

Federal Advisory Committee on International Postal and Delivery Services

(10:00 a.m. – 12:00 p.m. on March 15, 2013, American Institute of Architects, 1735 New York Avenue, NW, Washington, D.C. 20006)

Committee Members in Attendance

- Charles Bravo, Bravo Consulting
- James Campbell, Self-Employed
- Jim Conway, Express Delivery and Logistics Association (XLA)
- Jean-Philippe Ducasse, JP Ducasse Consulting
- Lea Emerson, International Postal Affairs, United States Postal Service
- Ann Fisher, Postal Regulatory Commission
- Bruce Harsh, Department of Commerce
- Merry Law, WorldVu LLC
- Michael Mullen, Express Association of America
- Arthur Porwick, United States Chamber of Commerce
- Charles Prescott, Global Address Data Association
- Norm Schenk, United Parcel Service
- Don Soifer, Executive Vice President, Lexington Institute
- Nancy Sparks, Federal Express Corporation

Representatives of the U.S. Department of State

- Robert Downes, Senior Foreign Service Officer
- Patricia Lacina, Director, Bureau of International Organization Affairs, Office of Global Systems
- Helen Grove, Management Analyst, Bureau of International Organization Affairs, Office of Global Systems
- Alaina Heine, Intern, Bureau of International Organization Affairs, Office of Global Systems
- Erin Laws, Intern, Bureau of International Organization Affairs, Office of Global Systems

Introductions

1. Robert Downes opened the meeting in his capacity as Executive Director and Designated Federal Officer. Mr. Downes welcomed the attendees to the meeting of Advisory Committee on International Postal and Delivery Services. He extended greetings from Dr. Esther Brimmer, Assistant Secretary for the Bureau of International Organization Affairs of the U.S. Department of State. He articulated that the Department takes its responsibilities very seriously and coordinates very closely with other U.S. agencies in developing policy in relation to international postal and delivery services. The Chair also extended greetings to members of the public, and encouraged them to offer their comments subsequent to those of the committee members. Mr. Downes noted that the meeting would be recorded and documented, and that the minutes from the August 2, 2012 meeting had been certified and made available online on the International Postal Policy page of the State Department website.
2. Mr. Downes explained that the meeting agenda was developed with input from the interagency and from members of the Advisory Committee. He outlined the purpose of the Advisory Committee meeting, which was to discuss the U.S. government's participation at the Universal Postal Union (UPU)'s upcoming Postal Operations Council (POC) and Council of Administration (CA) meetings, as well as other subjects relating to international postal and

delivery services of interest to advisory committee members and to the public. The Advisory Committee meeting was intended to provide an opportunity for the interagency to receive input from representatives of the private sector and public where it relates to mutual interests.

Minutes of the August 2, 2012 Advisory Committee

3. Mr. Downes asked members of the Advisory Committee whether they had any comments pertaining to the Minutes of the August 2, 2012 Advisory Committee meeting.
4. The Members had no comments.

Update on the preparations for the upcoming UPU council meetings

5. Mr. Downes notified the Advisory Committee that the interagency was in the process of drafting and clearing over 160 position papers for the upcoming UPU council meetings in Bern. He also noted that the interagency met on February 28, 2013 to discuss major topics related to the council meetings, and that the agenda included a discussion of the written comments received by Advisory Committee members.
6. Mr. Downes also stated that, in response to recommendations made by members of the committee, developments from the April council meetings would be summarized and distributed once the U.S. delegation returned. He also noted that, because this was the first meeting after a Congress, only the Reform of the Union project group, chaired by Brazil, and the Acts of the Union project group, chaired by Australia, would meet during the CA session.
7. Patricia Lacina, U.S. Department of State, notified the committee that some of the position papers for the upcoming UPU council meetings were still being drafted. She also noted that the U.S. delegation to Bern would be smaller than it had been in the past due to funding restrictions, and that participation in working groups would be subject to the number of delegates present.
8. Ms. Lacina noted that members of the Advisory Committee had requested information about the U.S. participation as chair and vice-chair of committees in the CA and POC. She stated that in the POC, the U.S. delegation would be the vice-chair of the C1 Supply Chain Integration Committee, chair of the C1 Postal Security group, and vice-chair of the C3 Remuneration (letter post) group. She said that in the Council of Administration, the U.S. would chair the CA C1 Regulatory Issues group. She said that the U.S. would also sit in as a member observer in as many groups as possible.
9. Charles Prescott, Global Address Data Association, asked Ms. Lacina whether the resolutions from the Doha UPU Congress that were adopted had been mapped to the individual working groups of the CA and POC. Ms. Lacina responded that the U.S. delegation had not yet created a map, but that the U.S. Department of State would follow up with members of the Advisory Committee on the issue.
10. Nancy Sparks, Federal Express Corporation, asked Ms. Lacina who from the U.S. delegation would be seated as chair of the C1 Postal Security group. Lea Emerson, U.S. Postal Service, responded that the Guy Cottrell, Chief Postal Inspector, would be seated as chair, and that Philip Warker, Department of Homeland Security, would attend the meetings as well.

