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To: The designated operators of Union
member countries

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Berne, 17 March 2023

Reference: 0426(DPRM.PPRE.RDI)1033

Subject: Study on the number of items per kilogramme in the mail flows exchanged between the designated operators of Union member countries

Dear Sir/Madam,

Every Congress cycle, information is collected on the number of items per kilogramme (IPK) in mail flows between designated operators of Union member countries. This information will be used to calculate the new IPK values for the different groups of countries in the classification system for terminal dues purposes, as well as to determine the worldwide average composition of one kilogramme of mail on the basis of the inbound mail profile of all countries. The worldwide average composition of one kilogramme of mail is one of the key elements used to determine the terminal dues rates of all UPU member countries.

With a view to modernizing and integrating the UPU remuneration systems across the full range of physical services, information on the mail structure of parcel-post and EMS items, by size and weight, will be collected for the first time as part of this survey.

On the basis of this information, future proposals on a modern, forward-looking, integrated remuneration system will be developed for presentation to the 2025 Congress. Furthermore, based on these values, a proposal will be submitted to the Postal Operations Council for the average number of items per kilogramme applicable pursuant to articles 31-116 and 31-117 of the Regulations to the Convention.

All designated operators of UPU member countries are encouraged to undertake the necessary preparations to perform sampling of letter-post items during the month of May 2023, in accordance with the instructions contained in Annex 1.¹ Please consider these instructions very carefully and contact the International Bureau for any assistance in relation to the preparation and execution of the sampling process.

/ Annex 2 lists UPU member countries according to the classification decided by the 27th Congress.

/ Annex 3 contains a list of items that commonly constitute documents and goods.

The relevant sampling forms (in Microsoft Excel format) to be completed are available on the UPU website. You are kindly asked to download the electronic survey from the UPU website, complete it, and return it to the International Bureau in MS Excel format **by 21 July 2023**. You will find the IPK questionnaire in electronic format (MS Excel) together with other supporting documents on the UPU website at www.upu.int/en/ipk.

¹ If continuous sampling is carried out, the results split by format for the second quarter of the year may be provided instead (1 April to 30 June 2023).

I would like to stress the importance of collecting information on the number of items per kilogramme, and I encourage all countries to provide the requested data to the International Bureau. The data will be handled in strict confidence by International Bureau staff who have signed confidentiality and non-disclosure agreements.

Should you have any questions, please do not hesitate to address them to the Remuneration Development and Integration Unit within the Postal Policy, Regulation and CA Matters Programme (DPRM.PPRE.RDI), for the attention of Mr Paul Schoorl (paul.schoorl@upu.int) and Mr Vytis Staskevicius (vytis.staskevicius@upu.int).

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Siva Somasundram', with a large, stylized flourish extending to the right.

Siva Somasundram
Director of Policy, Regulation and Markets



Instructions for completing the IPK sampling forms (letter-post items)

1 The objective of the items per kilogramme (IPK) study is to collect information in support of the work on the development of future proposals for the integrated remuneration system (IRS) to be submitted to the 2025 Congress. The collected information will result in a better understanding of the worldwide average composition of mail, according to weight, format and content, for letter-post items. It will also support the establishment by the Postal Operations Council (POC), as the Regulations require, of the recommended IPK values to be used to avoid sampling costs.

2 The sampling period will be the month of May 2023. If continuous sampling is carried out, the results split by format for the second quarter of the year (1 April to 30 June 2023) may be provided instead.

3 Respondents are kindly requested to download the sampling forms in Excel format from the UPU website.

4 The Excel file in question consists of four major sections, as follows:

<i>Section</i>	<i>Form</i>
Section A	Overview of sampled flows
Section B	B1 – Option 1: sampling form letter post (format, content and weight steps)
	B2 – Option 2: sampling form letter post (formats P, G, E (documents) and E (goods))
	B3 – Option 3: sampling form letter post (formats P, G and E)
Section C	Weights and number of registered (UR) and tracked (UX) items
Section D	Total weight per flow

5 Examples of completed forms are available on the UPU website: www.upu.int/en/ipk.

A. Overview of sampled flows

6 Open worksheet A – *Sampled flows*.

7 Sampling period: By default, the sampling period for the purpose of the IPK study is the month of May 2023. If the sampling was carried out over the entire second quarter of 2023, use the drop-down function in cell C7 to select Q2 2023 (1 April to 30 June).

