulation.

The second level of the context analysis highlights five postal trends:

- changes in mail volumes;
- changes in postal markets;
- diversification to respond to customer needs;
- innovation; and
- environmental issues.

The context analysis continues with the five key ideas drawn from the debates held at the 2010 UPU Strategy Conference in Nairobi, Kenya, namely:

- changing times and crises should be seen not only as threats, but also as opportunities to develop and mature;
- diversification and innovation are key drivers of success;
- the network matters;
- sustainable development is not a growth-stopper or the privilege of developed economies; and
- regulation should lead to a level playing field.

The context analysis further evaluates the UPU's strengths and weaknesses as well as the opportunities and threats it faces – the classical SWOT analysis. The following table summarizes the top three of each category:

Strengths	**Weaknesses**
• Global network of 192 countries • Intergovernmental • Integrated three-dimensional network	• Structure and general lack of flexibility in decision making • Difficulty in attracting interest of member countries • Inability to prioritize
Opportunities	**Threats**
• Need for information and expertise on the postal sector • Growth of e-commerce and international trade • Need for inclusion of all sections of the population	• Shrinking funding base for the organization • Technological substitution/diversification by communication media • Bilateral agreements/unilateralism potentially leading to reduced relevance of the UPU

The Doha Postal Strategy was not drafted from scratch. Rather, it builds on the successful implementation of the UPU's previous strategy, the Nairobi Postal Strategy (NPS). The concept of the three-dimensional postal network, offering products and services along the physical, digital/electronic and financial dimensions, remains valid. Similarly, the three axes of interconnection, governance and development will remain key values driving the implementation of the new strategy. Finally, the four-year roadmap considers the lessons learned from the NPS implementation, such as the need for cooperation both internally and externally and the importance of building on the UPU's strengths to achieve successful results.

Strategic framework

Following the identification of key trends, the UPU's strategic framework can be defined. It consists of four goals and 18 programmes that will allow the UPU to carry out its mission and achieve its vision.

Goal 1 – Improve the interoperability of the international postal networks

UPU member countries identified this goal as the most important. Its aim is to ensure the efficient and effective operation of the international postal networks in the physical, electronic/digital and financial spheres.

Quality of service is the main focus of the first goal and therefore its top programme. The security of the global postal supply chain and the work with customs authorities should also be given plenty of resources. Given the complexity of today's postal markets, global standards and regulations are necessary to ensure interoperability in the long term. In a connected area, the work on the development of addressing standards should continue. Finally, information and communication technologies (ICTs) and new technologies in general should help the postal sector improve access and performance.

Goal 2 – Provide technical knowledge and expertise related to the postal sector

This goal addresses the need for systematic, reliable information on the global postal sector from the UPU, given its access to knowledge and expertise.

The first associated programme aims at increasing awareness of the role the postal sector plays for economic development in general. It also provides guidance to member countries in the management of their universal service. In addition, research on the postal sector and postal markets should be carried out. To facilitate the processing of mail, statistical and cost accounting procedures should be developed. Finally, interaction with external stakeholders should be fostered.

Goal 3 – Promote innovative products and services (developing the three-dimensional network)

The third goal seeks to counter the decline in core letter activities by helping the designated operators (DOs) of UPU member countries to improve, modernize and diversify their products and services to satisfy customers' changing needs. There are several ways the UPU can achieve this. It can foster innovation in products adapted to customer needs, such as direct mail and postal payment services. Through the .post network, the UPU will offer a platform specially dedicated to electronic postal services. A further and significant opportunity of focus is linked to the growth of international e-commerce, and in particular the postal sector's role in supporting customer needs as well as governmental objectives in areas like economic development, inclusion and trade through a well-functioning, market-responsive international network for the delivery of goods ordered. Finally, the UPU should ensure that innovation happens along the postal sector's three dimensions.

Goal 4 – Foster sustainable development of the postal sector

The final goal deals with the sustainable development of the postal sector and of the UPU. Sustainable development should be interpreted in a broad manner as it encompasses economic, social and environmental aspects.

The first associated programme addresses the issue of remuneration systems for designated operators. At a time when market conditions are changing fast, remuneration systems for letters, packets and parcels should be adapted so they remain fair and efficient for all. Similarly, the UPU should also ensure its structures and decision-making processes are in tune with its members' needs. Furthermore, the concept of inclusion, mainly but not only its financial side, should be fostered. As for the work on social and environmental issues, it should continue along the lines of what was carried out in the 2009-2012 cycle.

Implementation

To carry out the Doha Postal Strategy and its goals, a four-year global business plan will serve as the basis for four annual programmes and budgets. Each region will also benefit from a regional development plan.

The strategy will be reviewed annually so it can be adapted to new and unexpected developments.

Finally, the strategy will be successfully implemented only if the UPU's structures are adequate and reflect the strategic directions laid out in this document.

Doha Postal Strategy

Structure

The document starts by defining the scope of the Doha Postal Strategy, giving an overview of the different levels of implementation. Next, the UPU's mission and vision are spelt out and briefly explained. The subsequent section focuses on the context in which the UPU carries out its tasks, using several layers of analysis. The PESTLE analysis examines the political, economic, social, technological, legal and environmental factors that may have an impact on the UPU and the postal sector. This analysis is complemented by a description of the main trends directly influencing the postal sector and driving its transformation. Conclusions from the 2010 UPU Strategy Conference and lessons learned from the Nairobi Postal Strategy provide further perspectives. Finally, and importantly, the UPU's strengths, weaknesses, opportunities and threats are examined (SWOT analysis). This aims to position the UPU today with regard to the trends, developments and lessons highlighted in the strategic context section.

The main section is devoted to the UPU strategic framework for the 2013–2016 period. It details the four goals of the Doha Postal Strategy as well as its 18 programmes. Together, these goals and programmes form a response to the UPU's current strategic environment: leveraging strengths, addressing weaknesses, defending against and responding to threats, and embracing and acting on opportunities. This section also includes possible actions that could be undertaken by the UPU bodies (Council of Administration, Postal Operations Council and International Bureau) and by UPU stakeholders (governments, designated operators and regulators). The final part sets out broad guidelines on how the DPS should be implemented.

A series of matrices also summarizes the Doha Postal Strategy as follows:

- The global matrix (page 3) recalls the UPU's mission and vision as well as the four goals and their programmes. It is complemented by the broad principles guiding the implementation of the Doha Postal Strategy.
- A series of seven regional matrices describe the priorities of the various UPU regions (Africa, Latin America, Asia-Pacific, Caribbean, Arab countries and observer, Europe and CIS countries (RCC member countries), and Europe and CIS countries (PostEurop member countries).

Scope

The Doha Postal Strategy is a roadmap for the UPU as a specialized agency of the United Nations comprising 192 member countries. Accordingly, the four strategic goals defined and their associated programmes should be tackled by UPU bodies with the support of all member countries and restricted unions.

Each region and its restricted union should define the activities they intend to carry out under the aegis of the strategy, following the broad lines set out in the regional development plans, which are based on the matrices of priorities defined by each region. The four goals will remain as a guideline, but the activities undertaken can differ from the programmes set for the global strategy so that regional priorities are accommodated.

At a national level, each country is free to set its own postal policy. Designated operators may also define the best strategy for them based on the specific challenges and opportunities they face. In this regard, the Doha Postal Strategy can serve as a source of inspiration and strategic guidance.

Development process

The Doha Postal Strategy is the result of a comprehensive reflection and consultation process that started with the General Debate during the 24th Universal Postal Congress. The General Debate set out the broad lines of the UPU's future strategy.

Joint CA/POC Committee 4 (UPU Strategy) was given the responsibility of preparing the new strategy. It carried out several analyses, the results of which are presented later in this document, which served as the basis of the UPU strategic framework. Committee 4 presented several versions of the document to both the CA and the POC, and took due account of those bodies' comments and suggestions.

