



**43<sup>RD</sup> ORDINARY SESSION OF ADMINISTRATIVE COUNCIL (AC)**

**POLICY AND REGULATION COMMITTEE (PRC)**

**PAPU/AC/XLIII/2025-Doc No.10 & Annexes**

*Original: French*

**REPORT OF THE POLICY AND REGULATION COMMITTEE**

**Agenda Item 13**

**1. Subject**

Report of the Policy and Regulation Committee (PRC)

**3. Decision expected**

- i) Consider and adopt the report;
- ii) Make any relevant comments and/or proposals;
- iii) Consider and adopt the PRC's Draft Decisions, Resolutions and Recommendations.

**2. References/paragraphs**

- Working documents;
- Recommendations of the Policy and Regulation Committee (PRC).

<b>II. INTRODUCTION.....</b>	<b>3</b>
<b>III. THE PRC BUREAU MEMBERSHIP .....</b>	<b>3</b>
<b>IV. HIGHLIGHTS OF THE DELIBERATIONS.....</b>	<b>3</b>
<b>V. SYNOPSIS OF PROCEEDINGS.....</b>	<b>4</b>
<b>1. Introductory remarks.....</b>	<b>4</b>
<b>1.1.By the PRC Chairperson .....</b>	<b>4</b>
<b>1.2.By the PAPU Secretary General.....</b>	<b>5</b>
<b>2.Adoption of Draft Agenda.....</b>	<b>5</b>
<b>3.Implementation status of Decisions, Resolutions and Recommendations by the         Administrative Council during the quadrennial cycle 2021/2022-2024/2025.....</b>	<b>6</b>
<b>4.Implementation status of the PRC’s Quadrennial Programme of Activities 2021/2022-         2024/2025 .....</b>	<b>7</b>
<b>5.Presentation of the Working Group on Policy and Legal Harmonization (WGPL) Report.....</b>	<b>8</b>
<b>6. Presentation of the Working Group on Regulatory Development (WGRD) Report.....</b>	<b>11</b>
<b>VI. RECOMMENDATIONS OF THE POLICY AND REGULATION COMMITTEE (PRC) .....</b>	<b>16</b>
<b>VII. DATE AND VENUE OF NEXT MEETING .....</b>	<b>17</b>
<b>VIII. ANY OTHER BUSINESS.....</b>	<b>17</b>
<b>IX. CLOSING .....</b>	<b>17</b>

## I. INTRODUCTION

The Policy and Regulation Committee held its fifth meeting for the quadrennial cycle 2021/2022-2024/2025 on 18th and 20th June 2025 at the PAPU Headquarters in Arusha (United Republic of Tanzania). The deliberations were chaired by Mr. Matano Ndaro, representing the Republic of Kenya.

The following Member States were in attendance: **Algeria, Botswana, Burkina Faso, Cameroon, Côte d'Ivoire, Chad, Democratic Republic of Congo, Eswatini, Ghana, Guinea, Kenya, Lesotho, Malawi, Mali, Mozambique, Namibia, Niger, Senegal, South Africa, Tanzania and Zimbabwe.**

The detailed attendance list is attached as **Annex 1.**

## II. THE PRC BUREAU MEMBERSHIP

The PRC's current Bureau membership is as follows:

- ✓ Chairperson: **Kenya;**
- ✓ 1<sup>st</sup> Vice-Chairperson: **Senegal;**
- ✓ 2<sup>nd</sup> Vice-Chairperson: **Algeria;**
- ✓ Rapporteurs: **Malawi and Mali;**
- ✓ Secretary: **PAPU General Secretariat.**

## III. HIGHLIGHTS OF THE DELIBERATIONS

Deliberations were centered on **fourteen (14)** items along with related working documents, including the draft agenda. The salient matters presented for consideration during this session were as follows:

- Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council during the quadrennial cycle 2021/2022-2024/2025;
- Implementation status of the PRC's Quadrennial Programme of Activities 2021/2022-2024/2025;
- Proposed amendments to the Acts of the Union;
- Proposed amendments to the PAPU Staff Rules and Regulations;

- Proposed amendments to the Rules of Procedure of the Administrative Council;
- The Terms of Reference of the Sustainable Development Task Force;
- Report on Results of the Survey on Postal Regulation in Africa.

## IV. SYNOPSIS OF PROCEEDINGS

The PRC conducted its proceedings in line with the adopted agenda.

### 1. Introductory remarks

The PAPU Secretary General and the PRC Chairperson took turns to deliver their opening remarks.

#### 1.1. By the PRC Chairperson

The Committee Chairman first welcomed participants and expressed his delight at the large turnout for this fifth session of the Committee, before congratulating them on the results achieved during previous sessions. The Chairman also expressed his heartfelt appreciation to the Government of the United Republic of Tanzania for the warm welcome extended to the participants since their arrival in the city of Arusha.

He proceeded to thank and commend the PAPU General Secretariat for the high standard documentation produced and efforts to ensure that working documents are circulated to Committee members in a timely manner.

Speaking about the Policy and Regulation Committee, the Chairman recalled its responsibilities and said he was convinced that these responsibilities were being fully assumed and implemented, despite the difficulties inherent in the non-adoption of the African Postal Guidelines and the lack of adequate documentation and models that had been requested from Member States and restricted unions.

Lastly, the Committee Chairman returned to the agenda and emphasized that this session is mainly tasked with examining the reports of the Working Group on Policy and Legal Harmonization and the Working Group on Regulatory Development, as well as their respective annexes. In this regard, he recalled that during this session, the Committee is called upon to consider several important documents, including proposed amendments to the Acts of the Union, the PAPU Staff Rules and

Regulations, the Terms of Reference of the “Sustainable Development” Task Force, and findings from the Survey on Postal Regulation in Africa.

Finally, the Chairman of the Policy and Regulation Committee, given the heavily-packed agenda and the time allocated to this session, invited members to be precise and concise in their interventions. He concluded by wishing participants fruitful deliberations.

## **1.2. By the PAPU Secretary General**

Dr. Sifundo Chief Moyo, Secretary General of PAPU, began by welcoming participants and expressing his appreciation to them for taking time to travel to Arusha to participate in these preparatory works ahead of the 43rd Ordinary Session of the Administrative Council.

He then congratulated the Committee members for their excellent work and achievements throughout this four-year cycle and commended the exemplary leadership demonstrated by the Committee’s bureau members. Speaking on the agenda of the 5th meeting of the Policy and Regulation Committee, the PAPU Secretary General, while acknowledging the large number of working documents, focused on a few salient points of this session, namely the proposed amendment to the Union’s Acts, the Terms of Reference of the “Sustainable Development” Task Force, the findings from the Survey on Postal Regulation, and the documents on the Postal Regulators Conference and Forum.

He also reiterated his firm conviction that these documents would be examined, as usual, with thoroughness and professionalism so that the conclusions reached would meet the expectations of the Member States and our beloved Union.

Lastly, the Secretary General once again pledged the General Secretariat’s full support for the Policy and Regulation Committee and wished its members meaningful and productive deliberations.

## **2. Adoption of Draft Agenda**

The draft agenda was presented as Document **No. PAPU/ATC/PRC/05/2025-Doc No. 01**. It was adopted with no amendment. The adopted agenda is attached as **Annex 2**.

### **3. Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council during the quadrennial cycle 2021/2022-2024/2025**

The PAPU Secretariat General presented the Implementation Status of Decisions, Resolutions and Recommendations via document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 02 and Annex**. This presentation showed that, during this four-year cycle, the Administrative Council adopted **seven** Resolutions, **two** Recommendations and **one** Decision. Out of a total of **ten** legal instruments, **five** have been fully implemented, **two** have been partially completed, while **three** are in progress.

The Resolutions and Decision currently in progress mainly relate to activities to be carried out at a later date or to postal regulation, for which lack of information and documentation has delayed implementation of the related activities.

As for the partially completed Resolution and Recommendation, they each contain **two** activities, some of which are currently in progress. This is the case for the following activities provided for in **Resolution No. 04/PAPU/AC/XLII/2024** on presentation of a Resolution to amend the Acts of the Union during the 11th Ordinary Session of the Plenipotentiary Conference and **Recommendation No. 02/PAPU/AC/XLII/2024** on postal regulation:

- Present to the 11th Ordinary Session of the PAPU Plenipotentiary Conference a Draft Resolution to amend the Acts of the Union;
- Propose a regulatory framework for postal financial services.

Following the presentation, members of the Policy and Regulation Committee took note of the document.

The Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council during the quadrennial cycle 2021/2022-2024/2025 is attached as **Annex 3**.

#### **4. Implementation status of the PRC's Quadrennial Programme of Activities 2021/2022-2024/2025**

This was presented by the General Secretariat as document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 03 and Annex**. This presentation showed that the PRC's Quadrennial Programme of Activities 2021/2022-2024/2025 contains **17** deliverables and **50** activities.

Out of the total number of activities planned, **26** activities (**52%**) have been fully completed. In contrast, **24** activities (**48%**) are still in progress.

This relatively low rate is mainly due to non-implementation of certain postal regulation activities due to insufficient documentation and models. It is worth recalling that the PAPU General Secretariat requested Member States and Restricted Unions to avail their postal regulation documents and models. But only CRASA and SAPOA responded favourably by providing these materials. The lack of information prevented the PAPU General Secretariat from implementing most of the planned postal regulation activities.

However, the results of the Survey on Postal Regulation in Africa provided the General Secretariat with quantitative and qualitative information for it to effectively carry out the relevant activities during the quadrennial cycle 2026/2027-2029/2030.

Following this presentation, members of the Policy and Regulation Committee took note of the document after making the following comments, requesting the General Secretariat to:

- Work closely with the restricted unions, in particular CRASA and EACO, to redefine universal postal service obligations;
- Request any proposed amendments from other UPU sub-regions for review and to form an opinion that can be defended at the next UPU Congress;
- Continue efforts towards ensuring adoption of the African Postal Guidelines. However, these efforts should not exclude the possibility of face-to-face meetings with African Union Commission officials.

Furthermore, the Chair of the Policy and Regulation Committee called on Member States to respond within the deadline to the questionnaires sent by the UPAP Secretary General.

Following discussions on the presentation, the Policy and Regulation Committee took note of document **no. PAPU/AC/ATC/PRC/05/2025-Doc No. 03 and its Annex**, attached as **Annex 4**.

Telephone  
Téléphone  
255 27 2543263

Telefax  
Téléfax  
255 27 2543265

Address/Adresse  
Plot 114, Block Z,  
Golf Course, Sekei  
P.O Box 6026, Arusha 23000  
United Rep. of Tanzania  
Rep. Unie de Tanzanie

Website  
Site Web  
[www.upap-papu.africa](http://www.upap-papu.africa)

E-mail Address  
Adresse E-mail  
[sc@papu.co.tz](mailto:sc@papu.co.tz)

## **5. Presentation of the Working Group on Policy and Legal Harmonization (WGPL) Report**

In its capacity as Chair of the Working Group, Zimbabwe, represented by Mr. Kennedy Dewera, first expressed its gratitude to the United Republic of Tanzania and the General Secretariat for the smooth organization of the 43rd regular session of the Governing Council and the quality of the documents made available to the delegates.

He then proceeded to present document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 04 and annexes** containing the Working Group on Policy and Legal Harmonization (WGPL) Meeting Report.

The presentation of the Working Group's report focused on the implementation status of the Working Group's four-year programme of activities and the implementation status of decisions, resolutions and recommendations on legal and policy matters summarized in **points IV (3) and (4)** of this report, as well as proposed amendments to the Acts of the Union, the PAPU Staff Rules and Regulations, the Rules of Procedure of the Administrative Council and the Terms of Reference of the Sustainable Development Task Force.

Following the presentation of the Working Group's report, the PAPU Secretariat made a detailed presentation on the proposed amendments and terms of reference of the Sustainable Development Task Force.

### **a) On proposed amendments to the Acts of the Union**

The proposed amendments to the Acts of the Union were presented as Document No. **PAPU/AC/ATC/PRC/05/2025- Doc No. 04a and Annex**. This presentation showed that the proposed amendments to the Union's Acts are aimed at:

- i) Harmonizing the provisions of the PAPU Convention and those of the Detailed Regulations of the Convention;
- ii) Enhancing gender mainstreaming within the Union in the French version of the Union's Acts;
- iii) Introducing international best practices in voting, by adding the option of vote by acclamation where there is a single candidate for an elective position;
- iv) Ensuring that all seats and/or posts in the organs are filled, while improving the financial capacity of the Union.



In this regard, the proposed amendments to the Acts of the Union focused on:

- i) Enhancing gender mainstreaming in the French version of the Union's Acts;
- ii) Right and obligations of Member States and Associate Members;
- iii) Introducing a new method for electing officials (voting by acclamation).

Following the presentation, members of the Policy and Regulation Committee made the following comments before adopting the proposed amendments:

- Add the term "at least" to the proposed amendment to Article 20(3)(b) in order to clarify the threshold for Member States with accumulated outstanding contributions to be liable to lose their rights vis-à-vis the Union.
- Rewrite point 5 of the proposed amendment to Article 20 (3), b) as follows: "Automatic sanctions shall be lifted automatically and with immediate effect as soon as the Member State concerned has fully paid its outstanding mandatory contributions due to the Union, both in principal and interest.

However, as an exceptional measure, the Member State concerned may qualify for automatic and temporary lifting of the sanction if it conclude an amortization plan with the Union and actually pays at least 50% of the amount owed to the Union. The proposed amendments to the PAPU Acts are attached as **Annex 5**.

## **b) Proposed amendments to the PAPU Staff Rules and Regulations**

These were presented in document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 04b and Annex**. In doing so, the UPAP General Secretariat reiterated that the proposed amendments pursue the following objectives:

- i) Harmonizing the provisions of the PAPU Staff Rules and Regulations;
- ii) Promoting fairness in managing PAPU human resources;
- iii) Improving the effectiveness of the disciplinary procedure while protecting the rights of PAPU staff members and ensuring due process;
- iv) Applying best practices in human resources management;

In this regard, discussions among members of the PRC focused on proposed amendments relating to 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 secondment.

Following this presentation, members of the Policy and Regulation Committee took note of the document after making the following comments:

- Reframe the proposed amendment to Rule 65 on Redundancy/Abolition of Position (formerly dismissal) by adding a notice period;
- Differentiate between the redundancy of internationally recruited staff and locally recruited staff in order to take into account the requirement to seek a recommendation from the Advisory Committee for locally recruited staff and approval of the Administrative Council for internationally recruited staff;
- Expressly provide for the rights and benefits provided for in the Staff Rules and Regulations;
- Add the term “vacant position” to the definition of “promotion”;
- Redraft the definitions of the terms “Promotion” and “Progression” taking into account the relevant articles in the Staff Rules and Regulations;
- Replace the term “*beneficiaires*” in the French version with “*ayants-droit*” in the wording of the proposed amendment to Rule 67 relating to the “Death of a staff member”;
- Add the term “among others” to the wording of the proposed amendment to Rule 68 “Recall or end of secondment” to take into account all the various reasons that may justify termination of secondment;

Following discussions, members of the Policy and Regulation Committee adopted and authorized the General Secretariat to forward the proposed amendments to the PAPU Staff Rules and Regulations to the Finance and Administration Committee for further consideration and presentation to the Plenary session of the Administrative Council for adoption.

The proposed amendments to the PAPU Staff Rules and Regulations are contained in **Annex 6**.

### **c) Proposed amendments to the Rules of Procedure of the Administrative Council**

Proposed amendment to the Rules of Procedure of the Administrative Council were presented as document **No. PAPU/ATC/PRC/05/2025-Doc No. 04c and Annex**. It relates to **Rule 4 (2)** of the Rules of Procedure of the Administrative Council and seeks to remedy a shortcoming relating to the effective term of office of the bureau elected during the Ordinary Session of the Administrative Council immediately prior to the Ordinary Session of the Plenipotentiary Conference.

Thus, in order to enable the bureau to fully perform its role between **two** sessions of the Conference, the proposal is to formally establish a prevailing practice in the Union.

Following presentation of document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 04c and annex**, members of the Policy and Regulation Committee adopted the proposed amendment to the Rules of Procedure of the Administrative Council.

The proposed amendment to the Rules of Procedure of the Council is attached as **Annex 7**.

#### **d) Terms of Reference of the Sustainable Development Task Force**

The PAPU Secretariat General presented the Terms of Reference of the Sustainable Development Task Force as document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 04d and Annex**.

This presentation highlighted that, in order to strengthen the role of Africa's postal sector in the global sustainable development agenda, it is proposed to set up a Sustainable Development Task Force. This will provide a formal framework for exchanges and sharing of experiences and best practices on issues related to sustainable development.

Following the presentation, members of the PRC made the following comments:

- Borrow from the African Union's African Resilience Framework, which aims primarily to strengthen the continent's capacity to address climate change challenges;
- Explore opportunities for the UPAP to benefit from available financing mechanisms for climate change mitigation;
- Explore ways and means to monetize Africa's low contribution to global carbon emissions.

In addition, the following Member States have offered to serve as members of the "Sustainable Development" Task Force: Burkina Faso, Côte d'Ivoire, and Ghana.

Following the discussions, the Policy and Regulation Committee adopted the Terms of Reference of the Sustainable Development Task Force. The related document is attached as **Annex 8**.

### **6. Presentation of the Working Group on Regulatory Development (WGRD) Report**

Representing the Republic of Côte d'Ivoire in the capacity of Chairperson of the Working Group on Regulatory Development (WGRD), Ms Hadjaratou Bamba began by extending her appreciation to the United Republic of Tanzania for the well-organized 43<sup>rd</sup> Ordinary Session of the Administrative

Telephone  
Téléphone  
255 27 2543263

Telefax  
Téléfax  
255 27 2543265

Address/Adresse  
Plot 114, Block Z,  
Golf Course, Sekei  
P.O Box 6026, Arusha 23000  
United Rep. of Tanzania  
Rep. Unie de Tanzanie

Website  
Site Web  
www.upap-papu.africa

E-mail Address  
Adresse E-mail  
sc@papu.co.tz

Council and complimented the PAPU General Secretariat on the high-quality working documents availed to participants before going ahead to present the Working Group's report.

Submitted as document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 05 and annexes**, the report of the Working Group on Regulatory Development, in addition to the implementation status of the Working Group's four-year programme of activities and the implementation status of Decisions, Resolutions and Recommendations on postal regulation summarized in **points IV (3) and (4)** of this report, on results of the Survey on Postal Regulation in Africa, proposed themes, date and venue of the 3rd African Postal Regulators Conference, and the report containing results and recommendations from the 2nd African Postal Regulators Conference.

Following presentation of the Working Group's report, the General Secretariat presented the detailed results of the Survey on Postal Regulation in Africa and working documents relating to the 2nd and 3rd African Postal Regulators Conference.

#### **a) Results of the Survey on Postal Regulation in Africa**

This was presented as Document No. **PAPU/AC/ATC/PRC/05/2025-Doc No. 05a**. In this presentation, the General Secretariat recalled that the main objective of the survey was to overcome the lack of information and postal regulation documents by creating a database that will enable it to take stock of the situation and consider the prospects in the form of recommendations and proposals for documents and policies on postal regulation.

As a reminder, the survey questionnaire covered national regulatory policies, reserved services, universal postal service and its financing, the regulatory system, the legal status of regulatory authorities, etc.

An analysis of Member States' responses to the questionnaire identified **12** main challenges for postal regulation in Africa and **35** recommendations. These recommendations will be translated into activities by the General Secretariat, in collaboration with the thematic teams, and then integrated into the four-year programme of activities 2026/2027-2029/2030.

Following the presentation, members of the Policy and Regulation Committee adopted the document containing challenges and recommendations, after making the following comments:

- The need for Member States to respond in a timely manner to questionnaires sent by the PAPU General Secretariat;

- Involve postal operators and ministries responsible for postal services in questionnaires on postal regulation in order to address the challenges facing the African postal sector in a holistic manner;
- Rewrite the section of the report on the postal regulation system in order to establish a stronger link between the analyzed results and the recommendation on the establishment of a multisectoral regulatory authority;
- Add to the challenges identified the difficulty encountered by designated operators in setting postal service pricing;
- Craft a recommendation to address the challenge of postal service pricing.

Document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 05a** on results of the Survey on Postal Regulation in African is attached as **Annex 9**.

### **b) Report on the 2nd African Postal Regulators Conference**

The PAPU General Secretariat presented document **No. PAPU/AC/ATC/PRC/05/2025-Doc No. 05d and annex**, informing PRC members that the 2nd Postal Regulators Conference had been jointly organized with CRASA on 2nd and 3rd December 2024 in Victoria Falls, Zimbabwe.

The General Secretariat commended the fruitful collaboration of CRASA and expressed its deep gratitude to the authorities of the Republic of Zimbabwe for the successful organization of this 2nd African Postal Regulators Conference.

The event was organized on the theme: “**Emerging postal industry and regulation trends in the digital age.**” The 2nd Postal Regulators Conference concluded with the adoption of recommendations annexed to a Circular issued to Member States by the General Secretariat.

Following this presentation, PRC members took note of the Report on the 2<sup>nd</sup> African Postal Regulators Conference.

The working document is attached as **Annex 10**.

### **c) General Secretariat's brief on organization of the 3rd African Postal Regulators Conference**

A Brief on the organization of this event was presented by the General Secretariat as Document No. **PAPU/AC/ATC/PRC/05/2025- Doc No. 05e**. In this presentation, the General Secretariat informed participants that the 3rd edition of the Postal Regulators Conference will focus on the theme: ***“Regulating to achieve growth and development of Africa's postal market amid the influx of courier players and technology advancements?” ...***

This choice is all the more justified given that the current environment is marked by an increasing number of individuals and legal entities carrying out postal activities outside the legal framework for postal activities (illegal postal operators). This phenomenon therefore imposes unfair competition on duly licensed operators, with the attendant consequences of non-compliance with consumer rights, loss of tax revenue (non-payment of postal charges), difficulties for licensed operators, etc.

The proposed theme is therefore aimed at facilitating a broadly-based dialogue among African postal regulators on this issue, with a view to sharing knowledge and best practices, and developing useful guidelines (recommendations, resolutions, and decisions) to tackle unfair competition from companies operating illegally in the postal market.

As for the date of the 3rd African Postal Regulators Conference, the PAPU General Secretariat informed PRC members that it will be held in Q4 2025, unless a Member State decides to host it at any other time or date agreed with the General Secretariat.

The General Secretariat is therefore calling on Member States to express interest in hosting the event on their territory. Should no Member State express interest, the 3rd African Postal Regulators Conference will be hosted at the PAPU Headquarters in Arusha (Tanzania), subject to availability of funds.

Following the presentation, the Chairman of the Policy and Regulation Committee, following the General Secretariat's comments, appealed to the PRC Member States to express interest in hosting the 3<sup>rd</sup> African Postal Regulators Conference. Members took note of the related working document attached as **Annex 11**.

#### **d) African Postal Regulators Forum Bureau Membership**

The General Secretariat presented to the members of the Policy and Regulation Committee document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 05c** on the bureau membership of the Postal Regulators Forum. In its presentation, the General Secretariat emphasized that the bureau was being restructured to comply with the provisions of **point 7** of the Terms of Reference of the Postal Regulators Forum, which stipulates that: ***“The Chair of the Forum shall rotate among PAPU Member States, considering the African Union’s geographical distribution”***. It is worth noting that since 2022, the chairmanship of the Postal Regulators Forum has been held by the Central Region, namely the Democratic Republic of Congo.

Participants in the preparatory online meeting held on 5th June 2025 in preparation of the event, adopted the following Bureau membership for the Postal Regulators Forum:

- ✓ Co-Chairs: **Niger (West) & Morocco (North)**;
- ✓ Rapporteurs: **Chad (Central), Malawi (Southern) & Tanzania (East)**.

This new bureau will conduct the proceedings of the 7th and 8th editions of the Postal Regulators Forum, in accordance with the provisions of point 7 of the Terms of Reference adopted by **Resolution No. 07/PAPU/AC/XLI/2023** approving the Terms of Reference of the African Postal CEOs and Postal Regulators Forums.

Following the presentation, PRC members took note of the Bureau membership of the African Postal Regulators Forum.

Document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 05c** on the bureau membership of the Postal Regulators Forum is attached as **Annex 12**.

#### **e) Panelists and moderators of the 7th edition of the African Postal Regulators Forum**

Document **No. UPAP/CA/CAT/CPR/05/2025 Doc No. 05b** was presented by the PAPU General Secretariat. This presentation highlighted the fact that the theme of the 7th edition of the Postal Regulators Forum is: ***“Regulatory, Technical and Financial Challenges of Postal Service Financing, and Outlook”***. ...

The theme is self-evident, given the challenges faced by Member States in consistently and fairly covering the additional costs incurred in providing universal postal service. Several factors account for this state of affairs:

- The inefficiency of reserved services, which postal regulators find difficult to enforce on private postal operators;
- Non-payment of postal charges or insufficient compensation funds when postal charges are paid regularly by postal operators;
- Difficulties in effectively benefiting from Member States' subsidies;
- Failure to submit normally justifiable compensation claims.

It is therefore necessary for African postal regulators to exchange views and propose solutions for regular and fair financing of universal postal services.

As for the panellists, the following Member States expressed their interest in participating as panellists during the preparatory meeting of the Postal Regulators Forum: **Burkina Faso, Democratic Republic of the Congo and Malawi.**

The panel discussions will be moderated by the following Member States and sub-regional organizations: Uganda, Gabon, EACO and CRASA.

However, given the insufficient number of panellists, the PAPU Secretariat General, seconded by the PRC Chairman, called on participants in the PRC meeting to participate as panellists during the 7th edition of the Postal Regulators Forum. The following Member States and international organizations have responded favourably to this call: **Côte d'Ivoire, South Africa, Tanzania, Malawi, Zimbabwe, Cameroon, Senegal and Niger.**

Following discussions, participants took note of the theme and the list of panellists and moderators. Document **No. PAPU/AC/ATC/PRC/05/2025 Doc No. 05b** on the theme, panellists and for the 7th Postal Regulators Forum is attached as **Annex 13.**

## **V. RECOMMENDATIONS OF THE POLICY AND REGULATION COMMITTEE (PRC)**

Following presentation of the Working Group reports and annexes, the Policy and Regulation Committee recommends that the Administrative Council:



- Approves the draft resolution to propose amendments to the PAPU Acts during the 11th Ordinary Session of the PAPU Plenipotentiary Conference;
- Approves the proposed amendments to the Rules of Procedure of the Administrative Council;
- Approves the establishment of a Sustainable Development Task Force and its Terms of Reference;
- Approves the document containing challenges and recommendations from results of the Survey on Postal Regulation in Africa and instruct the General Secretariat to develop, in collaboration with the thematic teams, an action plan to be integrated into the four-year programme of activities 2026/2027-2029-2030.

The drafts decisions, resolutions and recommendations of the Administrative Council are attached as **Annex 14**.

## **VI. DATE AND VENUE OF NEXT MEETING**

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

## **VII. ANY OTHER BUSINESS**

No issue was raised under this agenda item by PRC members or the General Secretariat.

## **VIII. CLOSING**

The PAPU Secretary General thanked the PRC Bureau members for expertly steering the proceedings of this 5<sup>th</sup> meeting of the Committee, as well as participants for their active participation and relevant contributions during the meeting. He also thanked and commended the staff of the General Secretariat, the interpreters and technicians for their hard work.

The Chair of the Committee began by expressing deep gratitude to the United Republic of Tanzania for the excellent organization. He acknowledged the fraternal atmosphere in which the discussions had taken place, before thanking and commending members of the Committee, the General Secretariat and the interpreters for their invaluable contributions, well-crafted working documents

and interpretation. He adjourned the meeting of the Policy and Regulation Committee at 6:30 pm (TU+3).

