



PAPU/AC/ATC/PRC/05/2025 - Doc No. 04 and Annexes

Original: French

POLICY AND REGULATION COMMITTEE (PRC)

18 Juin 2025

REPORT OF THE WORKING GROUP ON POLICY AND LEGAL HARMONIZATION

Agenda item No. 05

1. Subject Working Group on Policy and Legal Harmonization Meeting Report	2. References/paragraphs <ul style="list-style-type: none">• Working documents;• Record of proceedings;• 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

Convened by the PAPU General Secretariat, the Working Group on Policy and Legal Harmonization held its fourth meeting remotely on 30th April 2025 from 09:00 GMT, under the chairmanship of the Republic of Zimbabwe represented by Mr. Kennedy Dewera.

The following Member States were in attendance: **Algeria, Angola, Benin, Burkina Faso, Egypt, Eswatini, Malawi, Mali, Mauritius, Mozambique, Namibia, Uganda, Senegal, Sudan, Tanzania, and 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 WGPL meeting is attached as **Annex No. 1**.

II. BUREAU MEMBERSHIP

The WGPL's Bureau membership is as follows:

- Chairperson: **Zimbabwe;**
- 1st Vice-Chairperson: **Eswatini;**
- 2nd Vice-Chairperson: **Benin;**
- Rapporteurs: **Tanzania and Burkina Faso;**
- Secretariat: **PAPU General Secretariat**

III. MEETING HIGHLIGHTS

The main highlights of the deliberations were as follows:

- i) Proposed amendments to the Acts of the Union (PAPU Convention and its Detailed Regulations);
- ii) Proposed amendments to the PAPU Staff Rules and Regulations;
- iii) Proposed amendments to the Rules of Procedure of the Administrative Council;
- iv) Terms of reference for the proposed "Sustainable Development Task Force".

IV. RECORD OF PROCEEDINGS

The proceedings of the WGPL's fourth meeting were held as per the adopted Agenda.

1. Introductory remarks

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

1.1. By the Chairperson

Mr. Kennedy Dewera, Chairman of the Working Group welcomed all participants and invited them to actively participate in the discussions. He pointed out that this Working Group meeting was being held ahead of the 43rd Ordinary Session of the Council, which would, among other things, deliberate on recommendations submitted by the Working Group via the Policy and Regulation Committee.

The Chair expressed appreciation to members of the Legal Experts Task Team for their commendable work, particularly the documents produced during the three meetings held at short intervals during the month of April 2025.

The Chair also urged participants to engage in open and constructive discussions in order to reach conclusions by consensus on issues on the agenda.

Lastly, the Chairman invited participants to use time wisely by being concise and objective in their interventions.

1.2. By the PAPU Secretary

The PAPU Secretary General, Dr. Sifundo Chief Moyo, began by expressing his appreciation, on behalf of the General Secretariat, to the Working Group Chairman, Bureau members and Member States for taking time off their busy schedules to attend the Working Group Meetings.

The SG noted that this meeting was in line with the Working Group's mandate, namely harmonizing legal and policy frameworks, particularly the Acts of the Union, in order to keep them abreast of the evolving broader postal ecosystem.

In this regard, he emphasized that this meeting would mainly consider the Legal Experts Task Team's report, together with proposed amendments to the PAPU Convention and its Detailed Regulations, the Staff Rules and Regulations, the Rules of Procedure of the Administrative Council, and the proposed Terms of Reference for establishing a Sustainable Development Task Force.

Highlighting the fact that the Working Group's members had the requisite expertise to tackle the matters submitted for their consideration, the Secretary General also expressed his firm conviction that the documents and recommendations to be presented to the upcoming 43rd Ordinary Session of the Council via the Policy and Regulation Committee will contain highly relevant proposals to subsequently improve the conduct of the Union's affairs.

The Secretary General further informed participants that, given the Plenipotentiary Conference **Decision No. 02/PAPU/PC/2021 of 25th June 2021**, the next Ordinary Session of the Conference will take place in March 2026, thereby giving rise to a transitional period commencing from 1st June 2025 until March 2026 when the Conference will finally meet in its 11th Ordinary Session.

