



POLICY AND REGULATION COMMITTEE

18th June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No. 05 & Annexes

WORKING GROUP ON REGULATION DEVELOPMENT MEETING REPORT

Agenda item No.06

1. Subject Meeting Report of the Working Group on Regulation Development (WGRD) Meeting Report	2. References/paragraphs <ul style="list-style-type: none">• Working documents;• Decisions of the Working Group.
3. Decision expected <ul style="list-style-type: none">• Consider the Working Group's report;• Make any relevant comments;• Adopt the Working Group's recommendations.	

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I. INTRODUCTION

The Working Group on Regulation Development (WGRD) held its fourth meeting remotely on 6th May 2025 from 09:10 GMT, chaired by the Republic of Côte d'Ivoire, represented by Mrs Hadjaratou Bamba.

Member States in attendance: **Côte d'Ivoire, Démocratic République du Congo, Egypt, Gabon, Ghana, Guinée, Malawi, Mali, Mozambique, Niger, Ouganda, Sénégal, South Africa, Union of Comoros, United Republic of Tanzania et Zimbabwe.**

The PAPU Secretariat General was represented by the following staff members: Dr. Sifundo Chief Moyo (PAPU Secretary General), Mrs. Jessica SSENGOOBA (Assistant Secretary General), Mr. Michael Elisha ONYEZEWE (Head of Administration & Finance), Mr. Nathan Chizotera Nkandawire (Head of Operations & Technology), Mr. Oumarou Abdourahamane Ly (Legal Advisor), Mr. Yonna SINGOGO (Accounting Officer), Mr. Abdoulaye NIANG (Digital Transformation & Financial Inclusion Officer), Ms. Hillaria MAZENGE (Physical Services Officer) and Mr. Arnaud Philippe SAWADOGO (Head of Policy, Regulation & Legal Affairs), who served as meeting Secretary.

The attendance list for this fourth WGRD meeting is attached as **Annex No. 1**.

II. BUREAU MEMBERSHIP

The proceedings of this WGRD meeting were conducted by its Bureau, composed as follows:

- Chairperson: **Côte d'Ivoire**
- 1st Vice-Chairperson: **Tanzania**
- 2nd Vice-Chairperson: **Cameroon**
- Rapporteurs: **Tunisia and Uganda**
- Secretary: **PAPU General Secretariat**

III. MEETING HIGHLIGHTS

Following the adopted meeting agenda, participants mainly considered and discussed the following working documents:

- i) Implementation status of Decisions, Resolutions and Recommendations on postal regulatory matters during the quadrennial cycle 2021/2022-2024/2025;
- ii) Implementation status of the Working Group on Regulatory Development's quadrennial Work Plan;
- iii) Results of the Survey on Postal Regulation in Africa;
- iv) Report the 2nd African Postal Regulators Conference;
- v) Brief on the 3rd African Postal Regulators Conference.

IV. RECORD OF PROCEEDINGS

The following is the record of proceedings of the fourth WGRD meeting.

1. Introductory remarks

The Chairperson of the Working Group and the PAPU Secretary General took turns to deliver their opening remarks.

1.1. By the Working Group Chairperson

The Chair of the Working Group, Mrs. Hadjaratou Bamba began the meeting by welcoming all participants to the fourth meeting of the Working Group. She thanked the Secretariat General for organizing the meeting and urged participants to contribute actively to the discussions to ensure that relevant documents and recommendations are presented to the Policy and Regulation Committee during its next meeting. Lastly, the Chairperson wished participants constructive and productive deliberations.

1.2. By the PAPU Secretary

Dr. Sifundo Chief Moyo, PAPU Secretary General, began by thanking all Member State delegated for attending this WGRD meeting and noted that the Working Group's core mandate was to give greater prominence to postal regulatory activities within the Union's bodies. In this respect, he emphasized that one of the main tasks of the Working Group is to supervise the implementation of postal regulatory activities and to submit draft documents, policies and recommendations to the Policy and Regulation Committee with a view to contributing creating a level playing field in Africa's postal market.

Referring to the items on the meeting agenda, the Secretary General mentioned the survey on postal regulation in Africa that was conducted by means of a questionnaire administered with Member States in order to establish a database that would be used to assess the status of postal regulation in Africa. Thereafter, the way forward will be charted out through proposed recommendations and strategic documents. With regard to the Postal Regulators Conference, the Secretary General invited Member States to express interest in hosting the 3rd edition of the event after informing participants that the 2nd edition had been successfully hosted in Victoria Falls (Zimbabwe), on from 2nd to 3rd December 2024.

Lastly, the Secretary General reaffirmed the General Secretariat's support for the Working Group and wished the participants fruitful discussions.