**Chairperson**

**Kenya**

**Secretary**

**PAPU Secretary General**

Telephone  
Téléphone  
255 27 2543263

Telefax  
Téléfax  
255 27 2543265

Address/Adresse  
Plot 114, Block Z,  
Golf Course, Sekei  
P.O Box 6026, Arusha 23000  
United Rep. of Tanzania  
Rep. Unie de Tanzanie

Website  
Site Web  
[www.upap-papu.africa](http://www.upap-papu.africa)

E-mail Address  
Adresse E-mail  
[sc@papu.co.tz](mailto:sc@papu.co.tz)

## ANNEX 2: AGENDA

### 43<sup>rd</sup> ORDINARY SESSION OF THE PAPU ADMINISTRATIVE COUNCIL

\*\*\*\*\*

#### POLICY AND REGULATION COMMITTEE

\*\*\*\*\*

#### DRAFT AGENDA

\*\*\*\*\*

18<sup>th</sup> JUNE 2025

UPAP-CA-CAT-CPR-05-Doc n°01

Original French

### BUREAU

- Chairperson: **Kenya**;
- 1st Vice-Chairperson: **Sénégal**;
- 2nd Vice-Chairperson: **Algérie**;
- Rapporteurs: **Malawi and Mali**;
- Secretary: **PAPU General Secretariat**

#### Point n°2 de l'ordre du jour

<u>TIMING</u>	<u>ACTIVITY</u>	<u>RESPONSIBLE</u>
<u>SESSION 1 (Morning)</u>		
10:00 - 10:20	1. Introductory Remarks by: <ul style="list-style-type: none"><li>• Policy &amp; Regulation Committee Chairperson</li><li>• PAPU Secretary General</li></ul>	Committee Chairperson  PAPU Secretary General
10:20 - 10:30	2. Adoption of Agenda <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.01</i>	Policy and Regulation Committee
10:30 - 13:00	3. Implementation Status of Decisions, Resolutions and Recommendations on policy and legal matters during the quadrennial cycle 2021/2022-2024/2025 <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.02 and Annex</i>	Policy and Regulation Committee
	4. Implementation status of Policy and Regulation Committee' Programme of Activities <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.03 and Annex</i>	Policy and Regulation Committee
	5. Presentation of Policy and Legal Harmonization Working Group Report <i>PAPU/ATC/PRC/05/2025 - Doc no.04 and Annexes</i>	
	5.1. Proposed amendments to the PAPU Acts <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.04a and Annex</i>	Policy and Regulation Committee
	5.2. Proposed amendments to the PAPU Staff Rules and Regulations <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.04b and Annex</i>	
	5.3. Proposed amendments to the Administrative Council Rules of Procedure <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.04c and Annex</i>	
	5.4. Terms of Reference of the Sustainable Development Task Force <i>PAPU/AC/ATC/PRC/05/2025 - Doc no.04d and Annex</i>	
	13:00-14:30	<u>LUNCH BREAK</u>

SESSION 2 (Afternoon)		
14:30 - 17:30	6. Presentation of Report of Working Group on Regulation Development	
	PAPU/AC/ATC/PRC/05/2025 - Doc no.05 and Annexes	
	6.1. Findings from the Survey on Postal Regulation in Africa PAPU/AC/ATC/PRC/05/2025 - Doc no.05a	Policy and Regulation Committee
	6.2. Proposed theme for Postal Regulators Forum PAPU/AC/ATC/PRC/05/2025 - Doc no.05b	
	6.3. Proposed Bureau membership of the Postal Regulators Forum PAPU/AC/ATC/PRC/05/2025 - Doc no.05c	
	6.4. Report of the 2nd African Postal Regulators Conference PAPU/AC/ATC/PRC/05/2025 - Doc no.05d and Annex	
6.5. Brief on 3 <sup>rd</sup> African Postal Regulators Conference PAPU/AC/ATC/PRC/05/2025 - Doc no.05e		
17:30-18-00	TEA/COFFEE BREAK	
18:00-18:30	7. Summary of Committee recommendations	Committee Chairperson PAPU Secretary General
	8. Date and venue of next meeting	Committee Chairperson PAPU Secretary General
	9. Any Other Business	Policy & Regulation Committee PAPU Secretary General
	10. Closing remarks	Committee Chairperson PAPU Secretary General

## ANNEX 3 :



### POLICY AND REGULATION COMMITTEE (PRC)

18th June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No.02 & Annex

*Original: French*

### **IMPLEMENTATION OF DECISIONS, RESOLUTIONS AND RECOMMENDATIONS BY THE ADMINISTRATIVE COUNCIL FOR THE QUADRENNIAL CYCLE 2021/2022-2024/2025 ON POLICY AND REGULATION MATTERS**

#### Agenda item No. 3

<b>1. Subject</b> Implementation status of Decisions, Resolutions and Recommendations by the Administrative Council on Postal Policy during the Quadrennial Cycle 2021/2022-2024/2025 on Policy and Regulation matters	<b>2. References/paragraphs</b> Reports of Administrative Council meetings.
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>Consider the document and take note of the progress on implementation of Administrative Council Decisions, Resolutions and Recommendations;</li><li>Make any relevant comments/observations</li></ul>	

#### **I. INTRODUCTION**

During the quadrennial cycle 2021/2022-2024/2025, the Administrative Council considered a raft of documents presented to it by the Policy and Regulation Committee. Upon review of these papers, the Council issued guidelines by way of Resolutions, Recommendations or Decisions on policy and regulatory matters.

A total of **ten (10)** guidelines, including **seven (07)** Resolutions, **two (02)** Recommendations and **one (01)** Decision, were adopted by the Council on the proposal of the Policy and Regulation Committee.

## **II. IMPLEMENTATION STATUS**

This document serves a twofold purpose: firstly, brief the Policy and Regulation Committee, followed by the Administrative Council, on the state of implementation of the aforementioned Resolutions, Recommendations, and Decisions. The implementation status of Council Resolutions, decisions and recommendations for the current quadrennial cycle is shown on the table below.

## **III. DECISION EXPECTED**

The Policy and Regulation Committee is invited to

- i) Consider this document and take note of the progress on implementation of Administrative Council Decisions, Resolutions and Recommendations
- ii) Make any relevant comments or observations.

**Completed****In process****Pending**

**IMPLEMENTATION OF THE ADMINISTRATIVE COUNCIL DECISIONS,  
RESOLUTIONS AND RECOMMENDATIONS FOR THE QUADRENNIAL CYCLE  
2021/2022-2024/2025 ON POLICY AND REGULATION MATTERS**

**40th ORDINARY SESSION OF PAPU ADMINISTRATIVE COUNCIL, KINSHASA (DRC), 12 TO 14 JULY 2022**

N°	REFERENCES	ACTIVITY	RESPONSIBLE	STATUS	COMMENTS
1.	<b>Resolution No. 07/PAPU/AC/XL/2022</b> <b>On policy and legal harmonization:</b> <ul style="list-style-type: none"> <li>• Admission of Benin to the Administrative Council, with immediate effect, subject to meeting all the eligibility criteria;</li> <li>• Admission of the Democratic Republic of Congo and Ghana to the Council, subject to settlement of outstanding mandatory contributions;</li> <li>• Admission of Mali, subject to lifting and/or review of the AU's decision suspending the country.</li> </ul>	Coordinate policy and regulatory activities and report accordingly to the Administrative Council.	General Secretariat		
		Submit a written request to the Chairperson of the Plenipotentiary Conference for endorsement of the Council's Resolution.	Chairman of the Administrative Council		
2.	<b>Resolution No. 08/PAPU/AC/XL/2022 on Regulation Development:</b>	Coordinate policy and regulatory activities and report accordingly	General Secretariat		This activity will be implemented via the

	<p>Member States should:</p> <ul style="list-style-type: none"> <li>• identify and define the various cost components of USO;</li> <li>• Develop a price-setting methodology;</li> <li>• Borrow from practices in other regions, particularly in defining USO, after-sales services, compliance with standards, application of the reserved domain, etc. ;</li> <li>• Develop legal frameworks for e-commerce</li> </ul>	to the Administrative Council.			deliverables from the Postal Regulation Questionnaire.
--	--	--------------------------------	--	--	--



41st ORDINARY SESSION OF PAPU ADMINISTRATIVE COUNCIL, ARUSHA (TANZANIA), 29 TO 30 AUGUST 2023					
N°	REFERENCES	ACTIVITY	RESPONSIBLE	STATUS	COMMENTS
1.	<b>Resolution No. 04/PAPU/AC/XLI/2023</b> Adopting the Harmonized Rules of Procedure of the Administrative and Technical Committees (ATCs) of the PAPU Administrative Council	Implement this Resolution	PAPU General Secretariat		
2.	<b>Resolution No. 05/PAPU/AC/XLI/2023</b> On submission of a Resolution adopting the Acts of the Union during the 11th Ordinary Session of the Plenipotentiary Conference	Propose amendments to the Acts of the Union during the next Ordinary Session of the Plenipotentiary Conference	PAPU General Secretariat		The Draft Resolution will be submitted to the Plenipotentiary Conference during its 11 <sup>th</sup> Ordinary Session
3.	<b>Resolution No. 06/PAPU/AC/XLI/2023</b> On establishment of an African Postal Regulators Conference	Implement this Resolution	PAPU General Secretariat		Ongoing
4.	<b>Resolution No. 07/PAPU/AC/XLI/2023</b> Adopting the Terms of Reference (ToRs) of the Postal CEOs Forum and the Postal Regulators Forum.	Implement this Resolution	PAPU General Secretariat		

## 42nd ORDINARY SESSION OF PAPU ADMINISTRATIVE COUNCIL, ARUSHA (TANZANIA), 11 TO 12 JUNE 2024

N°	REFERENCES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
1.	<b>Resolution No. 04/PAPU/AC/XLII/2024</b> On submission of a Resolution adopting the Acts of the Union during the 11th Ordinary Session of the Plenipotentiary Conference	Propose amendments to the Acts of the Union during the next Ordinary Session of the Plenipotentiary Conference	General Secretariat		The Draft Resolution will be submitted to the Plenipotentiary Conference during its 11 <sup>th</sup> Ordinary Session
		Request Member States that have not yet done so, to ratify the African Union Convention on cybersecurity and personal data protection;	General Secretariat		
2.	<b>Recommandation No. 02/PAPU/AC/XLII/2024</b> On postal regulation: Urges Member States: <u><b>Ministries in charge of postal services:</b></u> <ul style="list-style-type: none"> <li>•Develop an enabling regulatory framework for postal financial inclusion;</li> <li>•Position the Postal Sector in government priorities as a key player in financial inclusion;</li> <li>•Develop a strategy to promote postal financial inclusion;</li> <li>•For those that are yet to do so, establish institutions to promote financial inclusion;</li> </ul>	Propose a regulatory framework for postal financial services;	General Secretariat		This activity will be implemented by the deliverables from the Postal Regulation Questionnaire.
		Implement this Resolution	General Secretariat		

	<ul style="list-style-type: none"> <li>• In cooperation with postal sector stakeholders, establish mechanisms for preventing and dealing with cyber attacks.</li> </ul> <p><b><u>Postal Operators:</u></b></p> <ul style="list-style-type: none"> <li>• Work with financial service providers to maximize added value, thereby becoming preferred partners;</li> <li>• Establish incubation centres and promote staff capacity building.</li> </ul> <p><b><u>Regulatory Authorities</u></b></p> <ul style="list-style-type: none"> <li>• Enter into memoranda of understanding (MoUs) in order to work with financial services regulators, in particular central banks;</li> <li>• Establish incubation centres and promote staff capacity building.</li> </ul>				
3.	<b>Decision no. 06/PAPU/AC/XLII/2024</b> changing the Bureau membership of the African Postal Regulators and CEOs Fora	Implement this Decision	General Secretariat		This Decision will be given effect during the forum to be held on the sidelines of the 43rd Ordinary Session of the Administrative Council
4.	<b>Recommendation No. 01/PAPU/AC/XLII/2024</b> On the establishment of Postal Sector Regulatory Authorities	Implement this Decision	General Secretariat		

## ANNEX 4



POLICY & REGULATION COMMITTEE (PRC)  
18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025-Doc N°03 et Annex  
*Original : français*

### IMPLEMENTATION STATUS OF THE POLICY AND REGULATION COMMITTEE QUADRENNIAL WORK PLAN 2021/2022-2024/2025

#### Agenda item No. 4

<b>1. Subject</b> Implementation Status of the PRC Quadrennial Work Plan.	<b>2. References/paragraphs</b> Policy and Regulation Committee Quadrennial Work Plan
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>Consider this document and take note of the progress on the implementation status of the Policy And Regulation Committee Quadrennial Work Plan 2021/2022-2024/2025;</li><li>Make any relevant comments/observations</li></ul>	

#### I. INTRODUCTION

Adopted in 2022 by the Administrative Council during its 40<sup>th</sup> Ordinary Session held from 12<sup>th</sup> to 14<sup>th</sup> July 2022 in Kinshasa (Democratic Republic of Congo), the Policy and Regulation Committee's Quadrennial Programme of Activities has been gradually implemented throughout the 2021/2022-2024/2025 cycle. It is worth noting that it comprises **seventeen (17)** deliverables and **fifty (50)** activities. The status of implementation shows that **twenty six (26)** of the planned activities (**52%**) have been fully implemented, while **twenty-four (24)** or (**48%**) are still in progress. However, the activities in progress are mainly related to postal regulation, due to lack of relevant documentation and information.

To address this shortcoming, the PAPU General Secretariat conducted a survey on postal regulation in Africa with a view to using the findings to develop a database, identify the major challenges of postal regulation and consider the way forward by way of recommendations and strategic documents.

## **II. IMPLEMENTATION STATUS**

This document is therefore aimed at updating the Policy and Regulation Committee on the implementation status of the activities set out in the Programme of Activities. The implementation status of the Working Group's Quadrennial Work Plan 2021/2022-2024/2025 is as shown in the table below.

## **III. DECISION EXPECTED**

The Policy and Regulation Committee is hereby requested to:

- i) Consider this document and take note of the progress on the implementation status of the Policy And Regulation Committee Quadrennial Work Plan 2021/2022-2024/2025;
- ii) Make any relevant comments/observations.

Completed

In process

Pending

IMPLEMENTATON STATUS OF THE POLICY AND REGULATION  
COMMITTEE QUADRENNIAL WORK PLAN 2021/2022-2024/2025

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
1.	Terms of Reference (ToRs) of the Policy and Regulation Committee (PRC)	Take ownership of Committee ToRs	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		
		Implement the Committee's ToRs			
2.	Rules of Procedure of the PRC	Consider the Draft Rules of Procedure	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		
		Adopt the Rules of Procedure internally			
		Present the Rules of Procedure to the AC for adoption			
		Implement the Rules of Procedure			
3.	Proposed amendments to the Acts of the Union	Consider proposed amendments to the Acts of the Union	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		Ongoing
		Consider proposed amendments to the Financial Regulations, the			

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
		Staff Rules and Regulations, as well as the Rules of Procedure of the Conference and the Council			
		Present recommendations to the Administrative Council and/or Plenipotentiary Conference for consideration.			
4.	Implementation status of Decisions, Resolutions and Recommendations taken by the Plenipotentiary Conference and the Administrative Council on policy matters	Establish a framework for monitoring/evaluation of implementation of decisions, resolutions and recommendations by the Plenipotentiary Conference and Administrative Council.	- General Secretariat		
		Consider the proposed framework for monitoring/evaluation of implementation of decisions, resolutions and recommendations of the Plenipotentiary Conference and Administrative Council.	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		
		Present the monitoring and evaluation framework for adoption	- Policy and Regulation Committee		
		Draw up the implementation	- General Secretariat		

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
		status of decisions, resolutions and recommendations by the Conference and the Council			
		Consider implementation statuses of decisions, resolutions and recommendations of the Plenipotentiary Conference and Administrative Council at the agreed frequency.	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		
<b>5.</b>	Monitor and implement the African Postal Guidelines	In partnership with the General Secretariat, monitor the process for approval of the Guidelines by the competent body of the African Union	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		
		Identify in order of priority, the areas to be harmonized as highlighted in the Guidelines	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		

This activity is contingent on approval of the African Postal Guidelines by the African Union, which is still pending despite



N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
					repeated reminders. However, adoption of recommendations from the survey will serve as a palliative in the absence of duly adopted Guidelines and robust data to inform the harmonization process.
		Monitor implementation of the Guidelines;	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		This activity is contingent on approval of the African Postal Guidelines by the African Union, which is still pending despite repeated reminders.
		Identify bottlenecks and propose appropriate actions to Council Propose detailed regulations for operationalizing the African Postal Guidelines;	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		This activity is contingent on approval of the African Postal Guidelines by the African Union, which is still pending despite repeated reminders.
		Consider the report analyzing Africa's postal market as proposed in the Guidelines	<ul style="list-style-type: none"> <li>- Working Group on Policy and Legal Harmonization</li> <li>- Policy and Regulation Committee</li> </ul>		This activity is contingent on approval of the African Postal Guidelines by the African Union, which is still pending despite repeated reminders.



N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
6.	Harmonized Rules of Procedure of Administrative and Technical Committees	Harmonize the Rules of Procedure of Administrative and Technical Committees	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		
7.	Proposed amendments to the UPU Acts and Regulations	Make appropriate recommendations to the amendments proposed by Member States	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		The UPU Acts are currently being examined and any proposals will be submitted pursuant to Article 139 of the UPU General Regulations
		Ensure that the interests of Member States are safeguarded			
8.	Handover/takeover procedures between incoming and outgoing officials	Handover/takeover procedures between incoming and outgoing officials	- Working Group on Policy and Legal Harmonization - Policy and Regulation Committee		
9.	Committee Terms of Reference (ToRs)	Take ownership of Committee ToRs	- Working Group on Regulation Development		
		Implement the ToRs	- Policy and Regulation Committee		
10.	Supervise the implementation of decisions, resolutions and recommendations of the Plenipotentiary Conference (PC) and Administrative	Establish a framework for monitoring/evaluation of implementation of decisions, resolutions and recommendations of the Plenipotentiary Conference and Administrative Council	- General Secretariat		

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
	Council and the Administrative Council (AC) on the matters of regulation	Consider the proposed framework for monitoring/evaluation of implementation of decisions, resolutions and recommendations of the Plenipotentiary Conference and Administrative Council	- Working Group on Regulation Development - Policy and Regulation Committee		
		Present the monitoring and evaluation framework for adoption	- Policy and Regulation Committee		
		Draw up the status of implementation of decisions, resolutions and recommendations of the Conference and the Council	- General Secretariat		
		Consider implementation statuses of decisions, resolutions and recommendations of the Plenipotentiary Conference and Administrative Council at the agreed frequency	- Working Group on Regulation Development - Policy and Regulation Committee		
11.	Participate in organizing the Postal Regulators Forum	Approve the theme of the Postal Regulators Forum proposed by the Secretariat	- Working Group on Regulation Development		The themes for the 3rd Postal Regulators Forum together with a list of panelists will be done
		Assist in selecting panelists	- Policy and Regulation Committee		
12.	Develop a consumer protection policy	Ensure that the consumer is the main focus of products/services offered by the operator	- Working Group on Regulation Development		These activities will be reformulated and incorporated into the

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
		Ensure the development of proper communication and claims management mechanisms by the regulator (hot lines, claims management...)	- Policy and Regulation Committee		Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges.
13.	Design a cooperation framework for regulatory bodies	Identify areas of cooperation	- Working Group on Regulation Development		These activities will be reformulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges.
		Submit them to Council for adoption	- Policy and Regulation Committee		

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
14.	Propose a regulatory framework for postal financial activities	Develop a framework to promote financial inclusion	- Working Group on Regulation Development		These activities will be reformulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges.
		Determine how to deal with new entrants (banks, telecommunications operators, savings and loans scheme, etc...)	- Policy and Regulation Committee		
15.	Develop policy and legal frameworks for postal regulation, particularly in the following areas: logistics, electronic postal financial services, electronic services, e-commerce and e-government	Specify the scope of the project	- Working Group on Regulation Development  - Policy and Regulation Committee		This activity will be reformulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
					sector's priorities and challenges
		Request proposals from Member States	- General Secretariat		
		Develop draft policy and legal frameworks	- Working Group on Regulation Development		These activities will be re-formulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges
		Consider and adopt the draft policy and legal frameworks	- Policy and Regulation Committee		
<b>16.</b>	Human capital development	Enhance a system that fosters development and capacity building of Regulatory staff	- Working Group on Regulation Development		These activities will be re-formulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges
		Identify areas of training	- Policy and Regulation Committee		
		Benchmarking on industry trends and developments			
		General Secretariat to play a coordinative role in implementing Human Capital Development programmes.	- General Secretariat		
<b>17.</b>	Introducing systems for assessing performance and quality;	Specify the scope of the project	- Working Group on Regulation Development - Policy and Regulation Committee		This activity will be reformulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030,

N°	DELIVERABLES	ACTIVITY	RESPONSIBLE ORGAN	STATUS	COMMENTS
					the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges.
		Request proposals from Member States on how to assess service quality standards	- General Secretariat		
		Develop a framework for assessing service quality management	- Working Group on Regulation Development - Policy and Regulation Committee		These activities will be reformulated and incorporated into the Quadrennial Programme of Activities for the next cycle in line with the Strategic Plan 2026/2027-2029/2030, the findings of the Postal Regulation Questionnaire, as well as the African postal sector's priorities and challenges.
		Consider and adopt service quality standards and objectives			

## ANNEX 5



### POLICY AND REGULATION COMMITTEE (PRC)

18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025 – Doc no. 04a and Annex  
*Original: French*

## PROPOSED AMENDMENTS TO THE PAPU ACTS

### Agenda item no. 5.1

<b>1. Subject</b> Proposed amendments to the PAPU Convention and Detailed Regulations of the Convention	<b>2. References/paragraphs</b> <ul style="list-style-type: none"><li>• PAPU Acts;</li><li>• Programme of Activities of the Policy and Regulation Committee for the 2022-2025 quadrennial cycle.</li></ul>
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>• Consider this working document ;</li><li>• Make any relevant comments/observations;</li><li>• Recommend through the Administrative Council that the draft decision containing the amendments to the PAPU Acts be forwarded to the Plenipotentiary Conference for consideration.</li></ul>	

### I. INTRODUCTION

One of the primary objectives of the PAPU Programme of Activities 2024-2025 is to align the Union's legal instruments by proposing amendments to the PAPU Acts and other legal instruments governing the organization and functioning of its constituent bodies. This is why, during the period under review, the PAPU General Secretariat conducted a considerable review of the PAPU Convention and its Detailed Regulations, which helped to point out existing flaws and inconsistencies so that appropriate amendments could be proposed to eradicate them.



The proposed amendments to the Acts of the Union proposed focus mainly on:

- i) gender mainstreaming in the French version of the Acts,
- ii) rights and obligations of Member States and Associate Members, and
- iii) introducing an alternative method of voting for elected officials (vote by acclamation).

## **II. OBJECTIVES OF PROPOSED AMENDMENTS**

The proposed amendments are aimed specifically at:

- i) Harmonizing the PAPU Convention's provisions with those of its Detailed Regulations by making appropriate proposals;
- ii) Promoting gender equality within the Union in the French version of the Acts;
- iii) Introducing international best practices in voting, namely, voting by acclamation, particularly where there is a single candidate for a position;
- iv) Effective filling vacant seats and/or positions in the organs, while improving the Union's financial standing through proposals aimed at redefining the circumstances for forfeiting the right to hold office in the Union's organs.

## **III. DECISION EXPECTED**

The Policy and Regulation Committee is therefore requested to:

- i) Consider the working document ;
- ii) Make any relevant comments/observations;
- iii) Recommend through the Administrative Council that the draft decision containing the amendments to the PAPU Acts be forwarded to the Plenipotentiary Conference for consideration.

REFERENCES	COMMENTS	PROPOSED IMPROVEMENTS
<b>PAPU CONVENTION</b>		
<b>GENDER MAINSTREAMING</b>	In the French version of the PAPU Acts, the masculine gender is used when referring to the “Secretary General” and “Assistant Secretary General” in all related provisions. There is need to incorporate the feminine gender for purposes of gender equality. This amendment shall apply solely to the French version. The English remains unchanged as there is no “gender agreement” in English grammar.	<b>ARTICLE 1 OF PAPU CONVENTION:</b>  <b>“Secretary General”: The Secretary General of the Pan African Postal Union;</b>  <b>“Assistant Secretary General”: The Assistant Secretary General of the Pan African Postal Union.</b>
<b>ARTICLE 20(3): RIGHTS OF MEMBERS</b>  Any Member State whose contributions to the Union are in arrears for two consecutive years shall forfeit the right to:	The term “consecutive” signifies that Member States enjoy their rights as recognized by the Union insofar as they do not accumulate any outstanding contributions in a back-to-back manner. In other words, a Member State may have outstanding payments during a ten-year period and still continue to enjoy its rights, provided it has made sure such arrears are not incurred over consecutive financial years.  Conversely, a Member State may have arrears for only two years and forfeit its rights on account of having incurred them during back-to-back financial years.  It is therefore only right and proper that this discrepancy be rectified.	<b>ARTICLE 20(3): RIGHTS OF MEMBERS</b>  Any Member State whose contributions to the Union are in arrears for two <b>consecutive</b> years shall forfeit the right to: ...