In concluding his introductory statement, the Secretary-General reiterated the General Secretariat's unwavering support to the Working Group and wished members fruitful deliberations.

2. Confirmation of the Bureau

Upon verification by the General Secretariat, it was confirmed that the Working Group Bureau members were all in attendance. Consequently, the proceedings could go ahead given that all Bureau members were present.

3. Adoption of agenda

The PAPU General Secretariat presented the Draft Agenda for consideration and adoption, namely Document **No. PAPU/PRC/WGPL/04/2025 - Doc No. 01**. It 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 policy and legal matters during the quadrennial cycle 2021/2022-2024/2025

The General Secretariat presented **Document No. PAPU/AC/PRC/WGPL/04/2025 - Doc No. 02 and its Annex** containing the Implementation Status of Decisions, Resolutions, and Recommendations adopted by the Council during the current quadrennial cycle on legal and policy matters.

According to the report presented, the Council adopted **four resolutions** on legal issues during the four-year cycle 2021/2022-2024/2025, including revision of the Union's Acts and the functioning of its organs. **Two resolutions** have been fully implemented, while the other **two** will be effectively implemented during the 11th Ordinary Session of the Conference, as they entail submitting draft resolutions amending the Acts of the Union to the Conference for consideration.

Following the presentation, participants took note of the implementation status of the aforementioned Decisions, Resolutions and Recommendations. The related working document is attached as **Annex 03**.

5. Implementation Status of the WGPL Quadrennial Work Plan

Document No. PAPU/AC/PRC/WGPL/04/2025-Doc No. 03 and Annex on the implementation status of the WGPL Quadrennial Work Plan were presented to participants by the PAPU General Secretariat.

The presentation showed that out of **23 activities** in total, **17** have been fully completed, representing a **74%** completion rate, while the remaining **six** activities are still in progress.

Following the presentation, participants made the following comments and proposals:

i) On Activities in Progress:

While commending the completion rate thus presented, participants urged the General Secretariat to step up efforts to ensure effective implementation of activities in progress. In response, the General Secretariat explained that all activities still in progress are contingent on the African Postal Guidelines, which are still to be adopted by the competent bodies of the African Union, despite multiple reminders from the General Secretariat. However, the General Secretariat pointed out that steps are being taken with the Legal department of the African Union Commission in order to have guidance on adoption of the document by the competent bodies of the African Union.

The General Secretariat proceeded to explain that a questionnaire on postal regulation in Africa had been administered primarily with a view to developing a database to facilitate the implementation of certain ongoing regulation activities. Ultimately, participants agreed that implementation of activities contingent on the African Postal Guidelines did not depend solely on the PAPU General Secretariat but largely on Member States.

ii) **On Proposed Amendments to the UPU Acts**

Participants expressed concern about compliance with the deadlines set by the UPU Acts to submit any proposed amendments for consideration during the Congress scheduled for September 2025. On this point, reference was made to the conditions and deadlines set out in Article 139 of the UPU General Regulations. The General Secretariat emphasized that the review of the UPU Acts is still ongoing with a view to liaising with Member States in identifying any gaps for which proposals will be submitted to the competent bodies. Additionally, the General Secretariat recalled that, as an observer in the UPU, it does not have the authority to propose amendments to the UPU Acts and that such proposals must therefore be tabled by Member States.

iii) **On Proposed Amendments of the PAPU Financial Regulations**

The Working Group members requested to know if it was within its remit to consider proposed amendments to the Financial Regulations. The General Secretariat advised that, when a proposal is so required of a legal nature, the responsible Working Group or Administrative or Technical Committee refers the matter to the Legal Experts Team. More specifically, proposed amendments to the Financial Regulations are referred to the Working Group on Policy and Legal Harmonization for guidance on the legal aspects, while financial issues are referred to the relevant Working Group for consideration prior to transmission to the Finance and Administration Committee.

Following deliberations on the Working Group's Quadrennial Work Plan 2021/2022-2024/2025, participants took note of the document. The related working document is attached as **Annex 04**.

