



PAN AFRICAN POSTAL UNION (PAPU)
43RD ORDINARY SESSION OF THE PAPU ADMINISTRATIVE COUNCIL
(24th to 25th June 2025)
ARUSHA, TANZANIA

FINAL COMMUNIQUE READ BY MADAGASCAR
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I. INTRODUCTION

The 43rd Ordinary Session of the Pan African Postal Union Administrative Council was held from June 24th to 25th, 2025, at the PAPU Tower in Arusha, United Republic of Tanzania. The proceedings kicked off with a solemn Opening Ceremony, presided over by Mr. Nicholas Merinyo Mkapa, Deputy Permanent Secretary of the Ministry of Communication and Information Technology, United Republic of Tanzania.

Remarks were delivered during this Official Opening Ceremony by the authorities of the United Republic of Tanzania, in the Arusha Region, the Chairman of the PAPU Administrative Council the PAPU Secretary General and the Deputy Director General of the Universal Postal Union (UPU)

More specifically, welcome remarks were delivered on behalf of Arusha Region by Mr. Daniel Loiruki, the Assistant Administrative Secretary, representing the Regional Administrative Secretary and Ms. Cecilia Mkoba, Head of Postal Services, representing the Director General of Tanzania Communications Regulatory Authority (TCRA).

Thereafter, the UPU Deputy Director General, Mr. Marjan Oswald presented a goodwill message, followed by addresses by Dr. Sifundo Chief Moyo, the PAPU Secretary General and Mr. Merzak Laichaoui the Chairman of the PAPU Administrative Council, representing Algeria.

Lastly, the Keynote Address and Official Opening of the 43rd Ordinary Session of the PAPU Administrative Council were made by Mr. Nicholas Merinyo Mkapa, Deputy Permanent Secretary, Ministry of Communication and Information Technology, representing the United Republic of Tanzania.

II. PARTICIPANTS

In attendance were the following PAPU Member States: **Algeria, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Chad, Comoros, Côte d'Ivoire, Democratic Republic of Congo, Eswatini,**

Ethiopia, Ghana, Guinea, Kenya, Lesotho, Madagascar, Malawi, Mali, Morocco, Mozambique, Namibia, Niger, Nigeria, Republic of Congo, Senegal, South Africa, Sudan, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

Also in attendance, as observers, were the following organizations: **AFRALTI, Bibimoney, CRASA, India Post, Natives Logistics, UPU and WAPCO.**

III. HEADS OF DELEGATIONS MEETING

Pursuant to Rule (3-1(c) of the Administrative Council Rules of Procedure, the General Secretariat held a consultation meeting with Member States' Heads of Delegation prior to the Plenary of this 43rd Ordinary Session. In attendance were all Heads of Delegation of Council Member States.

This prior consultation offered a platform for Heads of Delegation to agree on the Council Bureau membership, as well as the Agenda and Work Programme of the Plenary.

Following the deliberations, the proceedings of the 43rd Ordinary Session of Council were held according to the adopted Agenda.

IV. SYNOPSIS OF PROCEEDINGS

1) Verification of Quorum

Following a roll call, it was confirmed that all Council Member States were duly represented during this 43rd Ordinary Session. For the record, the Administrative Council membership is made up as follows: **Algeria, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Côte d'Ivoire, Democratic Republic of Congo, Eswatini, Ethiopia, Kenya, Madagascar, Malawi, Morocco, Namibia, Niger, Nigeria, Senegal, Sudan, Tunisia, United Republic of Tanzania, Zambia and Zimbabwe.**

2) Election and installation of Bureau members

On a motion by the Democratic Republic of Congo, seconded by Morocco, Côte d'Ivoire and Burkina Faso, the Bureau of the 43rd Ordinary Session was elected as follows:

- ❖ Chairperson: **Senegal**
- ❖ 1st Vice-Chairperson: **Cameroon**
- ❖ 2nd Vice-Chairperson: **Tunisia**
- ❖ Rapporteurs: **Madagascar and Zambia.**

Representatives of Member States elected to the Council Bureau were then officially installed to conduct the proceedings of the 43rd Ordinary Session.