8 There is also the option to indicate the sampling period for each flow separately, by using the drop-down list for each cell in column D.

9 The sampling of letter-post items will be based on 24 inbound flows, which are determined on the basis of the most recent annual volumes. Identify the six biggest flows in each group of the terminal dues classification system, in terms of annual inbound volume (see Annex 2 for the classification of countries and territories):

<i>Group in TD system</i>	<i>Flows to be sampled¹</i>
Group I	Six largest flows received from target system DOs in group I
Group II	Six largest flows received from target system DOs in group II

¹ Including mail flows received from extraterritorial offices of exchange (ETOE) and mail flows settled outside the UPU framework (multilateral or bilateral agreements).

<i>Group in TD system</i>	<i>Flows to be sampled²</i>
Group III	Six largest flows received from target system DOs in group III
Group IV	Six largest flows received from target system DOs in group IV
Total	24 inbound flows

10 Indicate in column B the ISO-2 country code corresponding to the country of origin of each flow. For example, use AU for Australia, AT for Austria, CN for China (People's Rep.), EG for Egypt, etc.

11 The individual sample rate for each of the 24 flows is determined on the basis of the total inbound volume. The reference for determining the sample rate for a given country (flow) will be the traffic volume (weight in kilogrammes) of the last known year for that country (these sampling rates are intended to serve as guidelines):

<i>Annual inbound volume per flow</i>	<i>Sample rate for May</i>
Up to 10,000 kg	All receptacles
10,001 to 25,000 kg	1 in 2 receptacles
25,001 to 50,000 kg	1 in 4 receptacles
50,001 to 75,000 kg	1 in 6 receptacles
75,001 to 100,000 kg	1 in 8 receptacles
100,001 to 150,000 kg	1 in 10 receptacles
150,001 to 200,000 kg	1 in 15 receptacles
200,001 to 300,000 kg	1 in 20 receptacles
More than 300,000 kg	1 in 30 receptacles

12 For each sampled receptacle (bags, trays, pallets, roller cages and all other mail consolidation units), the following information is to be provided:

- the sample date (the date on which the receptacle is selected for sampling);
- the sample rate that was applied to select the receptacle for sampling;
- the mail category of the sampled receptacle given on the label;
- the type of receptacle;
- the gross weight of the receptacle;
- the net weight of items in total and within each format and weight step.

B. Sampling data

13 Section B concerns the detailed information obtained from sampling. There are three options available to provide sampling data: Form *B1 – Sampling data (option 1)*: To be used for sampling by format, content *and weight step* for inbound mail.

If resources do not allow sampling in accordance with option 1, then perform sampling in accordance with one of the alternative options:

- *Form B2 – Sampling data (option 2)*: To be used for sampling only by format and content. Provide sampling data separately for the format/content combinations as specified in paragraph 18 below. For this option, sampling data is provided separately for bulky letters (E format) and small packets (E format – all letter-post items containing goods).

² Including mail flows received from extraterritorial offices of exchange (ETOE) and mail flows settled outside the UPU framework (multilateral or bilateral agreements).

- *Form B3 – Sampling data (option 3)*: To be used for sampling only by format (P, G and E). For this option, sampling data is provided for bulky letters (E format) and small packets (E format – all letter-post items containing goods) together, i.e. for E format sampling data, no distinction is made between bulky letters and small packets.

14 The IPK study provides for the sampling of letter-post items on the basis of format *and* content. A list of what commonly constitutes documents and goods is given in Annex 3. Items containing goods can furthermore be determined on the basis of CN 22 and CN 23 customs declaration forms, unless “documents” is indicated on those forms (note that, for these purposes, “gifts” qualify as goods). In general, the following definitions should be used to determine whether sampled items are to be considered as documents or goods:

- Documents: a letter-post, parcel-post or EMS item consisting of any piece of written, drawn, printed or digital information, excluding objects of merchandise, whose physical specifications lie within the limits specified in the Regulations (article 1.4 of the Universal Postal Convention);
- Goods: a letter-post, parcel-post or EMS item consisting of any tangible and movable object other than money, including objects of merchandise, which does not fall under the definition of “documents” as provided in paragraph 1.4 above and whose physical specifications lie within the limits specified in the Regulations (article 1.5 of the Universal Postal Convention).