6. Presentation of Legal Experts Task Team Meeting Reports

The reports of the Task Team's third and fourth meetings were presented by Eswatini and Burkina Faso, represented by Mr. Noel MABUZA and Mr. COMPAORE Sana David, respectively.

In addition to the Bureau Member States, the following countries were in attendance during the Task Team's meetings held on April 11th, 17th and 25th April 2025: **Angola, Cameroon, Côte d'Ivoire, Egypt, Gabon, Ghana, Kenya, Malawi, Mali, Mozambique, the Republic of Congo, the Democratic Republic of Congo, Sudan, Tunisia and Zimbabwe.**

The Task Team Bureau membership which comprises of members with legal qualifications and experience is as follows:

- Chairperson: **Eswatini;**
- Vice-Chairperson: **Burkina Faso;**
- Members: **Algeria, Benin, Uganda and Tanzania;**
- Secretary: **PAPU General Secretariat.**

The following were the main highlights from the Task Team meeting reports:

- i) **Proposed amendments to the Acts of the Union:** Participants discussed proposed amendments to the PAPU Convention and its Detailed Regulations, in areas that include gender mainstreaming, members' rights, procedure for electing the Secretary General and Assistant Secretary General, as well as rights and duties of Associate Members;
- ii) **Proposed amendments to the PAPU Staff Rules and Regulations:** Discussions focused on advancement, progression and promotion, quorum and functioning of the Advisory Committee, public holidays, allowances and benefits common to all staff members, disciplinary procedures and administration of sanctions, as well as termination of service, including resignation, dismissal, redundancy, early retirement on medical grounds, death and permanent disability, and recall or termination of staff on secondment;
- iii) **Proposed amendment to the Rules of Procedure of the Administrative Council:** This related to the term of office of the Council bureau as set out in **Rule 4-2** of the Council's Rules of Procedure. This proposal seeks to formalize an existing practice within the Union in order to enable the Council and its Bureau to fully discharge their mandate between two sessions of the Plenipotentiary Conference;
- iv) **Terms of reference for the establishment of a "Sustainable Development" Task Force:** in light of the fact that sustainable development has taken centre-stage on the African and global agenda as outlined in the the African Union's Agenda 2063 and the United Nations' Agenda 2050, the Legal Experts Task Team also reviewed the Terms of Reference proposed by the General Secretariat as a means of sustaining the overall momentum to promote sustainable development and enhance the position of Africa's postal sector on this cause.

As part of the presentation of the reports, the General Secretariat presented the detailed annexes on the above-mentioned areas. The Task Team Reports and the related annexes are attached as **Annex 05**.

Participants made the following observations and amendments for implementation by the General Secretariat:

- i) Add the word "additional" to the title of **Rule 1: "Definitions"** of the PAPU Staff Rules and Regulations to clarify that these are new definitions to be incorporated at the beginning of the document;
- ii) Consider the financial implications of proposals relative to allowances and benefits common to all staff members.

In this regard, the General Secretariat informed participants that the financial impact of the proposed amendment is insignificant given the number of eligible staff members. Consequently, the Union's budget would be adequate to accommodate the related amount;

- iii) Consider gender in the framing of the amendments by adding “**he/she**”;
- iv) Do not include a notice period in the proposed amendment to the provisions on dismissal.
- v) Restructure the provisions of Chapter VI by providing separate articles for advancement, progression and promotion;
- vi) Delete the words ‘without change of grade’ in the heading of Rule 25.

Following discussions, participants expressed their appreciation for the content and comprehensiveness of the documents

7. WGPL recommendations

Following comments by participants and responses by the General Secretariat, Participants recommended that the following documents be submitted to the Policy and Regulation Committee for consideration and approval:

- i) Proposed amendments to the PAPU Convention and its Detailed Regulations, Document **No. PAPU/CA/ATC/PRC/05/2025-Doc No. 04a and Annex**;
- ii) Proposed amendments to the PAPU Staff Rules and Regulations, Document **No. PAPU/CA/ATC/PRC/05/2025-Doc No. 04b and Annex**;
- iii) Proposed amendment to the Rules of Procedure of the Administrative Council, Document **No. PAPU/CA/ATC/PRC/05/2025-Doc No. 04c and Annex**;
- iv) Proposed Terms of Reference of the Sustainable Development Task Force, Document **No. PAPU/CA/ATC/PRC/05/2025-Doc No. 04d and Annex**.