2. Confirmation of the Bureau

Upon verification by the General Secretariat, it was found that the other Member States of the Working Group Bureau were represented, excluding Cameroon and Tunisia. It was therefore decided, in accordance with Rule 8 of the Harmonized Rules of Procedure of Administrative and Technical Committees, which applies by extension to Working Groups and Task Forces, that the proceedings could be held given that no quorum was required.

3. Adoption of agenda

Document **No. PAPU/AC/PRC/WGRD/04/2025- Doc No. 01** - Draft Agenda, was presented by the PAPU General Secretariat for consideration and adoption. The document was adopted with no amendment. The adopted agenda is attached as **Annex 2**.

4. Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council on regulatory matters during the quadrennial cycle 2021/2022-2024/2025

The General Secretariat presented **Document No. PAPU/PRC/WGRD/04/2025 - Doc No.02 and its Annex** on the above-mentioned agenda item.

According to the report, during the period under review, the the Council adopted **one (01)** decision, **three (03)** resolutions, and **two (02)** recommendations, giving a total of **six (06)** instruments. Out of the **six (06)** instruments, **two (02)** resolutions and **one (01)** recommendation have been fully implemented, while **one (01)** resolution and **one (01)** decision are currently in progress. The second recommendation has been partially implemented, given that one of the activities, namely proposal of a regulatory framework for postal financial services, is still in progress.

Following the presentation, participants noted the Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council on regulatory matters during the quadrennial cycle 2021/2022-2024/2025 The related working document is attached as **Annex 3**.

5. Implementation status of the Working Group on Regulatory Development's quadrennial Work Plan

The General Secretariat presented Document **No. PAPU/PRC/WGRD/04/2025 - Doc No. 03 and its Annex** on the Implementation Status of the Working Group's Work Plan. The Working Group's Quadrennial Work Plan 2021/2022-2024/2025 comprises **nine (09)** deliverables and **twenty seven (27)** activities.

The Work Plan implementation status shows that **nine (09)** activities have been completed while **eighteen (18)** are still in progress.

The low implementation rate of the WGRD Quadrennial Work Plan 2021/2022-2024/2025 is mainly due to insufficient information or documentation. However, as at the time of the meeting, only the Communication Regulator's Association of Southern Africa (CRASA) and the Southern Africa Postal Operators' Association (SAPOA) had responded favourably to the General Secretariat's request by sharing their postal regulation models and documents. However, to circumvent the slow progress on the matter, the General Secretariat conducted a survey on postal regulation in Africa to fill this information gap and use the findings from this exercise to redefine postal regulation priorities and challenges for the next four-year cycle.

Following the presentation, participants took note of the implementation status of the Working Group's quadrennial work plan. The related working document is attached as **Annex 4**.

6. Results of the Survey on Postal Regulation in Africa

The General Secretariat presented document **No. PAPU/AC/PRC/WGRD/04/2024 - Doc No. 04 and annex** containing the findings from the survey on postal regulation in Africa. In so doing, it was noted that the main aim of this exercise was to make up for the lack of regulatory documents and models that would enable the General Secretariat to take stock of postal regulation, identify challenges and consider the way forward for postal regulation in Africa.

Analyses of the responses showed that **Twenty seven (27)** Member States responded to the questionnaire, representing a response rate of **60%**. It is worth noting that the questions directed at Member States covered the following aspects of postal regulation:

- i) The postal regulation system;
- ii) Status of the Regulatory Authority;
- iii) How/whether the postal market is opened-up;
- iv) Policy, strategy or legal frameworks;
- v) Scope of postal regulation;
- vi) Scope of universal postal service;
- vii) Public service mandates assigned to the designated operator;
- viii) Whether or not there is a framework agreement between the State and the Designated Operator;
- ix) Routine compensation of universal postal service cost;
- x) Setting the universal postal service cost;
- xi) Service quality assessment systems;
- xii) Challenges of postal regulation in Africa and recommendations.

Findings from the survey highlighted the following challenges and recommendations:

No.	CHALLENGES FACING AFRICA'S POSTAL SECTOR	RECOMMENDATIONS
1.	Ensuring healthy and fair competition	i) Combating illegal postal activities
2.	Fair compensation for the net cost of universal postal service;	ii) Introduce cost accounting
		iii) Diversify and adapt Universal Postal Service (USP) financing mechanisms
		iv) Require private courier services to contribute to funding Universal Service Obligations (USO)
3.	Reforming and harmonizing the legal framework for postal regulation in Africa, taking into account innovative postal services;	v) Review and adopt the African Postal Guidelines;
		vi) Redefine postal services
		vii) Clearly differentiate postal services from delivery services and the logistics services
		viii) Develop service quality standards
		ix) Standardize the scope of postal regulation, taking into account postal and postal financial services
		x) Redefine the scope, content and obligations of UPS
		xi) Strengthen the regulatory powers of postal regulators
		xii) Harmonize postal regulation policies and procedures
		xiii) Develop harmonized regulations and monitor their implementation
		xiv) Propose postal regulation policies
4.	Enhance satisfaction and protection of consumers of postal services;	xv) Improve satisfaction and protection of consumers of postal services;
		xvi) Introduce systems for assessing service quality and fulfilment of obligations;
		xvii) Strengthen controls on postal operators' obligations
5.	Build capacities of regulators, particularly in the new lines of activity brought about by technological breakthroughs;	xviii) Organize capacity-building sessions for postal operators and regulators
6.	Develop a harmonized institutional framework for postal regulation in Africa;	xix) Strengthen the independence and autonomy of postal regulators.
		xx) Pool infrastructure and other resources needed for postal regulation
7.	Enhance collaboration among regulators	xxi) Appoint a focal point per country to monitor and evaluate postal regulatory activities

		xxii) Develop a road map for focal points;
		xxiii) Set up an African association of postal regulators
		xxiv) Strengthen regional cooperation
		xxv) Strengthen collaboration and cooperation between regional and international organizations, including UPU, PAPU, Restricted Unions...
8.	Strengthen cooperation between postal sector players at national and international level;	xxvi) Enhance cooperation between PAPU and UPU
		xxvii) Establish periodic consultation platforms at national level
9.	Encouraging greater investment in the postal sector;	xxviii) Lower postal sector entry barriers
		xxix) Develop an attractive tax regime
10.	Strengthen the role of the postal sector in the socio-economic development of PAPU Member States, in particular by ensuring that the postal sector is taken into account in government policies and priorities;	xxx) Advocate for the postal sector to be considered by Member States in setting their priorities
		xxxi) Make adequate financial resources available to postal regulators
		xxxii) Strengthen the role of public authorities in revitalizing the postal sector
		xxxiii) Sign framework agreements between postal operators and Member States
11.	Ensure effective regulation of e-commerce and digital financial services;	xxxiv) Establish co-regulation between postal regulators and other relevant stakeholders
12.	Reduce the environmental footprint of postal activities	xxxv) Form a working group on sustainable development

Following the presentation, the Working Group members took note of the findings from the survey on postal regulation in Africa.

The related report is attached hereto as **Annex 5**.

7. Brief on the 3rd African Postal Regulators Conference

The General Secretariat presented **Document No. PAPU/PRC/WGRD/04/2025 - Doc No.05** on the above-mentioned agenda item.

The General Secretariat noted that the successful organization of the first edition from 23rd to 24th June 2023 in Dakar, (Senegal), had led the Administrative Council to institutionalize the African Postal Regulators Conference as an annual event by Resolution **No. 06/PAPU/AC/XLI/2023** during its 41st Ordinary Session held from 29th to 30th August 2023.

Accordingly, the General Secretariat joined forces with CRASA to organized the 2nd edition of the event from 2nd to 3rd December 2024 in Victoria Falls, (Zimbabwe).

Along the same lines, the General Secretariat called on Member States to express interest in hosting the 3rd edition of the Postal Regulators Conference, which is scheduled to be held during the last quarter of 2025. For this 3rd edition of the Conference, the General Secretariat proposed the following theme: ***“Regulating to achieve growth and development of Africa's postal market amid the influx of courier players and technology advancements?”*** The proposed theme is justified by the presence on Africa's postal market of an increasing number of individuals and legal entities carrying out postal activities outside the established legal framework. This imposes unfair competition on designated and licensed private operators, resulting in lost tax revenue for Member States, disappearance of licensed operators and inadequate protection of postal service consumer rights.

The proposed theme is therefore aimed at facilitating a broadly-based dialogue between participants, with a view to sharing knowledge and best practices, and developing useful guidelines (recommendations, resolutions, and decisions) to level the playing field and tackle unfair competition from companies operating illegally in the postal market.

This core theme will be unpacked during panel discussions, each of which will focus on a sub-theme. The facilitators and moderators will come from Member States, restricted unions, strategic partners and the PAPU General Secretariat.

Following the presentation, participants took note of the Brief on the organization of the 3rd African Postal Regulators Conference. This working document is attached hereto as **Annex 6**.

8. Report the 2nd African Postal Regulators Conference

Document **No. PAPU/AC/PRC/WGRD/04/2025 - Doc No. 06 and Annex** was presented to apprise participants on the above-mentioned event. This 2nd edition of the African Postal Regulators Conference was jointly organized by PAPU and CRASA in collaboration with the Republic of Zimbabwe.

The General Secretariat expressed appreciation to CRASA and the Republic of Zimbabwe respectively for their invaluable cooperation and efforts in ensuring that the Conference was successfully organized.