The 2010 UPU Strategy Conference, hosted by Kenya, took stock of the accomplishments achieved in implementing the Nairobi Postal Strategy, the UPU's roadmap for 2009–2012. The Strategy Conference also highlighted five key ideas to be included in the future strategy, which are presented later on.

The year 2011 saw a two-pronged consultation process of the UPU membership. First, seven regional round tables were organized to present the draft Doha Postal Strategy to the UPU member countries and gather their suggestions. These round tables also served to define each region's priorities as summarized in the annexed matrices. The other part of the consultation process was a worldwide questionnaire on the draft strategy, which helped in prioritizing the various goals and programmes as well as in validating the direction to be taken.

The work on developing the strategy did not happen in a vacuum but was closely linked with other areas. Joint CA/POC Committee 4 carried out this work in parallel with CA Committee 1's efforts to reform the UPU. It is now clear that the implementation of the Doha Postal Strategy will require appropriate decision-making structures. Conversely, reform endeavours can only succeed if they are in line with the strategy. Cooperation with Joint CA/POC Committee 2, which dealt with development cooperation issues, was also fostered to ensure the implementation of the UPU's strategy at all levels of action as described in its scope.

Mission

The mission of the Union is to stimulate the lasting development of efficient and accessible universal postal services of quality in order to facilitate communication between the inhabitants of the world by:

- guaranteeing the free circulation of postal items over a single postal territory composed of interconnected networks;
- encouraging the adoption of fair common standards and the use of technology;
- ensuring cooperation and interaction among stakeholders;
- promoting effective technical cooperation;
- ensuring the satisfaction of customers' changing needs.

Even in the current context, this mission remains relevant for the postal sector and the UPU. While the mission statement is self-explanatory, three aspects are nevertheless worth highlighting.

Universal service

The UPU's primary focus and *raison d'être* is to help its members provide customers with access to postal services worldwide. That said, the concept should be understood in a broader sense, as recent changes in postal business models point to the need for a universal service that is adapted to today's technological environment as well as to the changing market realities. It is up to each member country to define the scope of its universal service.

Technical cooperation

Technical cooperation will continue to be an important focus of UPU activities over the next four years. Capacity building and technical assistance should be recognized as pillars of development cooperation, enabling member countries to achieve the goals of the Doha Postal Strategy. The UPU should promote the increased use of technology and stimulate the use of innovative development projects, while encouraging greater North–South and South–South cooperation, particularly through the exchange of resources, technology and knowledge. UPU action, adapted to the regional dynamic, should lead to better governance in the postal sector and a strengthening of the universal postal service for the benefit of citizens, businesses and governments throughout the world.

Customer needs

Although there has been a tendency to overlook the last aspect of the UPU's mission, customers and their needs must be fully taken into account when defining strategic actions and guidelines for the UPU in 2013–2016. Since its inception in 1874, the UPU has managed to adapt to changes in its environment to remain relevant. The rapid pace of change and transformation today will require from the UPU an even greater capacity to react and adjust, and to do so quickly.

Vision

The UPU vision states: "The postal sector is seen as an essential component of the global economy."

While the mission statement sums up the organization's work and why it exists, a vision statement is best described as a "guiding image of success". It indicates how the world stands to gain if the organization carries out its mission and achieves its goals. In the UPU's case, the vision is a dynamic statement that clearly shows where the postal sector should be after the successful implementation of the organization's strategy.

The proposed vision statement for this cycle aims to put the postal sector at the heart of the global economy. It differs slightly from the previous vision statement through the addition of the expression "is seen". This might at first appear to be a somewhat cosmetic change but it has a deeper significance. While all members of the postal community agree that the postal sector is a key component of the global economy, this view is not widely recognized by outsiders (governments, businesses, general public), which may take a well-run postal sector for granted and not appreciate its positive effects on the economy. In adopting the Doha Postal Strategy, the UPU seeks to raise awareness of the benefits brought by the sector and to position it as a major enabler of economic and social activities in the future.

Strategic context

Current status and future direction

The UPU combines the features of a typical intergovernmental organization with a focus on a specific sector, so two layers of context analysis are necessary. The first deals with broad political, economic, social, technological, legal and environmental trends (PESTLE), while the second examines postal trends.

The context analysis also includes input from two other valuable sources: the UPU Strategy Conference, held in Nairobi in September 2010, and the lessons learned from implementing the 2009-2012 strategy, called the Nairobi Postal Strategy.

The final element consists of the results of the UPU's SWOT analysis.

A more detailed analysis of the trends presented below was discussed during the various sessions of the UPU bodies. This will be available online, together with the sources consulted to prepare the document. The analyses should be updated regularly during the implementation cycle of the strategy.

PESTLE analysis

Changing international economic and political landscape

The growing importance of emerging markets in the world economy needs to be stressed, a factor further amplified by the effect of the current economic crisis on the developed economies. According to the International Monetary Fund (IMF), the emerging economies could account for half the world economic output (at purchasing-power parity) in 2013.

On a political level, the situation is more fluid. However, the emergence of groupings such as the G20 and BRICS, and the reform of the IMF to take better stock of the power of emerging markets, are good examples of a changing landscape and the uncertainty it can create.

In uncertain times, multilateralism can be called into question. The stalled negotiations on the Doha cycle at the World Trade Organization (WTO) are a case in point. Started in 2001 and named the "Doha Development Agenda", they have not yet yielded significant results. Concurrently during this time, efforts towards preferential (i.e. outside of the WTO's scope) trade agreements have increased, although their growth seems to have levelled off somewhat recently.

Consequences for the sector:

- new postal business models could also come from developing countries;
- should resources continue to be invested in traditional ways of doing postal business?

Consequences for the UPU:

- a need to engage more with emerging players and vice versa;
- risk of loss of faith in multilateralism, with a preference for alternative models such as bilateralism.

Technology, Internet and customer power

Another major factor is the impact of technology on people's behaviour. When the last UPU strategy was adopted, the iPhone was just one year old, the iPad had not even been launched, and Facebook had barely 100 million users (against more than 800 million in early 2012). The pace of technological change and innovation today is extremely fast and far reaching, and it is accelerating. Technology is expanding global reach and access, fuelling an ever-increasing

demand for information. All this is changing the way individuals, businesses and governments communicate, transact and behave.

Consequences for the sector:

- need for better use of customer data transiting through the postal network;
- need for better management of and faster response to rapidly changing customer needs.

Consequences for the UPU:

- less focus on letters, but a significant opportunity for packets and parcels in e-commerce fulfilment;
- adaptation to address changes and trends in the postal sector;
- convergence of networks; increased customer focus;
- necessary development of EDI standards.

Human factors

Human factors, such as migration, ageing and urbanization, must also be considered in choosing the UPU's strategic direction. Since 2007, half the world population lives in cities, and the trend is towards an ever-higher number of city-dwellers. Migration remains a key factor, although its patterns might change in the years to come, given the economic crisis. Also, the age structure of the global population and the "greying of the world" must be taken into consideration, as this will have an impact on the way member countries manage and prioritize their finances and public policy choices.

Consequences for the sector:

- increased costs of providing universal service in rural areas with fewer inhabitants; opportunities in the remittances and other postal financial services market and e-commerce fulfilment.

Consequences for the UPU:

- addressing as a tool for manageable urbanization;
- alignment of the universal service obligation to the new conditions.