8. Date and venue of next meeting

The date and venue of the next meeting will be agreed and notified to the Task Team members after consultation between the General Secretariat and the Bureau.

9. Any Other Business

Discussions on this point focused on harmonizing African candidacies ahead of elections for the UPU Council of Administration and Postal Operations Council to be held during the 28th Congress in September 2025 in Dubai (United Arab Emirates). The General Secretariat informed participants that, in addition to the correspondence circulated to Member States, a document will be presented to the PAPU Administrative Council during its 43rd Ordinary Session to be held from 18th to 25th June 2025 in Arusha (Tanzania).

10. Closing

The PAPU Secretary General thanked all members of the Working Group and the staff of the General Secretariat for a job well done. SG pledged the General Secretariat's continued support in ensuring that the report and related documents are prepared and circulated to members as expected.

The Chairman of the Working Group commended participants for actively contributing to the highly-productive deliberations. The Chair expressed complete satisfaction with the outcomes of the proceedings, which should go a long way towards enhancing the relevance of the Union's policy, legal and regulatory toolkit. Lastly, the Chair urged Member States to pay their financial contributions in order to properly resource and capacitate the Union to operate effectively.

The Chairman adjourned the meeting at 03:33 pm GMT.

Chairperson
Zimbabwe

Secretary
PAPU Secretary General

ANNEX 1: ATTENDANCE LIST

No.	Names	EMAIL	COUNTRY/ ORGANIZATION
1.	David Asafu-Adjaye	davidasafuadjaye@gmail.com	
2.	Michael Onyezewe	af@papu.co.tz	PAPU
3.	Yasmina Ashraf	yasmina_ashraf@egyptpost.org	Egypt
4.	Waiswa Abudu Sallam	awaiswa@ucc.co.ug	Uganda
5.	Yonna	afo@papu.co.tz	PAPU
6.	Nathan Mkandawire	qs@papu.co.tz	PAPU
7.	Justin Magwaza	magwaza@potraz.zw	ZIMBABWE
8.	Jessica Ssengooba	asg@papu.co.tz	PAPU
9.	Agatha Kyakunzire	akyakunzire@ucc.co.ug	Uganda
10.	Pindali Emidio	pindali.emidio@minttics.gov.ao	Angola
11.	Ndanatsei Chinodya	ndana.chinodya@postoffice.co.zw	Zimbabwe
12.	Francine Ndayiragije	francine.ndayiragije@yahoo.com	
13.	francine.ndayiragije	francine.ndayiragije@yahoo.com	
14.	Joseph Zebedayo	joseph.zebedayo@tcra.go.tz	Tanzania
15.	Eslam Khedr	eslam_khedr@egyptpost.org	Egypt
16.	Cecilia Mkoba	cecilia.mkoba@tcra.go.tz	Tanzania
17.	Coumba Seck Niass	coumba.seck@numerique.gouv.sn	Senegal
18.	Myriam Attallah	myriamattallah@egyptpost.org	Egypt
19.	Mohamed Abker	mohamedabdalla@sudapost.sd	Sudan
20.	Wafaa Ibrahim	wafaa.ibrahim@tpira.gov.sd	Sudan
21.	Mbalule Natasha	natasha.mbalule@malawipost.post	Malawi
22.	Kashilimonika Ngenokesho	kashilimonika.ngenokesho@mict.gov.na	Namibia
23.	Saara Imbili	saara.imbili@mict.gov.na	Namibia
24.	Asimuna Kipingu	asimuna.kipingu@tcra.go.tz	United Republic of Tanzania
25.	Maria Langa	malanga@incm.gov.mz	Mozambique

