



UNITED NATIONS

United Nations Economic Commission for Europe

# Transport Review

Second edition - May 2009



*Transport without borders*





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New York and Geneva, 2009

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# Message from the UNECE Executive Secretary

Dear reader,

It is widely accepted that a well-functioning transport system is essential for growth and the competitiveness of economies. National economies depend on transport more than ever, just as they rely increasingly on international trade. Achieving efficient international transport is not an easy task. It requires political commitment, but also concrete forms of regional cooperation leading to very precise technical norms and regulations which are harmonized from one country to another.



It was with this aim in mind that the UNECE Member states gave the mandate to the UNECE Inland Transport Committee to facilitate the international movement of persons and goods by inland transport modes and improve competitiveness, safety, energy efficiency and security in the transport sector, while helping to reduce the environmental impact of transport activities and contribute effectively to sustainable development. Within this broad mandate, border crossing facilitation was identified as one of the main activities of the UNECE Transport Division.

Over the years, numerous legal instruments have been developed and constantly updated, such as the TIR Convention, which has established a customs transit guarantee scheme and provides for simplified, efficient and secure border crossing procedures, and the Harmonization Convention on Border Procedures.

To gain deeper understanding of how these legal instruments inter-operate and to consider how to make them work better, in greater synergy the Joint Trade and Transport Conference was organized back to back with the annual sessions of the Inland Transport Committee and the Committee on Trade this February. UNECE has developed a number of useful tools also in the broader trade facilitation field, in particular through the United Nations Centre for Trade Facilitation and Electronic Business (UN/CEFACT), and with the transport agreements, they form a complete facilitation framework.

Furthermore, a joint seminar on “Overcoming Border Obstacles”, organized by the International Transport Forum, the World Bank and UNECE in March this year, clearly showed the great array of facilitation measures already available. We know what needs to be done. What remains is implementation.

Coming from Slovakia which borders five countries and has access to maritime ports through its neighbors only, I can identify with problems of land-locked countries and their exponentially higher needs for border crossing facilitation. However, we are all aware that lack of facilitation is an issue for all countries whether they are land-locked, coastal, islands, developed or developing countries. It is appalling to consider that, worldwide, 400 billion dollars are lost each year due to a lack of facilitation measures (UNCTAD calculation)

After years of strong growth, the current global economic crisis has brought about a rapid decline in the global economy. The majority of advanced economies have moved into recession and unemployment is rising sharply. Growth in emerging economies is weakening. The situation is uncertain and subject to considerable risks. Given the scenario, any additional costs to trade and transport are deemed unacceptable.

I therefore welcome the fact that this second edition of the recently launched UNECE Transport Review focuses on one important aspect of transport and trade facilitation: the issues and solutions for crossing the borders. I also appreciate that this edition is launched on the occasion of the International Transport Forum discussing Transport for a Global Economy: Challenges and Opportunities in the Downturn. I hope the good collaboration between our institutions within the United Nations and beyond, as well as the continued cooperation among national governments and their authorities will lead to a more extensive implementation of all the excellent tools that are already available.

The articles in this Review will no doubt contribute to building a common understanding and to an exchange of best practices. I thus hope that the various stakeholders involved in border-crossing will fully benefit from the analyses, views and action-oriented proposals which are presented in this publication.

Ján Kubiš  
UNECE Executive Secretary

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# The positioning of border crossing facilitation

Eva Molnar, Director, UNECE Transport Division

## Introduction

A bottom up approach to border crossing facilitation would focus on concrete obstacles that traders and transport operators have to put up with and that they calculate into their final prices whenever they can. In this regard their objective is to eliminate any physical and administrative barriers that they encounter during the transportation of cargo.

Two main areas of shippers' concerns are usually the border crossing and transit conditions. These are translated into transaction costs and time, as well as level of predictability and system reliability. In the end, the firms that are the most competitive are the ones located in areas where low transaction costs and time are coupled with high levels of predictability and reliability. Consequently, countries that offer the best combinations for their enterprises are more competitive than others. Thus the bottom up approach follows the obstacle perspective.

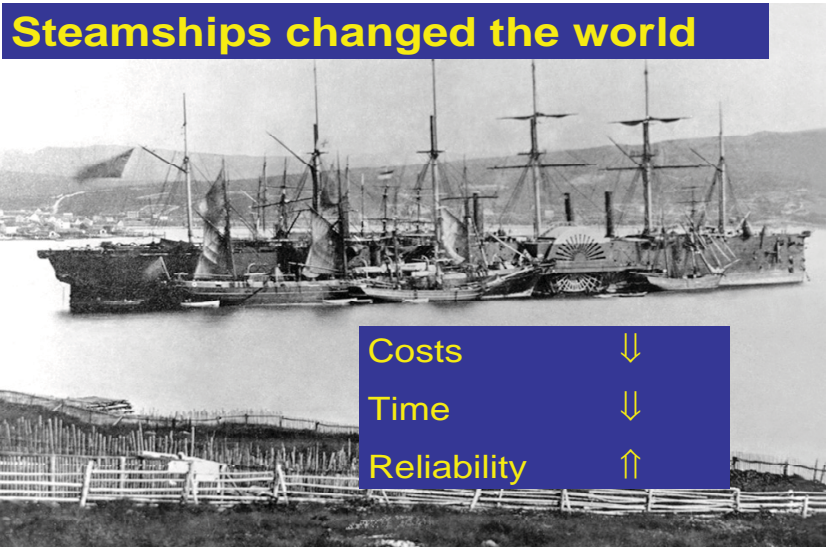
A top down approach would first and foremost be concerned with the competitiveness of nations and regions, and thus primarily consider the challenges and impacts of globalization in general and on trade and transport in more details. In fact, this is the growth perspective.