11. Merry Law, WorldVu LLC, emphasized the overall importance of U.S. participation in the upcoming council meetings, based on the feedback from other countries.

Discussion of comments from the private sector

12. Ms. Law first requested that there be a discussion of labels that cover the address on returned international items of mail. She noted that the initiation came from an association in Italy looking for a postal regulation to ensure that the label would not obscure the entire face of the envelope.
13. Mr. Prescott seconded Ms. Law's concern. Mr. Prescott expressed that this issue is frustrating for both mailers and customers, and stated that it drives volume out of the system, and it is not a trivial matter. He also noted that it becomes an issue when costumers move and their addresses are not properly taken care of.
14. Lea Emerson, United States Postal Service, noted that the U.S. uses removable labels for mail forwarding when there is a change in the address, and that the USPS would be in support of this requirement to add a rule to the UPU regulations. She said that while a proposal for this regulation is not on the agenda for the upcoming POC meeting in Bern, the USPS would be in support of the State Department going forward with a regulation proposal presented as a work item.
15. Ms. Law then addressed the ongoing work at the UPU on the description of postal address templates for each country and the description of name and address data. She urged the U.S. to support the continuing work on this topic, and to back the recommendations of the International Bureau staff in relation to these standards. She noted that the address working group met in December in Saudi Arabia, and that some changes have been proposed, but that none affect the structure of the standards. She noted that the most significant outcome of the meeting was that the standards were moving toward ISO acceptance. Ms. Law also stated that the addressing group has discussed moving the S53 to become part of the S42 standard.
16. Ms. Emerson expressed support from the USPS on continuing this work. She noted that adopting these two standards by ISO would be more recognized internationally when recognized by the UPU. She also mentioned one of the work items for the upcoming addressing group will be about providing download access to the S42 templates for member countries, further widening access to these templates.
17. Mr. Prescott discussed the importance of members having a list of the relevant projects and resolutions, like document 40, to be able to see how the work at UPU is being mapped out.
18. Ms. Sparks first thanked the State Department for the opportunity to serve as a Private Sector Advisor on the U.S. delegation to the Doha UPU Congress. She then asserted that there should be greater transparency within the UPU, emphasizing the importance of U.S. involvement and continuous briefing between the U.S. State Department and the private sector. Ms. Sparks stated the importance of having non-discriminatory treatment regarding competitive services and fair competition in pricing. She mentioned an incident relating to a UPU representative at an ICAO security meeting in New Zealand, who requested that ICAO guidance with respect to aviation security be written in a way that would state that postal shipments of any kind would not be subject to ICAO regulations. Ms. Sparks asked that U.S.

have observation status in as many meetings as possible. She mentioned her hope that the U.S. would be leading the Security Committee and active in the Supply Chain Integration Committee, and maintains support of equal standards for all postal services. She expressed her willingness to answer any further questions about her comments.