<p><b>ARTICLE 20(3)-b:</b></p> <p><b>RIGHTS OF MEMBERS</b></p> <p>Any Member State whose contributions to the Union are in arrears for two <b>consecutive</b> years shall forfeit the right to:</p> <p>(b) Hold any positions within the Union;</p>	<p>The posts held include elective posts (Secretary General and Assistant Secretary General), non-elective posts at the General Secretariat, seats on the Administrative Council, seats on the Bureau of the Plenipotentiary Conference and seats on the Bureau of the Administrative and Technical Committees. In this respect, <b>Rule 12(1)</b> of the Detailed Regulations of the Convention requires that Member States with nationals applying for the offices of Secretary General and Assistant Secretary General must have fully met their mandatory financial obligations to the Union, including for the current financial year.</p> <p>Furthermore, <b>Rule 9(1)-f</b> of the PAPU Staff Rules and Regulations states that Member States with nationals applying for non-elective positions with the General Secretariat must not have more than one year in arrears with their mandatory contributions.</p> <p>This creates an inconsistency between the provisions of <b>Rule 20(3)-b</b> of the Convention, <b>Rule 12(1)</b> of the Detailed Regulations and <b>Rule 9(1)-f</b> of the Staff Rules and Regulations.</p> <p>This inconsistency should therefore be rectified in order to harmonize the financial requirements for holding any office in the Union.</p>	<p><b>ARTICLE 20-3:</b></p> <p><b>RIGHTS OF MEMBERS</b></p> <ol style="list-style-type: none"> <li>1. All Member States shall enjoy the same rights;</li> <li>2. Each Member State shall have one vote during meetings of the Union;</li> <li>3. Any Member State whose contributions to the Union are in arrears <b>for at least two consecutive</b> years shall <b>automatically</b> forfeit the right to: <ol style="list-style-type: none"> <li>(a) Vote;</li> <li><del>(b) Hold any positions within the Union</del></li> <li><del>((b))</del> Technical assistance from the Union;</li> <li>(c) Host meetings of organs of the Union.</li> </ol> </li> <li>4. <b>Any Member State in arrears of contributions of at least one year to the Union shall automatically forfeit its right to hold any position within the Union's organs, excluding positions at the General Secretariat.</b></li> <li>5. <b>Such sanctions shall be lifted automatically and with immediate effect as soon as the Member State concerned has fully paid its outstanding mandatory contributions to the Union, including</b></li> </ol>
---	---	---

	<p>To do this, while making a distinction between posts/seats on the Administrative Council, the Plenipotentiary Conference and those on the General Secretariat, there is need to:</p> <ul style="list-style-type: none"> <li>- Separate the provisions relating to the loss of the right to occupy posts from those relating to the loss of other rights in the event of accumulation of arrears of mandatory contributions;</li> <li>- Maintain the threshold of <b>two (02)</b> years for forfeiting the right to vote, to benefit from the technical assistance of the Union and the right to host meetings of the organs of the Union;</li> <li>- Set the threshold of one year of arrears of mandatory contributions for forfeiting the right to hold any positions within the Union.</li> <li>- Harmonize the requirement to be up to date with compulsory contributions, including for the current financial year, for elective positions and other positions at the PAPU General Secretariat.</li> <li>- Add the term "automatic" to specify that there will be no need to follow a formal procedure for taking a decision on forfeiting these rights. This practice is followed by the UPU (Cf. 150, 1 and 2 of the UPU General Regulations)</li> <li>- Also provide for the automatic lifting of said sanctions</li> </ul>	<p><b>relevant interest, or agrees with the Union to submit a debt amortization schedule, with payment of the first instalment when signing the said schedule.</b></p> <p>6. Associate Members shall not have the right to vote and hold any positions within the Union.</p> <p style="text-align: center;"><b>RULE 9 OF PAPU STAFF RULES AND REGULATIONS</b></p> <p style="text-align: center;"><b>REQUIREMENTS</b></p> <p>1. No person shall be elected or recruited and appointed to any position of the Union:</p> <p>f) <del>if he/she is a national of Member State that is in arrears of contribution for two consecutive years;</del></p> <p>f) <b>If he/she is a national of Member State that is in arrears with its mandatory contribution, including for the current financial year.</b></p>
--	--	--

## DETAILED REGULATIONS OF THE PAPU CONVENTION

<p style="text-align: center;"><b>ARTICLE 13:</b></p> <p><b>PROCEDURE FOR ELECTION OF THE SECRETARY GENERAL AND ASSISTANT SECRETARY GENERAL</b></p>	<p>Voting by acclamation is not explicitly covered in the Acts of the Union, whereas it is increasingly used in international organizations. It should therefore be explicitly stated in the PAPU Acts.</p>	<p style="text-align: center;"><b>ARTICLE 13 :</b></p> <p><b>PROCEDURE FOR ELECTION OF THE SECRETARY GENERAL AND ASSISTANT SECRETARY GENERAL</b></p> <p><b>1) Where only one candidate is standing for the office of Secretary General or Assistant Secretary General, he or she shall be elected by acclamation;</b></p> <p><b>2) Where there are at least two (02) candidates for the office of Secretary General or Assistant Secretary General:</b></p> <p style="text-align: right;">2.1 .....</p> <p style="text-align: right;">2.2 .....</p> <p style="text-align: right;">2.3 .....</p>
---	---	---

<p style="text-align: center;"><b>ARTICLE 20:</b></p> <p><b>RIGHTS AND OBLIGATIONS OF ASSOCIATE MEMBERS</b></p> <p>1. The rights and obligations of Associate Members shall be as follows:</p> <p>a) Participate in the framework for dialogue between stakeholders of the postal sector;</p> <p>b) Participate in studies aimed at developing the postal sector;</p> <p>c) Advise the Union on specialized/technical issues and make recommendations/give opinions on matters referred to them by the Administrative Council;</p> <p>d) Make recommendations to the Conference, subject to approval by the Administrative Council;</p>	<p>This provision sets out the rights and obligations of Associate Members indiscriminately. The obligations outlined in this Rule are not exhaustive. The missing obligations should therefore be laid down explicitly, while equally separating rights and obligations in specific articles, as presented in Articles 19 and 20 of the Convention.</p>	<p style="text-align: center;"><b>ARTICLE 20:</b></p> <p><b>RIGHTS AND OBLIGATIONS OF ASSOCIATE MEMBERS</b></p> <p>1. Associate Member shall enjoy the right to:</p> <p>a) Participate in the framework for dialogue between stakeholders of the postal sector;</p> <p>b) Participate in studies aimed at developing the postal sector;</p> <p>c) Advise the Union on specialized/technical issues and make recommendations/give opinions on matters referred to them by the Administrative Council;</p> <p>d) Make recommendations to the Conference, subject to approval by the Administrative Council;</p> <p>e) Raise financing for the Union;</p> <p>f) Participate in the activities of the Union.</p>
---	--	--

<p>e) Carry out any other activity assigned by the Administrative Council;</p> <p>f) Raise financing for the Union;</p> <p>g) Participate in the activities of the Union.</p>		<p><b>2. (New) Associate Member shall be under the obligation to:</b></p> <p>a) Carry out any other activity assigned by the Administrative Council;</p> <p><b>b) Pay mandatory contributions ;</b></p> <p><b>c) Abide by the provisions of the Convention and its Detailed Regulations.</b></p>
---	--	--

## ANNEX 6



### POLICY AND REGULATION COMMITTEE (PRC)

18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No.04b & Annex

*Original: French*

## Proposed amendments of the PAPU Staff Rules and Regulations

### Agenda item No.5.2

<b>1. Subject</b> Proposed amendments to the PAPU Staff Rules and Regulations	<b>2. References/paragraphs</b> <ul style="list-style-type: none"><li>• Acts of the Union;</li><li>• PAPU Staff Rules and Regulations;</li><li>• Programme of Activities of the Policy and Regulation Committee 2022-2025</li></ul>
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>• Consider this Working Document;</li><li>• Make any relevant comments, observations or proposals;</li><li>• To recommend that the Administrative Council adopt the proposed amendments to the PAPU Staff Rules and Regulations</li></ul>	

### I. INTRODUCTION

Pursuant to the Programme of Activities 2024-2025, the PAPU General Secretariat has conducted a review of the PAPU Staff Rules and Regulations with a view to identifying gaps or inconsistencies and proposing appropriate amendments to create a better work environment.



This exercise was performed in line with the provisions of **Rule 89 (3)** of the Staff Rules and Regulations, which state that: ***“The initiative to change or amend the Staff Rules and Regulations may equally be taken by the General Secretariat.”***

Along these lines, the PAPU Staff Rules and Regulations were reviewed and a number of amendments and new provisions were proposed and considered by the Human Resources Management Working Group (to ensure that the guiding principles of human resources management are taken into account) before they were referred to the Legal Experts Task Team (LETT) for legal scrutiny.

The proposed amendments deal with disciplinary proceedings, termination of service, secondment, advancement, promotion and progression, as well as to payment of education allowance. The proposed new provisions relate, among other things, to the introduction of early retirement for medical reasons, dismissal and recusal of Advisory Committee members.

## **II. OBJECTIVES OF PROPOSED AMENDMENTS**

The proposed amendments to the Staff Regulations are aimed specifically at:

- i) Harmonizing the provisions of the PAPU Staff Rules and Regulations;
- ii) Promoting fairness in the management of PAPU staff members;
- iii) Improving the effectiveness of the disciplinary procedure while protecting the rights of PAPU staff members and ensuring observance of due process;
- iv) Applying best practices in human resources management;
- v) Tapping into lessons learned from practical experience in applying the PAPU Staff Rules and Regulations in managing PAPU human resources.

## **III. DECISION EXPECTED**

The Policy and Regulation Committee is called upon to:

- I) Consider this Working Document;
- II) Make any relevant comments, observations or proposals;
- III) Recommend the proposed amendments of the PAPU Staff Rules and Regulations to the Administrative Council for adoption

## STAFF RULES AND REGULATIONS

<p><b>CHAPTER VI</b></p> <p><b>ADVANCEMENT AND PROMOTION</b></p> <p><b>RULE 25</b></p> <p><b>ADVANCEMENT IN STEPS WITHOUT CHANGE IN GRADE</b></p>	<p>The title of the Rule does not take into account "progression" which is nevertheless dealt with under this chapter and in this Rule.</p> <p>Advancement and promotion are dealt with under separate articles while progression is covered by Rule 25, paragraphs 8 and 9 on advancement. However, these are two (02) different concepts.</p> <p>It is appropriate to correct these shortcomings in the form to facilitate the use of the PAPU Staff Rules and Regulations, particularly in these paragraphs.</p> <p>This Article simply provides for movement to the next grade at a step offering a higher salary than prior to the progression, without expressly specifying the upper limit of the new salary. This may give room for abusive or controversial practices in calculating the new salary of upgraded staff.</p> <p>There is also a substantive error in the content of this Article, which deals with progression to the next grade. The term "advancement" is used here, whereas these are two different concepts.</p>	<p><b>CHAPTER VI</b></p> <p><b>ADVANCEMENT, PROGRESSION AND PROMOTION</b></p> <p><b>RULE 25</b></p> <p><b>Advancement in steps without change in grade</b></p> <p><i>1. Any staff member on permanent appointment shall be granted advancement in grade without change in grade on the basis of merit and a satisfactory appraisal report, after each year of continuous service</i></p> <p>2. ....</p> <p>3. ....</p> <p>4. ....</p> <p>5. ....</p> <p>6. ....</p>
---	---	---

		<p>7. ....</p> <p>8. <del>“Progression from one grade to another after reaching the ceiling of the grade shall be subject to successful outcome of a performance assessment and conduct appraisal showing that the member of staff obtained sixty percent (60%) or more aggregate score and is performing his/her duties satisfactorily.</del></p> <p>9. <del>Where a staff member reaches the tenth or last step of the grade, he/she shall advance to the next grade and shall be placed on a step that is higher in value to his or her salary prior to the next grade advancement. He/she shall be assigned this new grade and step on personal-to-holder basis after spending two consecutive years on the ceiling of the last grade.</del></p> <p><b>RULE 26 (New)</b></p> <p><b>PROGRESSION</b></p> <p>1. Progression from one grade to another after reaching the ceiling of the grade shall be subject</p>
--	--	---

		<p>to successful outcome of a performance assessment and conduct appraisal showing that the member of staff obtained sixty percent (60%) or more aggregate score and is performing his/her duties satisfactorily.</p> <p>2. Where a staff member reaches the tenth or last step of the grade, he/she shall advance to the next grade and be placed on the <b>immediately</b> higher value step to his or her salary before the progression to the next grade—<b>advancement</b>, pursuant to the applicable PAPU salary structure. He/she shall be assigned this new grade and step on a job-to-holder basis after spending two consecutive years on the ceiling of the last grade.</p>
		<p style="text-align: center;"><b>RULE 1</b></p> <p><b>Progression: This is a movement from the last step of a lower grade to the next higher grade at the step within this grade giving an immediately higher salary than the previous grade.</b></p> <p><b>Advancement: This is a movement from one step to the next higher step within the same grade.</b></p>

		<b>Promotion: This is a movement from a lower-grade post to a higher-grade post.</b>
<p><b>RULE 27(1):</b></p> <p><b>ORGANS</b></p> <p>An Advisory Committee shall be formed under the chairmanship of the Assistant Secretary General, with all Heads of Departments as members. Its role shall be to advise the Secretary General, to give opinions, to make suggestions or proposals on all issues regarding the general administration of the General Secretariat. The functions, terms and conditions of operation of this Body shall be defined by the Secretary General.”</p>	<p>Under this provision, the Advisory Committee membership must be chaired by the Assistant Secretary General. However, it might happen that he/she is absent. It is then appropriate to correct this provision in order to guard against any malfunction due to the absence of the Assistant Secretary General.</p> <p>Furthermore, this provision indicates that only Heads of departments are members of the Advisory Committee. This could extend the processing times for files submitted to the Advisory Committee due to the absence of one or more Heads of departments. It is, therefore, appropriate to provide for certain flexibility concerning the committee members by providing for the representation of department heads in case they are unavoidably absent (leave, missions, etc.)</p> <p>Finally, given the sensitive nature of the issues submitted to the Advisory Committee, in particular recruitment and disciplinary matters, it is appropriate to provide for cases of recusal to protect against conflicts of interest and to guarantee further the impartiality of the Advisory Committee and its members.</p>	<p><b>RULE 27(1):</b></p> <p><b>ORGANS</b></p> <p>An Advisory Committee shall be composed of the Assistant Secretary General and all Heads of Departments or <b>their duly designated alternates</b>. Its role shall be to advise the Secretary General, to give opinions, to make suggestions or proposals on all issues regarding the general administration of the General Secretariat. The functions, terms and conditions of operation of this Body shall be defined by the Secretary General.”</p> <p><b>RULE 27(2) (New)</b></p> <p><b>RECUSAL OF MEMBERS OF THE ADVISORY COMMITTEE</b></p> <p><b>a) Each member of the advisory committee shall recuse him/herself from the meeting where the Advisory Committee hears a matter involving himself or herself.</b></p>

		<p>b) In the event where several members are concerned, they shall recuse themselves from the deliberations solely when the matter on the meeting agenda in which they have an interest is being considered.</p>
<p><b>Rule 44: Official Holidays</b></p> <p>1. Official holidays with pay for all staff members of the Union are:</p> <p>a) 25<sup>th</sup> May, (Africa Union) Day;</p> <p>b) 1st May, Workers Day;</p> <p>c) Public Holidays observed by the host-country.</p> <p>2. Any member of staff whose country observes a national holiday shall be excused from work on that day on presentation of a formal request. Such requests shall be limited to one National Day in the case of countries observing more than one National Day.</p>	<p>This provision is inconsistent with the relevant provisions of the African Union. As AU's specialized institution for the postal sector in Africa, PAPU can equally consider these important days for the continent as public holidays. The proposal is therefore to harmonize it with the African Union provisions, particularly with regard to "Africa Day" and "African Union Day".</p> <p><b>Rule 4.2-2</b> of the Staff Rules and Regulations provides that:</p> <p>(b) Staff members shall be entitled to the following official paid holidays:</p> <p>i) 25<sup>th</sup> May (Africa Day); and 9<sup>th</sup> September (African Union Day)</p>	<p><b>Article 44: Official Holidays</b></p> <p>1. Official holidays with pay for all staff members of the Union are:</p> <p>a) 25<sup>th</sup> May, (<del>African Union</del> Africa Day);</p> <p>b) 9<sup>th</sup> September (African Union Day);</p> <p>c) 1<sup>st</sup> May (Labour Day)</p> <p>d) Public holidays observed by the host country.</p> <p>2. Any member of staff whose country observes a national holiday shall be excused from work on that day on presentation of a formal request. Such requests shall be limited to one National Day in the case of countries observing more than one National Day. If the national holiday falls on a non-working day, the staff member shall be granted a compensatory day off on the next</p>

	(d) Where an official holiday falls on a weekend, staff members shall be entitled to one (01) additional day of annual leave.	<b>working day or any other day approved by the Secretary General.</b>
<p><b>RULE 47(5):</b></p> <p><b>ALLOWANCES AND BENEFITS TO ALL STAFF</b></p> <p>An education allowance shall be paid for each dependent child attending a school. This grant will be paid in respect of dependent children of all members of staff, including those working in their own countries, in line with the prevailing African Union regulations.</p>	<p>This provision is inconsistent, especially since it does not take into account the fact that short-term contracts are a special case. While education allowances are paid annually, some staff members are on short-term contracts, which are defined as contracts lasting at least three (3) months and less than one (1) year.</p> <p>It is therefore appropriate to correct this inconsistency by providing, following the example of the African Union, special conditions for project staff, part-time staff, temporary staff, consultants and those on short-term contracts.</p>	<p><b>RULE 47(5):</b></p> <p><b>ALLOWANCES AND BENEFITS TO ALL STAFF</b></p> <p>An education allowance shall be paid for each dependent child attending a school, <b>limited to four (04) children, provided the children are at least three (03) years old and at most twenty-three (23) years old.</b></p> <p>This grant will be paid in respect of dependent children of all members of staff, including those from the host country, in line with the prevailing African Union regulations.</p> <p>The amount paid to locally recruited staff members, <b>excluding those on short-term contracts</b>, is equivalent to forty percent (40%) of the education allowance paid to internationally <b>recruited</b> staff members working outside their country of origin.</p>

		Project staff, part-time staff, temporary staff, staff recruited on short-term contracts and consultants are not entitled to the education allowance. However, if they have been in the service of the Union for more than four (04) years continuously, their children are entitled to forty percent (40%) of the education allowance paid to internationally recruited staff members serving outside their country of origin.
<p><b>RULE 57(1):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p>Written warning and censure shall be served by the Head of Department or Secretary General if the Head of Department is affected, of the member of staff concerned.</p>	<p>Considering the degree of seriousness (implications) of a censure, which must be recorded in the employee's file, it is not advisable for such a sanction to be left to the sole discretion of the Head of Department.</p> <p>It is therefore proposed that this provision be amended in order to protect the rights of the staff and prevent any possible abuse.</p>	<p><b>RULE 57(1):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p>Written warning <del>and censure</del> shall be served on the concerned member of staff by the Head of Department or by the Secretary General if the Head of Department is affected.</p>



<p><b>RULE 57(2):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p>None of the sanctions under Article 56 may be meted out to a staff member unless his/ her case has been referred to the Advisory Committee as laid down in the Staff Rules and Regulations.</p>	<p>Considering that Article 57-1 above allows for warnings to be administered by the Head of Department or the Secretary General, as the case may be, Article 57-2 should be amended to accommodate the recognized authority of the Head of Department or the Secretary General to administer warnings without prior referral to the Advisory Committee.</p>	<p><b>RULE 57(2):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p><b>Except for a warning</b>, none of the sanctions under Article 56 may be meted out to a staff member unless his/ her case has been referred to the Advisory Committee as laid down in the Staff Rules and Regulations.</p>
<p><b>RULE 57(3):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p>The final decision shall be taken by the Secretary General on the Advisory Committee's recommendation.</p>	<p>Considering that Article 57-1 above allows for warnings to be administered by the Head of Department or the Secretary General, as the case may be, Article 57-2 should be amended to accommodate the recognized authority of the Head of Department or the Secretary General to administer warnings without prior referral to the Advisory Committee.</p>	<p><b>RULE 57(3):</b></p> <p><b>ADMINISTRATION OF SANCTIONS</b></p> <p><b>Except for a warning</b>, the final decision shall be taken by the Secretary General on the Advisory Committee's recommendation.</p>
<p><b>RULE 58 : DISCIPLINARY PROCEDURE</b></p> <p>2. When a member of staff's written reply is received, or upon the expiration of the time allowed for reply, if it is considered that a</p>	<p>In its current wording, the last segment of this Rule allows for the same matter to be referred to the Advisory Committee twice. It is recommended to strike out this last bit.</p>	<p><b>RULE 58 : DISCIPLINARY PROCEDURE</b></p> <p>2. When a member of staff's written reply is received, or upon the expiration of the time allowed for reply, if it is considered that a prima facie case exists for disciplinary action, a report</p>

<p>prima facie case exists for disciplinary action, a report setting out the charge together with the member of staff's reply, if available, shall be forwarded through the hierarchical channels to the Secretary General on the recommendation of the Advisory Committee.</p>		<p>setting out the charge together with the member of staff's reply, if available, shall be forwarded through the hierarchical channels to the Secretary General <del>on the recommendation of the Advisory Committee.</del></p>
<p><b>RULE 58(3):</b></p> <p><b>DISCIPLINARY PROCEDURE</b></p> <p>The Secretary General on the recommendation of the Advisory Committee shall within fifteen (15) working days, if he/she considers that there are grounds for disciplinary action, impose a written censure, as defined in Rule 56 or refer the matter to the Advisory Committee for advice before taking any other disciplinary measure.</p>	<p><b>Rule 58(3)</b> is redundant as it provides for the possibility of the same professional misconduct being brought before the Advisory Committee twice. Nonetheless, the spirit of this Article is specifically reflected in the wording of <b>Article 59-9</b>. Therefore, the proposal is to strike it out altogether.</p>	<p><b>RULE 58(3):</b></p> <p><b>DISCIPLINARY PROCEDURE</b></p> <p><del>The Secretary General on the recommendation of the Advisory Committee shall within fifteen (15) working days, if he/she considers that there are grounds for disciplinary action, impose a written censure, as defined in Rule 56 or refer the matter to the Advisory Committee for advice before taking any other disciplinary measure.</del></p>

<p><b>ARTICLE 58(4) :</b></p> <p><b>DISCIPLINARY PROCEDURE</b></p> <p>If the Secretary General on the recommendation of the Advisory Committee considers that there is a prima facie evidence of serious misconduct by a member of staff and that member's continuance in service will be prejudicial to the interest of the Union or to the investigation into the case, the Secretary General may suspend that member of staff from duty</p>	<p>It is therefore necessary to align this provision with those of articles 58.1 and 58.2 for greater consistency.</p>	<p><b>ARTICLE 58(4) :</b></p> <p><b>DISCIPLINARY PROCEDURE</b></p> <p>If the Secretary General <del>on the recommendation of the Advisory Committee</del> considers that there is a prima facie evidence of serious misconduct by a member of staff and that member's continuance in service will be prejudicial to the interest of the Union or to the investigation into the case, the Secretary General may suspend that member of staff from duty</p>
<p><b>ADVISORY COMMITTEE QUORUM FOR NON-DISCIPLINARY PROCEEDINGS</b></p>	<p>No provision sets the quorum for the Advisory Committee to deliberate on non-disciplinary matters. However, Rule 59-3 sets a quorum of 2/3 for the Advisory Committee to deliberate on disciplinary matters. There is also a need to set a quorum for the Advisory Committee's deliberations on non-disciplinary matters.</p>	<p><b>RULE 59(3):</b></p> <p><b>ADVISORY COMMITTEE PROCEEDINGS</b></p> <p>A two-thirds quorum shall be required for the Advisory Committee <b>to deliberate on all matters referred to it.</b></p>

<p><b>RULE 60(10): FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p>Any member of staff aggrieved by the decision of the Advisory Committee may appeal to the Secretary General.</p>	<p>The following passage: “<i>...by the decision of the Advisory Committee...</i>” is inconsistent with the primary mandate of the Committee. Indeed, the Advisory Committee is not a decision-making body. Rather it makes recommendations as specified in <b>Rule 27(1)</b> of the Staff Rules and Regulations which, while establishing the Advisory Committee, notes that it is responsible for advising the Secretary General by way of opinions, suggestions and recommendations. This inconsistency should be rectified.</p>	<p><b>RULE 60(10): FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p><b>Any member of staff aggrieved by the decision of the Advisory Committee may appeal to the Secretary General</b></p> <p>The proposal is to strike this provision, as its content is set out in greater detail in <b>Rule 60(11)</b>, which reads as follows: “<b>The disciplinary action taken by the Secretary General shall be notified forthwith to the staff member. It shall be subject to an internal administrative appeal within 24 hours of the notification, before the Secretary General who shall hear the appellant in the presence of the Assistant Secretary General.</b>”</p>
<p><b>RULE 60(11): FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p>The disciplinary action taken by the Secretary General shall be notified forthwith to the staff</p>	<p>There is a clerical error in the French version of this provision. The English remains unchanged. There is a repetition of the word “<i>devant</i>” (meaning “before” in English).</p> <p>The repetition should therefore be deleted in the French version.</p> <p><i>( the error is only in the French version)</i></p>	<p><b>RULE 60(11):</b></p> <p><b>FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p>The disciplinary action taken by the Secretary General shall be notified <b>in writing</b> forthwith to the staff member. It shall be subject to an internal</p>

<p>member. It shall be subject to an internal administrative appeal within 24 hours of the notification, before the Secretary General who shall hear the appellant in the presence of the Assistant Secretary General.</p>	<p>In addition, it should be expressly stipulated that the notification must be in writing</p>	<p>administrative appeal within 24 hours of the notification before the Secretary General, who shall hear the appellant in the presence of the Assistant Secretary General.</p>
<p><b>RULE 60(12):</b></p> <p><b>FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p>A member of staff dissatisfied with the decision arrived in 11 above, may further appeal to the Chairperson of the Administrative Council.</p>	<p>There is a substantive error in this provision. It states that: "...the decision arrived in 11 above...". This wording is inaccurate, as no decision is taken in paragraph 11. <b>Rule 60(12)</b> simply refers to the decision taken pursuant to <b>Rule 60(11)</b>. There is a need to rectify this inaccuracy.</p>	<p><b>RULE 60(12):</b></p> <p><b>FUNCTIONING OF THE ADVISORY COMMITTEE IN DISCIPLINARY MATTERS</b></p> <p>A member of staff who is <b>still</b> dissatisfied with the decision arrived at, <b>pursuant to the provisions of paragraph 11 hereinabove</b>, may lodge a <b>further</b> appeal to the Chairperson of the Administrative Council <b>through the Secretary General</b>.</p>
<p><b><u>RULE 62</u></b></p> <p><b>LEAVING THE SERVICE</b></p> <p>The following are the means by which a member of staff may leave the employment of the Union:</p>	<p>The terms dismissal and termination could bring confusion, given the definitions. As a reminder, Rule 65 of the PAPU Staff Rules and Regulations defines dismissal as an act by the Secretary-General to dismiss any staff member found guilty of any serious misconduct mentioned in Rule 55. It should, therefore, be deleted and replaced by "Revocation"</p>	<p><b>RULE 62</b></p> <p><b><del>LEAVING THE SERVICE</del> TERMINATION OF SERVICE</b></p> <p>The following are the ways a member of staff may leave the employment of the Union:</p>

<p>(i) resignation;  (ii) termination  (iii) dismissal;  (iv) death or permanent disability;  (v) recall or expiration of secondment;  (vi) retirement on attaining the maximum age of 62 years.</p>	<p>Furthermore, "revocation" is missing in the cases of termination, which could be defined as an act of termination of employment relations at the initiative of the Union in certain cases, such as elimination of positions, need for retrenchment, etc.</p> <p>Finally, permanent disability is a cause for termination and not a form of termination of service. Consequently, it could be deleted in paragraph iv and considered as a new reason for separation from service entitled "Early retirement on medical grounds".</p>	<p>(i) Resignation;  (ii) Dismissal;  (iii) <b>Dismissal</b> Redundancy / abolition of office;  (iv) Death <b>or permanent disability</b>;  (v) Early retirement on medical grounds;  (vi) Recall or end of secondment;  (vii) Retirement on attaining the maximum age of 62 years.</p> <p style="text-align: center;"><b>RULE 1</b></p> <p style="text-align: center;"><b>DEFINITIONS</b></p> <p><b>Termination: The severance of the employment relationship occasioned by an act of PAPU or of a staff member, or by the death of a staff member.</b></p>
<p style="text-align: center;"><b><u>RULE 63</u></b></p> <p style="text-align: center;"><b><u>RESIGNATION</u></b></p> <p>A member of staff may resign by giving three (3) months' written notice to the Secretary General, if he has been appointed and confirmed in a position for at least</p>	<p>The use of the term "... of at least one year" is confusing because according to these provisions, the notice period of three (03) months is required for any member of staff holding a contract of one year or more i.e., for members of staff who are on a fixed-term contract and those who are employed permanently. However, the same rule</p>	<p style="text-align: center;"><b>RULE 63</b></p> <p style="text-align: center;"><b>RESIGNATION</b></p> <p>A member of staff may resign by giving three (3) months' written notice to the Secretary General, if he is on <b>permanent appointment and confirmed in a position for at least one year or fixed-term appointment</b>, or one (1) month' notice</p>

<p>one year, or one (1) month' notice if he holds a probationary appointment or a fixed-term appointment. The Secretary General may, however, on the recommendation of the Advisory Committee accept or reject a shorter notice.</p>	<p><b>provides a one-month notice period for staff hired under a fixed-term contract.</b></p> <p>Furthermore, the Rule does not mention staff on temporary contracts and those who are on short-term contracts.</p> <p>These inconsistencies should, therefore, be corrected.</p>	<p>if he holds a probationary appointment, a <b>short-term, a temporary appointment, or on secondment</b>. The Secretary General may, however, on the recommendation of the Advisory Committee accept or reject a shorter notice.</p>
<p><b><u>RULE 64</u></b></p> <p><b><u>TERMINATION</u></b></p> <p>The Secretary General may, on the recommendation of the Advisory Committee, terminate the appointment of a member of staff by giving him three months' written notice if he holds a permanent appointment or one month notice if he holds a fixed term or probationary appointment, subject to the following conditions:</p>	<p>Termination applies to all categories of PAPU staff. It is then necessary to add to this list, the staff on secondment, on temporary appointment, on short-term contracts.</p>	<p><b><u>RULE 64</u></b></p> <p><b><u>TERMINATION-DISMISSAL</u></b></p> <p>The Secretary General may, on the recommendation of the Advisory Committee, terminate the appointment of a member of staff by giving him three months' written notice if he holds a <b>permanent appointment or fixed-term appointment</b>, or <b>one month notice</b> if he holds a <b>short term, probationary appointment, temporary appointment or on secondment</b> subject to the following conditions:</p>

**RULE 65**

**DISMISSAL**

The Secretary General may on the recommendation of the Advisory committee dismiss any member of staff who has been adjudged guilty of any of the offences listed in Rule 55. In the case of international staff the dismissal will be subject to the approval of the Administrative Council.

This provision confuses dismissal with Termination. Therefore, it is appropriate to replace it with Revocation and provide for the rights granted to the dismissed staff member.