Whichever way we start however, we end up with the same issue; crossing the borders must be made easier so that all efficiency loss in supply chains is captured to the benefit of all players and, eventually, for greater competitiveness both at micro and at macro levels.

In this article I will discuss the nature of transport growth and its links to globalization, the commitment for facilitation, the different facilitation approaches and definitions, with a special attention to the holistic approach and the border crossing facilitation focus. I will also argue for the liberalization of transport services. Finally a short summary will be given of the UNECE border crossing facilitation activities.

## Taking the growth perspective

Transport has been one of the main driving forces of globalization. Transport costs, and particularly the costs of long distance transport, have gone down continuously thanks to numerous technological innovations,



*Savanna* was the first vessel (see picture at left) with an auxiliary steam engine to cross the ocean but it did so for the most part under sail. Curaçao was the first to cross the Atlantic Ocean, for the most part, under steam, in 1826.



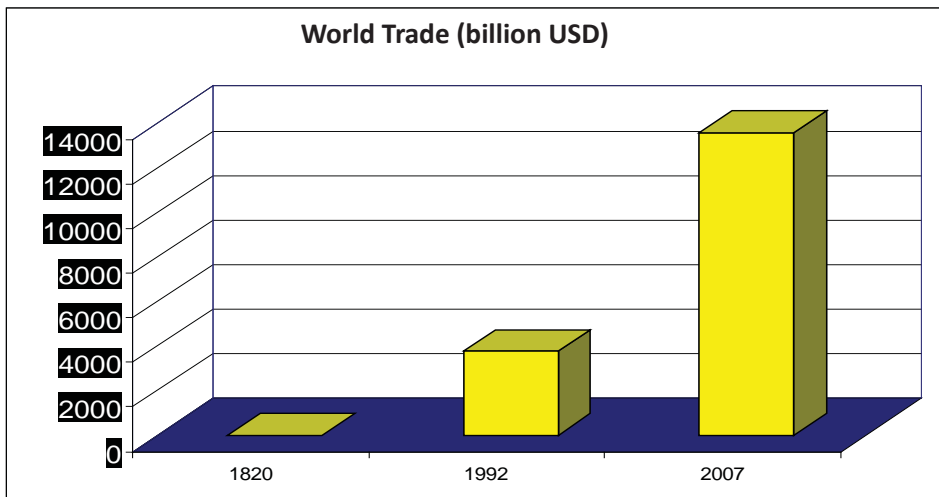
like the commercial operations of the steamship, the development of railways as well as the emergence of motorized road vehicles; the constantly increasing size of vessels and other vehicles; the standardization of loading units and the eventual emergence of containers; and the IT supported fleet- and route-management. Costs have dropped despite the constant increase in fuel price and expensive fleet replacements to meet environmental and safety standards.

Efficiency improvements in transport have opened new possibilities for industries to grow at unprecedented speed. International trade has been booming, particularly since the beginning of the nineties.



The world's biggest container ship Emma Mærsk is fitted with the largest diesel engine ever manufactured (110,000 hp). She beats all former containerships by 10 per cent. The ship can carry 13,000 containers all over the world.

As transport becomes cheaper, trade grows. Between 1820 and 1992 world trade increased 541 fold, while GDP increased 40 fold. World trade was 7 billion USD in the early years when the steamship was introduced. It reached USD 3700 billion in 1992. By 2007 it had reached over USD13.000 billion, which is more than 3 times its value in 1992.



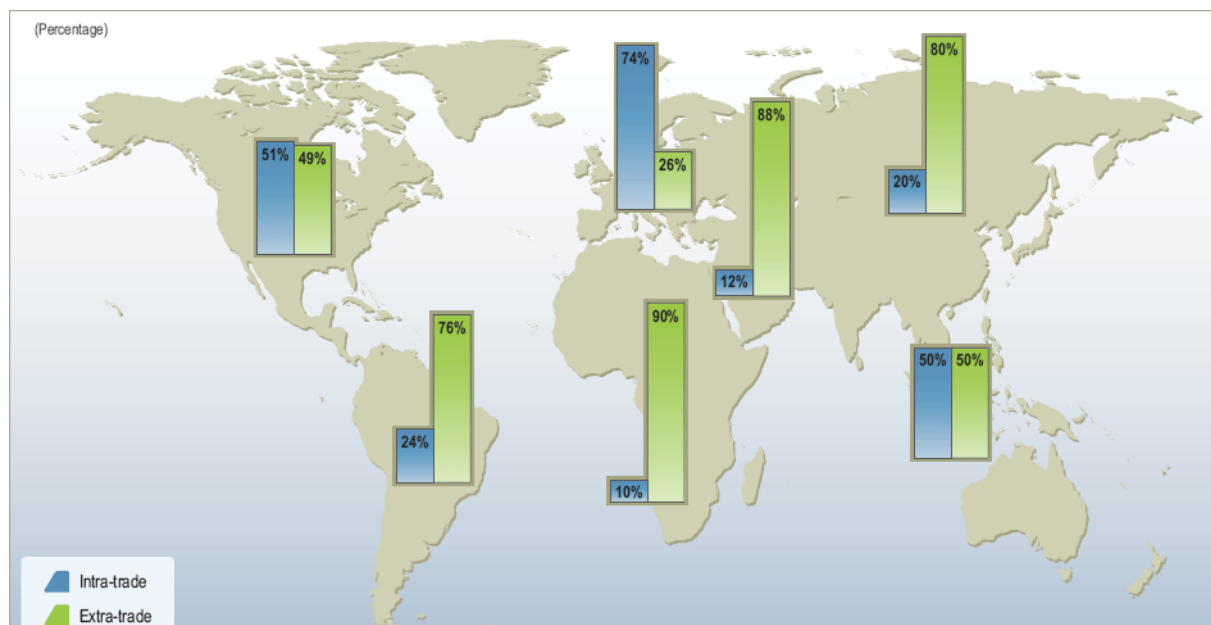
Source: UNECE

To further reduce costs and increase competitiveness, international transport has been increasingly outsourced to specialized agents and operators. A new service industry, logistics, has emerged where efficiency and reliability are the dividing lines between success and failure.