3) Adoption of Agenda and Work Programme

The General Secretariat presented the Draft Agenda and Work Programme of the Plenary for consideration and adoption. Upon presentation, both documents were adopted without amendment.

4) Goodwill Messages from Partners

The following PAPU Partner Organizations took turns to deliver goodwill messages to the Union during this Plenary of the Administrative Council, **BIBIMONEY, CRASA, INDIA POST , NATIVES LOGISTICS, UPU and WAPCO.**

5) Outgoing Council Chairperson's Report

Representing Algeria, Mr. Merzak Laichaoui presented the Report of the Outgoing Council Chairperson for Financial Year 2024/2025. This report highlighted the following:

- ❖ Participation in online meetings of the Plenipotentiary Conference Bureau;
- ❖ Chairing the 42nd Ordinary Session of the Administrative Council;
- ❖ Signing of financial statements for Financial Year 2022/2023;

The Chairman pointed out that the General Secretariat had officially notified him about delays in finalizing the Capitalization of the PAPU Tower Investment Property and had given guidance aimed at finalizing the audit of financial statements for FY 2023/2024.

Following deliberations, the Outgoing Council Chairperson's Report for FY 2024/2025 was adopted by Council.

6) Consideration and Adoption of Implementation Status of Decisions, Resolutions and Recommendations from the 42nd Ordinary Session of Administrative Council

The General Secretariat presented the Report on the Implementation Status of Decisions, Resolutions and Recommendations from the 42nd Ordinary Session of Administrative Council and the related documents for consideration and adoption. Thereafter discussions followed and Member States were urged to join the African Philatelic Hub, which was redesigned for greater efficiency and effectiveness in the digitalization of the Philatelic business. The General Secretariat was advised to incorporate into the Postal Strategy 2026-2030 a Monitoring-Evaluation (M&E) mechanism to assess activities by Designated Operators to address the dwindling mail volumes.

Following the meeting deliberations, the Implementation Status of Decisions, Resolutions and Recommendations from the 42st Ordinary Session of Council was adopted.

7) UPU-Related Matters

The UPU International Bureau presented the Development Cooperation Policy 2026/2029 and the preparation status for the 28th UPU Congress.

On the Development Cooperation Policy, the UPU International Bureau reviewed the implementation status of activities carried out so far under the Abidjan Cycle, namely establishing new Regional Offices, Technical Assistance Projects, strengthening commitments to and interactions with Restricted Unions, as well as organizing technical events such as the Africa Postal Leaders Forum.

The International Bureau also highlighted the Key Pillars of the Development Cooperation Policy 2026/2029 policy, namely:

- ❖ Enhanced regionalization;
- ❖ Development Cooperation Projects;
- ❖ Disaster Risk Management.

With regard to preparations for the 28th UPU Congress, the International Bureau briefed Member States on African candidacies for the UPU CA and POC. The presentation noted that fourteen (14) candidacies for the CA had been received for eleven (11) available seats. For the POC, the International Bureau has received seventeen (17) African candidates for eleven (11) seats reserved for the African Region. Accordingly, the International Bureau urged PAPU to consult and harmonize Africa's candidacies based on the actual number of seats allocated to Africa.

Following the presentation, PAPU Member States endorsed the enhanced Regionalization Policy and asked questions about the terms and conditions for renewing the membership of the UPU CA and POC, as well as measures taken to facilitate collaboration between the UPU's Regional Offices. The International Bureau responded to all questions raised.

On this matter, the PAPU General Secretariat proposed submitting a draft resolution to the Administrative Council acknowledging the UPU's efforts in fostering International Cooperation and Technical Assistance to Member States.