Global crises

History is replete with unexpected events that create uncertainty and have a long-term impact. With globalization, local events can very often and very quickly take on international dimensions, resulting in global crises in areas as diverse as security, finance, health, the environment and natural disasters. The 2011 earthquake in Japan had a significant impact not only on the country itself but also on global supply chains. Other examples of such localized events that quickly expanded with international impacts are the swine flu pandemic and the global financial crisis. The latter began with homeowners defaulting on their mortgages, before extending to the whole financial system. All these events have happened in the relatively short period since the 2008 UPU Congress, and none were expected.

Another area worth mentioning is that of security. The past few years saw a number of foiled terrorist plots aimed at taking down aircraft. Some were intended to be carried out by passengers transporting undetectable explosives. These incidents led to increased airport security measures. But the terrorist attempts were not limited to passengers: in 2010, two bomb packages carrying the same type of explosives were intercepted before reaching their destination. Heightened security measures resulted in massive disruption in the global postal supply chain, even though the packages in question were transported by express carriers. Such events showed that the postal sector could not set itself apart from discussions on global security.

Consequences for the sector:

- disruption of the international postal supply chain.

Consequences for the UPU:

- need for greater flexibility and mechanisms to quickly and effectively respond to crises; need for interaction with other international organizations to ensure their understanding of the postal sector's unique nature.

Regulation

In the context of increasingly global and integrated markets, there is a heightened need for coherent and relevant international regulation in certain sectors, for example in the field of financial services.

Consequences for the sector:

- possible increase in the regulatory burden in certain areas; possibility of tighter regulations for postal operators offering postal financial services and/or postal banks.

Consequences for the UPU:

- opportunity to market the UPU as the organization representing the uniqueness of the postal sector and recognized as such by other international regulatory authorities.

Postal sector trends

Changes in mail volumes

In terms of volumes of postal items, two broad trends can be highlighted. At the global level, the volume of letters has dramatically decreased in recent years. The assumption is that this trend will continue in the near future. The opposite can be said of packet and parcel volumes, which have benefited from e-commerce growth and the resulting need for physical delivery (although technology has also found ways to replace some of what – until recently – was sent physically; for example, music and books can now be downloaded online). The changing volume and product mix in the postal sector is the result of changing customer needs and their use of postal services. Thus, the postal sector is increasingly about the transport and delivery of goods, and this in turn is drawing attention from others in the international supply chain, including customs and border security agencies.

Changes in postal markets

Changes have also occurred in postal markets. The liberalization process has continued in certain parts of the world. The markets of 10 European Union countries opened up in 2011, to be followed by 11 more in 2013. New governance models, separating operational functions from policy, regulatory and oversight functions, have also emerged in a variety of models worldwide. Competition and partnerships – some would even say "coopetition" – are now an integral part of postal markets. Security and customs requirements have become critical issues for designated operators. Several factors, including growing pressures caused by aviation security and border security issues, will strongly influence relationships between Posts and Customs.

Diversification to respond to customer needs

To cope with the decline in their core business, several postal operators have tried to diversify their activities by venturing into financial or digital/electronic services, or by venturing further into the physical postal value chain (addressing, logistics, supply chain management, etc.).

Innovation

Innovation has become an inescapable aspect of today's postal markets. Innovation through the use of information and communication technologies can drive processes and quality improvements, while engaging customers and responding to their needs. It should be noted that innovation is occurring worldwide and is no longer purely the privilege of developed e conomies. There are lessons to be learned globally.

Environmental issues

Environmental issues are becoming more important. The sector is sometimes seen as a significant producer of greenhouse gases, and its customers increasingly demand that it make efforts to reduce its environmental impact. This has led to the provision of a new range of products and changes in business processes to make businesses more eco-friendly.

Conclusions from the 2010 UPU Strategy Conference

The 2010 UPU Strategy Conference, held in Nairobi, identified five key ideas that should guide the UPU in defining its new strategy, namely:

- changing times and crises should be seen not only as threats, but also as opportunities to develop and mature;
- diversification and innovation are key drivers of success;
- the network matters;
- sustainable development is not a growth-stopper or the privilege of rich countries; and
- regulation should lead to a level playing field.

Lessons from the past

The Doha Postal Strategy was not built from scratch, but instead carries over a number of key concepts developed in the Nairobi Postal Strategy (NPS). The past few years have shown that designated operators pursuing activities in the physical, financial and digital/electronic spheres have generally benefited from a more diversified base, compared with operators focused on only one dimension. The three-dimensional network, therefore, remains a cornerstone of the UPU's strategic approach. This is in line with the findings of the 2010 UPU Strategy Conference and the conclusions of other forums, including the World Postal Business Forum held in Stuttgart, Germany, in September 2011. At the latter, one speaker summarized the current environment by pointing out that "business as usual is no longer an option" for the postal sector.

The three axes of interconnection, governance and development have also been carried over from the NPS. Interactions with Customs, airlines and other providers have increased markedly over the last cycle, highlighting the need for interoperable interfaces at both an operational and institutional level (i.e. UPU cooperation with other international sectoral organizations). Postal market changes also call for improved governance and regulatory models. Development of the postal sector worldwide, by all UPU members, will remain a driving principle of the strategy.

In addition, the implementation of the NPS has offered several lessons to be taken into account. These are described in detail in Congress–Doc 15, but it is worth mentioning them here:

- coordination should be promoted at all levels;
- better results are achieved when building on the UPU's strengths;
- governments need to be more involved in the work of the UPU;
- the concrete effects of the UPU's work are sometimes difficult to assess; and
- overall coherence between work programmes, available resources and the UPU strategy should be improved.

As for the strategy's specific details, the links between the NPS objectives and the new goals for 2013-2016 are explained in the rationale section of the strategic framework.

SWOT analysis

This builds on the other components of the strategic context work and identifies in simple terms where the UPU is positioned with regard to trends, developments and the broader environment in which it operates. The analysis identifies the organization's strengths and weaknesses, as well as the threats and opportunities concerning the organization's future.

Strengths

- Global network of 192 countries
- Intergovernmental
- Integrated three-dimensional network
- Expertise and access to information

Weaknesses

- Structure and general lack of flexibility in decision making
- Difficulty in attracting interest of member countries
- Inability to prioritize
- Inability to deal with an increasingly complex sector

Opportunities

- Need for information and expertise on the postal sector
- Growth of e-commerce and international trade
- Need for inclusion of all sections of the population
- New and improved postal networks in the future
- Addressing
- Greater need for interoperability and international standards
- Addressed direct mail, parcels and express services, and secure and affordable money transfers
- International regulations

Threats

- Shrinking funding base for the organization
- Technological substitution/diversification by communication media
- Bilateral agreements/unilateralism potentially leading to reduced relevance of the UPU
- Non-UPU networks
- Pressure on the universal service obligation

The four strategic goals

Rationale

The current context must be analyzed to determine how the UPU can best fulfil its mission and achieve its vision. It is clear that an organization like the UPU has many strengths, and the trust the sector enjoys is a valuable asset on which to build. There are numerous opportunities to improve global infrastructure and network interoperability or focus on growth and sustained relevance (for example, growth of packets and parcels in parallel with e-commerce development). The strategic plan should address the need for information on the sector and the importance of common rules and standards as part of the UPU's general regulatory framework. Finally, the intergovernmental nature of the organization allows it to bring together all of the sector's stakeholders, an important advantage in a time of fragmentation and transformation of postal markets.

Several weaknesses and challenges have also been identified. One concern is the UPU's difficulty in attracting the interest of its members in certain areas, combined with the reduced budgets of governments and postal operators. Also, the perceived lack of flexibility in the organization's decision-making process and structures could become constraints in a context of rapidly evolving postal markets and business models. Left unaddressed, these issues could impact the ability of the UPU and its members to adequately deal with change, leading to questions of organizational relevance and possibly reducing members' commitment in terms of both time and financial support. Furthermore, the UPU's difficulty in prioritizing its activities at a time of increased demands, tighter resources and sectoral transformation places great pressure on the organization. Continuing to try to do a bit of everything asked of it, while noble in intent, leads to dilution of focus and resources and can hold back an organization from excelling in areas of critical importance.