However, in spite of the race to improve performance, a number of countries have been left behind. For these countries the transaction costs have reached prohibitively high levels:

- Customs tariffs in the major developed markets (USA, Canada, European Union, and Japan) have reached the level of about 3.7 per cent. At the same time, the average cost of transport for developing countries' exports, as a group, is about 8.6 per cent. The cost of transport for exports from landlocked developing countries is approximately 14.1 per cent. It is three times the rate of tariffs, and three times the cost of transport in developed countries. The FOB based transport and insurance payments<sup>1</sup> for Kyrgyzstan and Turkmenistan as a proportion of total exports of goods and services were 15.1 and 15.8 per cent respectively<sup>2</sup>. Unofficial payments which truck drivers are forced to pay while transiting through countries with low governance can however further increase logistics costs by up to 40-50 per cent of the export value, thus bringing down the competitiveness of goods and nations.

In addition to the massive liberalization of trade in goods, the growth of numerous economic integrations in the world has led to a new – in some cases lower - level of vulnerability. Such integrations have boosted the already high level of intra-trade among the countries in the “club”. Consequently, these countries and regions were able to globalize their economies faster than others, which in turn helped many regions cushion their economy by strengthening trade capacity within. Examples of such strength can be seen e.g. in the Western European countries where, due to the growth of the European Union and the high level of integration, intra-regional trade is 74 per cent and extra-regional trade is 26 per cent only.



Source: WTO

In a growing number of economic integration initiatives, internal borders have long been abolished and trade and transport facilitation efforts can be focused on the external borders.

Countries in Eastern Europe and Central Asia, as well as some South East European countries on the other hand, have gone through a disintegration period, where new States were born, new borders set and protected. In the UNECE region overall, the length of borders have at least doubled. The re-integration process according to new conditions and among some like-minded countries is only in a budding state.

### The current economic downturn may deepen the commitment for facilitation

Today, globalization is taking a course of its own; creating a new paradigm for transport where global mega-trends both enlarge and at the same time may limit its growth potentials. At a time of economic recession, when trade is declining for the first time since 1982, companies and countries will be even more sensitive to

1 These are not total transport costs!

2 UNCTAD, 2001. Transit Systems of Landlocked and transit Developing Countries: Recent Developments and Proposals for Future Action.

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costs, particularly to undue costs.

According to the World Trade Organization (WTO), exports in volume terms are expected to be down by 9 per cent in 2009 and this will be the largest contraction in global trade since World War II.

In addition to the financial crisis, there are also many other factors behind this contraction:

- Fragmentation of production has been referred to by all analysts as both very high and widely spread at a global scale. In this regard, low transport costs can be seen both as a curse and as a blessing. It was a blessing because it accelerated economic integration with a global outreach. But it was a curse because transport efficiency has led in many cases to a new type of manufacturing pattern where dependence on well-functioning transport services is huge. Consequently, any disruption in transport and, increasingly, in the supply chain makes a number of market players and even countries vulnerable. The high fuel prices last year have already shown the risks;
- We also witness that new production centres are booming, particularly in China and India and thus creating new demand for transport services and they also change the traffic directions;
- Beyond the beneficial impact of customs tariff liberalization, we can witness a concern for government revenues if the lower customs tariffs are not offset by the expansion of trade;
- Along these lines, it also needs to be remembered that the value of trade is falling as commodity prices decline;
- In addition, WTO draws our attention to the simultaneity of the global slowdown and the potentially positive role of global supply chains that in recent years have developed at a fast speed and created a new type of demand for international trade, transport, logistics services, etc.;
- The fast growth of global supply chains has raised the importance of free trade. Since the supply chains can play a positive role in getting the economies on healthy footing again, any revert to protectionism may undermine their positive impact.

In the “happy” growth period most things went well, with progressive liberalization of trade in goods and partially also of services trade, relatively easy access to relatively low-cost financing of trade expansion, etc. However, even during the “happy” period, border crossing problems were identified as one of the key obstacles to trade and consequently to growth. The United Nations Conference on Trade and Development (UNCTAD) has estimated that 400 billion USD is lost annually due to lack of proper facilitation measures. An Asia-Pacific Economic Cooperation (APEC) estimate suggests for example that facilitation measures would bring twice as much benefit than tariff removals. According to an Organization for Economic Cooperation and Development (OECD) estimate the total savings resulting from facilitation measures can be between 2-15 per cent of trade transaction costs in general.

Over the past decade a lot of attention has been devoted to trade and transport facilitation. Tangible results have been produced and experience gained that may help countries and businesses to get out of the economic down-turn. In other words, trade and transport facilitation (TTF) has been and will be crucial for economic development.

### **TTF initiatives**

Recognition and identification of the facilitation problems have been followed by actions. Trade and transport facilitation awareness campaigns contributed to a recognition of how big the problem is. One documentary, produced by the International Road Transport Union, at the turn of the nineties, right at the time of the political changes described the border situation in the Central and Eastern European countries as the sign of a shift from the “iron curtain” to a “paper curtain.”

By now, practically all donors and most governments have recognized the need to support and create sustainable support mechanisms for facilitation. The World Bank launched its first regional investment program in South-East Europe, where customs reforms were designed by considering the interest of the shippers and transport operators, i.e. those of the clients (TTFSE Project). This approach towards trade and transport facilitation was quite revolutionary. Consequently, it has been replicated in several other regions and sub-regions. Even before the World Bank, and parallel to its assistance programs, the European Union, as well as the Asian Development Bank (ADB) and other regional development banks became active in both technical assistance and investment projects, see e.g. the Greater Mekong sub-region program by ADB or the Phare, Cards, Tacis, Traceca and many other programs by the EU.