19. Mr. Downes expressed his appreciation for all comments both written and oral. He expressed that written responses were being drafted in response to the detailed comments, and that the State Department would continue to work toward building a consensus when crafting U.S. policy goals. Mr. Downes stated that the U.S. and State Department were working to enhance transparency and fairness in organizations with U.S. participation. He said that the interagency had circulated UPU materials broadly, sought private and public comments, and worked to promote discussion of those comments and other issues relating to the UPU. He emphasized the importance of organizations being structured to act as nondiscriminatory and competitive, and that the U.S. government, and the State Department in specific, was working towards greater transparency within the UPU, and international organizations. He noted that through multiple avenues the U.S. government had sought greater participation between the public and private sector in several matters. He encouraged that any members from the public and private sector send in their comments or questions to allow for continued dialogue, and reminded the members that the U.S. government broadly circulates any relevant information about new regulations and studies.
20. Mr. Downes then addressed Ms. Sparks' concerns regarding nondiscriminatory issues. He stressed that the U.S. government is working on reducing regulations that are discriminatory in any fashion.
21. Keith Kellison, United Parcel Service, encouraged the focus on greater transparency and furthering participation across all lines, and following the standards of U.S. policy and PAEA. He mentioned the challenging nature of crafting specific agendas on each proposal, and emphasized the need to address issues in the most plausible and effective manner. Mr. Kellison suggested that there be more communication between the U.S. government and the private sector, and that this could be facilitated by having U.S. government officials share their input and experiences after they attend meetings since representatives of the private sector cannot always attend.
22. Mr. Prescott expressed that representatives from the Global Address Association, the Global Envelope Association, and the Envelope Manufacturing of America would gladly share their notes after attending the upcoming meetings.
23. James Campbell, independent consultant, called attention to item number 13 of the August 2, 2012 meeting, and renewed his request for clarification. The Chair took note of the request. He noted that there had still been no follow-up to item 13. Item 13 contains a summary of a previous question asked by Mr. Campbell in which he sought clarity on what the limits were of the UPU's POC in binding regulations or other restrictions.

Future of the Consultative Committee and U.S. involvement

24. Mr. Downes stated that he was grateful to Mr. Prescott for agreeing to facilitate a discussion on the UPU Consultative Committee (CC). He then asked the committee members to indicate, by show of hands, who planned to attend the April 2013 Consultative Committee meetings in Bern.

25. Mr. Prescott discussed remote participation, stating the desire for the UPU International Bureau to facilitate consistent, clear and dependable remote access to meetings. He suggested that the committee use technological support to provide access to meetings for representatives who cannot physically attend the meetings. Mr. Prescott also mentioned the 3 C's model for a modified CC. With the 3 C's model, the CC would meet as a plenary only one time per year, with a major conference revolving around one or two central topics that are of current interest to UPU membership. Also through this model, there would be three levels of participation: members, non-members with corporate involvement, and contributory customers. This committee structure would help bring the concerns of all parties to focus. He mentioned that one of the members of the CC, FEDMA, had already put together a proposal for a major international conference on privacy and the post, to discuss the issues of sharing postal address information internationally and the implications of transnational security and privacy. Mr. Prescott mentioned that a universal standard for such issues does not yet exist.
26. Mr. Prescott noted that by decreasing the plenary to only one meeting, there could be reduced participation and activity in the CC, because many of the members would only be there once a year. He stressed the need for continued interest and desire in participation, mentioning the possibility of reaching out to specific subgroups to request their involvement. Mr. Prescott also talked of the importance of the new leadership with the new chair elected at the past Congress in Doha and a vice-chair to be elected in the upcoming meetings.
27. Charles Bravo, Bravo Consulting, asked whether the Consultative Committee had considered opening membership to groups other than associations, including corporate entities. Mr. Prescott responded that he and others had raised this idea many times, but that the suggestion had received strong opposition. Mr. Prescott noted that private companies are always welcome to attend the meetings as observers.
28. Jean-Philippe Ducasse, JP Ducasse Consulting, discussed the role of the CC in the creation of the 3 C's model. He asked if the CC was allowed to create its own subgroup. Mr. Downes responded by explaining that it is not written in the document that the CC cannot create its own subgroup, but there have been some efforts for having projects proposed by committee members in a formal fashion and delegated to committees who would then determine if the work items were feasible. Mr. Philippe suggested that this format is a major setback, because it slows down the process of initiating proposals. He also mentioned the resolution 26 policy regarding the promotion of greater attention to the 3 C's model, emphasizing the need to create an action plan and promote involvement from the private sector. Especially within the second group, the collaborative group, because there is a lack of collaboration among all the concerned parties. He suggested forming an action plan so that the 3 C's model is actually implemented and the private sector can be more involved.
29. Ms. Emerson noted that while there is difficulty in forming subcommittees for the CC, there is the possible option of forming groups such as a task force, which is often done within the context of the POC. Mr. Prescott agreed that there are informal means for participation into these groups. But noted that it is also important to formalize the participation of the private sector so that issues do not arise with a change of the administration.
30. Ms. Sparks emphasized the importance of the Consultative Committee, and significance of having the concerns of the private sector involved in the formation of the U.S. position on