**RULE 65**

**DISMISSAL REDUNDANCY / ABOLITION OF POSITION**

**65-1. The Secretary-General may, upon recommendation of the Advisory Committee or approval of the Administrative Council as the case may be, terminate the functions of a staff member for one of the following reasons:**

- If the demands of the service require the abolition of the position occupied by the official;**
- If the demands of the service require a reduction in the number of staff;**

**RULE 66 (New)**

**EARLY RETIREMENT ON MEDICAL GROUNDS**

**On the recommendation of the Advisory Committee or approval of the Administrative Council, as the case may be, the Secretary General may place a staff member on early**



		retirement if, due to health reasons duly established by an occupational health physician acting under oath, he/she is unable to continue providing his services to the Union
<b>Rule 66 : DEATH AND PERMANENT DISABILITY</b>  1. In the event of death of a member of staff, all accounts owed to him by the Union shall be paid to his beneficiary or beneficiaries.  2. Permanent disability of a member of staff shall be certified by the medical panel of the Union. In which case, all amounts due to the disabled person shall be paid to him or possibly to his beneficiary or beneficiaries.	Permanent disability has been removed and considered in early retirement on medical grounds.  In the English version, the term "accounts" has been replaced by "amounts".  These shortcomings need to be corrected	<b>Article 66—7: DEATH AND PERMANENT DISABILITY</b> 1. In the event of death of a member of staff, all <del>accounts</del> amounts owed to him by the Union shall be paid to his beneficiary or beneficiaries. ; 2. <del>Permanent disability of a member of staff shall be certified by the medical panel of the Union. In which case, all amounts due to the disabled person shall be paid to him or possibly to his beneficiary or beneficiaries..</del>

**RULE 67**

**RECALL OR END OF  
SECONDMENT**

The disengagement of service of a member of staff member may result from:

- a) recall of the member of staff concerned by his country of origin;
- b) end of secondment to or retirement from the Union.

No rights are provided in such cases. Also, paragraph b) refers to retirement, which is nevertheless covered by Rule 68.

Furthermore, there is need to clearly provide for the following:

- possibility for a staff member to resign from service;
- expiry of the secondment period as one of the reasons for ending secondment.

**RULE 67~~8~~**

**RECALL OR END OF SECONDMENT**

The disengagement of service of a member of staff on secondment may be due to:

- a) recall of the seconded member of staff concerned by the sponsoring Member State;
- b) **resignation**
- c) **expiration of secondment to the Union or retirement from.**

**In the event of end of secondment, the staff member is entitled to benefits contained in the secondment contract:**

## ANNEX 7



### POLICY AND REGULATION COMMITTEE (PRC)

18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No.04c & Annex

*Original: French*

### PROPOSED AMENDMENT TO THE RULES OF PROCEDURE OF THE PAPU ADMINISTRATIVE COUNCIL

#### Agenda item No. 5.3

<b>1. Subject</b> Proposed Amendment to the Rules of Procedure of the PAPU Administrative Council	<b>2. References/paragraphs</b> <ul style="list-style-type: none"><li>• Acts of the Union;</li><li>• Rules of Procedure of the PAPU Administrative Council.</li></ul>
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>• Consider this working document;</li><li>• Make any relevant comments/observations;</li><li>• To recommend that the Administrative Council adopt the proposed amendments to its Rules of Procedure</li></ul>	

### I. INTRODUCTION

Pursuant to the relevant provisions of the Acts of the Union and the Rules of Procedure of the Administrative Council, during each session, the Administrative Council shall elect a Bureau to conduct the proceedings of the session for a one (01) year term of office.

However, it is worth noting that the the Bureau of the Administrative Council elected at the Ordinary Session before the Plenipotentiary Conference has a term of office that may be a week or less.

The election of this Administrative Council has always been seen as inefficient and self-defeating as it renders the oversight role of the Council which in the Convention is fixed to last for a year to be untenable.

The practice in the Union has always been that the Administrative Council elected a year before the Plenipotentiary Conference is retained or re-elected to hold fort through the Plenipotentiary Conference and hand over the reigns at the Extra-Ordinary Administrative Council meeting held a few days after the Conference.

## **II. OBJECTIVES OF PROPOSED AMENDMENT**

The proposal is for this established practice be incorporated to amend the Rules of Procedure of the Administrative Council to take this age-old practice into account for clarity and removal of any ambiguity while promoting the efficiency of the process.

The details of the proposal and the trend on the practice are contained in Annex attached

## **III. DECISION EXPECTED**

The Policy and Regulation Committee is invited to:

- i) Consider this working document;
- ii) Make any relevant comments/observations;
- iii) Recommend that the Administrative Council adopt the proposed amendments to its Rules of Procedure.

REFERENCES	COMMENTS	PROPOSED IMPROVEMENTS
<b>RULES OF PROCEDURE OF THE PAPU ADMINISTRATIVE COUNCIL</b>		
<p><b>RULE 4: ELECTION OF BUREAU AND TERM OF OFFICE</b></p> <p>1. During the opening session, on the proposal of one Member State seconded by two others, the Council shall elect its Bureau composed of a Chairperson, two Vice-Chairpersons and two Rapporteurs.</p> <p>2. The Bureau's term of office shall be one (1) year.</p> <p>3. Elected members shall assume duty forthwith following the elections.</p> <p>4. Chairpersons and Vice-chairpersons shall be eligible for re-election once only.</p> <p>5. Bureau members shall be elected to the various seats</p>	<p>The term of office of the Bureau from the last Ordinary Session of the Administrative Council for a four-year cycle is very short, lasting a few days or just a day. The last Ordinary Session of the Administrative Council is indeed held a few days or a day before the Plenipotentiary Conference, followed immediately by an Extraordinary Session of the Administrative Council. This renders meaningless and untenable the expected oversight role of the Council which in the Convention is fixed to last for a year in anticipation of the actual work that the Council is expected to play.</p> <p>Furthermore, although the term of office of the Bureau from the last Ordinary Session of the Administrative Council may be less than the stipulated period, this cannot be realistically considered to have been a rotation slot for any region or Member State in the Bureau of the Administrative Council and may deny that region or Member State the opportunity to have an equal chance to perform the expected role.</p> <p>As a result, there is need to ensure that remedy to this imbalance along the lines of what has been the practice in the past is included in the Rules of Procedure of the Council. It bears reiterating that the term of office of the Bureau from the 38th ordinary session, like the situation with the others before it in a similar position, had been</p>	<p><b>RULE 4: ELECTION OF BUREAU AND TERM OF OFFICE</b></p> <p>1. During the opening session, on the proposal of one Member State seconded by two others, the Council shall elect its Bureau composed of a Chairperson, two Vice-Chairpersons and two Rapporteurs.</p> <p>2. The Bureau's term of office shall be one (1) year. <b>However, notwithstanding the specified term of office, the Bureau members elected during the penultimate Ordinary Session of the Administrative Council for each quadrennial cycle shall remain in office until the Extraordinary Session of the Administrative Council held immediately after the Ordinary Session of the Plenipotentiary Conference.</b></p>

<p>solely in their capacity as representatives of their countries and not as individuals.</p>	<p>extended to the 10th Extraordinary Session of the Council by the 39th Ordinary Session of this body. However, this extension, like the others before, was only recorded in the report of the Ordinary Session and not evidenced by a decision of the then Ordinary Session of the Administrative Council or an amendment in its Rules.</p> <p>It is therefore proposed to amend the Rules of Procedure of the Administrative Council in order to document this practice, thereby forestalling any ambiguity or lack of clarity.</p>	<p><b>3.</b> Elected members shall assume duty forthwith following the elections.</p> <p><b>4.</b> Chairpersons and Vice-chairpersons shall be eligible for re-election once only.</p> <p><b>5.</b> Bureau members shall be elected to the various seats solely in their capacity as representatives of their countries and not as individuals.</p>
---	--	---

# MEMBERSHIP OF THE PAPU ADMINISTRATIVE COUNCIL BUREAU DURING THE QUADRIENNAL CYCLES FROM 2012/2016 TO 2024/2025

## 2012/2013 – 2015/2016 CYCLE

DESIGNATION	2012/2013 (30 <sup>th</sup> Ordinary Session)	2013/2014 (31 <sup>st</sup> Ordinary Session)	2014/2015 (32 <sup>nd</sup> Ordinary Session)	2015/2016 (33 <sup>rd</sup> Ordinary Session)	2016 (34 <sup>th</sup> Ordinary Session)
CHAIRMAN	Ethiopia- East	Tanzania- East	Tanzania-East	Sudan- East	Sudan – East
1 <sup>er</sup> VICE-CHAIRMAN	Tunisia- North	Burkina Faso- West	Chad- Central	Mozambique- South	Mozambique- South
2 <sup>ème</sup> VICE- CHAIRMAN	Zimbabwe- South	Egypt- North	South Africa- South	Gabon- Central	Gabon- Central
RAPPORTEURS	DRC-Central	PAPU Secretariat	Niger- West	Kenya- East	Kenya- East
	Gambia- West		Egypt- North	Côte d'Ivoire- West	Côte d'Ivoire-West
SECRETARIAT	General Secretariat	General Secretariat	General Secretariat	General Secretariat	General Secretariat

## 2016/2017 – 2020/2021 CYCLE

DESIGNATION	2016/2017 (35 <sup>th</sup> Ordinary Session)	2017/2018 (36 <sup>th</sup> Ordinary Session)	2018/2019 (37 <sup>th</sup> Ordinary Session)	2019/2020 (38 <sup>th</sup> Ordinary Session)	2021 (39 <sup>th</sup> Ordinary Session)
CHAIRMAN	Kenya - East	Tunisia - North	Burkina Faso - West	Zimbabwe - South	Zimbabwe - South
1 <sup>er</sup> VICE- CHAIRMAN	Egypt - North	Nigeria- West	Egypt - North	Madagascar - East	Madagascar - East
2 <sup>ème</sup> VICE- CHAIRMAN	Côte d'Ivoire - West	Zambia- South	Mozambique - South	Sénégal - West	Sénégal - West
RAPPORTEURS	Cameroon- Central	Chad – Central	Tanzania - East	Tunisia- North	Tunisia- North
	Zimbabwe- South	Uganda- East	Congo (Republic)-Central	Gabon - Central	Gabon - Central
SECRETARIAT	General Secretariat	General Secretariat	General Secretariat	General Secretariat	General Secretariat

### 2021/2022 – 2024/2025 CYCLE

DESIGNATION	2021/2022 (10 <sup>th</sup> Extraordinary Session)	2022/2023 (40 <sup>th</sup> Ordinary Session)	2023/2024 (41 <sup>st</sup> Ordinary Session)	2024/2025 (42 <sup>nd</sup> Ordinary Session)
CHAIRMAN	Côte d'Ivoire-West	Madagascar-East	DRC-Central	Algeria-North
1 <sup>er</sup> VICE- CHAIRMAN	Tunisia-North	Nigeria- West	Ethiopia - East	Burkina Faso -West
2 <sup>ème</sup> VICE- CHAIRMAN	Botswana-South	Algeria-North	Morocco-North	Tanzania-East
RAPPORTEURS	Burundi-Central	Burundi-Central	Eswatini - South	Botswana-South
	Sudan-East	Malawi-South	Benin-West	Burundi - Central
SECRETARIAT	General Secretariat	General Secretariat	General Secretariat	General Secretariat



## ANNEX 8



### POLICY AND REGULATION COMMITTEE (PRC)

18 June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No.04d & Annex  
Original: French

## TERMS OF REFERENCE OF SUSTAINABLE DEVELOPMENT TASK FORCE

### Agenda item No.5.4

<b>1. Subject</b>  Terms of Reference of the sustainable development task force	<b>2. References/paragraphs</b> <ul style="list-style-type: none"><li>• Acts of the Union;</li><li>• Harmonized Rules of the Procedure of the Administrative and Technical Committees;</li></ul>
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>• Consider this working document;</li><li>• Make any relevant comments, observations or proposals;</li><li>• Recommend the establishment of the "Sustainable Development Task Force" (SDTF) and its Terms of Reference (ToRs)</li></ul>	

### I. INTRODUCTION

Africa is one of the lowest carbon emitters globally, accounting for less than 4% of global emissions<sup>1</sup>. However, the continent remains highly vulnerable to global warming. More than 110 million people and nearly 52% of African countries are directly affected by climate change, with economic losses estimated at about \$8.5 billion by 2022. <sup>2</sup>

<sup>1</sup> Report on Sustainable Development in Africa, Co-published by AU, AfDB and UNDP, 2024

<sup>2</sup> Report on Sustainable Development in Africa, Co-published by AU, AfDB and UNDP, 2024

In light of these statistics, Africa's postal sector—a key player in the continent's socioeconomic development—has a prominent role to play in achieving sustainable development goals. With approximately 12,647 postal outlets and 59,048 employees who handled approximately 529 million letter post items and 5 million parcels<sup>3</sup> in 2020, Africa's postal industry can indeed perform a dual function in promoting sustainable development in Africa: Building resilience to climate change and lowering Africa's contribution to global carbon emissions.

It is therefore strategic and fitting for PAPU Member States to engage in meaningful reflections in a formal setting such as a Sustainable Development Task Force, where experts from all Member States can actively share insights and experiences.

## **II. DECISION EXPECTED**

The Policy and Regulation Committee is called upon to:

- I) Consider the document and make any relevant comments, observations or proposals ;
- II) Recommend the establishment of the "Sustainable Development Task Force" (SDTF) and its Terms of Reference (ToRs)

---

<sup>3</sup> Postal Networks, UPU, March 2022

A Specialized Agency of the AU



Institution spécialisée de l'UA

## TERMS OF REFERENCE FOR THE SUSTAINABLE DEVELOPMENT TASK FORCE

### 1. BACKGROUND AND RATIONALE

- 1.1 Sustainable development is defined as any form of economic development aimed primarily at reconciling economic and social advancement with environmental conservation<sup>4</sup>. Today, it is a global priority in all spheres of activity. Sustainable development takes center stage in both national and international forums, where the goal is to strike the right balance between economic development, environmental conservation and social advancement. With this in mind, various initiatives are being undertaken by States both individually and collectively with collaboration of international organizations.
- 1.2 On the national stage, alongside various awareness-raising campaigns, setting specific conditions for importing certain goods, promoting renewable energy and paperless administrative formalities, governments have enshrined the concept of “corporate social responsibility” in their national policies. This concept strives to encourage companies to contribute to the sustainable development agenda while also being economically viable and thriving. This means that companies must, while keeping an eye on growing their turnover and productivity, be mindful of the impact of their decisions on social development and environmental protection.
- 1.3 On the international stage, the UN approved a programme in 2016 titled the **Sustainable Development Programme**, broken down into 17 Sustainable Development Goals (SDGs), several of which deal with sustainable development. More specifically these are Goal 7 “Affordable and Clean Energy”, Goal 11 “Sustainable Cities and Communities”, Goal 12 “Responsible Consumption and Production” and Goal 13 “Climate Action”. On the African stage, one of the aspirations of the African Union's Agenda 2063 is: “A prosperous Africa based on inclusive growth and sustainable development.”.

---

<sup>4</sup> Article 1, 8) of PAPU Convention

- 1.4 Besides Agenda 2063, the African Union adopted a Convention on the Conservation of Nature and Natural Resources on 11 July 2023.
- 1.5 In the same vein, the postal sector is taking several initiatives to support the global drive to promote sustainable development. In this regard, member countries of the Universal Postal Union recently pledged, through the Green Package adopted during the 4<sup>th</sup> Extraordinary Congress in Riyadh, **to reduce carbon emissions by 85% by 2050**. In addition, the UPU has set up the Carbon Fund and an online tool for monitoring, analyzing and producing reports on carbon emissions called “OSCAR”. Lastly, the UPU has a subsidiary organ called the “Cooperation and Development Committee” responsible, among other things, for sustainable development issues.
- 1.6 At the Pan African Postal Union (PAPU), one of the objectives stated in the PAPU Acts is to promote sustainable development. Several initiatives have been rolled out towards this objective, including cutting down on paper consumption, introducing online meetings and using environmentally friendly materials in building the PAPU Tower, and much more being done at Member State level. However, there is no denying that the measures taken by PAPU have been rather low-key and/or lacking in high-profile visibility. It is therefore clear that there is need for a “Sustainable Development” Task Force, pursuant to Rule 6 of the Harmonized Rules of Procedure of the Administrative and Technical Committees, to deal with sustainable development issues in Africa's postal industry.

## 2. OBJECTIVES

The main objective and specific objectives of the Sustainable Development Task Force are as follows.

### 2.1 Main objective

The Sustainable Development Task Force will serve as a formal platform for interaction and sharing experiences and best practices, raising awareness on sustainability issues as well as addressing and monitoring sustainable development matters.

### 2.2 Specific objectives

The Task Force will specifically offer a platform to:

- i) Share information and studies on sustainable development;
- ii) Assess the status of sustainable development in the African postal sector;
- iii) Identify the impact of postal activities on the environment and climate change;

- iv) Encourage the African postal sector's individual and collective efforts to integrate sustainable development into postal activities;
- v) Propose concrete, appropriate and sustainable measures to support Member States' initiatives to reduce and/or stabilize the carbon footprint on the environment;
- vi) Highlight the contribution of PAPU and Africa's postal sector in implementing the United Nations 2030 Agenda for Sustainable Development and the African Union Agenda 2063;
- vii) Support Africa's postal sector in developing sustainable development policies;
- viii) Build capacity for Africa's postal sector to offer citizens good-quality products and services, tailored to their needs while meeting sustainable development requirements.

### **3. EXPECTED RESULTS AND DELIVERABLES**

The following results are expected from the "Sustainable Development" Task Force:

- i) To provide Member States with sufficient information on sustainable development issues and challenges;
- ii) Raise awareness and improve understanding among Member States of the importance of the role of the African postal sector in sustainable development, particularly environmental protection;
- iii) Propose concrete, appropriate and sustainable solutions to strengthen the role of the African postal sector as a major player in sustainable development;
- iv) Develop policies and/or guidelines to support member states in reducing and/or maintaining the carbon footprint of postal activities on the environment.

### **4. MEMBERSHIP AND PARTICIPATION IN TASK FORCE PROCEEDINGS**

The Sustainable Development Task Force proceedings shall be open to all Member States, Associate Members and Sub regional Postal organizations. Associate Members and Sub Regional Postal organizations shall attend as observers.

### **5. ORGANIZATIONAL AFFILIATION**

The "Sustainable Development" Task Force shall operate under the umbrella of the Working Group on Legal and Policy Harmonization. It shall therefore report to this Working Group, which in turn reports to the Policy and Regulation Committee.

## **6. DURATION OF MANDATE**

The Sustainable Development Task Force shall be entrusted with a mandate spanning financial year 2025-2026. Upon expiry of this period, the mandate will be reviewed when the Union finalizes its Strategy for the 2026-2030 cycle.

## **7. MEETING NOTICE AND FORMAT**

The Task Force shall meet physically or remotely when convened by its Chairperson in line with the Union *modus operandi*.

## **8. ORGANIZATION**

The Sustainable Development Task Force Bureau shall be made up as follows:

- Chairperson;
- 1<sup>st</sup> Vice-Chairperson;
- 2<sup>nd</sup> Vice-Chairperson
- 2X Rapporteurs.

The Bureau members shall be installed by the Task Force members at its first meeting.

The PAPU General Secretariat shall serve as the secretariat for the Task Force.

## **9. FUNCTIONING**

The functioning of the Sustainable Development Task Force shall be governed by these terms of reference. However, for all matters not expressly covered herein, reference shall be made to the Harmonized Rules of Procedure of the Administrative and Technical Committees.

## **10. FINANCING**

Members States shall bear the participation costs of their representatives for in-person activities of the Task Force. However, PAPU General Secretariat will assist in organizing Task Force activities by facilitating meetings, including arranging meeting links and language interpretation.

## ANNEX 9

**PAN AFRICAN POSTAL UNION**

**(Specialized Agency of the AU)**

**GENERAL SECRETARIAT**



**UNION PANAFRICAINNE DES POSTES**

**(Institution spécialisée de l'UA)**

**SECRETARIAT GENERAL**

# FEEDBACK FROM RESPONSES TO THE AFRICAN POSTAL REGULATION SURVEY

Telephone  
Téléphone  
+255 27 2611440

Telefax  
Téléfax

Address/Adresse  
13<sup>th</sup> Floor, PAPU Tower  
282 Moshi Road, Philips Area  
Sekei Ward  
P.O. Box 6026, Arusha 23190  
United Republic of Tanzania

Website  
Site Web  
[www.upap-papu.africa](http://www.upap-papu.africa)

**June 2025**

E-mail Address  
Adresse E-mail  
[sc@papu.co.tz](mailto:sc@papu.co.tz)

<b><u>1.0. BACKGROUND AND RATIONALE</u></b> .....	1
<b><u>2.0. SURVEY OBJECTIVES</u></b> .....	1
<b><u>2.1. Main Objective</u></b> .....	1
<b><u>2.2. Sub Objectives</u></b> .....	1
<b><u>3.0. SURVEY METHODOLOGY</u></b> .....	2
<b><u>4.0. SURVEY FEEDBACK</u></b> .....	2
<b><u>1) Responses (Number/Rate)</u></b> .....	2
<b><u>2) Do you have postal regulation?</u></b> .....	3
<b><u>3) What type of postal regulation system do you use?</u></b> .....	4
<b><u>4) What is the status of the entity responsible for postal regulation?</u></b> .....	6
<b><u>5) To what extent is the postal market opened up?</u></b> .....	7
<b><u>6) Available policy or strategy frameworks</u></b> .....	9
<b><u>7) What is the scope of postal regulation?</u></b> .....	10
<b><u>8) What is the scope of universal postal service in your country?</u></b> .....	11
<b><u>9) What other public service responsibilities are entrusted to the designated operator?</u></b> .....	12
<b><u>10) What compensation mechanism(s) are used to recoup universal postal service costs?</u></b> .....	14
<b><u>11) What is the scope of reserved postal services?</u></b> .....	15
<b><u>12) Is there a framework agreement between the state/government and the designated operator?</u></b> .....	17
<b><u>13) Is the cost of providing universal postal service usually recovered?</u></b> .....	18
<b><u>14) How do you establish your universal postal service cost?</u></b> .....	20
<b><u>15) What is the scope of the permit or license granted to postal operators in your country?</u></b> .....	21
<b><u>16) Do you have tools to assess quality of services delivered by postal operators?</u></b> .....	22
<b><u>17) In your opinion, what are the main challenges facing postal regulation in Africa?</u></b> ....	23
<b><u>18) What will you recommend to ensure effective postal regulation in Africa?</u></b> .....	24



## **1.0. BACKGROUND AND RATIONALE**

In pursuing its objective of promoting postal sector reform, the Plenipotentiary Conference issued **Decision No. 16/PAPU/PC/X/2021 of 25<sup>th</sup> June 2021** adopting the African Postal Guidelines during its 10<sup>th</sup> Ordinary Session held from 24<sup>th</sup> to 25<sup>th</sup> June 2021 in Victoria Falls (Zimbabwe). The cardinal objective of the document was to propose a template outlining, among other things the mandate and characteristics of postal regulation applicable on a continental scale. Following the adoption of the Postal Guidelines, the Policy and Regulation Committee's Quadrennial Programme of Activities 2022-2025 adopted a series of activities aimed at implementing the Guidelines and/or postal regulation, including the following:

- Identify in order of priority, the areas to be harmonized as highlighted in the Guidelines;
- Propose instruments to operationalize the African Postal Guidelines
- Develop policy and legal frameworks for postal regulation;
- Introduce systems for assessing performance and service quality;
- Design a cooperation framework for regulatory bodies;
- Propose a regulatory framework for postal financial activities.

These activities, inevitably raise the need to gather sufficient information on the state of play and prospects for postal regulation in Africa. Accordingly, the PAPU General Secretariat undertook a survey on postal regulation in Africa by administering a questionnaire with all Member States, directed specifically at the postal regulatory authorities, during the period of August to October 2024.

## **2.0. SURVEY OBJECTIVES**

The African Postal Regulation Survey has a main objective that is anchored by sub- objectives.

### **2.1. Main Objective**

The overarching objective of the African Postal Regulation Survey create a database on postal regulation in Africa to be kept as a repository at the PAPU General Secretariat.

### **2.2. Sub Objectives**

The Survey more specifically, it is aimed at

- Helping the PAPU Secretariat General to take stock of postal regulation in Africa;
- Consider the outcome through proposed relevant recommendations and strategic positions;
- Carry out the related activities in the Policy and Regulation Committee's Quadrennial Programme of Activities 2022-2025.

In order to achieve these sub-objectives, the PAPU General Secretariat formulated and followed a multi-phased methodology.

### **3.0. SURVEY METHODOLOGY**

The Survey methodology applied by the General Secretariat entailed:

- Designing and validating the postal regulation questionnaire;
- Administering the questionnaire;
- Collecting, processing and analyzing responses from Member States;
- Preparing the report presenting the feedback from the survey;
- Validating the survey feedback report internally;

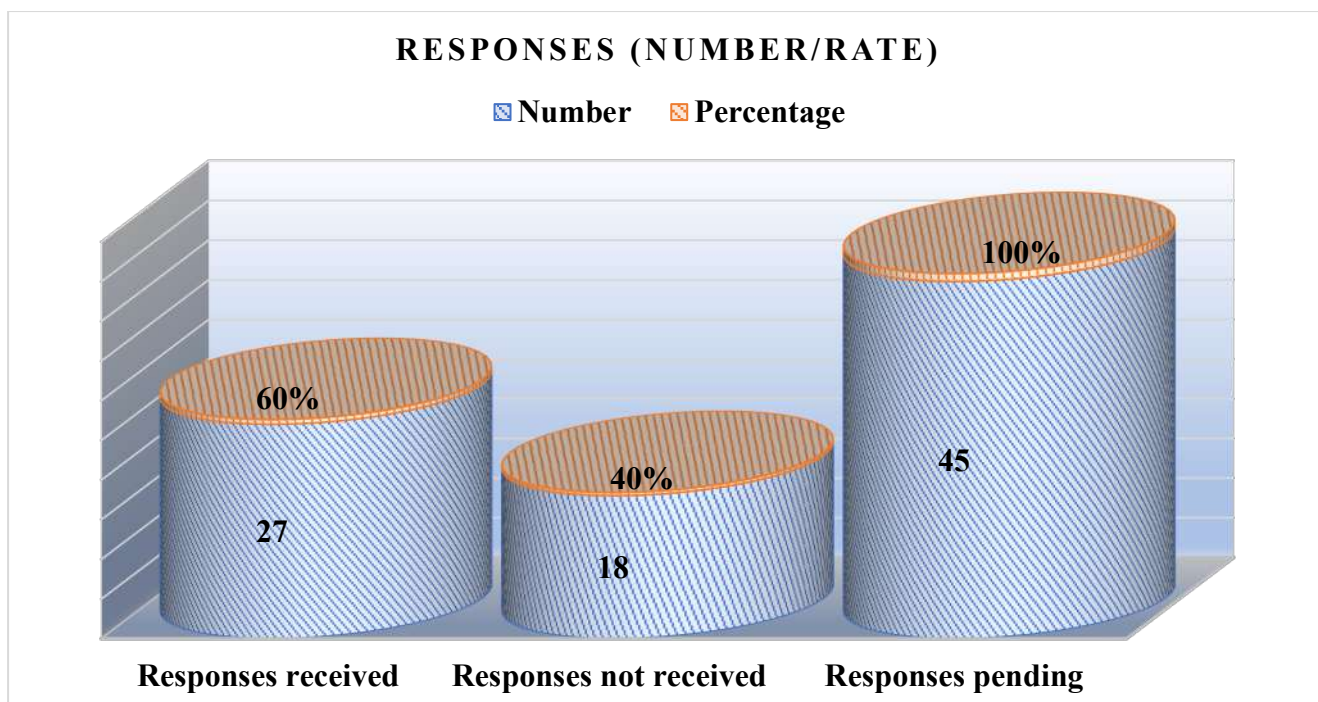
The next steps will be for the tabling of the Survey Report to the Regulation Development Working Group, right through the Policy and Regulation Committee before submission to the Administrative Council. The findings of the Survey will contribute to the identification of focus areas to be included in the regulation and policy strategic interventions to be prepared for the next quadrennial cycle by the PAPU General Secretariat.