15 For all section B forms (B1, B2 and B3), the following items will be excluded from the statistical count: M bags, mail exempt from terminal dues, international business reply service (IBRS) items, advice of receipt (AR) items. However, mail flows received from ETOEs and mail flows settled outside the UPU framework (multilateral or bilateral agreements) should be included in the statistical count.

Form B1 – Sampling data (option 1)

16 Open worksheet *B1 – Sampling data (option 1)*.

17 In this form, provide information about the gross weight of receptacles, the net weight, and the number of items by format, content and weight step for inbound mail.

18 Data is to be provided in accordance with the classification of letter-post items based on their format and content, resulting in the following four categories:

- Small letters (P): items containing documents only, with minimum dimensions of 90 x 140 mm, maximum dimensions of 165 x 245 mm, a maximum weight of 100 g, and a maximum thickness of 5 mm.
- Large letters (G): items containing documents only that cannot be classified as small letters and with minimum dimensions of 90 x 140 mm, maximum dimensions of 305 x 381 mm, a maximum weight of 500 g, and a maximum thickness of 20 mm.
- Bulky letters (E): items containing documents only that are classified neither as small letters nor as large letters, with minimum dimensions of 90 x 140 mm; maximum dimensions of 900 mm for length, width and depth combined, with the greatest dimension not exceeding 600 mm; and a maximum weight of 2 kg.
- Small packets (E): letter-post items containing goods irrespective of their size and weight.

19 The following weight steps should be taken into account, within the weight limits of each format:

<i>Content category and dimensions</i>	<i>Documents</i>			<i>Goods</i>
	<i>P format</i>	<i>G format</i>	<i>E format (bulky letters)</i>	<i>E format (small packets)</i>
<i>Weight steps</i>				
Up to 20 g	X	X	X	X
Above 20 g and up to 50 g	X	X	X	X
Above 50 g and up to 100 g	X	X	X	X
Above 100 g and up to 250 g		X	X	X
Above 250 g and up to 500 g		X	X	X

<i>Content category and dimensions</i>	<i>Documents</i>			<i>Goods</i>
	<i>P format</i>	<i>G format</i>	<i>E format (bulky letters)</i>	<i>E format (small packets)</i>
<i>Weight steps</i>				
Above 500 g and up to 1,000 g			X	X
Above 1,000 g and up to 2,000 g			X	X
Above 2,000 g			X	X

20 In the table above, X represents information to be provided using form B1, i.e. sampling on the basis of content (documents or goods), format (P, G or E format) and weight (weight steps).

Form B2 – Sampling data (option 2)

21 If resources do not allow for sampling by weight step, then the respondent can apply option 2, which is to sample only by format and content (see paragraph 18 above).

22 Under option 2 (form B2), the following information is collected, in which X represents information from sampling on the basis of content (documents or goods) and format (P, G or E format):

	<i>Documents</i>			<i>Goods</i>
	<i>P format</i>	<i>G format</i>	<i>E format (bulky letters)</i>	<i>E format (small packets)</i>
Net weight	X	X	X	X

Form B3 – Sampling data (option 3)

23 If resources do not allow for sampling by weight step or for separate sampling of bulky letters and small packets (E format items), then the respondent can apply option 3, which is to sample only by format (P, G or E format, where E format includes all bulky letters (E) and all small packets (E)).

24 Under option 3 (form B3), the following information is collected, in which X represents information from sampling on the basis of format (P, G or E format, where E format includes all bulky letters (E) and all small packets (E)):

	<i>Documents</i>		<i>Bulky letters and small packets</i>
	<i>P format</i>	<i>G format</i>	<i>E format</i>
Net weight	X	X	X

C. Registered (UR) and tracked delivery (UX) item data

25 Open worksheet C – UR and UX.

26 In form C, provide the inbound flow information for registered (UR) and tracked (UX) letter-post items. In column H, provide information on the weight as used for accounting. In column I, provide the total estimated net weight in kilogrammes, if available. Finally, in column J, provide the total number of items.