Organized on the theme ***“Emerging Postal Industry and Regulation Trends in the Digital Age”***, the 2nd edition was held from 2nd to 3rd December 2024 in Victoria Falls (Zimbabwe). It offered a platform for participants to exchange in experiences during panel discussions and presentations on the challenges and prospects for postal regulation in the digital age.

Ultimately, the 2nd Postal Regulators Conference yielded significant outcomes and relevant recommendations for the Ministries responsible for postal services, Postal Regulatory Authorities and the General Secretariat.

The Working Group took note of the report, which is attached hereto as **Annex 7**.

9. Date and venue of next meeting

It was agreed that the date and venue of the Working Group's next meeting would be set and notified subsequently following consultations between the General Secretariat and its Bureau Member States.

10. Any Other Business

The PAPU Secretary General informed participants that the Republic of Côte d'Ivoire has nominated Mr. Isaac Gnamba Yao as its candidate for the office of Deputy Director General of the UPU International Bureau. The Secretary General invited member states to champion and support this candidacy, endorsed by the African Head of State Summit in February 2025 to ensure that Mr. Gnamba Yao is elected during the next UPU Congress scheduled for September 2025 in Dubai (United Arab Emirates).

11. Closing

The PAPU Secretary General thanked the members of the Working Group, starting with the Chairperson and then the Bureau members. He noted that the meeting report would be presented to the Policy and Regulation Committee in preparation for the 43rd Ordinary Session of the Administrative Council to be held from 18th to 25th June 2025 in Arusha (Tanzania).

The Secretary General urged participants to be ready to support the Chairperson of the Working Group during the presentation of the report. Lastly, the Secretary General thanked and congratulated the PAPU General Secretariat team for their relentless efforts in ensuring successful outcomes for the Union.

The Chairperson of the Working Group began by commended the remarkable results accomplished by the Working Group during the current four-year cycle 2021/2022-2024/2025. The Chair concluded by thanking and congratulating members of the Working Group and staff members of the General Secretariat for the constructive deliberations and well-crafted working documents. The Chairperson adjourned the meeting at 11:45 am GMT.

Chairperson
Républic of Côte d'Ivoire

Secretary
PAPU Secretary General

ANNEXE 1: ATTENDANCE LIST

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ANNEXE 2: AGENDA

A Specialized Agency of the AU



Institution spécialisée de l'UA

Working Group on Regulation Development (WGRD) Online Meeting of 06th May 2025

PAPU/AC/PRC/WGRD/04/2025- Doc No.01

Original: French

DRAFT AGENDA

BUREAU

CHAIR	:	CÔTE D'IVOIRE
1 ST VICE-CHAIR	:	TANZANIA
2 ND VICE-CHAIR	:	CAMEROON
RAPPORTEUR	:	TUNISIA & UGANDA
SECRETARIAT	:	GENERAL SECRETARIAT

Agenda item n°03

N°	DRAFT AGENDA	RESPONSIBLE
1.	Introductory remarks <ul style="list-style-type: none">ChairpersonSecretary General	<ul style="list-style-type: none">ChairpersonSecretary General
2.	Confirmation of Bureau Members	<ul style="list-style-type: none">General Secretariat
3.	Adoption of Agenda PAPU/PRC/WGRD/04/2025 – Doc No.01	<ul style="list-style-type: none">Chairperson
4.	Implementation Status of Decisions, Resolutions and Recommendations on Postal Regulation, Quadrennial Cycle 2021/22 – 2024/25 PAPU/AC/PRC/WGRD/04/2025 – Doc No.02 & Annex	<ul style="list-style-type: none">Working GroupGeneral Secretariat
5.	Implementation Status of the WGRD Plan of Action PAPU/AC/PRC/WGRD/04/2025 – Doc No.03 & Annex	<ul style="list-style-type: none">Working GroupGeneral Secretariat
6.	Findings from the Survey on Postal Regulation in Africa PAPU/AC/PRC/WGRD/04/2025 – Doc No.04 & Annex	<ul style="list-style-type: none">Working GroupGeneral Secretariat
7.	Note on the 3 rd Postal Regulators Conference PAPU/AC/PRC/WGRD/04/2025 – Doc No.05	<ul style="list-style-type: none">Working GroupGeneral Secretariat

8.	Report of the 2 nd African Postal Regulators' Conference PAPU/AC/PRC/WGRD/04/2025 – Doc No.06 and Annex	<ul style="list-style-type: none"> • Working Group • General Secretariat
9.	Date and venue of next meeting	<ul style="list-style-type: none"> • Working Group • General Secretariat
10.	AOB	<ul style="list-style-type: none"> • Working Group • General Secretariat
11.	Closing	<ul style="list-style-type: none"> • Secretary General • Chairperson