### **4.0. SURVEY FEEDBACK**

Responses to the Questionnaire on Postal Regulation in Africa were analyzed with the following results:

#### **1) Responses (Number/Rate)**

This information in this section shows the number and percentage of responses received, as well as those not received. Not all PAPU Member States responded to the questionnaire. The breakdown between responses and non-responses is as follows:



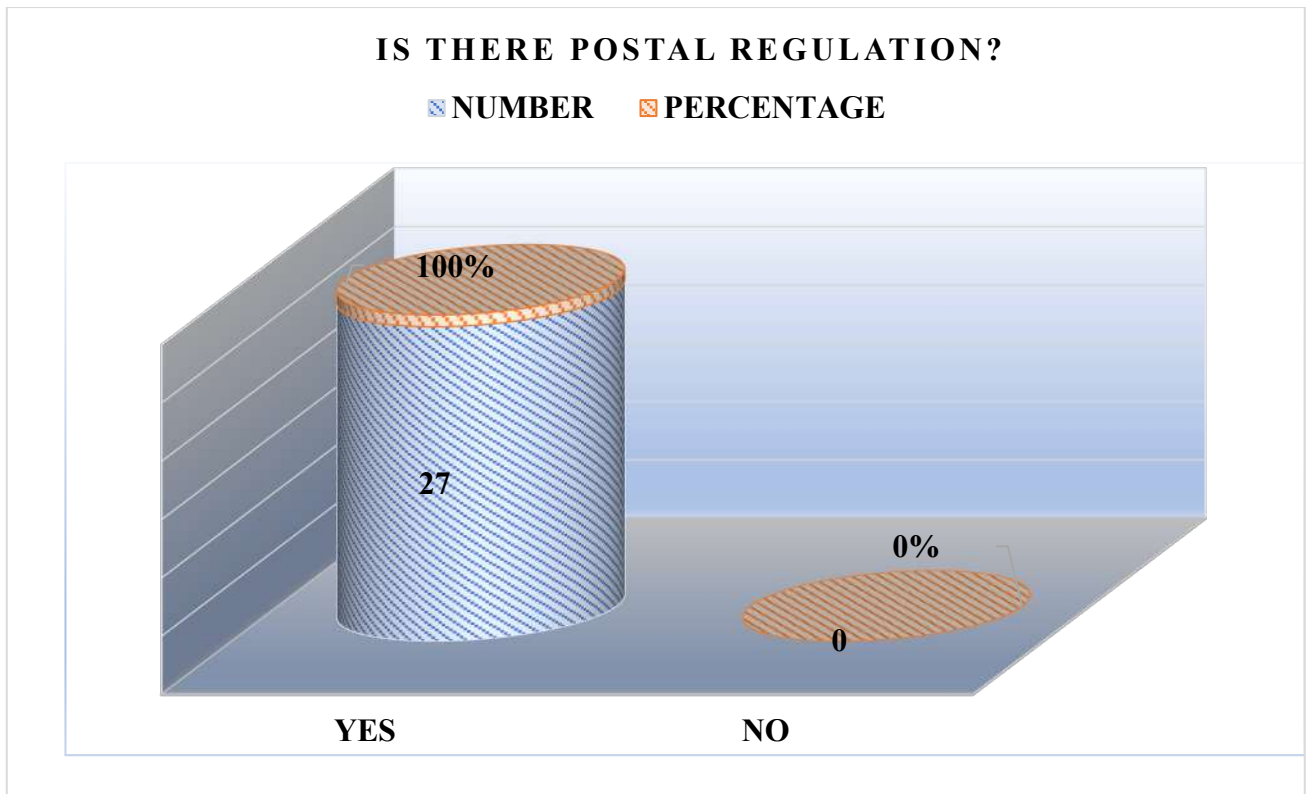
**Results:** Out of an expected number of **45 responses**, **27 Member States** responded to the questionnaire (i.e. **60% response rate**) versus **18 Member States** that did not respond (i.e. **40% non-response rate**). Responses were received from the following Member States: **Benin, Burkina Faso, Cameroon, Angola, Botswana, Eswatini, Ethiopia, Ghana, Kenya, Lesotho, Malawi, Mozambique, Namibia, South Africa, United Republic of Tanzania, Zambia, Mali, Morocco, Niger, Nigeria, Central African Republic, Republic of Côte d'Ivoire, Democratic Republic of Congo, Republic of Congo, Senegal, Comoros and Zimbabwe.**

**Analysis:** With more than half of PAPU Member States having responded to the questionnaire, the response rate can be considered to be fairly satisfactory in light of the expected number of responses. In surveys it is generally accepted that a responsible rate of 30% is considered acceptable in determining the validity and reliability of its findings.

**Recommendation:** Considering the urgent need for accurate information and statistics for developing strategic positions and for making informed decisions, it is recommended that all Member States should systematically respond in good time to all surveys conducted by the General Secretariat for the Union to meet shared expectations and objectives.

## **2) Do you have postal regulation?**

The feedback on this question was as follows:



**Result:** All respondent Member States have a postal regulation system, i.e. **100%** of the sample.

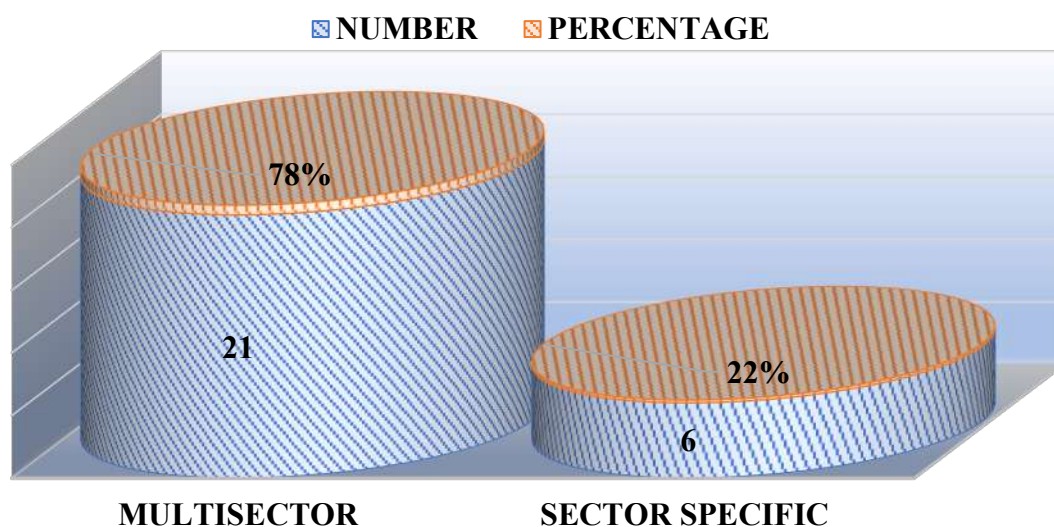
**Analysis:** In the current liberalized postal market, the establishment of a regulatory authority is an absolute necessity to guarantee availability, accessibility and quality of service to all segments of the population. Therefore, having postal regulation in a majority of Member States is a positive finding that should be encouraged.

**Recommendation:** On the basis of the foregoing, it is recommended that the remaining Member States establish autonomous and independence postal regulatory authorities in order to achieve separation of roles from the policy function of government authorities.

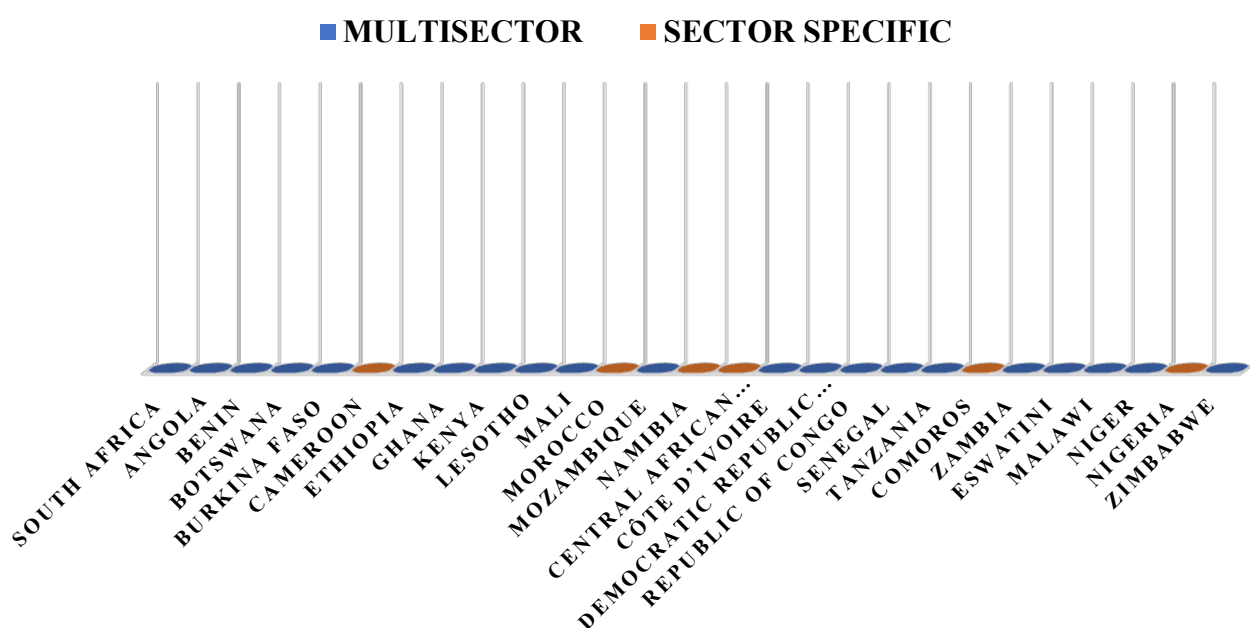
### **3) What type of postal regulation system do you use?**

Following an analysis of responses to this question, many Member States have a multi-sector regulatory system, while some Member States have opted for sector-specific regulation. The results of the analysis are as follows:

## AGGREGATED RESULTS ON TYPE OF REGULATION



## DETAILED RESULTS ON TYPE OF REGULATION



**Result:** Out of the **27 respondent Member States**, only **six Member States** have opted for sector-specific regulation while **21 (i.e. 78%)** have introduced multisectoral regulation. The **six respondent** Member States with sector-specific regulation are: **Cameroon, Namibia, Morocco, Central African Republic, Comoros and Nigeria**.

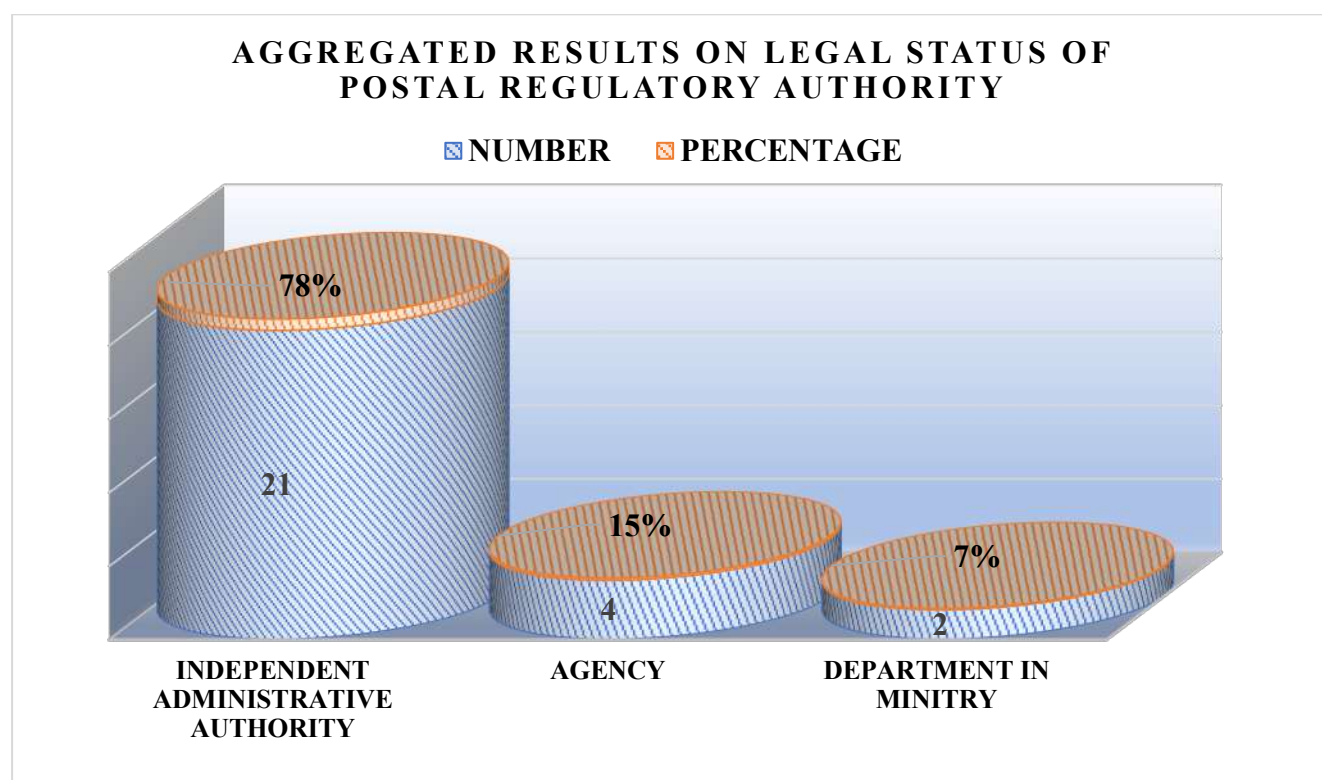
**Analysis:** Irrespective of the sector, regulation operates on virtually the same principles, techniques and methods. Setting up a multi-sector regulatory system therefore holds numerous

benefits, including pooling financial, material and human resources, promoting experience and knowledge sharing, etc.

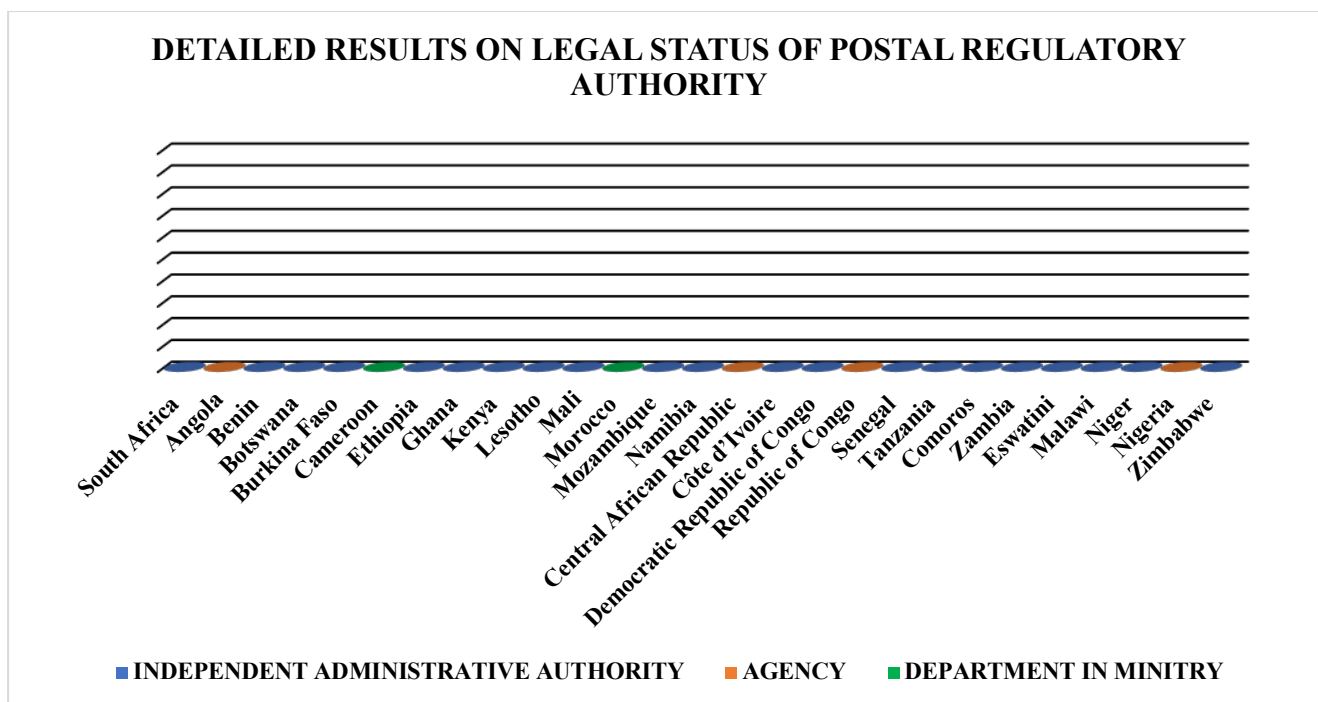
**Recommendation:** In light of the above-mentioned benefits, it is recommended that PAPU Member States seriously consider establishing multi-sector regulatory authorities to cover postal regulation as well.

#### **4) What is the status of the entity responsible for postal regulation?**

An analysis of responses to this question shows that the legal status of entities responsible for postal regulation varies from one Member State to another. The Regulatory Authorities were established as independent administrative authorities or agencies or departments within the ministry responsible for postal services. The results of the analysis are as follows:







**Result:** The majority of respondents, i.e. **21 Member States (78%)** stated that the entity responsible for postal regulation was established as an independent administrative authority. **Six Member States (i.e. 22%)** have a regulatory authority with the legal status of an agency or department within the ministries responsible for postal affairs. The regulatory authorities of **Angola, Central African Republic, Republic of Congo** and **Nigeria** have the legal status of an agency. In contrast, the postal regulatory authorities of **Morocco and Cameroon** are departments in the ministries in charge of postal services.

**Analysis:** To carry out its regulatory mission successfully, any regulatory authority needs guarantees, the most important of which are autonomy and independence. The effectiveness of this autonomy and independence depends inter alia on the authority's legal status and institutional arrangements.

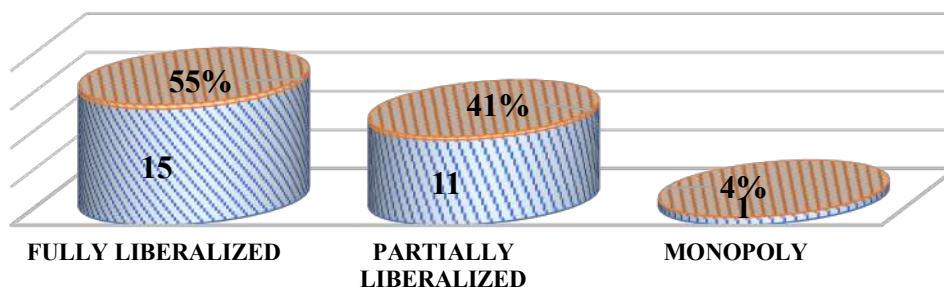
**Recommendation:** It is strongly recommended that Member States opt for the distinct legal status of Independent Administrative Authority in order to minimize the risks of undue interference and to guarantee the independence, autonomy and impartiality of the regulatory authorities.

## **5) To what extent is the postal market opened up?**

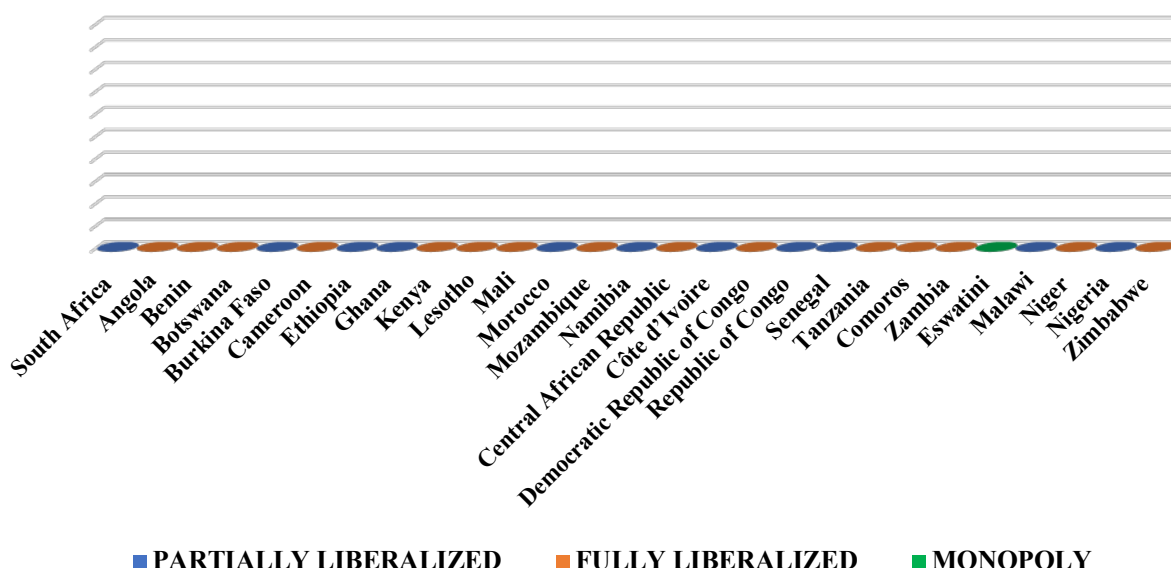
In response to the question of whether the national postal market is fully or partially liberalized (opened up to competition) the responses revealed that in some Member States the postal market is fully liberalized, while in others it is partially liberalized. The results are as follows:

## AGGREGATED RESULTS ON POSTAL MARKET LIBERALIZATION

■ NUMBER ■ PERCENTAGE



## DETAILED RESULTS ON POSTAL MARKET LIBERALIZATION



**Results:** The results show that **55%** of Member States have opted for full liberalization, while **41%** have partially opened up the postal market. Only Eswatini's postal sector remains a monopoly of the state-owned postal operator. However, some Member States have made provision for reserved services in addition to full liberalization. These are **Benin, Cameroon, Botswana, Kenya, Lesotho, Mozambique, Tanzania, Zambia, Mali, Niger** and **Comoros**.

**Analysis:** Full liberalization promotes increased competitiveness and investment in the postal sector and, consequently, greater satisfaction for consumers of postal services.

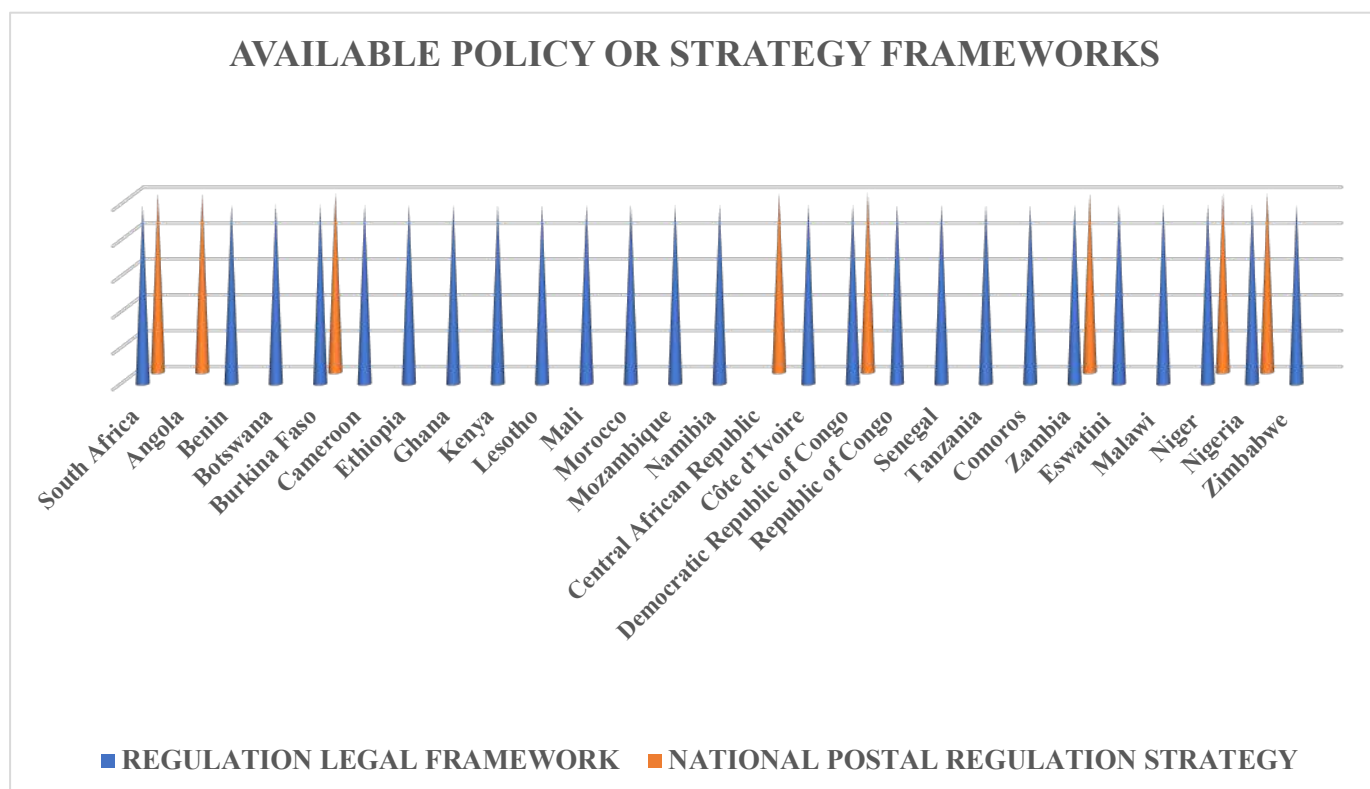
**Recommendation:** In order to increase competitiveness and investment in the postal sector, it is recommended that the postal sector be reasonably opened up or liberalized.



In exchange for full liberalization, safeguard mechanisms ought to be developed to replace reserved services in order to compensate for the net cost of the universal postal service.

## 6) Available policy or strategy frameworks

The questionnaire asked Member States to avail it with their policy/strategy documents on postal regulation. Responses from Member States indicated the following as indicated in the graph below:



**Results:** The results show that all other Member States, excluding the Central African Republic, have a legal framework for regulation, which is also the legal basis for postal regulation. However, the following countries South Africa, Burkina Faso, Democratic Republic of Congo, Zambia, Niger, and Nigeria have a national postal strategy in addition to the legal framework for regulation.

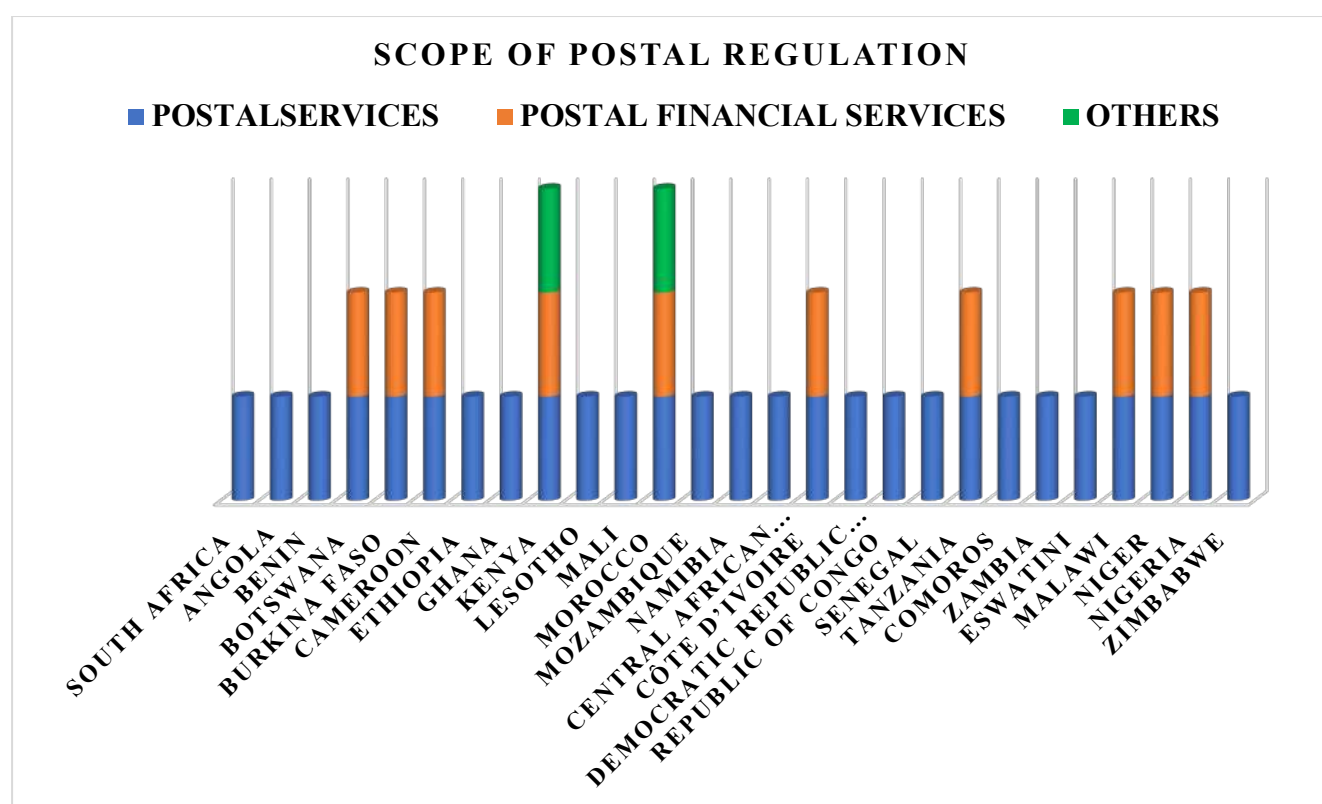
**Analysis:** While a legal framework is essential for effective regulation of postal activities, it is not sufficient on its own. In addition to the legal framework for regulation, member states must adopt strategic documents to, among other things, define priorities, strategic and operational objectives, potential risks and the necessary resources, anticipate challenges, promote innovation and consider future prospects.