26.	Revai Mukuruba	mukuruba@potraz.zw	Zimbabwe
27.	Oussen Kabore	ousseni.kabore@laposte.bf	Burkina Faso
28.	Yahiya Abdou	yabdou@amrtp.ml	Mali
29.	Herman Kabre	herman.kabre@laposte.bf	Burkina Faso
30.	ISSA Abdulrahman	abdulrahman.issa@tcra.go.tz	Tanzania
31.	Kennedy Dewera	dewera@potraz.zw	Zimbabwe
32.	Noel Mabuza	noel.mabuza@esccom.org.sz	Eswatini
33.	Vidooshi Boyro	vboyro@mauritiuspost.mu	Mauritius
34.	Michael Malera	michael.malera@malawipost.post	Malawi
35.	Sana David Compaore	david.compaore@tic.gov.bf	Burkina Faso
36.	Sarai Agbodja	asarai@arcep.bj	Benin
37.	Oumarou LY	lop@papu.co.tz	PAPU
38.	Abdoulaye NIANG	fid@papu.co.tz	PAPU
39.	Hilaria Mazenge	gso@papu.co.tz	PAPU
40.	SAWADOGO Philippe Arnaud	pri@papu.co.tz	PAPU
41.	Sifundo Chief Moyo	scmoyo1@gmail.com	PAPU
42.	Pascal CAPOCHICHI	fructueuxcapo@yahoo.fr	PAPU

ANNEX 2 : AGENDA

A Specialized Agency of the AU



Institution spécialisée de l'UA

Working Group on Policy and Legal Harmonization (WGPL)

Online Meeting

30th April 2025 09 00hrs GMT

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

Original: French

AGENDA

BUREAU

CHAIR: **Zimbabwe**

1st VICE-CHAIR: **Eswatini**

2nd VICE-CHAIR: **Benin**

RAPPORTEURS: **Tanzania & Burkina Faso**

SECRETARIAT: **PAPU General Secretariat**

Agenda item No. 3

No.	DRAFT AGENDA	RESPONSIBLE
1.	Introductory remarks <ul style="list-style-type: none">Working Group ChairpersonPAPU Secretary General	<ul style="list-style-type: none">Working Group ChairpersonPAPU Secretary General
2.	Confirmation of Bureau members	<ul style="list-style-type: none">PAPU General Secretariat
3.	Adoption of agenda PAPU/PRC/WGPL/04/2025 - Doc No.01	<ul style="list-style-type: none">Working Group ChairpersonWorking Group
4.	Implementation status of Decisions, Resolutions and Recommendations on policy and legal matters during the quadrennial cycle 2021/2022-2024/2025 PAPU/PRC/WGPL/04/2025 - Doc no.02 and Annex	<ul style="list-style-type: none">Working GroupPAPU General Secretariat
5.	Implementation Status of the WGPL Work Plan PAPU/PRC/WGPL/04/2025 - Doc No.03 & Annex	<ul style="list-style-type: none">Working GroupPAPU General Secretariat

6.	Presentation of the Legal Experts Task Team report PAPU/PRC/WGPL/04/2025 - Doc No.04 & Annexes	<ul style="list-style-type: none"> • Chairperson of Legal Experts Task Team
	6.1. Proposed amendments to the PAPU Acts PAPU/PRC/WGPL/04/2025 - Doc No.04a & Annex	<ul style="list-style-type: none"> • PAPU General Secretariat
	6.2. Proposed amendments to the PAPU Staff Rules and Regulations PAPU/PRC/WGPL/04/2025 - Doc No.04b & Annex	
	6.3. Proposed amendments to the Administrative Council Rules of Procedure PAPU/PRC/WGPL/04/2025 - Doc No.04c & Annex	
	6.4. Terms of Reference of the Sustainable Development Task Force PAPU/PRC/WGPL/04/2025 - Doc No.04d & Annex	
7.	Date and venue of next meeting	<ul style="list-style-type: none"> • Working Group • PAPU General Secretariat
8.	Any Other Business	<ul style="list-style-type: none"> • Working Group • PAPU General Secretariat
9.	Closing	<ul style="list-style-type: none"> • PAPU Secretary General • Working Group Chairperson