It is evident that Trade and Transport Facilitation will remain the tool to shorten the economic distance from markets even if the geographic distance is huge.

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## **Facilitation shortens economic distance**

Countries with un-favorable geographic locations, and/or with poorly developed physical and institutional infrastructure, need to make extra efforts to reduce costs to trade and transport, to shorten the economic distance to the key markets, i.e. to become part of global logistics systems, attract foreign and local investors and benefit from increasing world trade. A failure to address these issues would mean that they risk being marginalized and deprived of the opportunity to actively participate in the global trade, achieve sustainable growth and increased wealth. Countries can take measures in support of their economic integration on global (WTO, multilateral conventions, etc.), regional (growth of trade blocks), macro (trade diagnostics, foreign exchange regimes, foreign trade policies, etc.) meso (structural reforms of key TTF related sectors, like customs, transport and other specific TTF measures as discussed below), as well as on micro levels (improved business climate, thriving logistical services, etc.).

On the global level, WTO membership and the preparation for it stand out as the most overarching of challenges. In addition to the traditional trade liberalization, deregulation of trade in services has also been put on the agenda. Though the GATS treaty has covered transportation rather broadly, it is expected that in the future aviation, maritime and also land transport will move up on the priority list. Article V of GATT concerning the freedom of transit has become a popular reference and it signals the high expectations towards WTO to improve transit conditions. Proponents of these views put their hopes into solving their transit issues through a global commitment however, while failing to recognize that all participating countries should also be able to benefit from the solution. Throughout the post-war decades, this strive for reciprocity was the reason that bilateral transport agreements proliferated. Looking at reciprocity in the broader context however, it is likely that WTO will be the main forum and facilitator of progress. In the meantime, bilateral agreements will continue to provide the framework to access international transport markets and governments are expected to do everything possible to pave the way for a more transit friendly business environment.

## **Why are there still so many definitions for facilitation?**

Trade facilitation has become part of the policy debate driven first of all by international institutions and research circles. In 1996, during the WTO negotiations in Singapore trade facilitation was added to the agenda. However, even today there is no common agreement on its definition and all the different titles, like trade facilitation, trade and transport facilitation, transport and trade facilitation, border crossing facilitation, etc. have significantly different meanings. Why? Is it because specific facilitation elements often dominate the definition, e.g. streamlined procedures, reduced amount of simplified documents, smooth transit, fast lane clearance of trains or trucks etc. Is this dominance motivated by the diverting attention of the key stakeholders? Or is it because facilitation is the second best option to transport services liberalization? Does it mean that it is easier to reform and modernise customs administrations than to promote competition on the highly regulated transport markets? These are provoking questions and for the sake of making the connections between the non-transparent vectors they should be kept in mind.

While I am aware of the officially and informally used different definitions, I prefer to advocate for the holistic approach that is described in a very concise way in the chart asking the question of "What is trade and transport facilitation?"(see below).

With the transaction costs approach the chart on the holistic interpretation of Trade and Transport Facilitation reflects the hands-on experience with the World Bank's Trade and Transport Facilitation Project in South-East Europe (TTFSE). I believe this approach continues to be relevant. Here, no hierarchical differentiation is made between trade facilitation and transport facilitation or the more narrowly applied border crossing facilitation. It reflects the philosophy of the TTFSE program where the point of departure was to ensure the reduction of costs to trade incurred during the transportation of the goods, i.e. the transaction costs of transport. Sustainability of results however can be precarious even in the best cases; therefore extremely strong commitment for the facilitation reforms at local level is a must. Without such ownership, results achieved through hard work and usually through politically difficult processes, will not be maintained.

## **The holistic approach to Trade and Transport Facilitation**

As the high cost of trade is caused by the high costs of transport in most countries, and (i) since this is partly

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because of the informal payments and rent-seeking practices, improved governance could be one objective of the TTF Reform Package; and (ii) because some of the costs are caused by inefficiencies and other shortcomings in the transport systems either on behalf of the service provider or by the infrastructure deficiencies, more competitive transport sectors connected to the broader international market and networks could be the other one.

A holistic approach therefore aims to address many complex issues: the reform and modernization of customs and other border agencies, the promotion of inter-agency cooperation, liberalization of international transport services, reform of the whole transport and telecommunication sectors, facilitation of international cooperation both among the neighbours and with key trade partners, as well as of the border agencies on both sides of the border, close cooperation between the private and public sectors and finally a dedicated training program to manage the changes. To illustrate the complexity here are some specific details.

Broad based customs modernization and reforms, including:

- Inter-agency cooperation, particularly integrated border management within countries (where one of the agencies, possibly customs is the border manager, i.e. being responsible for the overall performance of the border crossing), and across borders;
- Management Information Systems<sup>3</sup> (where border agencies are electronically connected to inland terminals and headquarters) and also regional and multi-sectoral harmonization of IT technology introduction and up-grade;
- Simplification of procedures and introduction of selectivity and risk analysis;
- On a procedural level the introduction and application of single window and one-stop-shop concepts;
- Moving as much of clearance to inland terminals as possible;
- Enforced respect to cargo traveling under a guarantee scheme (e.g. TIR);
- Phasing out of obligatory convoying;
- Cross country cooperation among customs administrations with the immediate neighbors and also with all the countries both on the higher political level and on the working level at the border sites, etc.