**Recommendation:** In order to successfully carry out regulatory activities, Member States that do not have Strategic or Policy framework are recommended to adopt a strategic planning document for postal regulation.

## 7) What is the scope of postal regulation?

The scope of regulation varies from one Member State to another. While in some States postal regulation covers only postal services, in others it covers other services in addition to postal services, particularly financial services.

An analysis of responses to this question gave the following results:



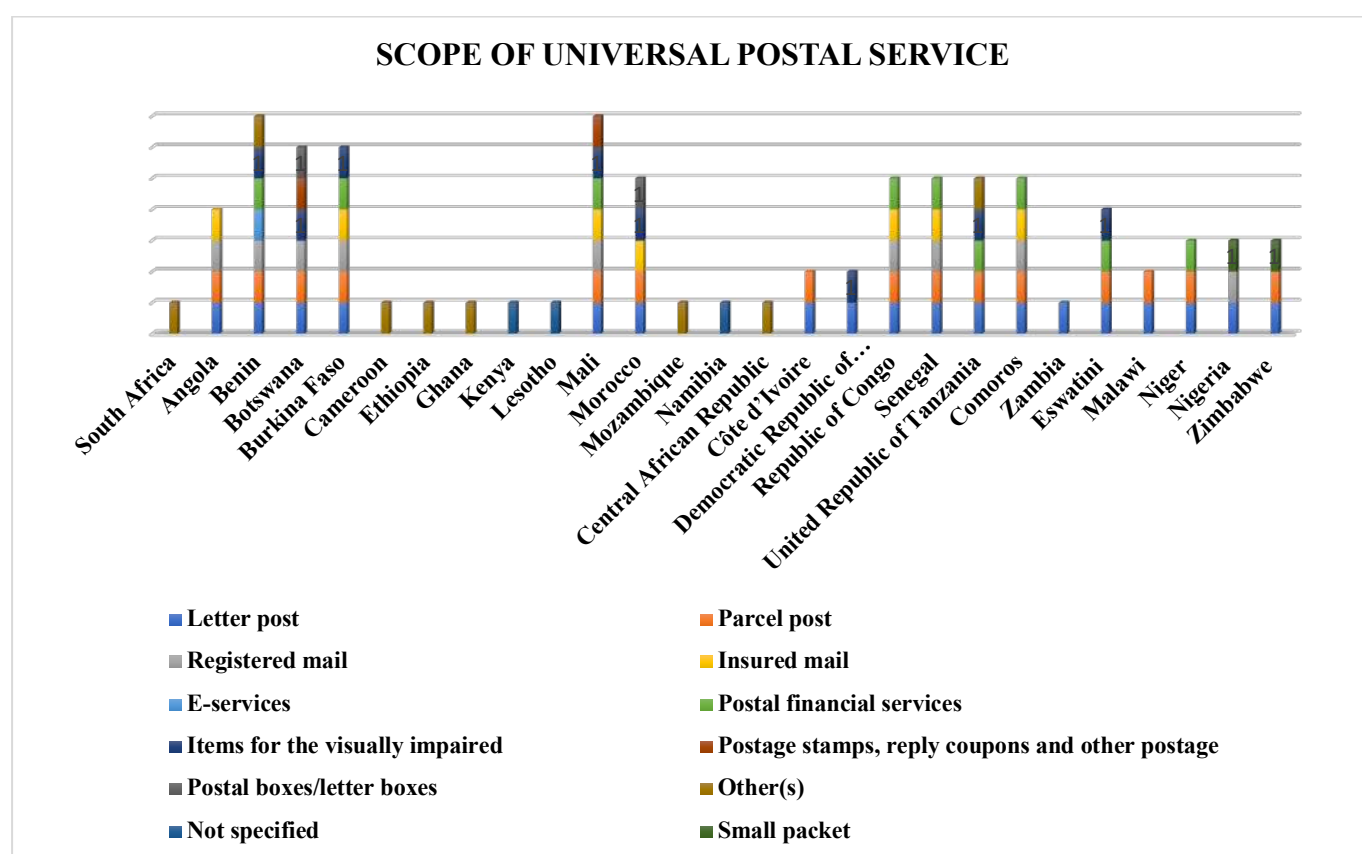
**Result:** Postal regulation covers postal services in all the Member States that replied to the questionnaire. In addition to postal services, it covers financial services in the following Member States: **Botswana, Burkina Faso, Cameroon, Kenya, Morocco, Côte d'Ivoire, Malawi, Niger, Nigeria and Tanzania**. However, postal regulation in **Kenya and Morocco** incorporates, in addition to postal services and postal financial services, other services including electronic transactions, e-commerce and electronic financial services.

**Analysis:** The main mission of postal regulation is to ensure the application of regulations in the provision of postal services which includes the **three** dimensions: physical, electronic and financial.

**Recommendation:** It is recommended that Member States, which have not yet done so, extend postal regulation to postal financial services and electronic services.

## **8) What is the scope of universal postal service in your country?**

The questionnaire sought information on the content of the universal postal service in each Member State, and the scope of the universal postal service in the Member States that responded is as follows:



**Result:** The scope of the universal postal service in the Member States mainly includes items of correspondence, postal parcels, registered items, items with declared value and literature for the blind. As far as electronic services are concerned, only **Benin** has included electronic services in its scope of universal postal service. In addition to traditional postal services, **Tanzania** has included other services in its universal postal service, in particular financial representation services (bureaux de change, travel agencies, etc.) and one-stop e-government services.

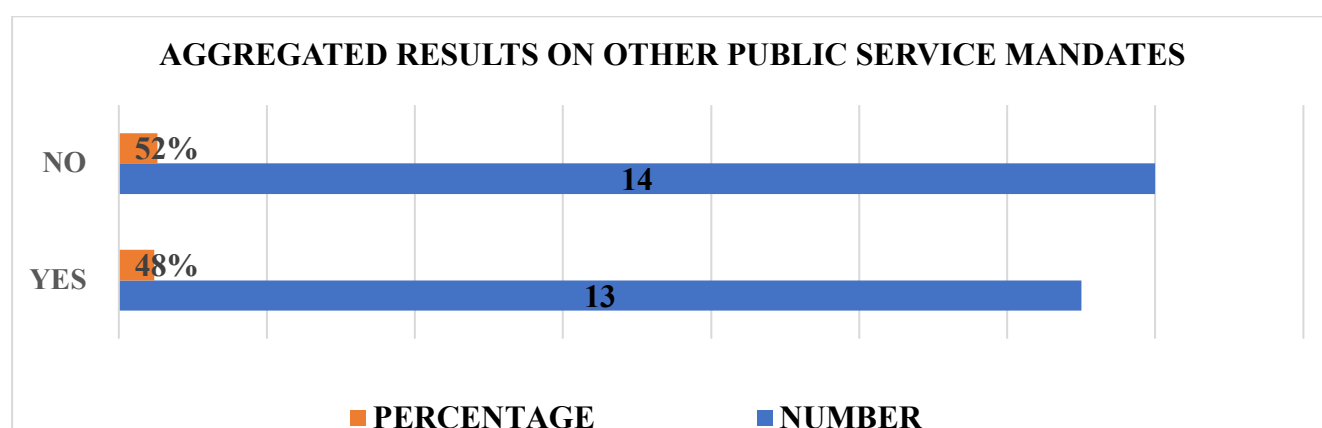
However, in some Member States, the scope of the postal service has not been defined or is in the process of being defined. This is the case for **Namibia, Lesotho and Kenya**. Indeed **Namibia and Lesotho** which currently apply the Acts of the Universal Postal Union (UPU) while the legislative framework of the universal postal service is being developed in **Kenya**.

**Analysis:** The current context, marked by the emergence of Information and Communication Technologies (ICTs) and the widespread desire to digitalize services, as well as the changing needs of consumers of postal services towards digital products, requires not only an update of the portfolio of postal products and services but also the taking into account of new consumer needs brought about by the emergence of new technologies. As a result, the scope of the universal postal service in several Member States has become obsolete in the current context.

**Recommendation:** In the light of the above, Member States should be recommended to update the scope of the universal postal service and include, as far as possible, electronic services and support basic public services provision (health, education, etc.).

## **9) What other public service responsibilities are entrusted to the designated operator?**

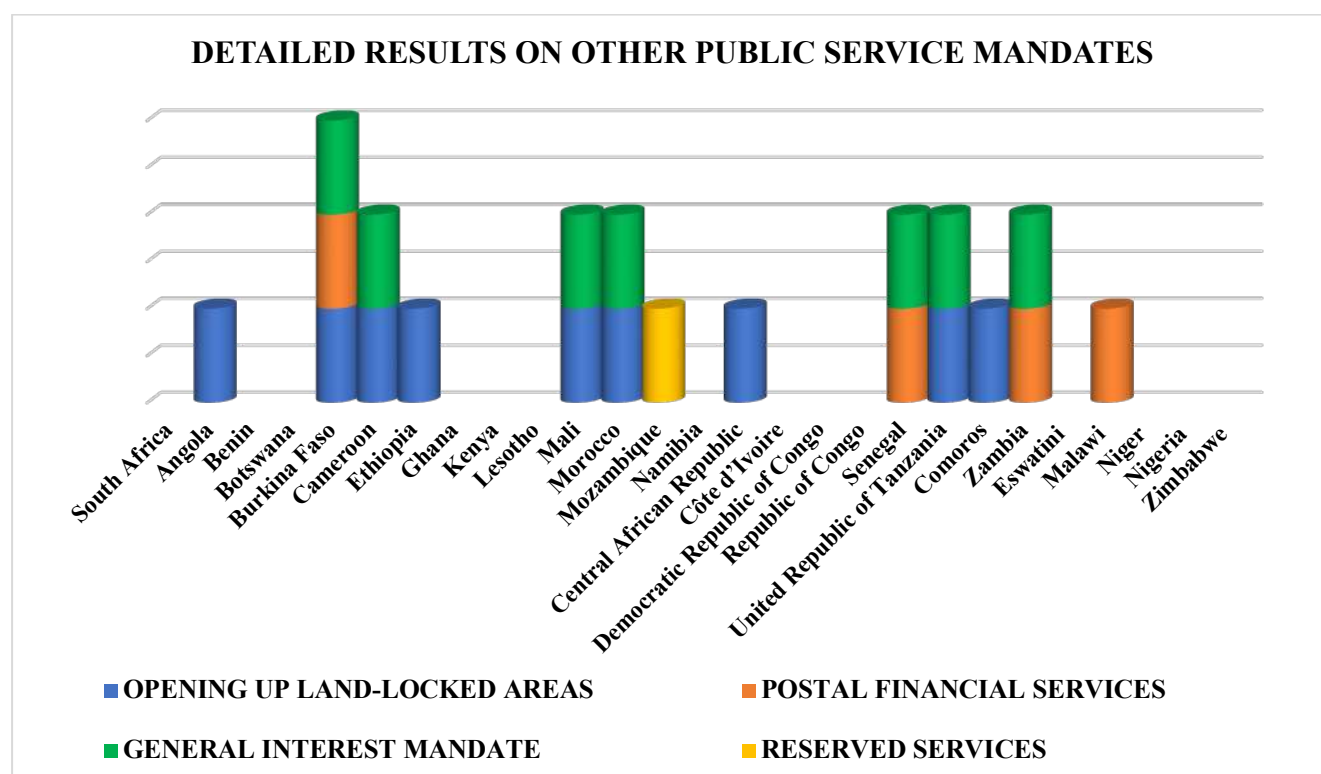
This question enquired whether, in addition to the universal postal service, the designated operator has one or more other public service missions. An analysis of the responses produced the following results:



Out of a total number of **27 respondents**, **13 designated operators** perform at least one public service mission other than the provision of the universal postal service. In contrast, **14 designated operators (52%)**, are exclusively responsible for providing universal postal service. These are Benin, Botswana, Ghana, Kenya, Lesotho, Namibia, the Republic of Côte d'Ivoire, the Democratic

Republic of the Congo, the Republic of the Congo, Eswatini, Niger, Nigeria, South Africa and Zimbabwe.

The breakdown of the other public service tasks entrusted to the designated operators in the Member States which replied to the questionnaire is as follows:



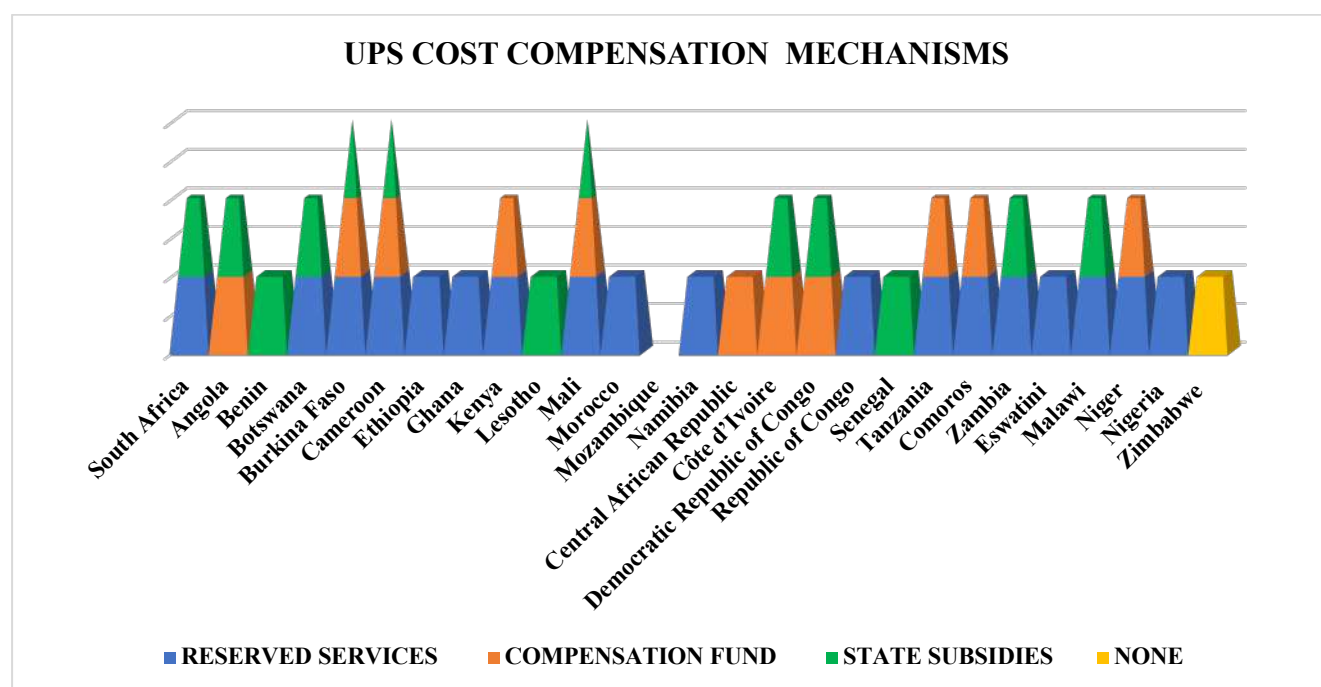
**Result:** With the exception of **Mozambique, Malawi, Senegal and Zambia**, all the other designated operators in the Member States have, in addition to providing the universal postal service, a mission to facilitate provision of government services in remote areas. They also carry out general interest missions, in particular: the express delivery service for biological samples in Tanzania, national defence and security missions in Mali, the distribution of financial aid to the needy, services and grants to students, the distribution of administrative documents and the management of road traffic offence complaints in Morocco.

**Analysis:** It is worth noting that, in addition to providing the universal postal service, many designated operators carry out other public service missions, in particular facilitation of the provision of government services in remote areas, which consists of ensuring an effective postal presence throughout the territories of the Member States. This generates additional costs distinct from those resulting from the provision of the universal postal service.

**Recommendation:** It is recommended that Member States provide for measures to support designated operators in carrying out public service missions other than the universal postal service, for which one or more compensation mechanisms are provided. These support measures may involve, but are not limited to, subsidies or a dedicated fund.

## **10) What compensation mechanism(s) are used to recoup universal postal service costs?**

Several compensation mechanisms have been put in place by Member States to bear the additional costs of providing the universal postal service. The responses to this question are therefore intended to provide information on these mechanisms. The results of the analysis are as follows:



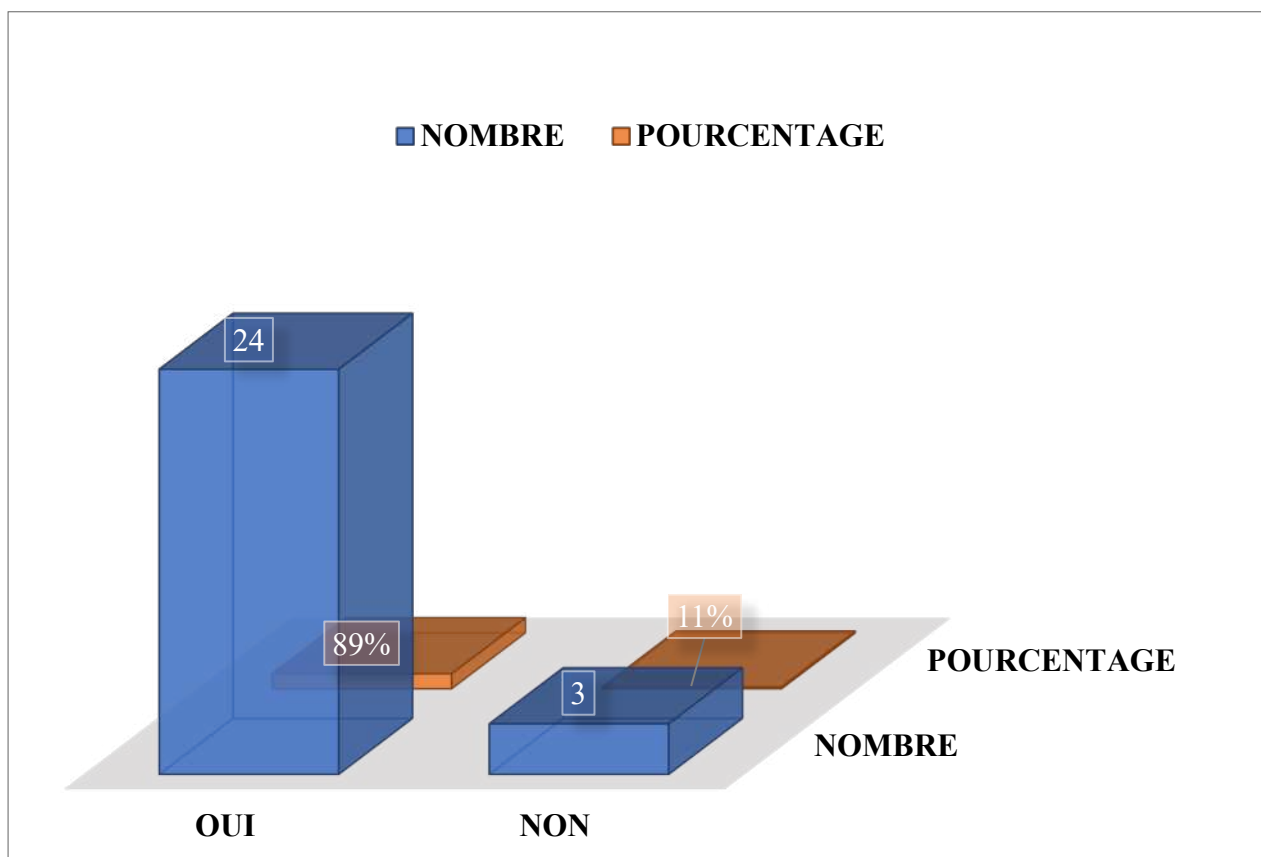
**Result:** With the exception of **Mozambique and Zimbabwe**, all other Member States have at least one of the following universal postal service cost compensation mechanisms: reserved services, compensation fund or state subsidies. However, while **Burkina Faso, Cameroon and Mali** have established three mechanisms to compensate for the unfair costs of the universal postal service, other Member States use **two** of the **three** compensation mechanisms so far in use. These are **South Africa, Angola, Botswana, Kenya, Côte d'Ivoire, Democratic Republic of Congo, Tanzania, Comoros, Malawi, Niger and Zambia**.

**Analysis:** Defined as quality services offered on a permanent basis at affordable costs to all populations, the provision of the universal postal service generates a shortfall (unfair charges) for the designated operators. It is therefore necessary to compensate for the net cost incurred in order to guarantee the continuity of the effective provision of the universal postal service.

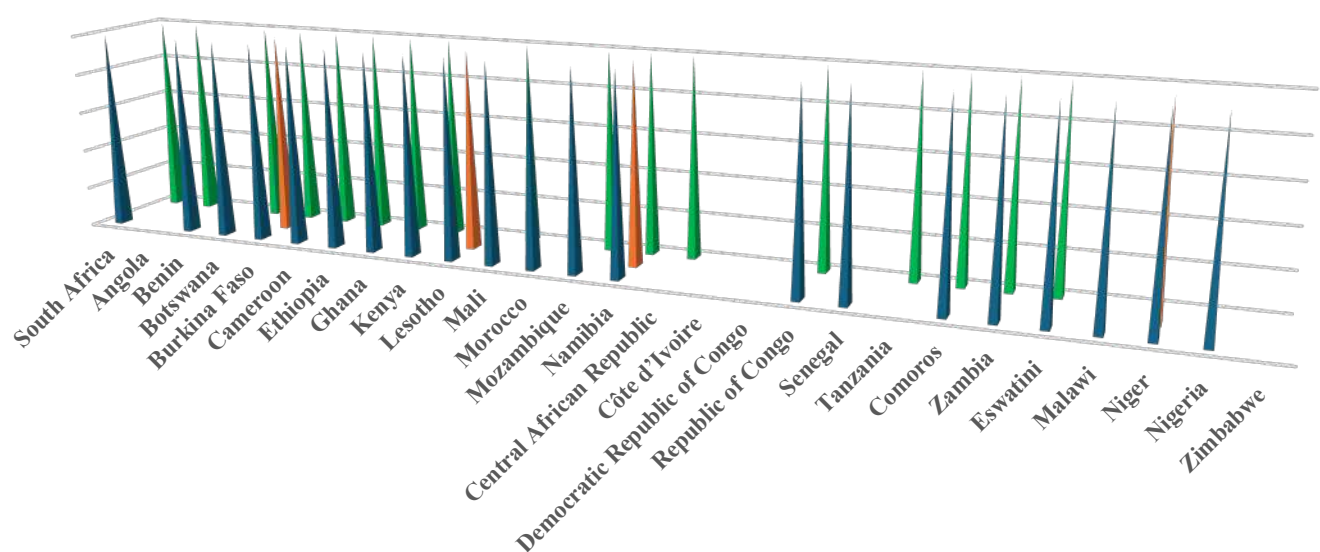
**Recommendation:** it is recommended that Member States provide for and diversify the mechanisms for compensating the additional costs of the universal postal service.

### **11) What is the scope of reserved postal services?**

This question enquired about information on the postal products and services included in the scope of reserved services defined by Member States. Analyses of the responses gave the following results:



## SCOPE OF RESERVED POSTAL SERVICES



■ MAIL  $\geq$  à 100 g et  $\leq$  à 2 Kg

■ PARCELS  $\geq$  à 20 Kg et  $\leq$  à 30 Kg

■ OTHERS POSTAL SERVICES (issue postage stamps, provision of post office boxes, Issue and payment of postal orders, Registered postal items, Postal items with declared value, Postal items bearing the words 'Post Office', other fiduciary postal, etc.)

**Results:** Out of 27 respondents, the following Member States have not defined the scope of reserved postal services: the Republic of Côte d'Ivoire, the Democratic Republic of Congo, and Zimbabwe. While the Democratic Republic of Congo and Zimbabwe have opted for total liberalization, Côte d'Ivoire has opted for partial liberalization but without defining the content of the reserved postal services.

Furthermore, the reserved postal services, for those Member States that have them, mainly include:

- **MAIL:** With the exception of Angola, the Central African Republic and the United Republic of Tanzania, all other member states have included mail within the scope of reserved postal services. However, the reserved postal services in Benin, Morocco, Senegal, Malawi and Nigeria consist exclusively of mail items. In general, the weight limit for mail provided in reserved postal services varies from one member state to another and ranges from 100 grams to 2 kilograms;
- **PARCEL POST:** Lesotho, Burkina Faso, Namibia, and Niger have included parcel post cumulatively with mail and/or other postal services within the scope of their reserved postal services. The weight limit varies between 20 kilograms and 30 kilograms.



- **OTHER POSTAL SERVICES:** these consist exclusively of the reserved postal services provided in Angola, the Central African Republic and the United Republic of Tanzania. Other postal services included in the scope of reserved postal services of Member States mainly consist of the issue of postage stamps, registered postal items, postal items with declared value, the rental of post office boxes and the issue and payment of postal money orders.

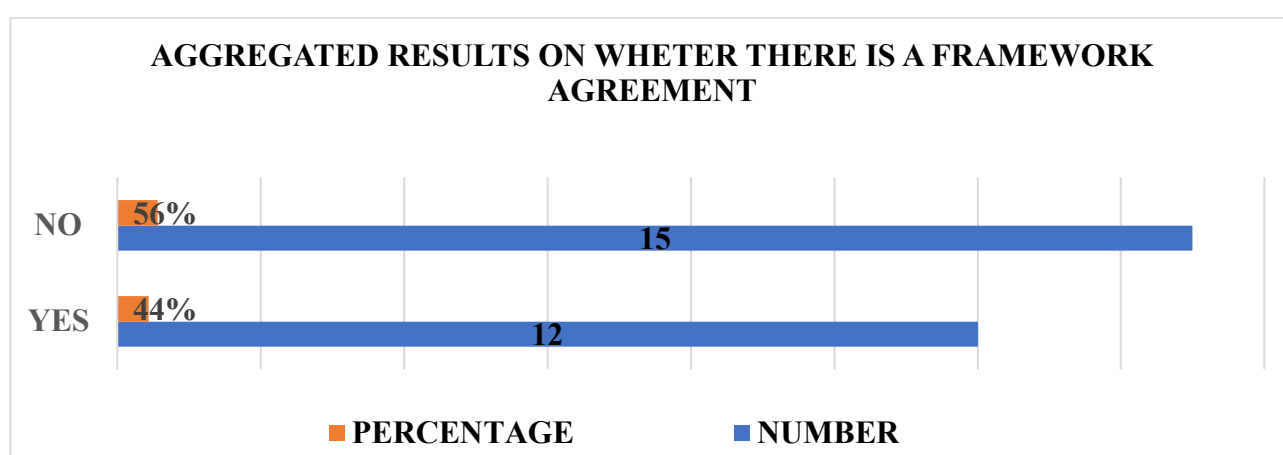
**Analysis:** Reserved postal services are provided for in many national regulatory frameworks and constitute one of the mechanisms for compensating the net cost of the universal postal service. However, Member States face many difficulties in ensuring that private postal operators effectively comply with the reserved services. This results in a loss of revenue for designated operators in terms of both turnover and compensation for the net cost of the universal postal service.