Four goals

The organization's four strategic goals and associated programmes endeavour to tackle these issues and to take full advantage of potential opportunities.

The term "goal" was preferred over "objective". Goals are general outcome statements guiding the UPU's work, whereas objectives refer to more concrete results that support the goals' achievement. In the Doha Postal Strategy, the UPU goals are divided into programmes that will then cover a portfolio of activities. For each of the programmes, one or more performance indicators have been defined to help monitor the strategy's implementation and the results achieved.

Next, it should be noted that an evolutionary approach was chosen in defining the goals. Thus, the first and fourth goals are fairly similar to the first and third objectives of the Nairobi Postal Strategy. The third goal on "innovative products and services" now includes many of the programmes previously assigned to the last strategy's fourth objective. The Doha Postal Strategy also contains a new goal (the second one) on "knowledge and expertise". Various UPU analyses, coupled with feedback gathered from member countries during a series of regional round tables, highlighted the fact that the organization has not been maximizing its potential as a centre of knowledge on the postal sector and would gain from reinforcing this position. A new goal was therefore created to address this situation.

Lastly, it was decided to abolish a specific goal on the "universal postal service". While this decision might seem controversial, there is a strong rationale behind it: universal postal services are clearly mentioned in the mission statement and are the organization's *raison d'être*. The defined goals should thus be aimed at supporting this mission and not be focused on the universal postal service per se. From a practical point of view, the resources spent on the universal service over the last couple of strategy cycles have never gone beyond 2 % of the total UPU budget, even though universal service was recognized as an objective. Moreover, in the previous strategy, most of the programmes relating to the universal service involved monitoring and research activities, artificially fragmenting five different programmes. In putting all the activities related to the universal service under a single programme (programme 2.2), the Doha Postal Strategy seeks a more focused and integrated approach.

Improve the inter-operability of the international postal networks

Goal 1

Member country consultation during the development of the Doha Postal Strategy clearly showed that the UPU's most important focus should be to ensure that postal networks can operate efficiently. This includes the postal sector's physical, electronic/digital and financial networks (letters, packets, parcels, Express Mail Service (EMS), the International Financial System (IFS), the POST*Net network, the .post top-level domain, etc.).

In the physical sphere, the global supply chain's efficiency and integrity should be continually improved through an integrated and coordinated approach to addressing the issues facing the circulation of postal items. Key among these are security threats, customs requirements, the loss of service quality in certain segments of international postal markets, and the necessity to adapt to changing times and simplify the range of products and services offered to customers of designated operators.

The UPU must look outward and beyond its own internal structures and service definitions in addressing threats and opportunities. For example, when customers order goods on the Internet, they are not ordering a packet or a parcel, but an item. Also, customs and border security authorities are becoming more interested in content (goods versus documents), regardless of the UPU classification of the mail stream in which the item travels.

The needs of electronic postal networks are similar. Data integrity should be strengthened, especially for electronic data interchange (EDI) messages. The speed of and access to data on the exchange of mail, as well as the reliability of data, should also be optimized. Efforts should be made to ensure the interoperability of the different systems in place, to allow for a complete integration of the global postal supply chain. In addition, the integrity of the .post top-level domain, once it is up and running, should be ensured. Finally, the growth of financial services should be accompanied by a focus on service quality, interoperability and security if it is to be sustainable.

Enhance quality of service, reliability and efficiency of the postal networks

Overall objective:

Provide appropriate tools to ensure an efficient and quality-based exchange of postal items at the international level, be it in the physical, digital/electronic or financial postal network.

This programme involves enhancing the general quality, reliability and efficiency of the postal networks. In terms of physical mail, this means pursuing initiatives aimed at helping designated operators improve their performance, such as the Global Monitoring System (GMS) and other affordable quality measurement solutions. The UPU should use the data it gathers and the resulting analyses to help its members improve their service quality, reliability and efficiency.

The same approach should be followed for improving electronic and financial services. Care should be taken to apply and maintain the characteristics that ensure the postal sector meets market and customer needs and retains customer trust.

Possible actions that could be undertaken by:

UPU bodies:

- Support improvements in international postal exchanges consistent with customer and market-based requirements.
- Continue the development of affordable quality measurement systems adapted to members' needs.
- Take measures to improve quality.
- Ensure that quality of service is also a focus for the development of financial and digital services.

Designated operators:

- Provide the UPU with relevant information on their quality of service results.
- Actively use the quality measurement systems put in place.

Regulators:

- Set quality of service targets for their respective postal markets.

Governments:

- Incorporate the concept of quality of service in national postal laws and policies, where this has not already been done.

Performance indicators:

- Number of designated operators with UPU quality of service certification.
- Percentage of proposed Quality of Service Fund (QSF) projects that are implemented.
- Percentage of implemented and evaluated QSF projects that receive a positive evaluation.
- Number of designated operators receiving parcel track-and-trace bonus.
- Number of designated operators in UPU Quality of Service link monitoring system achieving their target.
- Percentage of items delivered in J+5 mail delivery standard.

Increase postal integrity and security and facilitate customs processes

Overall objective:

Ensure the security of postal transactions all along the global postal supply chain to guarantee the free circulation of postal items.

The safety and security (including revenue protection) of the postal supply chain is critical to supporting worldwide commerce and communication. The programme will increase the importance the UPU places on this area of activity. Without consistency, reliability and predictability throughout the postal network, and without coordinated actions, the very concept of the single postal territory could be at risk.

The global postal network's unique features must be safeguarded. It is, therefore, important to raise the UPU's profile and that of its restricted unions among international and national authorities and stakeholders, and work with such authorities in an integrated fashion. For example, the UPU and restricted unions should be seen as organizations that are ready to support developments on customs issues having an impact on postal business, both globally and regionally, and in cooperation with other international organizations. The UPU Acts must also be presented as an international treaty platform to be taken into consideration and respected when defining customs processes.

Possible actions that could be undertaken by:

UPU bodies:

- Work with other international organizations to develop universal security standards within a single postal territory.
- Pursue developments supporting electronic customs data, screening of mail and physical security, for the benefit of postal, border and aviation security.
- Foster cooperation between the postal sector and regulatory bodies, including the UPU and international, regional and national bodies that are stakeholders in the security and integrity of mail.
- Develop action plans and standards that integrate the concerns and issues of regulatory bodies.
- Develop programmes that support designated operators in implementing security standards. These programmes should include methods for reviewing designated operators' processes, as well as provide assistance in developing continuity and follow-up plans.
- Share best practices in the field of security among designated operators.
- Understand and clarify economic impacts of change in security models.
- Develop and support regional training, knowledge and expertise regarding matters related to security.

Programme 1.2

Designated operators:

- Initiate improvements in the field of security, for instance, through the creation of postal security units.
- Identify optimal solutions for increasing the integrity, reliability and security of postal services. These should complement the specifics of the postal sector and help sustain the concept of a single postal territory.
- Take the necessary actions to guarantee a reliable postal service.
- Apply security rules in strict accordance with the regulations.
- Make postal employees aware of security issues and provide training.

Regulators:

- Consider security as a key aspect of quality measurement.
- Establish security guidelines.

Governments:

- Consider the needs and specificities of the postal sector when defining security measures related to transport, logistics and customs requirements.

Performance indicators:

- Number of designated operators receiving security certifications for their offices of exchange.
- Number of designated operators having put in place a security unit recognized by the national security authority.
- Number of security reviews performed by the UPU and resulting improvements.
- Number of international airport/transit reviews performed; issues identified and improvements made.