Lastly, the Administrative Council took note of the preparation status for the 28th UPU Congress and the Development Cooperation Policy 2026/2029.

8) Consideration and Adoption of the General Secretariat Activity Report

The Secretary General presented the General Secretariat Activity Report for Financial Year 2024/2025 to the Council for consideration and adoption. The Secretary General started by highlighting activities carried out during the reporting period in accordance with the PAPU Strategic Plan 2021-2026 and Article 9 of the Union's Convention. The presentation also highlighted the General Secretariat's Key Activities in the areas of operations, digitalization, finance, human resource management, regulation, policy and legal affairs.

Overall, Key Activities for Financial Year 2024/2025 included:

- ❖ The PAPU Tower Project;
- ❖ Recovery of outstanding mandatory contributions. On this front, the Secretary General informed the Council that Gabon has made payment for the current financial year after incurring outstanding mandatory contributions for 10 years;
- ❖ Engagements for the following non-Member States to accede to the PAPU Convention: Cape Verde, Mauritius, Rwanda, Djibouti, South Sudan, Mauritania, and Seychelles;
- ❖ Organization of several training Workshops;
- ❖ Drafting various internal administrative Procedure and Policy Manuals: Procurement Manual, Rules of Procedure of the Advisory Committee, Rules of Procedure of the Tender Committee;
- ❖ Surveys on Digitalization, Supply Chain, GMS, Postal Regulation and Finance;
- ❖ Strengthening cooperation by means of various memoranda of understanding with international organizations with the following; Creative Collision, Ethiopian Airlines, PubMed, PUASP, APPU, Paytota, and Kitsoft.

Following the presentation, Member States made the following comments:

- ❖ In developing and implementing the future Postal Strategy, the General Secretariat should focus on harmonizing policy and regulatory frameworks in the areas of e-commerce and digital financial services.
- ❖ Member States encouraged the General Secretariat to continue efforts to recover outstanding mandatory contributions while exploring fresh opportunities to rope in more viable Associate Members capable of assisting the Union via contributions in cash and/or in kind.

Furthermore, the General Secretariat informed Member States that the risks that may threaten the PAPU Tower foundations near the river bank due to erosion behind the building had been properly assessed and effective solutions found to overcome the issue. However, the General Secretariat emphasized that it is seeking financial resources to carry out the remedial and protective solutions identified.

Following deliberations, the Secretary General's Activity Report for FY2024/2025 was adopted by the Administrative Council.

9) Consideration and Adoption of Administrative and Technical Committee Reports

Chairpersons of the Administrative and Technical Committees, as well as the Postal CEOs and Regulators Fora presented their reports to the Administrative Council.

i) Policy and Regulation

The Chair of the Policy and Regulation Committee, Kenya - represented by Mr. Matano Ndaro - presented the Committee's Report. In addition to the Implementation Status of Decisions, Resolutions and Recommendations from the Administrative Council, as well as the Committee's Quadrennial Programme of Activities, the report highlighted the following:

- ❖ Proposed amendments to the PAPU Acts;
- ❖ Proposed amendments to the PAPU Staff Rules and Regulations;
- ❖ Proposed amendments to the Administrative Council Rules of Procedure;
- ❖ Terms of Reference of the Sustainable Development Task Force;
- ❖ Results of the Survey on Postal Regulation in Africa.

Following the presentation, Member States made the following comments:

- ❖ The General Secretariat should consider the need to promote the postal sector through regulatory activities;
- ❖ The General Secretariat should work with the sub-regional postal organizations and associations of regulatory authorities in order to conduct studies aimed at establishing a performance monitoring-evaluation framework.

Furthermore, while recognizing the relevance of the recommendations, the Member States re-affirmed the importance of having such recommendations from PAPU, as they will serve to inform advocacy efforts with Government officials of Member States, particularly Ministries responsible for postal services.