Deepening transport sector reforms and targeting modernization, including

- Set up and/or strengthening of transport authorities;
- Elaboration of multi-annual national transport investment plans;
- Accelerated reform of road financing systems (fuel taxes as the main Road User Charge; internationally compatible vehicle taxation; improved allocation of funds among the different road categories etc.);
- Reforming the road administrations so that they would be able to manage the improvement of the road network according to market economy conditions;
- Continued railway modernization and reforms to make them more efficient and customer oriented;
- Reforming the international railway relations (e.g. through tariffs for container transport) and rail border crossing conditions [e.g.
  - (i) monitoring is needed so that the actual border stopping time is really reduced;
  - (ii) eliminating shunting and marshalling as far as possible at all points on the international corridors, including the borders;
  - (iii) introducing interface connections of the information systems of the railways and the border agencies (particularly customs) not only within one country, but along the main international corridors (TRACECA is already a good example);
  - (iv) streamlining border procedures both for the railways and the border agencies;
  - (v) harmonizing technical specifications for future rail infrastructure development (particularly with regard to equipment)];
- Improving the competitiveness and efficiency of the road transport operators through the enforcement of licensing regulations and promotion of professional training (Certificate of Professional Competence (CPC) regulations to be in place and enforced);
- Harmonization of gross weight and axle load of road vehicles and the introduction of jointly acceptable weight certificates;

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<sup>3</sup> A multi-sectoral approach was characteristic of the trade facilitation network in Singapore, which included customs MIS as well. This allows traders to make declarations electronically and directly. Savings are reported to be around 1 per cent of Singapore's GDP. The Chilean customs modernization program that introduced the Electronic Data Interchange (EDI) systems is reported to have generated savings over US \$1 million per month, while the investment cost was around US\$ 5 million in total.

- Negotiating more liberal bilateral road transport agreements and/or moving towards multilateral frameworks (like it has started by the BSEC countries);
- Introducing a more conducive environment for logistic services, etc.

There are many plans for large-scale and costly transport investments. Close cooperation among all countries, starting with selected corridors and strict prioritization of investments based on economic evaluation and reliable traffic census and forecasts, is warranted in order to best use scarce resources. In Europe, for instance, the Trans- and Inter-Continental Transport Corridors should be reviewed and made part of transport planning. The Trans-European Transport Network (TEN+TINA+TIRs/REBIS etc.) should be extended to the rest of Europe to establish a coherent and consistent system without discrimination of countries as to their status in European integration. It should be connected with the Euro-Asian network and focus on connecting markets in Europe-Central Asia-Middle East – Far East and South Asia.

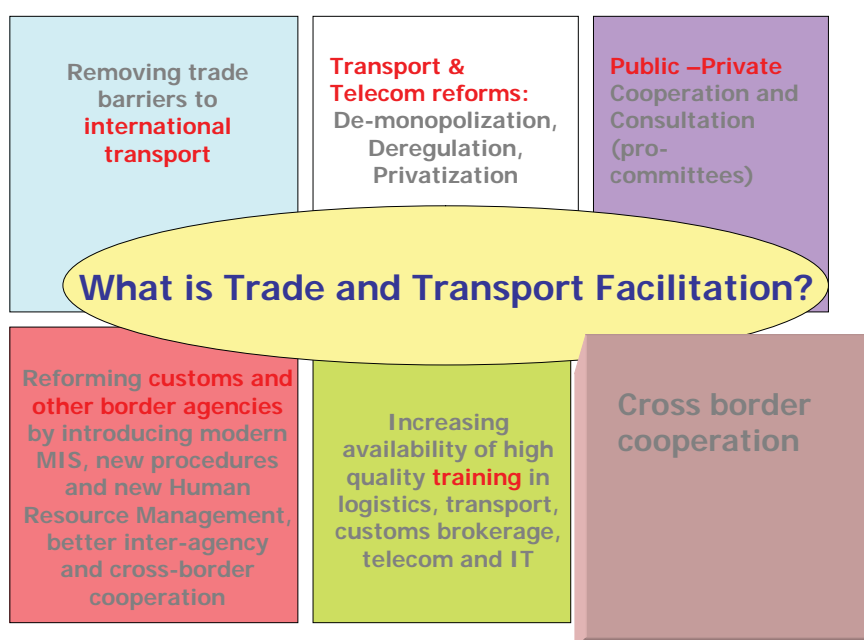
Promoting Public-Private Partnerships (e.g. PRO-committee) that enable users of border services (shippers, manufacturers, transport operators, freight forwarders) to voice their concerns and that force the authorities (the government at large, but particularly the customs and other border agencies, as well as the Transport Ministry and agencies) to respond to the needs of the private sector. Empowering the business community by offering them a forum to represent their interests in decision-making relevant to international trade can lead to better and more sustainable results.

TTF information to be shared regularly with the key stakeholders (e.g. through TTF web sites), in which the PPPs, i.e. PRO-committees, can play the role of a catalyst in close cooperation with the already existing industry associations.

Training of all participants in the TTF-chain, including customs officials, brokers, forwarders, shippers, transport operators etc. is required to bring about the necessary changes in business ethics, border crossing management, attitude and mentality.

Impediments to and progress in their abolishment should be made more transparent. For monitoring and evaluation of the results, performance indicators should be introduced first along the most frequently used international corridors. Monitoring and measuring changes in the border agencies' performance, within regional trade blocks and eventually worldwide carry the benefit of introducing peer pressure.