27 For UY dispatches (i.e. those “reserved for multilateral usage within designated projects”): use UX if the service includes tracking, use UR if the service includes signature, and use UR if the service includes both tracking and signature. Do not include UY data in form C if the service does not include tracking or signature.

D. Total weight

28 Open worksheet *D – Total weight*.

29 In form D, for groups I, II, III and IV, provide the total weight in kilogrammes separated by mail category (airmail priority (A), S.A.L. non-priority (B), surface non-priority (C), and surface priority (D) – all excluding UR and UX dispatches) for the mail sub-class UN, as well as the total weights of mail sub-classes UR and UX. The information concerns all inbound mail from all countries, including flows that are not sampled. The weight information should correspond to the latest year or the last four accepted quarters (specify the appropriate reporting period in column B). In summary, in form D, the following information is requested:

<i>Mail sub-class</i>	<i>Mail category</i>	<i>Volume information to be provided</i>
UN (letters LC/AO)	A (airmail or priority mail)	For each TD group, separated by each mail category, total inbound volume excluding UR and UX dispatches
	B (S.A.L. mail/non-priority mail)	
	C (surface mail/non-priority mail)	
	D (priority mail sent by surface)	
UR (letters – registered)		For each TD group, total inbound volume of UR mail
UX (letters – tracked delivery)		For each TD group, total inbound volume of UX mail

Confidentiality of data

30 The data will be handled in strict confidence by International Bureau staff who have signed confidentiality/non-disclosure agreements.

Classification of countries and territories for terminal dues and Quality of Service Fund purposes (Congress resolution C 13/2021)

<i>Group I</i>	<i>Group II</i>	<i>Group III</i>	<i>Group IV</i>
Australia	Antigua and Barbuda	Argentina	Afghanistan
– Norfolk Island	Aruba, Curaçao and Sint Maarten	Belarus	Albania
Austria	Bahamas	Bosnia and Herzegovina	Algeria
Belgium	Bahrain (Kingdom)	Botswana	Angola
Canada	Barbados	Brazil	Armenia
Denmark	Brunei Darussalam	Bulgaria (Rep.)	Azerbaijan
– Faroe Islands	Hong Kong, China	Chile	Bangladesh
– Greenland	Macao, China	China (People's Rep.)	Belize
Finland (including the Åland Islands)	Croatia	Costa Rica	Benin
France	Cyprus	Cuba	Bhutan
– French Overseas Territories coming within the Union's jurisdiction by virtue of article 23 of the Constitution:	Czech Rep.	Fiji	Bolivia
• French Polynesia (including Clipperton Island)	Dominica	Gabon	Burkina Faso
• New Caledonia	Estonia	Jamaica	Burundi
• Wallis and Futuna Islands	Grenada	Kazakhstan	Cambodia
Germany	Hungary	Lebanon	Cameroon
Greece	Korea (Rep.)	Lithuania	Cape Verde
Iceland	Kuwait	Malaysia	Central African Rep.
Ireland	Latvia	Mauritius	Chad
Israel	Malta	Mexico	Colombia
Italy	Caribbean part of the Netherlands (Bonaire, Sint Eustatius and Saba)	Montenegro	Comoros
Japan	Territory under New Zealand:	Nauru	Congo (Rep.)
Liechtenstein	– Cook Islands	Territory under New Zealand:	Côte d'Ivoire (Rep.)
	Poland	– Niue	Dem. People's Rep. of Korea
	Qatar	North Macedonia	Dem. Rep. of the Congo
		Oman	Djibouti
		Panama (Rep.)	Dominican Republic
		Romania	Ecuador