Develop adequate standards and regulations

Overall objective:

Put the necessary standards and regulations in place so postal markets can operate in an effective manner; eliminate outdated, unnecessary and costly requirements.

This programme comprises two parts. The first concerns policy regulating the sector. In the changing postal world, the sector's governance matters more than ever. Through adequate and relevant regulations, and by integrating postal-sector policy within national government development policies, the UPU and its members can ensure that postal items circulate freely among member countries, even when the markets are open to competition and made up of several players.

At the technical level, standards should be developed to sustain the single postal territory. Standards should be the result of cooperation among designated operators, industry stakeholders (e.g. mail processing equipment manufacturers and airlines), regulatory bodies such as customs and civil aviation authorities, and other standards bodies such as the International Organization for Standardization (ISO) and the European Committee for Standardization (CEN).

Possible actions that could be undertaken by:

UPU bodies:

- Facilitate a complete integration of standards to ensure interoperability of different data systems.
- Ensure that postal policies adopted by member countries meet the criteria of the single postal territory.
- Drive reform of outdated and unnecessary regulations.
- Develop standards for the whole sector.
- Liaise with other organizations active in the field of standardization.
- Promote the active use of UPU standards, particularly in technical operations.

Programme 1.3

Designated operators:

- Actively participate in developing standards at the UPU and apply them.
- Actively participate in developing and providing high-quality EDI messaging.

Regulators:

- Ensure government-defined postal policies are applied.
- Share best practices at the UPU level.
- Use standardized measurement systems.

Governments:

- Refer to the UPU when defining postal policies.
- Develop postal policies that provide a level playing field while recognizing the unique requirements for fulfilling the universal service obligation.
- Define sound standardization policies for postal and delivery network services.

Performance indicators:

- Number of designated operators transmitting standardized EDI messages.
- Number of countries with a legislative framework in place that is updated to reflect the reality of their postal industry.

Stimulate the use of information and communication technologies to improve access and performance

Overall objective:

Leverage the advantages offered by information and communication technologies (ICTs) to improve the effectiveness and efficiency of postal transactions at all levels.

This programme deals with the ways new technologies can be used to improve the operation of postal networks throughout the world. It focuses on how ICTs can be used to drive improvement in postal service access, quality, process efficiency and customer satisfaction.

For letters and parcels, affordable yet effective IT solutions for designated operators have already been developed by the UPU's Postal Technology Centre. This kind of customized operational support should be continued, and additional products responding to the needs of the operators and their customers should be developed.

In terms of financial services, the modernization of postal money transfers through the increased use of ICTs and mobile phone technology should be continued.

Possible actions that could be undertaken by:

UPU bodies:

- Facilitate integration to promote the interoperability of different data systems.
- Promote greater use of quality electronic messaging among designated operators (e.g. PREDES and RESDES dispatch information messages).
- Continue developing quality-enhancing IT solutions affordable to all UPU members.
- Identify areas where ICTs could improve the provision of postal financial services.
- Facilitate and improve the international and cross-border flow of postal items through increased emphasis on electronic activities set up for this purpose.

Designated operators:

- Increase the amounts to be invested in network technologies to link all post offices in a global network, for improved security and customer service.
- Increase the use of quality EDI messaging.

Governments:

- Increase policy cooperation, technical cooperation and development projects among local customs, telecommunications and postal agencies to strengthen the local economy.

Performance indicator:

- Number of designated operators participating in the Internet-based inquiry system for letter post.

Promote addressing in national postal systems

Overall objective:

Take steps towards providing the worldwide population with an address conforming to UPU standards.

During the 2009–2012 cycle, addressing took on a greater importance for the UPU, the postal sector and the international community in general. The Doha Postal Strategy should be implemented in such a way as to consolidate what has been achieved so far and should position addressing as a relevant subject for postal policy makers around the world.

Programme 1.5 covers both policy and technical issues. In terms of policy, countries without addressing systems should be supported in defining the most appropriate solutions to be put in place. A multi-stakeholder approach, involving governments, designated operators, customers and civil society should be adopted when defining these policies.v

From a technical point of view, the UPU's Postal Technology Centre will contribute to translating policies into concrete addressing products and services to help designated operators and governments implement their policies. Innovative solutions, such as addressing systems linking digital and physical identities or using techniques such as GPS, should be given due consideration.

Possible actions that could be undertaken by:

UPU bodies:

- Define addressing standards and exchange best practices.
- Provide assistance to countries wishing to put in place an addressing system.

Designated operators:

- Work with governments and regulators to establish addressing systems.
- Maintain and update addressing registers where they already exist.

Regulators:

- Consider addressing as an area for measuring quality of service.

Governments:

- Recognize the importance of addressing for economic development.

Performance indicator:

- Number of countries where the postal address standard complies with the UPU's S42 standard.

Goal 2

Provide technical knowledge and expertise related to the postal sector

One of the opportunities identified in the SWOT analysis involves serving a need – of governments and decision makers, international organizations, development banks, NGOs, etc. – for information about the worldwide postal sector. This need is even greater at a time of profound transformation in the sector. The second DPS goal is to take advantage of UPU expertise to position the organization as a key forum for the exchange of ideas and best practices and the development of analytical tools, such as statistics, related to the postal sector.

Increase awareness of the role of the postal sector

Overall objective:

Make the postal sector visible to governments, decision makers and the wider public.

The UPU should strive to increase awareness among decision makers, customers and the general public of the social and economic benefits brought by the postal sector. Concrete activities in this field could include the preparation of targeted publications, general advocacy with governments and other international organizations, and information for the general public.

Possible actions that could be undertaken by:

UPU bodies:

- Organize campaigns to promote the postal sector's role.
- Define ways to better present the activities of the UPU and the postal sector in terms of their contribution to economic growth.

Designated operators:

- Reach out to governments to make them aware of the role of postal services.

Regulators:

- N/A

Governments:

- Consider the role played by the postal sector when developing public policies.
- Consider the role the postal sector and designated operators can play beyond their core activity as mail carriers.

Performance indicator:

- Number of countries with public policies specific to the postal sector.

Strengthen members' capacity to implement and manage their universal service

Overall objective:

Modernize and strengthen the universal postal service worldwide.

This programme brings together all the activities related to the universal postal service. The UPU is in an ideal position to provide a platform for governments, regulators and other bodies to discuss the evolution of the universal postal service and related best practices. The UPU will continue monitoring the status of the universal postal service in its member countries.

Given the recent changes in technology and market conditions, there should be a discussion on issues such as adapting the universal service obligation so it remains sustainable and relevant in the 21st century. The UPU should also advise its member countries on how best to reform their universal service.

Possible actions that could be undertaken by:

UPU bodies:

- Organize debates on the scope and definition of the universal service obligation.
- Advise member countries on defining their universal postal service.

Designated operators:

- Fulfil universal service obligations.
- Contribute to discussions on modernizing the universal service obligation

Regulators:

- Ensure that the universal service obligation is respected.

Governments:

- Design a universal service that recognizes trends in technological developments.

Performance indicators

- Number of countries with a universal postal service defined by law.
- Number of countries implementing funding mechanisms for universal service.

Provide market and sectoral research in response to customer and stakeholder needs

Overall objective:

Make key data and analyses on the sector available.

The UPU should use the data at its disposal and the access it has to its member countries to publish research papers on the postal sector, as it did during the previous cycle with its studies on the impact of the financial and economic crisis on postal operators' activities. A postal sector observatory could be put in place to achieve this objective. This research should respond to the needs of UPU members, including governments, designated operators and regulators, and results shared with a wider community of stakeholders (other international organizations, universities, general public, etc.) to provide them with relevant information about the postal sector.

Possible actions that could be undertaken by:

UPU bodies:

- Set up a postal sector observatory.
- Streamline the way studies are carried out at the UPU.
- Share and publicize results.