Trade and Transport Facilitation thus assumes the holistic approach, encompassing transport, communications, customs and other border agencies, as well as inter-agency and cross-country cooperation. Since it calls for change management in the role of the public sector, continuous training is required on all levels. Finally, experience in South-East Europe has shown that reforms can be sustainable if they are the result of agreement between all stakeholders and if the private sector, shippers, freight forwarders and transport operators are recognised as partners. (See chart below)



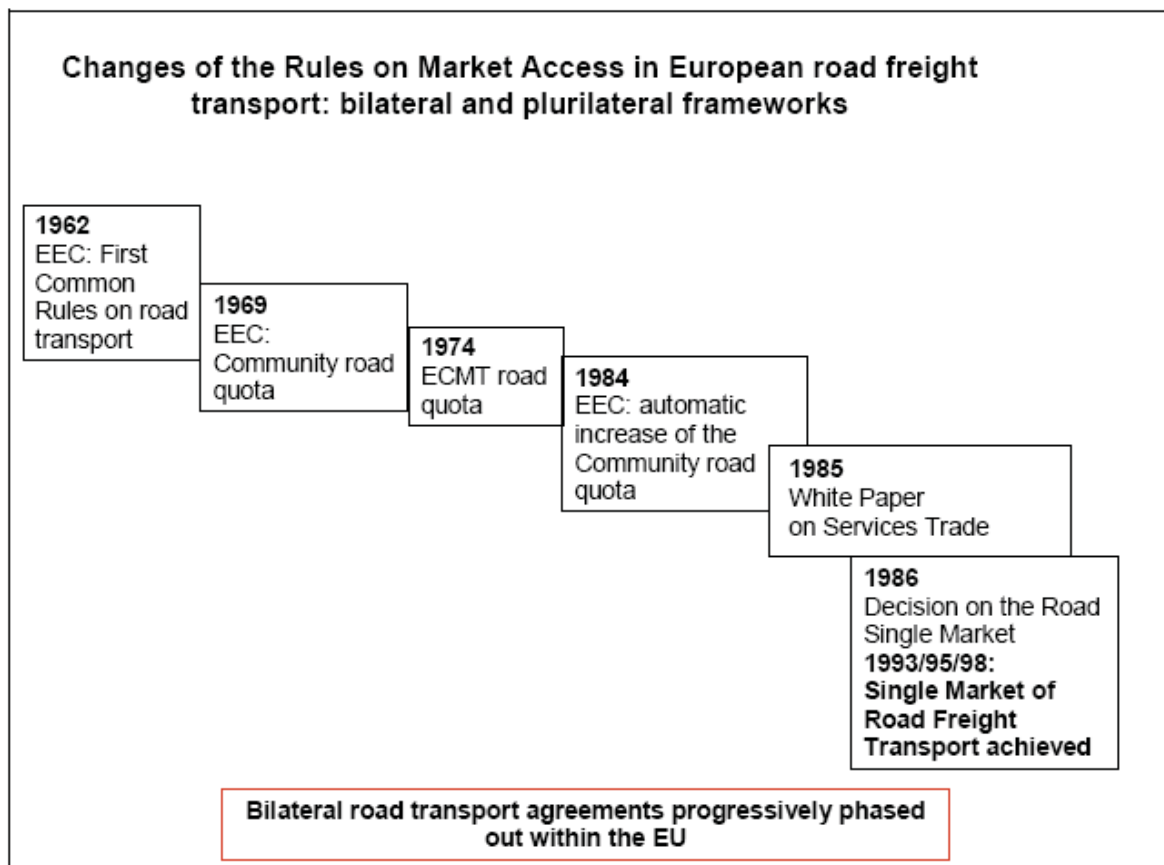
A holistic definition of trade and transport facilitation, E. Molnar

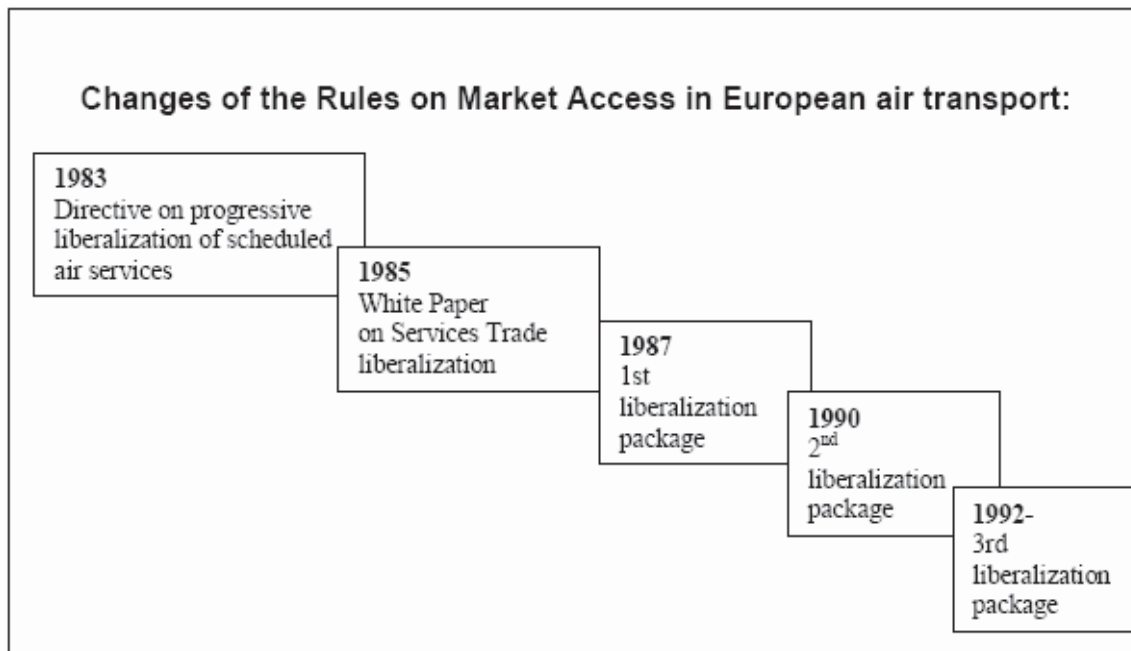
As discussed earlier, in the period when international trade grew fast, technological innovations in transport allowed for extensive growth. During this time, facilitation was obviously at bare minimum. While facilitation continues to be an important task, more intensive transport development is also needed. However, that is not possible without liberalization.

