



**DEPARTMENT OF INFRASTRUCTURE, ENERGY AND
DIGITALIZATION**

DIRECTORATE OF DIGITAL ECONOMY AND POST

**Recruitment of an Individual Consultant for the revision of the
ECOWAS Directive C/DIR.1/12/16 on Postal Sector Reform and
Regulation**

TERMS OF REFERENCE

June 2026

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1. CONTEXT OF THE ASSIGNMENT

The Directive C/DIR.1/12/16 on the postal sector, adopted in 2016 by the Economic Community of West African States (ECOWAS), was an important step in the harmonization of the postal regulatory frameworks of the Member States. It has strengthened the principles of the universal postal service, promoted regulation of the sector and fostered greater regional integration.

However, the profound changes that have taken place globally in the postal environment now make it necessary to revise this Directive in order to adapt it to the new economic, technological and competitive realities.

The postal sector is experiencing in particular:

- A structural decline in traditional mail;
- Strong growth in e-commerce;
- The emergence of new private and logistics players;
- Accelerated digital transformation of postal services;
- New needs in terms of financial and digital inclusion;
- Challenges related to addressing, last-mile logistics and financing of universal service.

In addition, the new orientations of the Universal Postal Union (UPU) and the Pan African Postal Union (PAPU), as well as the objectives of the African Union's Agenda 2063, encourage States and regional organizations to modernize their postal policies.

Furthermore, the Council of Ministers of the West African Postal Conference (WAPCO), at its meeting held in February 2026 in Banjul, The Gambia, recommended strengthening the sector's legal framework and the consideration of all necessary measures to transpose Directive C/DIR.1/12/16 of 2016 on the reform and regulation of the postal sector.

In line with these recommendations, the ECOWAS Commission conducted preliminary national consultations with stakeholders in Member States to identify the weaknesses of the current Directive and desired directions for a future regional legal and regulatory framework (see report in annex).

Following the outcome of these consultations, the ECOWAS Commission seeks to recruit an individual consultant to lead the revision of the Postal Directive of the Community and to produce an updated draft text.

2. OBJECTIVES OF THE ASSIGNMENT

The general objective of the assignment is to revise the Postal Directive of the Community, adopted in 2016, in order to make it more in line with: international and African standards, global developments in the postal sector, ECOWAS regional integration objectives, digital transformation requirements and the development of e-commerce.

Specifically, the consultant will have to:

1. Analyze the current Directive in the light of: UPU instruments, strategic orientations of PAPU, and international and regional best practices;

2. Review and take into account the findings of the national consultations conducted with Member States on the revision of the Directive;
3. Formulate proposals to: modernize the postal sector regulatory framework, strengthen regional integration, improve the governance of the universal postal service, promote digital postal services and support the development of e-commerce and integrated logistics;
4. Develop a revised draft Directive to be submitted to the ECOWAS Member States for approval and validation. The revised draft instrument should include a framework for effective monitoring and evaluation of its implementation.

3. SCOPE OF THE MISSION

The consultant will have to take into account the following elements:

(a) International standards

The consultant will analyse the UPU's instruments and standards, including: the Constitution, the Universal Postal Convention, the regulations on letters and parcels, quality of service standards, terminal dues and transit fee mechanisms, as well as guidance on the digitalization of postal services and e-services.

(b) African and regional frameworks

The consultant will also take into consideration: strategies and orientations of PAPU, the African Union's Agenda 2063 and ECOWAS regional integration policies.

(c) Current challenges in the postal sector

The revision will have to consider the issues related to the decline of traditional mail, the growth of e-commerce, competition from private and logistics operators, the digitalization of postal and financial services, financial inclusion, addressing and last-mile logistics, and finally the governance and financing of the universal postal service.

(d) Legal regime of the Community

The consultant should also review the legal regime of the Community in order to determine the effectiveness of the current choice of legal instrument in achieving the objectives of the Community in the postal sector, considering the lessons learned from the implementation of the 2016 Directive.

4. MAIN ORIENTATIONS OF THE REVISION

The consultant will analyze and propose new orientations on the following concepts and elements:

- **Universal postal service (UPS):** definition, scope, financing, territorial coverage, affordability, continuity of service, universal service obligation in accordance with the principles of the UPU;
- **Role of the regulator:** independence of the regulatory authority, consumer protection, control of the quality of service;
- **Training and skills development:** regional pooling, reference to UPU training programs, including TrainPost.

- **Reserved services, mutuality of efforts and sharing of postal infrastructure:** the consultant will examine the modalities of: gradual reduction of the reserved area, promotion of competitive neutrality, mutuality of efforts between postal operators and the guarantee of equitable access to the postal network.
- **Quality standards:** the consultant will propose: logistics performance indicators, standards adapted to e-commerce, shipment traceability mechanisms, customer satisfaction indicators.
- **Postal addressing:** the consultant will integrate: digital addressing systems, geolocation solutions, numerical codes and innovative technological solutions adapted to African realities.