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<i>Group I</i>	<i>Group II</i>	<i>Group III</i>	<i>Group IV</i>
Luxembourg Monaco Netherlands New Zealand (including the Ross Dependency) Norway Portugal San Marino Spain Sweden Switzerland United Kingdom – Guernsey – Jersey – Isle of Man Overseas Territories (United Kingdom of Great Britain and Northern Ireland): – Falkland Islands (Malvinas) – Gibraltar – Pitcairn, Henderson, Ducie and Oeno Islands – Tristan da Cunha United States of America Vatican	Saint Christopher (St Kitts) and Nevis Saudi Arabia Singapore Slovakia Slovenia Trinidad and Tobago Overseas Territories (United Kingdom of Great Britain and Northern Ireland): – Anguilla – Bermuda – British Virgin Islands – Cayman Islands – Montserrat – Turks and Caicos Islands	Russian Federation Saint Lucia Saint Vincent and the Grenadines Serbia Seychelles South Africa Suriname Thailand Türkiye Ukraine United Arab Emirates Uruguay Venezuela (Bolivarian Rep.)	Egypt El Salvador Equatorial Guinea Eritrea Eswatini Ethiopia Gambia Georgia Ghana Guatemala Guinea Guinea-Bissau Guyana Haiti Honduras (Rep.) India Indonesia Iran (Islamic Rep.) Iraq Jordan Kenya Kiribati Kyrgyzstan Lao People's Dem. Rep. Lesotho Liberia Madagascar Malawi Maldives

<i>Group I</i>	<i>Group II</i>	<i>Group III</i>	<i>Group IV</i>
			Mali Mauritania Moldova Mongolia Morocco Mozambique Myanmar Namibia Nepal Territory under New Zealand: – Tokelau Nicaragua Niger Nigeria Pakistan Palestine Papua New Guinea Paraguay Peru Philippines Rwanda Samoa Sao Tome and Principe Senegal Sierra Leone Solomon Islands Somalia South Sudan Sri Lanka

<i>Group I</i>	<i>Group II</i>	<i>Group III</i>	<i>Group IV</i>
			<p>State of Libya</p> <p>Sudan</p> <p>Syrian Arab Rep.</p> <p>Tajikistan</p> <p>Tanzania (United Rep.)</p> <p>Timor-Leste (Dem. Rep.)</p> <p>Togo</p> <p>Tonga (including Niuafo'ou)</p> <p>Tunisia</p> <p>Turkmenistan</p> <p>Tuvalu</p> <p>Uganda</p> <p>Overseas Territories (United Kingdom of Great Britain and Northern Ireland):</p> <ul style="list-style-type: none"> – Ascension – St Helena <p>Territory of the United States of America coming within the Union's jurisdiction by virtue of article 23 of the Constitution:</p> <ul style="list-style-type: none"> – Samoa <p>Uzbekistan</p> <p>Vanuatu</p> <p>Viet Nam</p> <p>Yemen</p> <p>Zambia</p> <p>Zimbabwe</p>



Non-exhaustive list of common documents and goods for guideline purposes

Definitions

Documents: a letter-post, parcel-post or EMS item consisting of any piece of written, drawn, printed or digital information, excluding objects of merchandise, whose physical specifications lie within the limits specified in the Regulations (article 1.4 of the Universal Postal Convention).

Goods: a letter-post, parcel-post or EMS item consisting of any tangible and movable object other than money, including objects of merchandise, which does not fall under the definition of “documents” as provided in paragraph 1.4 above and whose physical specifications lie within the limits specified in the Regulations (article 1.5 of the Universal Postal Convention).

Documents

Books that are not merchandise

Compact discs (CDs) that are not merchandise, such as personal data or personal photographs

Items for the blind

Legal contracts

Magazines can be an object of merchandise

Newspapers can be an object of merchandise

Passports

Periodicals can be an object of merchandise

Personal correspondence

Photographs that are not merchandise

Goods

Compact discs (CDs) that are merchandise, such as commercial music or software

Clothes

Computers or tablets

Digital versatile discs (DVDs) that are merchandise, such as commercial films/movies or software

Electrical equipment

Event tickets

Footwear and shoes

Jewellery

Medicine or pharmaceuticals

Mobile phones

Mobile phone covers

Photographs that are merchandise, such as pin-up photographs or posters

Samples – medical specimens

Samples – perfume

Samples – shampoo