### Transport services liberalization would be a requirement for intensive development

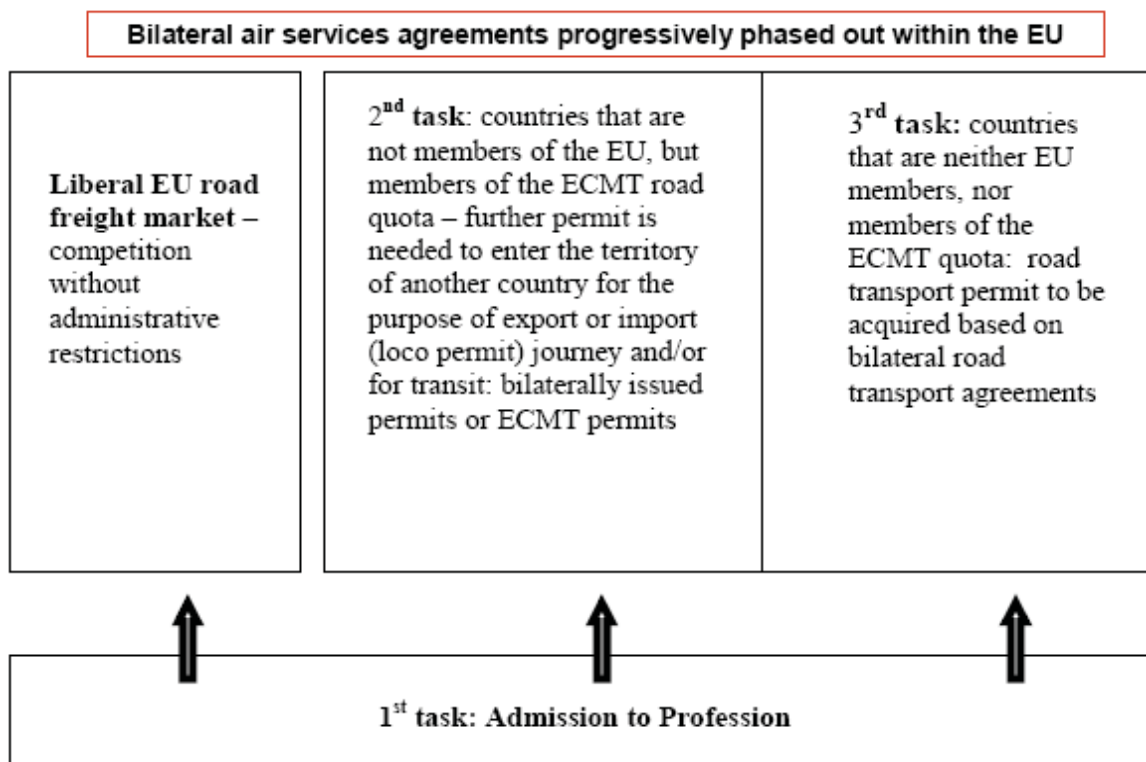
Normally there is a clear distinction between liberalization and facilitation. While liberalization decisions are subject to long and occasionally painful negotiations, facilitation is more or less an easy commitment to make, though far less easy to implement. None the less, in the previously described chart I consider liberalization of international transport services to be part of the broader trade and transport facilitation program.

One can see that liberalization of international transport services is moving at a slower pace than other infrastructure service sectors. Bilateral intergovernmental agreements, together with their quota systems on market access and regionally negotiated market openings, continue to be the main feature both in land transport and civil aviation. I believe the liberalization trend is going to continue even if there are attempts to slow it down or to tie it to neo-mercantilist conditions. Progressive liberalization of road freight transport and of air services in Europe, for example, have had distinctive stages, as can be seen in the following charts.





Both charts show that the liberalization process within the EU had taken root before the actual liberalization packages started. If we continue the example of road freight transport, we can see that today there are three levels of liberalization on the European continent and more on the Euro-Asian land-mass.



As we can see in road freight transport a liberal multilateral system that has been achieved within the European Union exists parallel with a plurilateral system, known as the ECMT road quota, and with the bilateral systems.

There are recognised advantages and disadvantages that speak for or against the multilateral or plurilateral systems. First, let us focus on the advantages of the bilateral systems. Their obvious advantage was that after World War II the set of bilateral agreements established a regulated system with less uncertainties and more



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transparency.

A controversial benefit or disadvantage aspect of the bilateral solutions is the strive for reciprocity. It is an advantage as long as it at least helps to find a solution that is mutually acceptable. Reciprocity can be understood broadly, e.g. combining offers in different sub-sectors, like road permits for landing rights in aviation. Another aspect of controversy is the possibilities for State intervention. Such actions may be justified by transport policy considerations, e.g. interventions in favour of certain modes, like the support to combined transport by keeping the road quota at a low level and offering the possibility to earn new road permits by using the RoLa services. However, in practice they can have a rather protectionist impact.

On the other hand the bilateral systems keep a quantitative restriction on the growth of the industry and as such they lead to monopolistic structures. This way they lower the chances for healthy competition on the market. It may be enough to refer to the problems of national distribution of permits in high demand. No doubt, this increases the costs of transport and trade. The administrative costs of running a protectionist system are high and they further increase the expenditures. Last, but not least the artificial shortage of market access rights, as well as transit rights, can make small economies, particularly on the peripheries, very vulnerable. On their own, their negotiating power is limited.