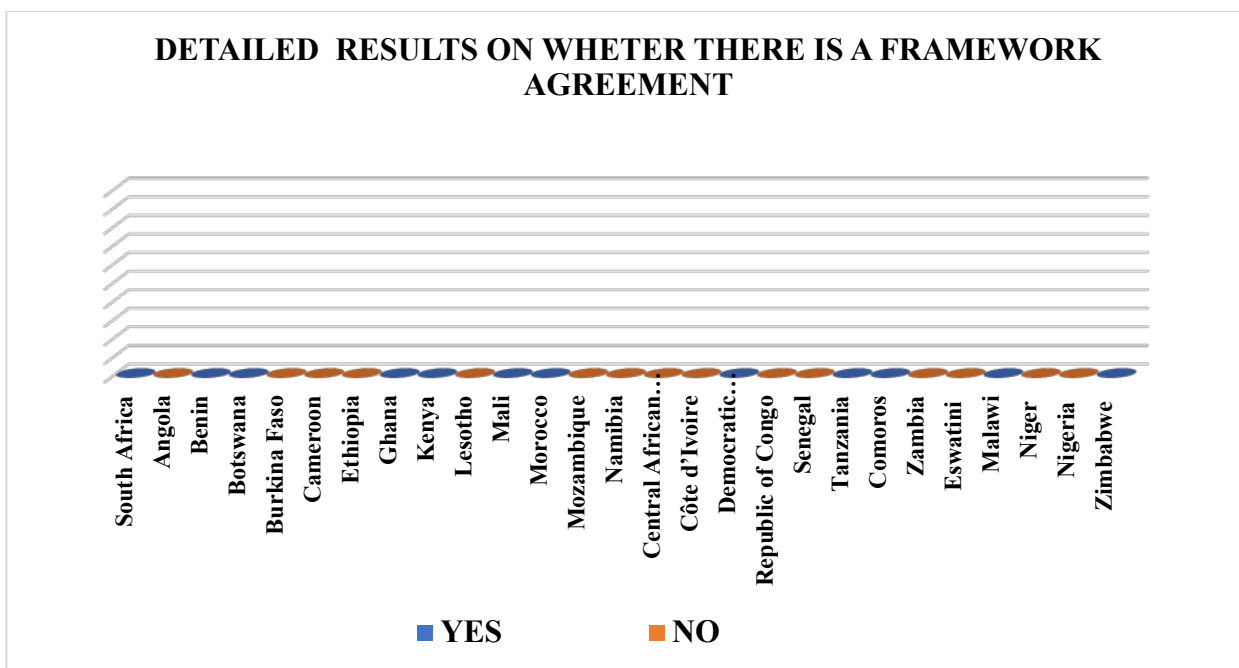
**Recommendation:** The General Secretariat recommends that member states:

- Fully liberalize the postal sector and, in return, increase the contribution rate of private operators to the compensation fund;
- Gradually liberalize the postal sector by gradually reducing the weight limits for reserved postal services.

## **12) Is there a framework agreement between the state/government and the designated operator?**

This question enquired whether or not Member States had made contractual commitments to designated operators in order to support the fulfilment of public service missions. The responses were as follows:





**Result:** Out of a total of **27 respondent Member States**, only **12** have a framework agreement signed between the State and the designated operators, while **15 (i.e. 56%)** do not. However, framework agreements are under preparation and pending renewal in **Burkina Faso, Cameroon and Côte d'Ivoire**.

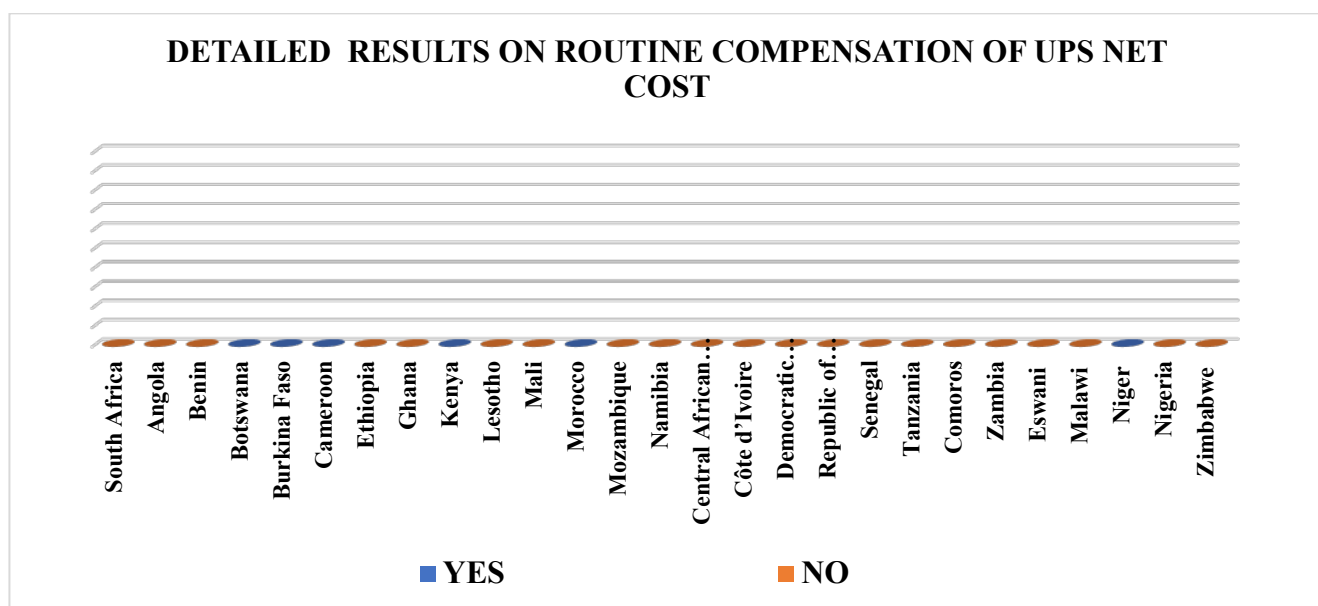
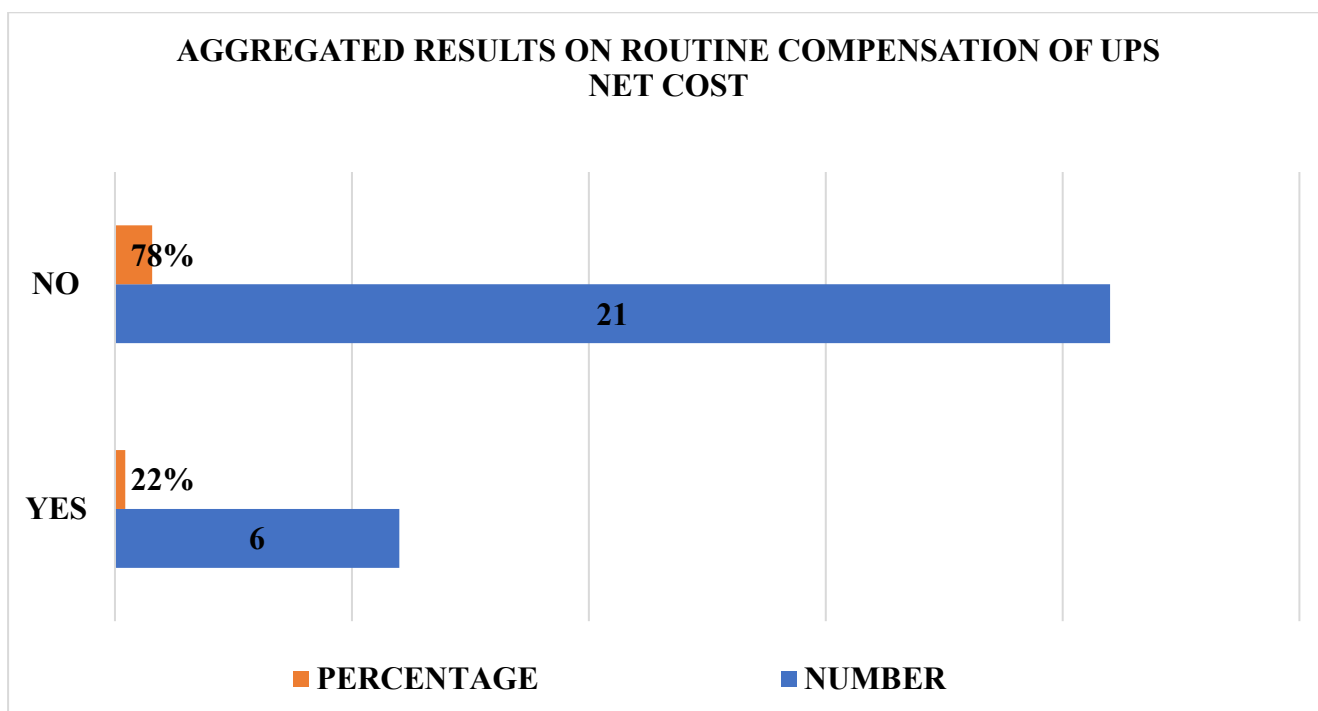
**Analysis:** The framework agreement is an important way of supporting designated operators in fulfilling their public service mandates. It indeed makes it possible to enshrine the commitments made and specify the State's contributions to the fulfilment of public service mandates. State contributions may be in the form of subsidies, dividend waivers, tax exemption on purchases, etc.

**Recommendations:** The following recommendations can be made to Member States:

- Renew expired framework agreements.
- For Member States that do not have any, negotiate and sign a framework agreement between the State and their designated operator.

### **13) Is the cost of providing universal postal service usually recovered?**

This question enquired on whether there is, and how often compensation is made for the net cost of the universal postal service. In other words, the question was whether the cost of universal postal service is actually paid to the designated operator year-on-year or as soon as the invoice is submitted or whether the net cost is actually determined first. An analysis of the responses produced the following results:



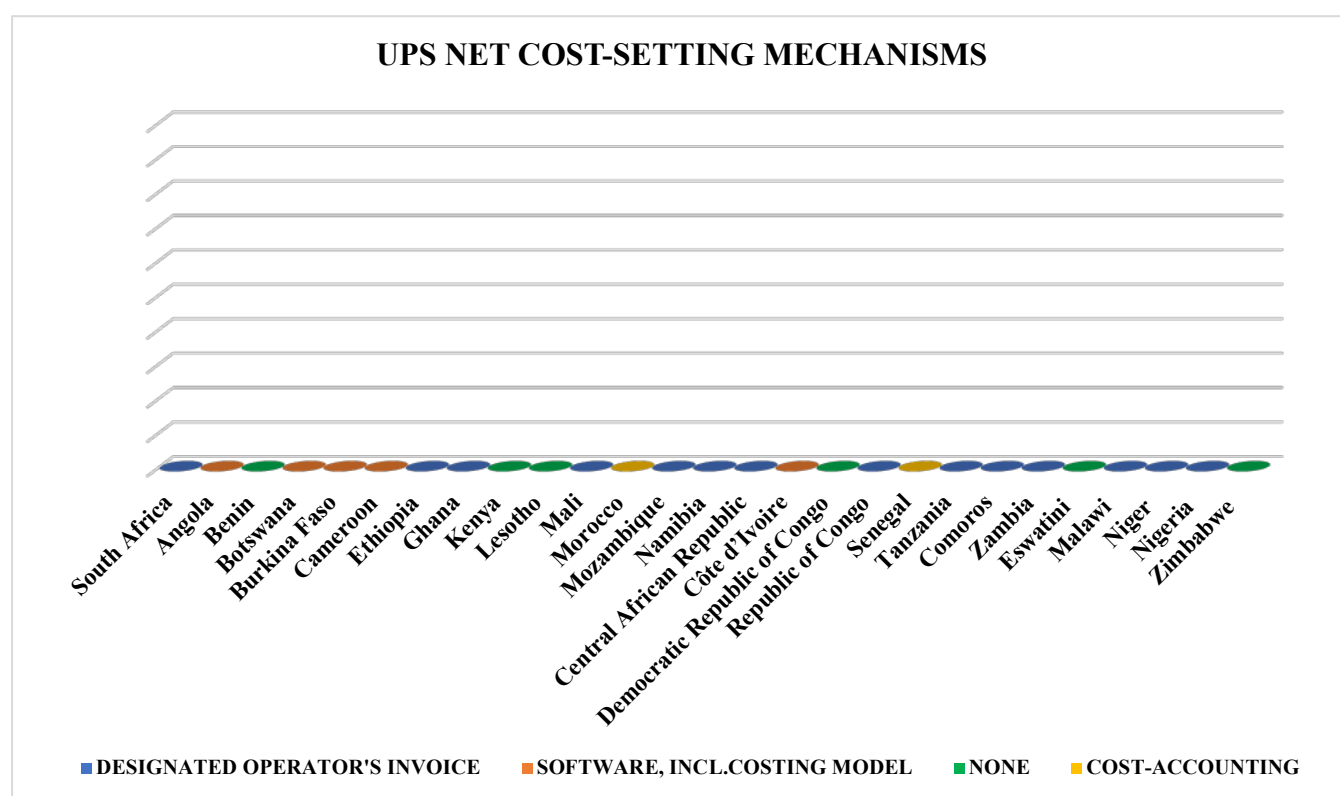
**Result:** 27 Member States (i.e. 78%) of respondents, do not compensate the net cost of universal postal service. In contrast, only **six Member States** (i.e. 22%) of respondents, routinely compensate the net cost of universal postal service.

**Analysis:** Failure to routinely compensate for the burdensome costs incurred in providing universal postal service leads to considerable financial losses that are likely to jeopardize the viability of postal operators and universal postal service.

**Recommendation:** Member States are strongly advised to routinely compensate the net cost of universal postal service at a fair price in order to guarantee viability of postal operators and continuity of service.

#### 14) **How do you establish your universal postal service cost?**

This question enquired whether Member States have established systems for determining the net cost of universal postal service. An analysis of responses to this question gave the following results:



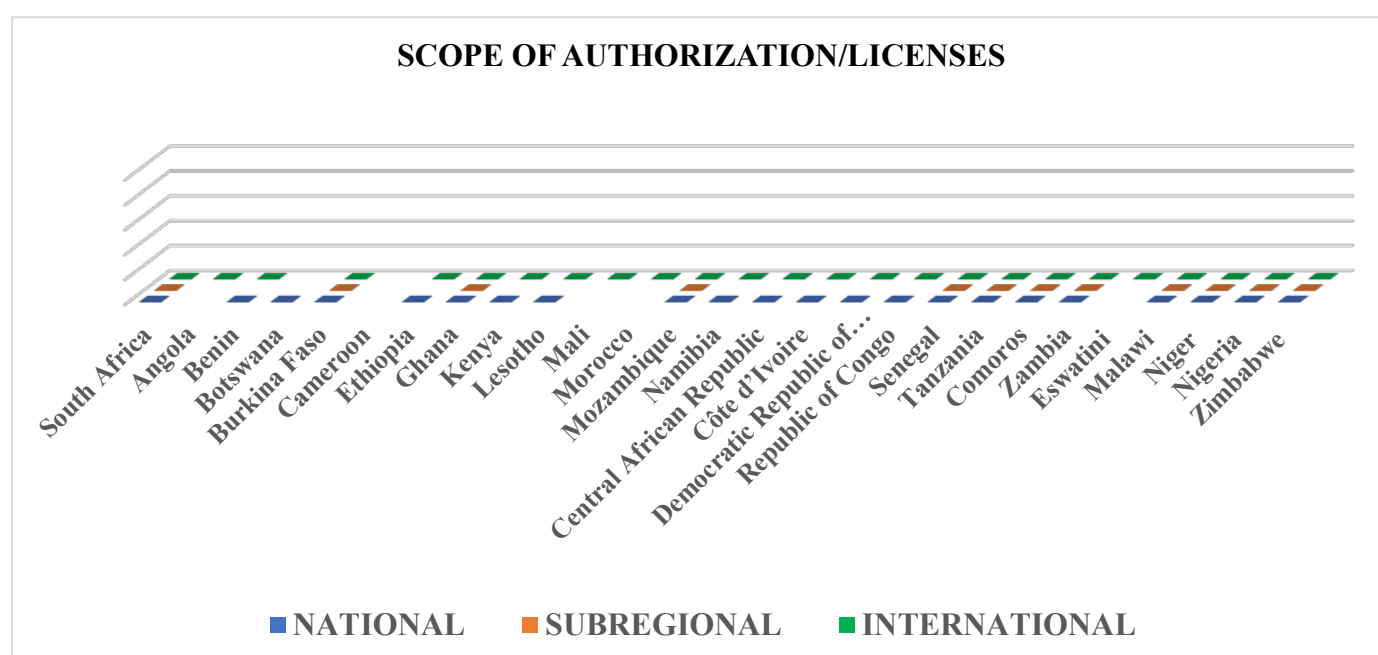
**Result:** Apart from **Benin, DRC, Kenya, Eswatini, Zimbabwe** and **Lesotho**, all Member States have an established mechanism for determining the net cost of universal postal service. Only Morocco and Senegal use cost accounting to determine the cost of unfair charges generated by universal postal service. As for the other Member States, they use a cost calculation model and/or the designated operator's invoice.

**Analysis:** Determining the actual net cost is a sine qua non for fair compensation of the net cost of universal postal service. In this respect, operators and postal regulators must introduce cost accounting.

**Recommendation:** The PAPU General Secretariat strongly encourages Member States to introduce cost accounting in determining the true cost of postal service provision especially UPS provision.

## **15) What is the scope of the permit or license granted to postal operators in your country?**

Through this question, the PAPU General Secretariat sought to understand the different approval systems used by regulatory authorities. Analysis of the responses yielded the following results:



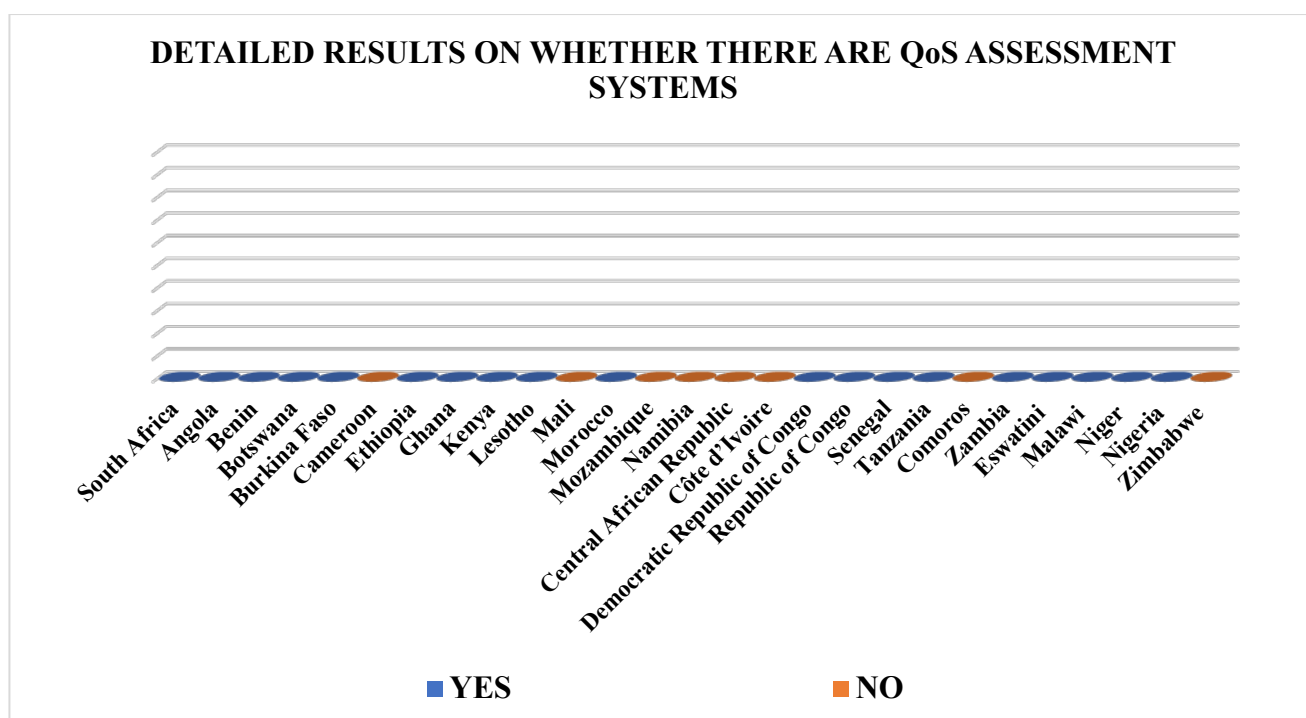
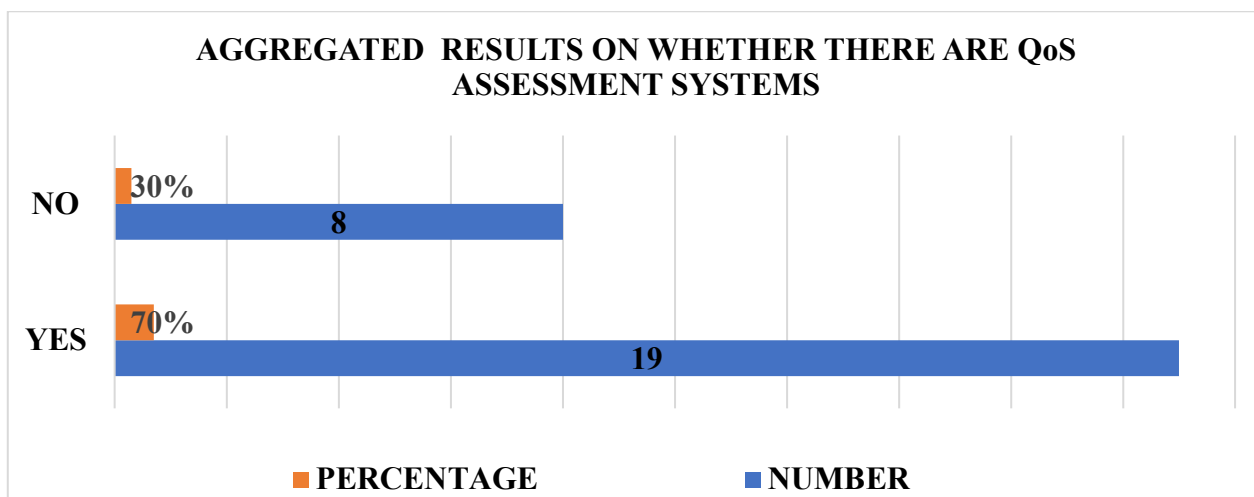
**Results:** The scope of authorizations/licenses varies from one Member State to another. With the exception of Angola, Mali, Morocco, and Zambia, which have only provided for an international licensing regime, all other Member States have provided for at least two (02) regimes: national and international, or national, subregional, and international.

**Analysis:** It is therefore clear that there is a proliferation of authorization regimes in many Member States.

**Recommendation:** The General Secretariat recommends to Member States to establish a licensing system, taking into consideration the needs of market, competition, coverage of postal services and postal services customer satisfaction.

## 16) Do you have tools to assess quality of services delivered by postal operators?

The questionnaire enquired on the existence or otherwise of tools that would enable postal regulators to assess quality of services delivered by designated operators. Responses were analyzed as follows:



**Results:** Only eight respondent Member States (i.e. 30%) do not have QoS assessment systems. These are **Cameroon, Mali, Mozambique, Namibia, Central African Republic, Côte d'Ivoire, Zimbabwe and Comoros**. In contrast, 19 respondent Member States (i.e. 70%) have introduced tools for assessing the quality of service delivered by their designated operator and/or private postal operators.

**Analysis:** One of the main duties of the regulatory authority is to ensure satisfaction of postal service customers by means of routine quality of service assessments. In this regard, they must develop appropriate systems for assessing quality of service.

**Recommendation:** Regulatory authorities of Member States are advised to develop appropriate quality of service assessment tools.

### **17)In your opinion, what are the main challenges facing postal regulation in Africa?**

The major challenges raised by the respondent Member States are as follows:

- i. Ensuring healthy and fair competition;
- ii. Fair compensation for the net cost of universal postal service;
- iii. Reforming and harmonizing the legal framework for postal regulation in Africa, taking into account innovative postal services;
- iv. Enhancing satisfaction and protection of consumers of postal services;
- v. Building capacities of regulators, particularly in the new lines of activity brought about by technological breakthroughs;
- vi. Developing a harmonized institutional framework for postal regulation in Africa;
- vii. Strengthening cooperation between regulators;
- viii. Strengthening cooperation between postal sector players at national and international level;
- ix. Encouraging greater investment in the postal sector;
- x. Strengthening 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;
- xi. Ensuring effective regulation of e-commerce and digital financial services;
- xii. Reducing the environmental footprint of postal activities.

### **18) What will you recommend to ensure effective postal regulation in Africa?**

Member States made the following recommendations to address the above-mentioned challenges:

No.	CHALLENGES FACING AFRICA'S POSTAL SECTOR	RECOMMENDATIONS	RESPONSIBLE
1.	Ensuring healthy and fair competition	- Combating illegal postal activities	- Postal Regulators
2.	Fair compensation for the net cost of universal postal service;	- Introduce cost accounting	- Postal operators - Postal Regulators
		- Diversify and adapt Universal Postal Service (USP) financing mechanisms	- Governments
		- Require private courier services to contribute to funding Universal Service Obligations (USO)	- Governments - Postal Regulators
3.	Reforming and harmonizing the legal framework for postal regulation in Africa, taking into account innovative postal services;	- Review and adopt the African Postal Guidelines;	- PAPU General Secretariat - Member States
		- Redefine postal services	- PAPU General Secretariat - Member States
		- Clearly differentiate postal services from delivery services and the logistics services	- PAPU General Secretariat - Member States
		- Develop service quality standards	- PAPU General Secretariat - Member States



		- Standardize the scope of postal regulation, taking into account postal and postal financial services	- PAPU General Secretariat - Member States
		- Redefine the scope, content and obligations of UPS	- PAPU General Secretariat - Member States
		- Strengthen the regulatory powers of postal regulators	- Governments
		- Harmonize postal regulation policies and procedures	- PAPU General Secretariat - Member States
		- Develop harmonized regulations and monitor their implementation	- PAPU General Secretariat - Member States
		- Propose postal regulation policies	- PAPU General Secretariat - Member States
4.	Enhance satisfaction and protection of consumers of postal services;	- Improve satisfaction and protection of consumers of postal services;	- PAPU General Secretariat - Member States
		- Introduce systems for assessing and inspecting service quality and compliance with obligations;	- PAPU General Secretariat - Member States
		- Strengthen controls on postal operators' obligations	- Postal Regulators
5.	Build capacities of regulators, particularly in the new lines of activity brought about by technological breakthroughs;	- Organize capacity-building sessions for postal operators and regulators	- PAPU General Secretariat -
6.		- Strengthen the independence and autonomy of postal regulators.	- Governments

	Developing a harmonized institutional framework for postal regulation in Africa;	- Pool infrastructure and other resources needed for postal regulation	- Governments - Postal Regulators
7.	Enhance collaboration among regulators	- Appoint a focal point per country to monitor and evaluate postal regulatory activities	- PAPU General Secretariat - Postal Regulators
		- Develop a road map for focal points	- PAPU General Secretariat - Postal Regulators
		- Set up an African association of postal regulators	- PAPU General Secretariat - Postal Regulators
		- Strengthen regional cooperation	- PAPU General Secretariat
		- Strengthen collaboration and cooperation between regional and international organizations, including UPU, PAPU, Restricted Unions...	- PAPU General Secretariat
8.	Strengthen cooperation between postal sector players at national and international level;	- Enhance cooperation between PAPU and UPU	- PAPU General Secretariat
		- Establish periodic consultation platforms at national level	- Postal Regulators - Governments - Postal operators -
9.	Encouraging greater investment in the postal sector;	- Lower postal sector entry barriers	- Governments
		- Develop an attractive tax regime	- Governments
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;	- Advocate for the postal sector to be considered by Member States in setting their priorities	- PAPU General Secretariat
		- Make adequate financial resources available to postal regulators	- Governments
		- Strengthen the role of public authorities in revitalizing the postal sector	- Governments

		- Sign framework agreements between postal operators and Member States	- Governments - Postal operators
<b>11.</b>	Ensure effective regulation of e-commerce and digital financial services;	- Establish co-regulation between postal regulators and other relevant stakeholders	- Postal Regulators
<b>12.</b>	Reduce the environmental footprint of postal activities	- Form a working group on sustainable development	- PAPU General Secretariat - Member States

## ANNEX 10



### POLICY AND REGULATION COMMITTEE (PRC)

18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No. 05d and Annex

*Original: French*

## REPORT OF THE 2ND AFRICAN POSTAL REGULATORS CONFERENCE

### Agenda item No. 6.4

<b>1. Subject</b> Report of the 2nd African Postal Regulators Conference	<b>2. References/paragraphs</b>  Resolution No. 06/PAPU/AC/XLI/2023 on establishment of an African Postal Regulators Conference;
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>Take note of the Report of the the 2nd African Postal Regulators Conference</li><li>Make any relevant comments.</li></ul>	

### I. INTRODUCTION

The second edition of the African Postal Regulators Conference was held from 2<sup>nd</sup> to 3<sup>rd</sup> December 2024 in Victoria Falls, Zimbabwe. Under the theme ‘Emerging Postal Industry and Regulation Trends in the Digital Age.’. The 2<sup>nd</sup> edition was co-organized by PAPU and CRASA in collaboration with the host country, Zimbabwe.