Designated operators:

- Share information as requested.

Regulators:

- Share information as requested.

Governments:

- Put in place postal policies that consider the need for information sharing.
- Use information published by the UPU and provide feedback.

Performance indicators

- Number of designated operators with an implemented customer relationship management strategy.
- Number of market and sectoral research studies published in response to customer and stakeholder needs.

Develop statistical and analytical/cost accounting procedures

Overall objective:

Put in place relevant statistical and analytical/cost accounting procedures and ensure they are used by designated operators.

The changing nature of the postal markets calls for neutral, reliable information on the state of the postal sector. The UPU should strengthen its access to data to be in a position to publish complete and authoritative statistics on the sector and therefore become the point of reference for facts and figures about the Post.

Reliable statistics are also relevant for the day-to-day business of designated operators. Moreover, designated operators need appropriate analytical/cost accounting procedures to better evaluate their costs and improve their efficiency.

Possible actions that could be undertaken by:

UPU bodies:

- Develop relevant statistical indicators.
- Help member countries put in place cost accounting procedures.
- Cooperate in terms of statistical methodology and data sharing with the major international agencies in charge of establishing infrastructure indicators and development indices.
- Improve data collection.
- Dedicate resources for capacity building with a view to implementing international accounting standards.
- Disseminate information about best practices for applying cost accounting systems.

Designated operators:

- Share data with the UPU as requested.
- Introduce cost accounting systems to show the costs of the various services and their components.
- Introduce or improve statistical and accounting procedures related to international services.

Regulators:

- Share data with the UPU as requested.
- Monitor investment in the postal infrastructure.
- Foster the use of international accounting standards.

Governments:

- Recognize the importance of unbiased statistics on the sector.
- Include postal indicators among broader infrastructure development indicators.

Performance indicator:

- Number of designated operators using a cost accounting system.

Provide information and expertise to foster cooperation among stakeholders

Overall objective:

Cooperation with stakeholders is increased and the value of their input is maximized.

As the context analysis has shown, today's postal sector is much more complex than it was in the past, now involving multiple stakeholders and interests. A myriad of companies have activities directly linked with the postal industry. Additionally, modern technology has meant that customers interact more with designated operators and wish to have a say in the products that are offered to them. This situation calls for an inclusive multi-stakeholder approach.

Accordingly, the UPU should be the forum for all stakeholders to discuss the evolution of the sector and should create opportunities for partnerships, including public–private partnerships. The UPU has already taken a step in this direction with the creation of the Consultative Committee some 10 years ago. However, while the Consultative Committee has provided valuable input on a number of topics, issues, such as its representativeness and funding, need to be addressed to maximize the input of players from outside the UPU.

Possible actions that could be undertaken by:

UPU bodies:

- Put in place processes and policies allowing other stakeholders to participate in the UPU's work.
- Make use of the expertise of other stakeholders.

Regulators:

- Encourage interactions between designated operators and other stakeholders.

Governments:

- Consider wider stakeholder interests in postal policy.
- Consider potential opportunities for public-private partnerships in support of postal development.

Performance indicator:

- Number of countries/designated operators benefiting from operational UPU public-private partnerships.

Goal 3

Promote innovative products and services (develop the three-dimensional network)

A number of trends and developments are driving opportunities for the UPU and the sector. Letter volumes at a global level have declined in recent years. This result is in large part due to technological advancements which are catalysts of change in how people communicate and do business. However, technology is also opening access to world markets for consumers and merchants alike. The postal sector is well positioned to serve this market transformation by delivering e-commerce orders with traditional postal services. This, together with the vast reach of the international postal network, provides member-country governments with opportunities to move forward on public policy objectives related to developing and supporting regional, small business and trade-based economic growth and social inclusion.

The Nairobi cycle has shown that, generally speaking, postal operators that have diversified their activities and invested in the postal network's three dimensions – physical, financial and digital/electronic – have fared better than other operators. The UPU should therefore encourage this approach and help its members take advantage of new opportunities by diversifying their products and services. It should also foster innovation in the network's three dimensions.

Modernize and diversify postal products and services

Overall objective:

Provide guidance to designated operators on how to diversify their products and services.

This programme covers the UPU's work to help its members develop innovative products or improve existing ones (e.g. direct mail, and packet and parcel fulfilment).

Improving existing postal services by adding new features and/or introducing new services may entail difficult choices regarding the appropriate mix of services to be offered to customers. The UPU can support its members in transforming their business models. It should also influence postal policies in member countries so they allow designated operators to innovate and diversify their services.

Possible actions that could be undertaken by:

UPU bodies:

- Create ways to monitor innovation in the postal sector.
- Update and innovate existing postal services to serve the needs of the sector.
- Develop diversification models that can be adapted to local and regional circumstances.

Designated operators:

- Put in place innovation units.
- Improve existing services through innovation.
- Diversify the portfolio of products to cater to customer needs.

Regulators:

- Work with postal operators on the scope of new postal services.

Governments:

- Put in place policies allowing for innovation in postal services.
- Minimize constraints on the type of activities that postal operators can provide while ensuring fair competition.

Performance indicator:

- Number of designated operators implementing each of the new services (categories to be defined).

Stimulate market growth through the use of new technologies

Overall objective:

Ensure that information and communication technologies are used to develop new products and services responding to customer needs.

This programme aims to help designated operators build on the latest technologies to develop new products and services.

The development of the .post domain and its associated services is a key component of the programme.

Possible actions that could be undertaken by:

UPU bodies:
- Invest sufficient resources in the .post infrastructure.
- Continue to promote the use of electronic postal services.

Designated operators:
- Actively participate in .post.

Regulators:
- Contribute to the regulation of the .post infrastructure.

Governments:
- Consider the .post infrastructure as a way to provide e-government services.

Performance indicators:

- Number of designated operators offering at least one electronic service.

Facilitate international e-commerce

Overall objective:

Put in place measures to support international e-commerce growth.

This programme seeks to stimulate Posts to respond to the growth of e-commerce.

There is an immediate opportunity to develop traditional postal services, such as packets and parcels. However, efforts need to be better integrated, including an improved harmonization of existing UPU letter-post and parcel services to best address and capitalize on customer and market requirements. The global postal supply chain must also be made compatible with e-commerce. Delayed action by the UPU carries a significant risk that it may miss out on the current market opportunity.

Beyond order fulfilment, integration, not only within physical postal services but also along the three dimensions of the postal network, represents an important opportunity for designated operators wanting to benefit from the full e-commerce cycle (order, fulfilment and payment).

Actions undertaken to foster international e-commerce will also support trade and economic development. Indeed, e-commerce opens doors for governments (particularly in developing and least developed countries) looking to promote trade and economic activities in remote areas. As communities are connected to the world through technology, the postal sector can help them exploit the potential of this new connection by facilitating e-commerce.

Possible actions that could be undertaken by:

UPU bodies:

- Respond effectively to market and supply chain stakeholder needs for reliable international e-commerce fulfilment services.
- Support efforts to expand e-commerce solutions by leveraging the UPU's three-dimensional network.

Designated operators:

- Develop appropriate products to serve international e-commerce, on the basis of standards set by the UPU.

Regulators:

- N/A

Governments:

- Facilitate contact between postal operators and relevant government agencies (customs, security, transport).

Performance indicator:

- Number of countries offering e-commerce services.

Continue development of postal networks along three dimensions

Overall objective:

Strengthen the postal sector along its three dimensions.

This programme aims to promote the development of existing products and services in the three dimensions of the postal network, including the evolution and enhancement of the International Postal System (IPS) and the International Financial System (IFS), to meet member needs. As the digital dimension will be mostly tackled by programme 3.2, this programme should pay special attention to the expansion of postal financial services.