Lastly, clarifications were provided on why the General Secretariat is proposing a resolution and a recommendation on the findings from the Survey on Postal Regulation in Africa.

ii) Operations and Technology

The Operations and Technology Committee's Report was presented by its Chairperson Nigeria, represented by Mr. Mohammed Zoaka. This report highlighted the following key points:

- ❖ **Implementation Status of the Working Group on Remuneration's Programme of Activities:** On this point, he noted the activities carried out, highlighting the Working Group's meetings, round tables organized in collaboration with the UPU and the Remuneration Workshops for Africa and the Arab region. He also presented the results of the Survey on GMS participation in Africa.
- ❖ **Implementation Status of the Working Group on Digitalization and Innovation's Programme of Activities:** The presentation focused on cooperation activities with the UPU, the African Union Commission and Workshops on the Implementation of ".Post" activities and Digital Financial Services. The presentation also covered the Findings from the Survey on Postal Service Digitalization in Africa;
- ❖ **Implementation Status of the Working Group on Philately's Programme of Activities:** The report indicated that Member States had participated in:
 - i) The 3rd African Philatelic Conference held online on the theme: *"Digital Stamps: Offering a New Dimension in Philately."* ...
 - ii) The Global Philatelic activities organized by the UPU and other Partners: 19th edition of the international competition for postal authorities of member countries, issuance of a commemorative stamp for the 150th Anniversary of the UPU, and activities of the WADP numbering system;
- ❖ **Implementation Status of the Supply Chain Working Group's Programme of Activities:** The key highlights were security, the ORE project and transport, as well as the EAD, CDS/IPS training workshop; The Committee Chair also presented the findings from the Survey on supply chain services, the PAPU Security Action Group Report and the PAPU-AFRAA Task Force Report.

Following the presentation, Council members adopted the Operations and Technology Committee's report.

iii) Postal Strategy

The Postal Strategy Committee's report was presented by its Vice Chair Uganda, represented by Ms. Agatha Kyankuzire Mbabazize. Key highlights from the report included:

- ❖ PAPU Draft Strategic Plan for the Quadrennial Cycle 2026-2030, in this respect, the Chairman revisited the Strategic Initiatives for the next cycle, particularly PAPU's top priorities, namely:
 - i) Commit to digital transformation;
 - ii) Embrace e-commerce;
 - iii) Improve customer experience.
- ❖ **Implementation status of the Investment and Project Working Group's Programme of Activities.** On this point, the Chair of the Strategy Committee spot-lighted the digitalization project to improve postal services in Africa and resource mobilization by organizing a Donors and Investors Conference;

- ❖ **Disaster Risk Management for African countries:** One of the highlights for the period under review was the Workshop organized by PAPU, in collaboration with the UPU, and initiatives taken for Member States affected by cyclones Chido, Dikeledi and Jude. The Council was also informed that PAPU had prepared a Concept Note on how to manage disaster risks;
- ❖ **Next steps in opening up the UPU to Wider Postal Sector Players:** It was reported that, following adoption of the Task Force report, the recommendation as to establish a working group or task forces to monitor implementation of recommendations from the 4th Extraordinary Congress of the UPU. However, only Namibia had so far responded to the request from the General Secretariat.
- ❖ **Implementation Status of the General Secretariat's Activities on Information and Communication Technologies (ICT):** The Council was briefed on activities carried out by the General Secretariat's ICT Unit, procurement of IT equipment/resources by the General Secretariat from funds donated by USPS as reported during the previous Council meeting, and the ongoing redesign of the PAPU website with support of the Nelson Mandela Institute and the following Member States: Democratic Republic of Congo, Ghana, Kenya, Tanzania and Zimbabwe.
- ❖ The PAPU Capacity Building Center has been utilized during the reporting period as it was used as venue for the Trainpost and Digital Financial Services Workshops and the Round Table on Remuneration.