For **two (02)** days, participants exchanged views through presentations and panel discussions, and then formulated recommendations for consideration by Member States.

The PAPU General Secretariat expresses its gratitude to the Republic of Zimbabwe for hosting the Conference and also acknowledges with appreciation the collaboration of CRASA in co-organizing this successful event.

## **II. RECOMMENDATIONS**

This Report is submitted to the Policy and Regulation Committee for:

- i) For appraisal on the implementation of the Working Group's Work Plan objective on the African Postal Regulators Conference.
- ii) Noting the recommendations of the 2<sup>nd</sup> African Postal Regulators' Conference that were communicated to Member States for implementation.

## **III. DECISIONS EXPECTED**

The Policy and Regulation Committee is requested to :

- i) Take note of the Report of the the 2nd African Postal Regulators Conference
- ii) Make any relevant comments.



PAPU/AC/ATC/PRC/05/2025 - Doc No. 05d and Annex

**REPORT:**

**2<sup>ND</sup> AFRICAN POSTAL REGULATORS**

**CONFERENCE**

**2<sup>ND</sup> TO 3<sup>RD</sup> DECEMBER 2024**

**VICTORIA FALLS**

**ZIMBABWE**

**December 2024**

## **I. INTRODUCTION**

The following PAPU Member States participated in the deliberations online and/or in-person: **South Africa, Mali, Mozambique, Botswana, Democratic Republic of Congo, Cameroon, Ethiopia, Malawi, Namibia, Niger, Nigeria, Sudan, Tanzania, Zambia and Zimbabwe.**

The following sub-regional, regional and international organizations were physically present: **PAPU, CRASA and OECD.** See detailed attendance in **Annex 2.**

## **II. SYNOPSIS OF CONFERENCE PROCEEDINGS**

### **A. Opening Ceremony**

During the opening ceremony, remarks were made by the CRASA Executive Secretary, the PAPU Assistant Secretary General, speaking on behalf of the Secretary General, and lastly by the Deputy Director General of POTRAZ.

The first two speakers expressed their profound gratitude to the Zimbabwean authorities for gracefully agreeing to host this 2nd edition of the Postal Regulators Conference. They also expressed their sincere appreciation to POTRAZ, the Local Organizing Committee and the Zimbabwean people for the warm welcome and excellent facilities provided to ensure a successful organization of the event. Lastly, the CRASA Executive Secretary and the PAPU Assistant Secretary General reiterated the current context in which the 2nd Postal Regulators Conference was being held, commended the fruitful collaboration between CRASA and PAPU and wished participants fruitful deliberations.

In his remarks, the Deputy Director General of POTRAZ welcomed the participants to Victoria Falls and emphasized the importance of the theme of this edition of the event in a context dominated by digitalization of postal services. He concluded his opening remarks by wishing participants fruitful deliberations and a pleasant stay in Victoria Falls.

### **B. Presentations and Panel Discussions**

During a two-day period, participants explored the following sub-themes through presentations and panel discussions:

- i) **Impact of digitalization of traditional services and emergence of value-added services on the regulatory landscape of the postal sector:** this sub-theme was developed through an OECD presentation on “**Postal Regulators Performance and Governance**”. This presentation was followed by a panel discussion featuring the following Member States: **Lesotho, Mali and Nigeria**. This panel discussion was moderated by PAPU;
- ii) **Technical, legal and regulatory challenges of postal service digitalization:** The challenges were explored via an OECD presentation entitled “**Adapting regulation to emerging challenges and sector changes**”. Following the presentation, participants took part in a panel discussion led by the following Member States: Tanzania, Eswatini and the Democratic Republic of Congo. The discussions were moderated by CRASA.
- iii) **Regulatory techniques and methods for effective compliance and enforcement in a digitalized postal sector:** This sub-theme was developed through two presentations by OECD Experts on the following themes: “**Results-based regulation and implementation of risk-based enforcement and control measures** and “**Overview of the OECD enforcement and oversight toolkit**”. These presentations were followed by a panel discussion involving **Zimbabwe, Namibia and Niger**, moderated by CRASA.

### III. CONFERENCE OUTCOMES

At the end of the two-day proceedings, the key takeaways were as follows:

- i) The impact of digitalization and the challenges of regulating the postal sector in the era of new networks, new types of market failure, competition dynamics, growing consumer powers, institutional and transboundary concerns;
- ii) The presence of fierce competition in the market with private operators/private couriers leveraging ICTs;
- iii) The importance of regulation being supported by clear policy objectives and legal powers to intervene effectively;
- iv) The existence and persistent of illegal operators in the postal sector;
- v) The conflicting priorities and trade-offs that regulators need to make between innovation and consumer protection, and the need for regulations and regulatory institutions to adapt to new market realities;



- vi) The need to continue sharing of experiences, best practices and knowledge by on independence and governance ;
- vii) Need for regulators to reinvent themselves by embracing modern methods and tools conducive to digitalization of the postal sector;
- viii) The availability of considerable digital resources developed by OECD on regulatory governance and performance assessment criteria and tools, and other regulatory topics;
- ix) The key success factors, best practice principles and approaches for sustainable and effective regulatory compliance and enforcement;
- x) The application of risk-based and outcome-based and even behavioral regulatory approaches in fostering an environment of effective compliance; and
- xi) The key role of regulators in promoting and facilitating the continued digitalization of postal products and services through the nature of regulatory oversight employed.

#### **IV. CONFERENCE RECOMMENDATIONS**

In addition, participants made the following recommendations:

##### **1. TO REGULATORY AUTHORITIES TO :**

- i) Embrace new regulatory approaches in line with evolving market conditions including the proportionate adoption of evidence-based, outcome-based and risk-based regulation, agile regulation, regulatory impact and regulatory performance assessment
- ii) Consider adopting best practice approaches to institutional governance including a review of guiding values, application of strategic intelligence, proactive stakeholder engagement, agility and international cooperation;
- iii) Improve inter-authority, cross-sectoral regulatory collaboration to leverage the experience, legal instruments, and operational capabilities of other sector regulators in addressing specific regulatory issues affecting the postal sector;
- iv) Actively pursue regulatory harmonization and inter-state cooperation to effectively deal with cross-border challenges and co-regulation;
- v) Actively pursue the development of a standardized, a consistent, approaches to tackling illegal operators in the postal sector , which may include:
  - a. Increasing awareness among consumers and the judicial authorities of the legal and regulatory requirements of the postal sector;

- b. Establishing effective mechanisms for licensed operators and consumers to report illegal operators for regulatory intervention;
  - c. Promote the exercise of mandates through visible regulatory interventions that support compliance and enforcement efforts including impromptu and risk-based inspections seeking to establish proof of illegal activity; and
  - d. Where necessary, initiate criminal proceedings against illegal operators as a deterrent to other operators in the market;
- vi) Increase awareness of all stakeholders, including consumers and regulated entities on the importance and role of regulation insofar as the postal sector is concerned; and their responsibilities among postal operators;
- vii) Invest in enhancing regulatory capacity to keep pace with evolving market conditions including the development or acquisition of new regulatory tools and processes, and also capacitating staff through training and similar interventions;
- viii) Introduce best-practice mechanisms for determining root causes of regulatory delivery problems and addressing them effectively through appropriate means;
- ix) Introduce effective, pragmatic and harmonized compliance and enforcement systems, which may involve:
  - a. Categorizing breaches of postal operators' obligations;
  - b. Categorizing penalties for non-compliance ranging from withdrawal of approval to recognition or reward for operators who have distinguished themselves positively in terms of compliance;
  - c. Building trust in the Regulatory Authority by promoting fairness and justice.

## **2. To Ministries Responsible for the Postal Sector**

- i) To strengthen the independence of the Regulatory Authorities in order to enhance regulatory governance and effectiveness.

## **3. To the PAPU General Secretariat**

The general Secretariat to work closely with Restricted Unions to achieve the following:

- i) to propose and facilitate the development of harmonized regional and continental guidelines for promoting effective regulatory governance and the application of new

regulatory techniques and approaches including evidence-based, risk-based, outcome-based, agile, proactive and flexible regulation;

- ii) Propose and facilitate the development of regulatory performance assessment frameworks based on the best-practice criteria and indicators for such assessments.

## ANNEX 11



### POLICY AND REGULATION COMMITTEE (PRC)

18<sup>th</sup> June 2025

PAPU/AC/ATC/PRC/05/2025 - Doc No. 05e

*Original: French*

## PAPU GENERAL SECRETARIAT BRIEF ON ORGANIZATION OF THE 3<sup>RD</sup> AFRICAN POSTAL REGULATORS CONFERENCE

### Agenda item No. 6.5

<b>4. Subject</b> Brief on the 3 <sup>rd</sup> African Postal Regulators Conference	<b>5. References/paragraphs</b>  Resolution No. 06/PAPU/AC/XLI/2023 on establishment of an African Postal Regulators Conference;
<b>6. Decision expected</b> <ul style="list-style-type: none"><li>▪ Consider the document;</li><li>▪ Take note of the proposed theme;</li><li>▪ Make any relevant comments/observations.</li></ul>	

### I. INTRODUCTION

The inaugural edition of the African Postal Regulators Conference was held from 23<sup>rd</sup> to 24<sup>th</sup> May 2023 in Dakar, Senegal. In light of the salient outcomes from this first edition and the overwhelming support it elicited, the Administrative Council adopted Resolution **No. 06/PAPU/AC/XLI/2023** establishing the African Postal Regulators Conference, during its 41<sup>st</sup> Ordinary Session held from 29<sup>th</sup> to 30<sup>th</sup> August 2023 in Arusha - Tanzania. Pursuant to this Resolution, the General Secretariat is mandated to organize the African Postal Regulators Conference.

Subsequently, the Postal Regulators Conference has become an annual fixture and one of the premier platforms for African postal regulators to engage in substantive discussions on matters of interest to postal regulatory authorities in Africa. Accordingly, the second edition of the Regulators' Conference was held from 2<sup>nd</sup> to 3<sup>rd</sup> December 2024 in Victoria Falls, Zimbabwe.

This paper is to invite Member States to express interest in hosting the next edition of the event and seek to propose themes and dates through the the Working Group on Regulatory Development.

## **II. PROPOSED THEME**

The core theme chosen for the third edition of the Postal Regulators Conference is: **“Regulating to achieve growth and development of Africa's postal market amid the influx of courier players and technology advancements?”**

This theme has been picked on the grounds that a growing number of individuals and companies are engaging in postal activities on the fringes of the legal framework governing postal operations, without having sought or obtained prior authorization from the competent authorities. In doing so, unlicensed operators are not subject to financial, technical and legal obligations and thus create unfair competition for legally authorized operators, with the attendant consequences of consumer rights being flouted, state revenue being lost (non-payment of postal charges), legally authorized companies suffocating in business, etc. However, postal sector regulators are primarily responsible for ensuring fair and healthy competition in the postal market.

The proposed theme is therefore aimed at facilitating a broadly-based dialogue among African postal regulators on this issue, with a view to sharing knowledge and best practices, and developing useful guidelines: recommendations, resolutions, and decisions, to tackle unfair competition from companies operating unlawfully in the postal market.

This core theme will be unpacked during panel discussions, each of which will focus on a sub-theme. Moderators of the various panels will be representatives from Member States, Restricted Unions, strategic partners and the General Secretariat

### **III. PROPOSED DATE AND VENUE OF THE 3RD AFRICAN POSTAL REGULATORS CONFERENCE**

The PAPU Secretariat General is projecting the organization of the third Postal Regulators Conference during Q4 2025, assuming a Member State offers to host on a date to be agreed with the Secretariat General.

The General Secretariat is therefore extending an invitation to Member States to express interest in hosting the event. In case of multiple offers, the venue will be determined on a first-come, first-served basis, with due regard for regional and linguistic balance. Should no Member State express interest, the third African Postal Regulators Conference will be hosted at the PAPU Headquarters in Arusha - Tanzania, subject to availability of funds.

### **IV. CONCLUSION**

The Policy and Régulation Committee is requested to:

- consider this document;
- note the theme of the Third African Postal Regulators Conference and;
- make any relevant comments or counter-proposals.

## ANNEX 12



### POLICY AND REGULATION COMMITTEE

18<sup>th</sup> Juin 2025

PAPU-AC-ATC-PRC-05-2025 - Doc No. 05c

*Original: French*

### **BRIEF ON THE AFRICAN POSTAL REGULATORS FORUM (APRF)** **BUREAU MEMBERSHIP**

#### Agenda item No. 6.3

<b>1. Subject</b> Brief on the African Postal Regulators Forum Bureau Membership	<b>2. References/paragraphs</b> - Work Programme Working Group on Regulatory Development; - Decision <b>No. 06/PAPU/AC/XLII/2024</b>
<b>3. Decision expected</b> - Take note of this paper and make any relevant comments or inputs.	

### **I. INTRODUCTION**

By Resolution **No.18/PAPU/AC/XXXVI/2017**, the Administrative Council, meeting during its 36<sup>th</sup> Ordinary Session in Nairobi (Kenya), established the African Postal Regulators Forum. Thereafter, the respective countries that have hosted the Administrative Council meetings equally took turns to serve as chairs of the Forum until 2023.

However, for the dual purposes of improved organization and realigning the bureau memberships of the Postal CEOs and Postal Regulators Fora with those of other Union bodies, the Administrative Council adopted Resolution No. 07/PAPU/AC/XLI/2023 approving the Term of Reference (ToRs) of the African Postal CEOs and Postal Regulators Fora during its 41<sup>st</sup> Ordinary Session held in Arusha (Tanzania) from 29<sup>th</sup> to 30<sup>th</sup> August 2023.

## **II. BUREAU MEMBERSHIP FOLLOWING 42<sup>ND</sup> ORDINARY SESSION OF THE ADMINISTRATIVE COUNCIL**

The Bureau membership as envisaged in the ToRs was adjusted in 2023 by Council Decision **No. 06/PAPU/AC/XLII/2024**, adopted during its 42<sup>nd</sup> Ordinary Session held from 11<sup>th</sup> to 12<sup>th</sup> June 2024 in Arusha.

Accordingly, the Bureau membership of the Postal Regulators Forum is henceforth structured as follows:

- **Co-Chairs:** Central and North regions;
- **Rapporteurs:** West, East and Southern regions;
- **Secretariat:** PAPU General Secretariat.

## **III. RATIONALE FOR RESTRUCTURING THE BUREAU MEMBERSHIP**

When implementing the Resolution, the General Secretariat note that since 2022, the Central Region has chaired the African Postal Regulators Forum. This does not promote the spirit of the principle enshrined in **point 7** of the Terms of Reference, whereby “***The Forum shall be chaired on a rotating basis by a Member State, with due regard to the geographical distribution of the African Union.***”

This calls for a re-alignment of the Bureau in line with the dual-chair principle enshrined in the Administrative Council's Decision **No. 06/PAPU/AC/XLII/2024** passed during its 42<sup>nd</sup> Ordinary Session held in Arusha (United Republic of Tanzania) from 11<sup>th</sup> to 12<sup>th</sup> June 2024.

## **IV. NEWLY ADOPTED BUREAU MEMBERSHIP**

On the recommendation of the PAPU General Secretariat, Member States in attendance during the preparatory meeting for the Postal Regulators Forum, held remotely on 5<sup>th</sup> June 2025 at 11:00 am GMT, adopted the following restructured bureau membership:



- ✓ Co-Chairs: **Niger (West Africa) and Morocco (North Africa);**
- ✓ Rapporteurs: **Chad (Central Africa), Malawi (Southern Africa) and United Republic of Tanzania (East Africa).**

The new bureau will conduct the proceedings of the 7th and 8th editions of the Postal Regulators Forum, pursuant to Point 7 of the Terms of Reference adopted by Resolution No. 07/PAPU/AC/XLI/2023 approving the Terms of Reference of the African Postal CEOs and Regulators Fora.

## **V. DECISION EXPECTED**

The Policy and Regulation Committee is hereby requested to take note of this paper and make any additional comments or inputs.

## ANNEX 13



**POLICY AND REGULATION COMMITTEE**  
18<sup>th</sup> June 2025

**PAPU/AC/ATC/PRC/05/2025 - Doc No. 05b**  
*Original: French*

### **BRIEF ON PROPOSED THEMES AND PANELISTS FOR THE AFRICAN POSTAL REGULATORS FORUM**

Agenda item No. 06.2

<b>1. Subject</b> Brief on proposed themes and panelists for the African Postal Regulators Forum (APRF)	<b>2. References/paragraphs</b> <ul style="list-style-type: none"><li>• Work Programme of the Working Group on Regulatory Development;</li><li>• Resolution No.18/PAPU/AC/XXXVI/2017.</li></ul>
<b>3. Decision expected</b> <ul style="list-style-type: none"><li>• Take note of this paper and make any relevant comments or inputs;</li><li>• Assist the General Secretariat in identifying panelists and moderators.</li></ul>	

#### **I. INTRODUCTION**

Established by Resolution **No. 18/PAPU/AC/XXXVI/2017** of the Administrative Council during its 36<sup>th</sup> Ordinary Session held from 8<sup>th</sup> to 10<sup>th</sup> May 2017 in Nairobi (Kenya), the African Postal Regulators Forum serves as the ideal platform for regulatory authorities to engage with each other, and has been met with keen anticipation and enthusiastic support from Member States.

It has been prudent for the General Secretariat to organize the Forum on a specific Theme, which is initially referred to the WGRD for consideration and recommendation to the Policy and Regulation Committee (PRC).

This paper proposes a number of themes for the 7<sup>th</sup> African Postal Regulators Forum and requests members to provide guidance on how to select the final theme and equally identify panelists and moderators for the discussions to be held during the event.

## II. PROPOSED THEME

During the preparatory meeting for the 7th African Postal Regulators Forum, held remotely on 5th June 2025 at 11:00 (GMT), members deliberated on the themes proposed by the PAPU General Secretariat. Thus, while recognizing that the other proposed themes were also relevant, they chose the first proposal “**Regulatory, Technical and Financial Challenges of Postal Service Financing, and Outlook**” as the core theme for the African Postal Regulators Forum to be held on 23<sup>rd</sup> June 2025.

The rationale for this choice stemmed from the fact that, in compensation for the unfair costs incurred in delivering universal postal services, PAPU Member States have devised compensation mechanisms that very often combine reserved services, a compensation fund and government subsidies. However, it is clear that postal service funding is either inadequate or totally lacking in several Member States. This is due to a variety of factors, including:

- Inefficiencies in enforcing the principle of reserved services, especially as postal regulators find difficult to enforce on private postal operators;
- Non-payment of postal levies or inadequate compensation funds when postal levies are paid regularly by postal operators;
- Challenges in effectively accessing subsidies provided by Member States.
- Non submission of credible claims for compensation

This makes it essential for African postal regulators to share experiences and propose solutions to ensure regular and fair financing of universal postal services.

## III. PANELISTS AND MODERATORS

The theme of the 7<sup>th</sup> edition of the African Postal Regulators Forum will be explored through panel discussions, which will also include designated operators, with a view to enriching and

identifying the issues at stake from both a postal operations and a postal regulation perspective.

With regards to panelists and moderators, the following Member States expressed interest in serving as panelists: Burkina Faso, Niger, the Democratic Republic of Congo, and Malawi (to be confirmed). The panel discussions will be moderated by the following Member States and sub-regional organizations: Uganda, Gabon, EACO, and CRASA.

Other Member states and Sub-Regional bodies are still invited to express interest and participate in the Panels so as to enrich the discussions either as moderators or panelists.

#### **IV. DECISION EXPECTED**

The Policy and Regulation Committee is hereby requested to:

- Take note of this paper and make any relevant comments or inputs;
- Volunteer panelists and moderators.

## **ANNEX 14 : The drafts decisions, resolutions and recommendations**

### **Draft Resolution No. xxxx/PAPU/AC/XLIII/2025**

#### **On Presentation to the 11<sup>th</sup> Ordinary Session of the PAPU Plenipotentiary Conference of a Draft Resolution to Amend the Acts of the Union**

**The Administrative Council of the Pan African Postal Union (PAPU), meeting during its  
43<sup>rd</sup> Ordinary Session from 24 to 25 June 2025 at the PAPU Tower, Arusha, United  
Republic of Tanzania;**

**Mindful** of the provisions of Article 30(3) of the PAPU Convention;

**Further mindful** of the provisions of Articles 2(1) and 36(2) of the Detailed Regulations of the  
PAPU Convention;

**Having regard** to the Rules of Procedure of the Administrative Council;

**Having taken note** of the proposed amendments to the Acts of the Union relating to gender  
mainstreaming, rights of Member States, procedure for electing the Secretary General and  
Assistant Secretary General, as well as the rights and obligations of Associate Members;

**Desirous** of remedying the shortcomings identified in the PAPU Acts;

**Acknowledging** that the proposed amendments are indeed related to the Acts of the Union;

**Persuaded** that these proposals are germane and aim to remedy the deficiencies in the Acts of  
the Union;

**Cognizant** of the recommendation tabled by the Policy and Regulation Committee;

**Mandated** by Article 5(10) of the Detailed Regulations of the PAPU Convention;

### **HEREBY APPROVES:**

That a draft Decision amending the Acts of the Union be submitted to the 11<sup>th</sup> Ordinary Session  
of the Conference;

**INSTRUCTS:**

The PAPU General Secretariat to present the proposed amendments to the Plenipotentiary Conference during its next Ordinary Session.

***Done in Arusha, United Republic of Tanzania, on 25<sup>th</sup> June 2025***

**Draft Decision No. xxxxx/PAPU/AC/XLIII/2025**

**Adopting the Proposed Amendment to the Rules of Procedure of the Administrative Council**

**The Administrative Council of the Pan African Postal Union (PAPU), meeting during its 43<sup>rd</sup> Ordinary Session from 24 to 25 June 2025 at the PAPU Tower, Arusha, United Republic of Tanzania;**

**Mindful** of the provisions of Article 32 of the PAPU Convention;

**Further mindful** of the Detailed Regulations of the PAPU Convention;

**Considering** Rule 4(2) of Rules of Procedure of the Administrative Council;

**Noting** that the Bureau elected during the Ordinary Session of the Administrative Council held immediately prior to the Ordinary Session of the Plenipotentiary Conference will indeed have a term of office of less than one (01) year and very often of only a few days;

**Having noted** the proposed amendment to the Rules of Procedure of the Administrative Council;

**Desirous** of remedying the shortcomings identified;

**Acknowledging** that the proposed amendment is indeed related to the Rules of Procedure of the Council;

**Persuaded** that these proposals are germane and aimed at formally establishing a practice already prevailing in the Union;

**Cognizant** of the recommendation tabled by the Policy and Regulation Committee;

**Mandated** by Rule 24 of Rules of Procedure of the Administrative Council;

**HEREBY DECIDES AS FOLLOWS:**

Approves the proposed amendments to the Rules of Procedure of the Administrative Council as annexed hereto.

**INSTRUCTS:**

The PAPU General Secretariat to implement this Decision.

***Done in Arusha, United Republic of Tanzania, on 25<sup>th</sup> June 2025***

**Draft Decision No. xxxxx/PAPU/AC/XLIII/2025**  
**Establishing the PAPU Sustainable Development Task Force**

**The Administrative Council of the Pan African Postal Union (PAPU), meeting during its 43<sup>rd</sup> Ordinary Session from 24 to 25 June 2025 at the PAPU Tower, Arusha, United Republic of Tanzania;**

**Mindful** of the PAPU Convention;

**Further mindful** of the Detailed Regulations of the PAPU Convention;

**Having regard** to the Rules of Procedure of the Administrative Council;

**Considering** that sustainable development is both an African and global priority, as reflected in the United Nations Agenda 2050 and the African Union Agenda 2063;

**Further considering** that a myriad of initiatives have been launched in various sectors, both nationally and internationally;

**Noting** that Africa's postal industry is a pivotal partner in fostering sustainable development;

**Further noting** that initiatives undertaken at PAPU level remain low-key and lacking in visibility;

**Persuaded** of the value and benefits of establishing a formal platform for sharing experiences and providing advice on sustainable development matters;

**Cognizant** of the recommendation tabled by the Policy and Regulation Committee;

**Mandated** by Rule 19 of Rules of Procedure of the Administrative Council;

**HEREBY DECIDES AS FOLLOWS:**

Formally establishes the PAPU Sustainable Development Task Force;

**APPROVES:**

The Terms of Reference of the Sustainable Development Task Force;



**INSTRUCTS:**

The PAPU General Secretariat to implement this Decision.

***Done in Arusha, United Republic of Tanzania, on 25<sup>th</sup> June 2025***

**Draft Resolution No. xxxx/PAPU/AC/XLIII/2025**  
**On Results of the Survey on Postal Regulation in Africa**

**The Administrative Council of the Pan African Postal Union (PAPU), meeting during its 43<sup>rd</sup> Ordinary Session from 24th to 25th June 2025 at the PAPU Tower in Arusha, United Republic of Tanzania;**

**Mindful** of the provisions of Articles 9 and 12(2) of the PAPU Convention;

**Further mindful** of the provisions of Article 5(10) of the Detailed Regulations of the PAPU Convention;

**Having regard** to the Rules of Procedure of the Administrative Council;

**Considering** the inadequacy of information or documentation on postal regulation in Africa at the PAPU General Secretariat and the need to build baseline data to further compliment progress on implementing the Policy and Regulation Committee's Quadrennial Programme of Activities 2021/2022-2024/2025;

**Having examined** the findings from the postal regulation survey, as well as the identified tasks and recommendations arising therefrom;

**Desirous** of equipping the General Secretariat with a database to facilitate the development of postal regulation documents and policies;

**Persuaded** that the tasks and recommendations put forward are relevant to the African postal sector;

**Cognizant** of the recommendations tabled by the Policy and Regulation Committee;

**Mandated** by Article 5(10) of the Detailed Regulations of the PAPU Convention;

**HEREBY APPROVES:**

The tasks and recommendations drawn from the findings arising from the analysis of responses to the questionnaire on postal regulation in Africa, annexed hereto;

### **MANDATES:**

The PAPU General Secretariat to work with the Thematic Teams, during Financial Year 2025/2026, to develop a Programme of Activities to be incorporated into the PAPU Quadrennial Programme of activities 2026/2027-2029/2030;

### **INSTRUCTS**

The PAPU General Secretariat to implement this Decision.

***Done in Arusha, United Republic of Tanzania, on 25<sup>th</sup> June 2025***

**Draft Recommendation No. xxx/PAPU/AC/XLIII/2025**  
**On Results of the Survey on Postal Regulation in Africa**

**The Administrative Council of the Pan African Postal Union (PAPU), meeting during its 43<sup>rd</sup> Ordinary Session from 24<sup>th</sup> to 25<sup>th</sup> June 2025 at the PAPU Tower in Arusha, United Republic of Tanzania;**

**Mindful** of the provisions of Articles 9 and 12(2) of the PAPU Convention;

**Further mindful** of the provisions of Article 5(10) of the Detailed Regulations of the PAPU Convention;

**Having regard** to the Rules of Procedure of the Administrative Council;

**Having examined** the findings from the postal regulation survey, as well as the challenges and recommendations arising therefrom;

**Persuaded** that the challenges and recommendations put forward are relevant;

**Cognizant** of the recommendation tabled by the Policy and Regulation Committee;

**Mandated** by Article 5(10) of the Detailed Regulations of the PAPU Convention;

**HEREBY RECOMMENDS AS FOLLOWS:**

**1. To Ministries Responsible for Postal Services:**

- i) Strengthen the independence and autonomy of Postal Regulators through legislative provisions that support their operational and financial sustainability;
- ii) Establish a national framework for regular consultation between postal sector stakeholders;
- iii) Introduce incentives to attract and boost investment in the postal sector;

**2. To Postal Regulatory Authorities:**

- i) Enhance oversight of postal operators' obligations and create a level playing field.

- ii) Track global developments in the postal industry and ensure proactivity of the sector against potential shocks
- iii) Monitor and evaluate postal regulatory activities to be able to share with the PAPU.

### **INSTRUCTS**

The PAPU General Secretariat to coordinate, follow up the implementation this Decision and report to the Administrative Council.

***Done in Arusha, United Republic of Tanzania, on 25<sup>th</sup> June 2025***