5. EXPECTED RESULTS

At the end of the assignment, the following results are expected:

1. A diagnosis of the current regional legal framework, its comparative analysis against the PAPU and UPU frameworks, as well as the necessary strategic recommendations;
2. A revised Postal Directive;
3. An explanatory note presenting the innovations introduced and their justifications.

6. DURATION OF THE ASSIGNMENT AND DELIVERABLES

The estimated duration of the assignment is 16 weeks from the date of signature of the contract.

The Consultant shall provide ECOWAS and its Member States, within the deadlines below, with the following deliverables:

- Within two (2) weeks of commencement of service: an inception report of the assignment
- Six (6) weeks from commencement of service: a report setting out, the diagnosis of the regional postal sector legal and regulatory framework, its analysis in relation to the current challenges and the benchmarks indicated above as well as the necessary recommendations;
- Nine (9) weeks from commencement of service: a revised draft directive and an explanatory note presenting the innovations introduced and their justifications.
- Finally, by the end of the sixteenth week at the latest, a revised directive incorporating all stakeholders' comments.

A workshop will be organized with Member States and regional stakeholders in week 12, where the consultant will present the analysis report and the draft revised Directive for validation. The ECOWAS Commission will provide the logistics for the organization of this workshop. It is expected that the consultant will participate in and facilitate this validation workshop. The cost of attending this workshop should be included in the consultant's offer.

All deliverables must be provided in an editable electronic format.

7. METHODOLOGY

The consultant will propose a detailed methodology including:

- A documentary review;
- Stakeholder consultations;
- An international comparative analysis;
- Technical validation workshops;
- Progressive drafting of deliverables.

8. CRITERIA FOR EVALUATING THE CONSULTANT

a. Academic Qualifications

The consultant must have:

- A Master's degree (Bac+5) or higher in Law (public law, telecommunications/postal law, economic law), Economics (preferably network economics or regulation), Public Policy or any other relevant equivalent field.
- A specialization or additional training in: sectoral regulation, digital transformation, logistics / e-commerce or postal service management is an asset.

b. Professional experience

b.1. General experience:

The consultant must have at least 10 years of proven professional experience in sectoral public policies, regulatory reforms, or international or regional organizations (ideally in Africa);

b.2. Specific (essential) experience:

The consultant must demonstrate:

- Solid experience in the postal sector or related fields (telecommunications, logistics, e-commerce);
- Proven participation in: the drafting or revision of legal or regulatory texts, sectoral reform or regional harmonization missions;
- A good knowledge of: the UPU frameworks, PAPU guidelines, African integration policies (AU, ECOWAS);
- Completion of a minimum of two (2) similar missions will be a key criterion.

c. Key Technical Competencies

The consultant must be proficient in:

- Postal regulation and policies: universal postal service (UPS), regulatory frameworks and governance, financing of the UPS, liberalisation and competition;
- Sector transformation: digitalization of postal services, development of e-commerce, integrated logistics and last mile, financial and digital inclusion;
- International norms and standards: UPU instruments (Convention, regulations), quality of service standards, terminal dues mechanisms;
- Strategic analysis: international comparative analysis, regulatory diagnosis, development of policy recommendations.

d. Methodological skills

The consultant must be able to:

- Conduct an in-depth literature review;
- Conduct multi-stakeholder consultations (States, regulators, operators);
- Conduct international competitive analysis;
- Facilitate regional technical workshops;
- Draft complex documents: diagnostic reports, strategic notes, legal texts.

e. Writing skills

The consultant must demonstrate:

- Excellent legal and strategic writing skills;
- Ability to produce clear, well-structured, and well-reasoned documents, as well as regulatory proposals that can be implemented immediately;
- Experience in the drafting of: Guidelines, Laws or Sectoral Regulations.

f. Knowledge of the regional context

The following are also required:

- A very good knowledge of ECOWAS and its institutional mechanisms and postal realities in West Africa;
- An understanding of regional integration and regulatory harmonization issues;
- Experience working with ECOWAS or a similar organization is a strong asset.

g. Languages

- Proficiency in English or French: required (excellent written and oral);
- Proficiency in another ECOWAS language is an added advantage

h. Additional advantages

- Experience with: Universal Postal Union (UPU), Pan African Postal Union (PAPU);
- Knowledge of digital tools used in the postal sector;
- Publication of or contribution to sector-specific studies

9. CRITERIA FOR EVALUATING TENDERS

Proposals will be evaluated on the basis of:

- Understanding of these terms of reference;
- The proposed methodology;
- The consultant's experience;
- Relevant references;
- The financial proposal.

10. SUPERVISION OF THE MISSION

The mission will be supervised by the relevant ECOWAS department in charge of the postal sector, in collaboration with the national regulatory authorities and the ministries in charge of the postal sector in the Member States.