Possible actions that could be undertaken by:

UPU bodies:

- Continue developing postal financial services.
- Continue developing IPS to meet evolving needs.

Designated operators:

- Foster the growth of postal money orders through the UPU network.

Regulators:

- N/A

Governments:

- Recognize the importance of the postal network in the area of money transfers.

Performance indicators:

- Number of designated operators using .post-enabled applications.
- Number of designated operators using IFS.
- Number of designated operators using IPS.

Goal 4

Foster sustainable development of the postal sector

One of the key conclusions of the 2010 UPU Strategy Conference was that sustainable development must remain relevant for the UPU and the postal sector. In this context, sustainable development should be understood in its broadest sense to encompass the sustainability of postal business models and not only environmental and social issues.

Improve remuneration systems between designated postal operators

Overall objective:

Establish fair and efficient remuneration systems.

Fair and appropriate remuneration systems among designated operators, in line with market needs and conditions, form the basis of a well-functioning and sustainable international postal network. Remuneration systems that benefit some designated operators but penalize others are not sustainable in the long term. If left unchecked, they jeopardize the sustainability of a universal network. Action is required to harmonize and improve the different remuneration systems for the various postal products (e.g. letters, packets, parcels, EMS).

Possible actions that could be undertaken by:

UPU bodies:

- Adopt an integrated approach to remuneration schemes.
- Put in place remuneration systems that are adapted to all UPU members' needs.
- Conduct studies and analyses regarding the establishment of sound and fair remuneration systems.
- Benchmark with remuneration systems applied in non-postal networks for the final delivery of services.
- Establish non-discriminatory remuneration systems.

Designated operators:

- Actively participate in the remuneration schemes.

Regulators:

- Make sure that players active in the postal markets conform to the rules defined by the UPU.
- Define the regulatory framework for pricing.

Governments:

- Recognize the specificities of postal remuneration systems.
- Pursue as a matter of priority UPU remuneration systems that are fair, balanced and do not dis-advantage members.

Performance indicators:

- Number of countries participating in the UPU target system for letters.
- Number of designated operators receiving all of the bonuses for service features in the inward land rates system.

Strengthen the UPU's capacity to respond appropriately to changing needs in the market

Overall objective:

Adapt UPU structures, as well as national regulatory frameworks, to the changing needs of the markets.

There are two aspects to the objective: first, to make sure that the UPU and its structure remain relevant for its member countries at a time when governments tend to consider postal services no more important than any other commercial activity; and second, to facilitate the broad exchange of views and best practices with respect to postal market developments.

With regard to the first aspect, the UPU's activities should match its members' needs. The organization of the UPU bodies needs to be aligned with the International Bureau to support effective and efficient implementation of the DPS. Given that circumstances change, yearly reviews of the UPU's structure and work activities could be carried out at the same time as the planned UPU strategy review.

The second aspect relates to the need for members themselves to adapt the existing regulatory framework to changing market and technological conditions. The UPU should monitor the evolution of postal market regulation worldwide and serve as a platform for exchange and dissemination of information. This part of the programme is linked with programme 1.3 relating to standards and regulation.

Possible actions that could be undertaken by:

UPU bodies:

- Continuously adapt the UPU structure to market needs.
- Provide a platform for discussion on reform of the postal markets.
- Form partnerships with international donor agencies to help member countries finance reform.
- Collect and make available complete information on examples of successful national reform projects and the conclusions drawn.

Designated operators:

- Participate in discussions at the UPU.
- Consider capacity-building activities for postal-sector employees to address changes in postal markets.

Regulators:

- Participate in discussions at the UPU.
- Take into account technological and market change.
- Follow up and monitor the postal reform process.

Governments:

- Organize reform that includes all postal stakeholders and relevant non-postal stakeholders.
- Set political objectives for the reform process at national and regional levels.
- Adjust reform requirements in view of ongoing technological and market changes.
- Encourage the UPU to adapt to new market conditions.
- Incorporate postal reform into broader development, trade and infrastructure policies.

Performance indicators:

- Number of forums on regulation organized.
- Level of satisfaction of participants in these forums.

Stimulate the inclusion of all segments of the population through greater and/or targeted access to postal services

Overall objective:

Leverage the worldwide postal network to foster inclusion.

The postal network is an asset that can be leveraged to increase financial and social inclusion. This programme seeks to use the postal network to advocate and foster financial inclusion, as well as the provision of basic government and communications services to people in remote areas.

Possible actions that could be undertaken by:

UPU bodies:

- Make inclusion a key work item.

Designated operators:

- Consider inclusion objectives when developing new products and services.
- Use own network to provide inclusive services.

Regulators:

- Develop ways to measure inclusion through the postal sector.

Governments:

- Recognize the role of the postal sector in promoting inclusion.

Performance indicators:

- Number of transactions made through the UPU electronic postal payment network by country.
- Number of visits to the designated operators' websites.

Promote environmental awareness and social responsibility

Overall objective:

Put a framework in place to allow the postal sector to develop in a sustainable way.

Over the last few years, the UPU has expanded its environmental activities by promoting best practices and measuring the impact of the postal sector on the environment. In this area, synergies with other organizations should be encouraged. At the same time, in cooperation with other United Nations organizations and within the framework of the UN Millennium Development Goals, the UPU has used the postal network to help raise awareness of key social issues, such as the fight against HIV/AIDS. These kinds of activities should feature prominently on the UPU's sustainable development agenda. Finally, the UPU should continue to promote social dialogue and decent working conditions within the postal sector.

Possible actions that could be undertaken by:

UPU bodies:

- Monitor and raise awareness of the impact of postal activities on the environment.
- Support initiatives related to the social dimension of sustainable development.
- Ensure that products and services provided by the UPU are used in a sustainable way.

Designated operators:

- Implement campaigns aimed at increasing environmental, corporate and social responsibility.
- Provide data on own carbon footprint.

Regulators:

- N/A

Governments:

- Consider the actions taken by the postal sector to reduce its carbon footprint.

Performance indicator:

- Average volume of CO_2 emissions in relation to the total postal traffic of designated operators worldwide.

Implementation

Tools

The strategic framework described above will be implemented through a series of tools:

- At a global level, a four-year business plan will be prepared to map out the broad actions and investments needed to fulfil the strategic goals. In addition, each year a programme and budget will be defined, setting out the resources and activities planned to implement the strategy. These documents will be based on the Doha Postal Strategy as well as on the resolutions approved – and possibly prioritized – by the 25th Congress.
- At a regional level, each region will be able to define its priorities in the context of the strategy. These priorities, summarized in the attached regional matrices, will form the basis for the regional development plans drafted. Unlike in other cycles, it is expected that these plans will be finalized at the latest during the first six months of the strategy's implementation period.
- Given the expectation of ever-accelerating change, the strategy document should be the subject of a one-day review every year to assess and update the strategic context underlying the DPS. These assessments could then influence the annual programme and budget.

Structure of the UPU bodies

The process that led to the development of this strategy saw increased cooperation between Joint CA/POC Committee 4 (UPU Strategy) on the one hand, and CA Committee 1 (Governance Issues) dealing with reform on the other, with the understanding that strategy should lead the way. The effective implementation of the Doha Postal Strategy will rely on the appropriate organizational and decision-making structures at the UPU to successfully drive activities in an integrated manner. More specifically, both the CA and the POC should organize their work in a way that optimizes the implementation of the new strategy above all else. Accordingly, when these two bodies meet in their inaugural meetings after Congress, they should take due account of the UPU strategy and of the work of the aforementioned committees in defining their organizational structures.