relevant issues, within the UPU. Ms. Sparks mentioned that the private sector is not satisfied with participating in the UPU only through the CC, and would like a greater role in forming the U.S. position on postal affairs. Mr. Prescott mentioned the difficulty for the CC in reaching a consensus and unified positions due to the diverse nature of the membership, which is both a weakness and a strength.

Customs update

31. Mr. Downes spoke on behalf of Philip Warker, Department of Homeland Security (DHS), who he noted was not able to attend the meeting. He welcomed members to submit written comments for Mr. Warker. The remarks provided by Mr. Warker but orally conveyed by Mr. Downes included an update on results concerning customs issues and international mail security from the Doha UPU Congress, on advanced data efforts, and on the Air Mail Advanced Screening (AMAS) program. Several key resolutions were passed that furthered DHS's goals to improve international postal supply chain security. The first resolution passed by consensus and called for the UPU to intensify its efforts to help member countries to in their ability to collect and transmit advanced electronic data on individual postal items to meet the requirements imposed by security authorities. Also, the other resolution that passed was an EU proposal that amends the UPU Convention to require all UPU members to meet any advanced data requirements on all postal mail. Finally, a proposal outlining minimum supply chain standards for all member countries also passed, which would include strict security and screening standards for all facilities that handle international mail. The UPU Congress also approved an integrated supply chain committee incorporating customs, transport and security, and DHS plans to participate in the committee. Also, the DHS's pilot program, AMAS, aims to improve security for international mail shipments. CBP is going to be in charge of the data program. This program will help improve airline security by identifying high risk shipments and tracking them.
32. Michael Mullen, Express Association of America, asked what mail items are included in the AMAS pilot program. Mr. Downes was not sure and said the interagency would follow up at the next meeting.

"Addressing the World, An Address for Everyone"

33. Mr. Prescott provided an update on the "Addressing the World, An Address for Everyone" initiative, which was created by the UPU to help provide addresses to people around the world, with a focus on developing countries. He noted that there is a correlation between having an address and economic inclusion. Mr. Prescott conveyed that a book on this initiative would be published and that work on this project would continue.

Global Envelope Association update

34. Mr. Prescott presented an update on the Global Envelope Association. He noted that the association was looking to create a website and working to promote improved reporting on the volume of mail.

.post update

35. Ms. Emerson presented an update on the .post initiative. She stated that during the past Congress in Doha, resolution C43 marked for continuing the development and oversight of the .post project. She noted that the CA also plays a role in helping and providing guidance on the coordination and execution of the project, and that all member countries are invited to

join the project group. Ms. Emerson stated that the USPS had not yet joined the .post project and that they were still considering stakeholder interests.

36. Mr. Prescott noted that he hoped USPS would join .post.

Role of PSAs over 4-year UPU Congress cycle and post-meeting transparency

37. The Chair thanked those from the private sector for attending the UPU Congress and following up with comments. He emphasized that the robust dialogue is much appreciated, and that the U.S. government takes the advice of the private sector very seriously.

38. Ms. Sparks reiterated how important it is that the private sector be informed of the U.S. position on postal issues, be it through sharing U.S. position papers in advance of meetings, or by some other means.

Any Other Business

As no other issues were raised, the Chair closed the meeting at 12:00 PM.

Meeting minutes certified by Robert Richard Downes, Designated Federal Officer, on this the 12 of April, 2013.