Following the presentation, Council members adopted the Strategy Committee's report.

iv) **Regulators Forum**

As Co-Chair of the Postal Regulators Forum, Niger, represented by Colonel Major Issaka Chaibou, presented the Declaration of the African Postal Regulators Forum to members, along with a Draft Resolution for the attention of Ministries in charge of postal services, regulatory authorities and postal operators, as well as PAPU General Secretariat.

The 7th edition of the Postal Regulators Forum was held on 23rd June 2025 on the theme ***“Regulatory, Technical and Financial Challenges of Postal Service Financing, and Outlook”***. This theme was developed in two panel discussions: one on regulatory, technical, and financial challenges and the other on solutions for sustainable financing of Universal Postal Service.

Following the presentation, Council approved the Declaration and its Draft Resolution.

v) **Postal CEOs Forum**

The Co-Chair of the CEOs Forum, Kenya, represented by Mr. Michael Otieno Okal, presented the Declaration of the Forum held on the theme:

“Empowering Africa's Future Through Postal Innovation: Integration, Logistics and Inclusive Socioeconomic Development in the Digital Era.”

This theme was developed in two panel discussions: the first focused on the sub-theme:

“Transforming postal services: innovation, integration and inclusion for a digital future”, and the second on the sub-theme:

“Empowering African communities through the post: innovation, logistics and postal excellence.”

The Declaration and its Draft Resolution were also adopted by the Administrative Council.

vi) Finance and Administration

The First Vice-Chair, Cameroon, represented by Mr. Richard Betek Kima, presented the Finance and Administration Committee's report to the Administrative Council for consideration and adoption. The highlights of this report focused on:

- ❖ The succession plan recommended by the PAPU General Secretariat;
- ❖ Recovery of outstanding Mandatory Contributions;
- ❖ Capitalization of the PAPU Tower Project;
- ❖ Human resources management, particularly converting one of the five positions in the ICT field to an ICT assistant position, while reinstating and filling the Accounting Technician position;
- ❖ Proposed amendments to the PAPU Staff Rules and Regulations;
- ❖ The FY2025/2026 budget;
- ❖ Appointment of an External Auditor.

Following the presentation, discussions ensued and the following comments were made:

- ❖ The Finance and Administration Committee is not a decision-making body and therefore can neither take decisions nor instruct the General Secretariat as this is the purview of Council;
- ❖ The Finance and Administration Committee cannot decide to remove a Consultant from the initial list of three consultants selected after the procurement procedure, in accordance with Regulation 54 (1) of the PAPU Financial Regulations;
- ❖ IPSAS 45 and 46 cannot be applied to the financial statements for FY2023/2024, as they only came into effect in January 2025;
- ❖ Council cannot extend the period for the 50% waiver of outstanding mandatory contributions, pursuant to Conference Decision No. 06/PAPU/PC/2021 as this is the purview of the Plenipotentiary Conference. Council can only recommend such extension to the Plenipotentiary Conference for consideration and decision-making.

Taking on board these comments, the Finance and Administration Committee's report, together with its draft Decisions, Resolutions, and Recommendations, was adopted.

By way of conclusion, the Chairpersons of the Administrative and Technical Committees took turns to congratulate Member States for their ongoing commitment to PAPU and the General Secretariat for a stellar job and well-crafted working documents prepared and submitted firstly to the Administrative and Technical Committees and then to the Council.

10) Date and venue of 44th Ordinary Session of the Administrative Council

Council members were informed that, given the Transitional Period arising as one of the implications of Decision No. 02/PAPU/PC/2021, the 44th Ordinary Session of the Administrative Council and the 11th Ordinary Session of the Plenipotentiary Conference will be held back-to-back in March 2026. The General Secretariat will consult with the Bureau and notify the dates and venue of these meetings in due time.