Regional priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Africa**

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. **Improve the quality of service of international and domestic mail – Promote the use of the Quality of Service Fund**
2. Achieve the universal quality of service standard (J+5 for 80% of mail) – Increase the use of UPU monitoring tools and of the Global Monitoring System
3. Improve postal security and eliminate the possibility of using the postal network to send dangerous goods
4. Promote addressing systems and the use of postcodes

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Train managers in statistics and postal market research to meet customer needs
2. Develop economic models for determining costs and setting prices
3. Publicize postal activities to promote new services
4. Promote cooperation among designated operators
5. Develop appropriate strategies to strengthen staff skills

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Continue the development and modernization of electronic money transfers
2. **Stimulate growth of designated postal operators by developing e-commerce, and parcel and small packet services**
3. Continue the development of postal networks along three dimensions, to diversify products and services
4. Advocate state guarantee and public funding for the development of postal infrastructure
5. Develop financial inclusion across the postal financial services

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. Raise awareness of sustainable development and social responsibility through suitable strategies and activities
2. Establish systems of good governance, and ensure cost and price transparency as well as quality of service
3. Promote social dialogue and ensure sustainable development on an international scale

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Latin America**

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. Improve national and international operational processes and promote implementation of quality plans as well as operators' participation in quality and security testing
2. Encourage the use of UPU standards in the region and promote implementation of an appropriate regulatory framework for the sector
3. Promote the use of the UPU's technological systems and encourage the development of new systems for optimum operational performance

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. • Expand the offering and improve management of the universal postal service and other postal services by ensuring continuity in postal reform processes
   • Increase awareness among stakeholders of the postal sector's role and its potential for economic and social development
   • Carry out market and sectoral research to deepen knowledge of the postal sector
2. Strengthen exchanges of information and technical expertise to promote cooperation among stakeholders
3. Develop statistical and analytical/cost accounting procedures

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Carry out a study of issues that prevent the growth of the international parcels business and design an action plan to create conditions which would encourage its growth
2. Compile a practical planning checklist and specific implementation guides to support the development of new services
3. Develop a regional database of existing products and services offered by operators, including an analysis of general success factors

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. Improve management to enhance the sector's profile, focusing on three aspects of sustainability: human capital, marketing, and the environmental/social responsibility
2. Promote the use of postal networks as platforms which allow appropriate access to services as a factor in inclusion
3. Improve and adapt regulations, with clarity, transparency and fairness in relations between operators

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Asia-Pacific**

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. **Enhance the quality of service, reliability and efficiency of the postal networks**
2. Increase postal integrity and security
3. Stimulate the use of information and communication technologies to improve access and performance
4. Develop adequate standards and regulations
5. Promote addressing in national postal systems

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Provide market and sectoral research in response to customer needs
2. Strengthen members' capacity to implement and manage their universal service
3. Increase awareness of the role of the postal sector
4. Develop statistical and analytical/ cost accounting procedures
5. Provide information and expertise to foster cooperation among stakeholders

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Modernize and diversify postal products and services
2. Stimulate market growth through the use of new technologies
3. Facilitate international e-commerce
4. Continue the development of postal networks along three dimensions

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. **Improve remuneration systems between designated postal operators**
2. Promote environmental awareness and social responsibility
3. Strengthen the UPU's capacity to respond appropriately to changing needs in the market
4. Stimulate the inclusion of all segments of the population through greater and/or targeted access to postal services

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **the Caribbean**

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. Improve the quality of service and efficiency of the postal network
2. Strengthen postal security of international mail at the regional level, protecting postal items, and suppressing any attempts to use postal channels for the sending of dangerous and prohibited items
3. Improve the quality of customer service for domestic and international mail
4. Promote cooperation among designated operators through shared infrastructures where appropriate

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Develop human resources through training
2. Establish an under–standing with an open university within the region to deliver training programmes
3. Provide staff training in the application of new technologies to master operational, technical and techno-logical innovations in key areas of postal activity

Goal 3

Promote innovative products and services (developing the 3-D network)

Priorities:

1. Further develop and improve electronic payment services
2. Develop e-commerce
3. Expand the postal market through the introduction of postal financial, electronic and logistic services as well as the diversification of postal services
4. Use the advantages of the postal infrastructure to diversify the range of products and services that are provided through the postal network
5. Provide access to efficient, reliable, secure and affordable electronic payment services

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. Deepen understanding within governments of the importance of postal sector reform
2. Modernize and reform the postal sector
3. Increase investment in technologies and postal infrastructure development
4. Improve the reliability of services and the assistance to fight money laundering

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Arab countries and observer**

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. Enhance the quality of service, reliability and efficiency of the postal networks
2. Stimulate the use of information and communication technologies to improve access and performance
3. Promote addressing in national postal systems

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Train managers and provide technical information and expertise to ensure interaction among member countries, allowing them to take greater advantage of cooperation
2. Develop statistical and analytical/cost accounting procedures
3. Provide market and sectoral research in response to customer needs

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Develop and modernize the money transfer service
2. Modernize and diversify the postal parcels service
3. Continue development of postal networks along three dimensions

Goal 4

Foster sustainable development of the postal sector

Priorities:

The region did not identify any priorities under this goal

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Europe and CIS countries**

RCC member countries

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. Improve the quality of service and efficiency of the postal network
2. Join the Global Monitoring System
3. Improve the quality of customer service for domestic and international mail
4. Achieve the universal quality of service standard of J+5 at a level of 80%
5. Strengthen postal security of international mail at regional level, protect postal items and suppress any attempts to use postal channels for the sending of dangerous and prohibited items

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Modernize and reform the postal sector
2. Provide staff training in the application of new technologies to master operational, technical and technological innovations in key areas of postal activity
3. Implement advanced product evaluation solutions and commercial models and management methods
4. Develop results-based management principles
5. Promote cooperation among designated operators
6. Use the sector's scientific potential for the development and implementation of innovative postal services

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Develop e-commerce
2. Further develop and improve electronic payment services
3. Expand the postal market through the introduction of postal financial, electronic and logistic services as well as the diversification of postal services
4. Create a new vision and adapted services
5. Use the advantages of the postal infrastructure to diversify the range of products and services provided through the postal network
6. Develop services (e.g. EMS RCC)

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. Carry out marketing and advertising activities to promote electronic, financial, business and e-government services
2. Improve marketing and sales potential
3. Increase investment in technologies and postal infrastructure development
4. Improve the reliability of services and assistance to fight money laundering
5. Provide access to efficient, reliable, secure and affordable electronic payment services

Top priorities
Secondary priorities

Doha 2013–2016
Postal Strategy

Regional development plan – priorities for **Europe and CIS countries**

PostEurop member countries

Goal 1

Improve the inter-operability of the international postal networks

Priorities:

1. **Enhance the quality of service and the reliability and efficiency of the postal networks**
2. Increase postal integrity and security
3. Stimulate the use of information and communication technologies to improve access and performance
4. Develop adequate standards and regulations
5. Promote addressing in national postal systems

Goal 2

Provide technical knowledge and expertise related to the postal sector

Priorities:

1. Strengthen members' capacity to implement and manage their universal service
2. Provide market and sectoral research in response to customer needs
3. Develop statistical and analytical/cost accounting procedures
4. Provide information and expertise to allow members to better interact
5. Increase awareness of the role of the postal sector

Goal 3

Promote innovative products and services (develop the 3-D network)

Priorities:

1. Modernize and diversify postal products and services
2. Facilitate international e-commerce
3. Stimulate market growth through the use of new technologies
4. Continue the development of postal networks along three dimensions

Goal 4

Foster sustainable development of the postal sector

Priorities:

1. **Improve remuneration systems between designated postal operators**
2. Strengthen the UPU's capacity to respond appropriately to changing needs in the market
3. Stimulate the inclusion of all segments of the population through greater and/or targeted access to postal services
4. Promote environmental awareness and social responsibility

Top priorities
Secondary priorities