11) Any Other Business

The following Member States took turns to inform the Administrative Council of their candidacies for the Administrative Council and/or the Postal Operations Council of the UPU: **Botswana, Burkina Faso, Cameroon, Kenya, Senegal Tanzania and Uganda.**

Furthermore, **Uganda and Senegal** announced their candidacies for the positions of Assistant Secretary General and offered to host the next ordinary session of the Plenipotentiary Conference.

Lastly, the Executive Secretary of WAPCO called on the PAPU General Secretariat to harmonize Africa's candidacies for the UPU Administrative Council and Postal Operations Council.

12) Adoption of Decisions, Resolutions and Recommendations

At the conclusion of its deliberations, the 43rd Ordinary Session of the Administrative Council approved and adopted the Decisions, Resolutions, and Recommendations contained in the Summary Table annexed hereto.

Council commended the seriousness and determination that characterized the sessions, as well as the quality of documents presented and the results achieved. Members also commended the General Secretariat for an excellent job and properly prepared working documents.

13) Vote of thanks

A vote of thanks was delivered by Namibia, on behalf of Council Members, to the authorities of the United Republic of Tanzania for their warm welcome and to all Member States for their commitment to the cause of the Union.

Done in Arusha, United Republic of Tanzania, on 25th June 2025

Table of Decisions, Resolutions and Recommendations of the 43rd Ordinary Session of the Administrative Council
Arusha, United Republic of Tanzania, 24th to 25th June 2025

S/N	DECISIONS	TITLE
1.	Decision No. 01/PAPU/AC/XLIII/2025	Adopting the proposed Amendment to the Rules of Procedure of the Administrative Council
2.	Decision No. 02/PAPU/AC/XLIII/2025	Establishing the PAPU Sustainable Development Task Force
3.	Decision No. 03/PAPU/AC/XLIII/2025	On suspending AsaaseGPS as an Associate Member of PAPU
4.	Decision No. 04/PAPU/AC/XLIII/2025	Adopting proposed Amendments to the Staff Rules and Regulations
5.	Decision No. 05/PAPU/AC/XLIII/2025	Amending the Terms and Conditions for Secondment of Staff to the PAPU General Secretariat
6.	Decision No. 06/PAPU/AC/XLIII/2025	Approving the filling of vacancies following retirement of PAPU staff members
7.	Decision No. 07/PAPU/AC/XLIII/2025	On training PAPU staff members eligible for retirement
8.	Decision No. 08/PAPU/AC/XLIII/2025	Restoring and filling the position of Accounting Technician
9.	Decision No. 09/PAPU/AC/XLIII/2025	Converting one of the five vacant positions in the ICT field to an Information Technology Assistant position.
10.	Decision No. 10/PAPU/AC/XLIII/2025	Approving the budget of the Pan African Postal Union for the financial year 2025/2026
11.	Decision No. 11/PAPU/AC/XLIII/2025	Appointing the External Auditor for financial year 2024/2025
S/N	RESOLUTIONS	TITLE
1.	Resolution No. 01/PAPU/AC/XLIII/2025	On adoption of the annual activity report of the General Secretariat for 2024-2025
2.	Resolution No. 02/PAPU/AC/XLIII/2025	On Presentation to the 11 th Ordinary Session of the PAPU Plenipotentiary Conference of a Draft Resolution to amend the Acts of the Union
3.	Resolution No. 03/PAPU/AC/XLIII/2025	On results of the Survey on Postal Regulation in Africa

4.	Resolution No. 04/PAPU/AC/XLIII/2025	On Operations and Technology matters
5.	Resolution No. 05/PAPU/AC/XLIII/2025	On Postal Strategy matters
S/N	RECOMMENDATION	TITLE
1.	Recommendation No. 01/PAPU/AC/XLIII/2025	On results of the Survey on Postal Regulation in Africa
2.	Recommendation No. 02/PAPU/AC/XLIII/2025	Extending until the end of financial year 2025/2026, the 50% waiver of outstanding mandatory contributions awarded by the Plenipotentiary Conference.