For many European, non-EU countries the ECMT road quota is of high importance. The ECMT road quota system was introduced in 1974 with the intention to facilitate the progressive liberalization of the road freight market and the efficiency improvement of operations. The lack of road permits (e.g. a third country permit) can lead to empty runs while using the ECMT permits reduces the amount of such idle operations. Unfortunately, the ECMT quota system has been practically frozen for some time now despite the revolutionary changes in introducing the green, the greener and safe vehicles .

Although only around 9 per cent of all European road freight transport is carried out with ECMT permits, this plurilateral quota is of great significance. It sets a best practice example of a plurilateral solution without striving for full-fledged economic integration.

Recently, the Black Sea Economic Cooperation (BSEC) initiated a similar plurilateral road permit system. As the BSEC countries represent members that belong to different economic integrations, the task will be more than challenging. Nonetheless the initiative deserves international support so that lessons already learnt in the liberalization process are considered.

### **The UNECE Inland Transport Committee's focus on border crossing facilitation**

The UNECE Inland Transport Committee has grouped its activities around border crossing facilitation and in this way it has made the distinction between broad-based reforms and the nitty-gritty specific measures. The approach has been supported by the mere fact that tools and legal instruments serve different purposes at the same time. In this context, it offers a forum for countries to harmonise their transport investment plans, lending support to infrastructure development; serves traffic safety purposes and promotes border crossing facilitation.

To take two, by appearance, different goals: road traffic safety and transport, trade and tourism facilitation. The concern that professional drivers are forced to drive long hours to save time and costs for the operator, but being a road safety risk, a rather high one, has led to different regulatory measures in many parts of the world. This is often seen as a way of protectionism and it can be misused to protect the national markets, indeed. Within NAFTA, the debate between the Mexican and the US truckers is well known. In the Pan-European area, an agreement on driving and rest hours (AETR) was agreed on to combat drivers' fatigue as early as in the fifties. This social regulation has been and most likely will continue to be subject to many disputes and long hours of negotiations. Without it however, competition on the road transport market in Europe would be distorted and this would be reflected in the facilitation.

Similarly, to avoid that when reaching the border, cargo has to be trans-loaded from one vehicle to another, a mechanism must be in place for one country to allow entry of a vehicle – both loaded and un-loaded – of another country to its territory without discrimination of its “flag”, place of registration or origin of cargo. This is obviously a border crossing facilitation, however the route towards achieving such an agreement includes a lot of technical details, also with regard to vehicle construction, periodic inspection etc.

Where the vehicle goes, the driver goes, too! – would be the natural assumption. However, it is not that simple. In land transport, particularly in inland navigation and railways, change of personnel is still the

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practice in many parts of the world, including UNECE countries. Even in the most deregulated mode, i.e. in road transport, there are specific conditions for drivers to be met before they can enjoy the freedom of mobility while carrying out a transport operation: their driving license must be issued according to rules that inspire confidence in their professionalism. Only then are countries willing to commit themselves to mutually recognize these licenses. Moreover, the transport of special cargo requires special driving skills and additional knowledge concerning the cargo. All drivers and vehicle crew carrying dangerous goods, in any mode of transport, must therefore comply with the unified rules.

For free mobility of crews there are many other requirements as well. The need for a professional visa is just one example. Internationally recognized insurance is a pre-requisite both for the driver and for the vehicle in order to ensure the free flow of cargo with minimal transaction costs and un-certainties during the process of transportation.

Perhaps the most obvious benchmark about the level of good facilitation or its shortcomings is the waiting time at borders. Thus border crossing procedures and practices are critical for trade and transport facilitation. The way in which the numerous documents related to the cargo, vehicle and driver/transport personnel are checked may be the first and obvious concern.

In addition, the treatment and control of vehicles can be cumbersome and time-consuming, too. In road transport e.g. check of the gross weight and the axle load of vehicles is often a source of delays and extra costs. The reason is understandable as the bearing capacity of roads is not uniform; in most Eastern European countries e.g. they were designed and built for traffic where Heavy Goods Vehicles have lower gross weights (max. 38 tones) and lower axle loads (max. 10 tones), while in the EU countries harmonization of the weight restrictions took place earlier and by setting higher permissible weights. Enforcement of weight limits therefore is part of good road infrastructure management, as well as of road safety measures on the ground. On the other hand, effective enforcement does not necessarily mean undue repetition of control. Thus to eliminate weight controls at each and every border and ensure the international recognition, acceptance of weight certificates issued by one national authority is a good way to increase efficiency of the transport services.

Similarly, why should there be thorough checks and controls of cargo when it is in transit only? Customs transit systems offer the solutions for streamlined transit procedures. The TIR Convention has proved to be one of the most effective international instruments prepared under the auspices of the United Nations Economic Commission for Europe (UNECE). To date, it has 68 Contracting Parties, including the European Community. It covers the whole of Europe and reaching as far as North Africa and the Near and Middle East.

A balanced approach to facilitate legal trade and control and stop illegal trade is the underpinning philosophy of the International Convention on the Harmonization of Frontier Controls of Goods, which was drawn up in Geneva in 1982.

The interface between freight transport operators and shippers needs to be well functioning, too. For this, unified rules are necessary for transport contracts, for the liability of the transport operator in case of non-fulfilment of the contractual relationship (delay in delivery, damage to cargo etc.).

The above basic conditions for international cargo mobility are provided for through multilateral agreements. Most of these international agreements, conventions and other legal instruments are administered by UNECE, i.e. by the Inland Transport Committee and its subsidiary bodies. In total there are 57 UNECE legal instruments that facilitate the international movement of cargo, driver and vehicle. They have all been concluded in the spirit of non-discrimination. Transport is a pre-condition for implementing trade, but at the same time transport brings risks. Therefore, traffic safety and environmental concerns are also addressed in multilateral agreements, as governments are committed to ensuring that the risks originated in international transport are minimized.

## **Summary**

Several facilitation tools are already in place including the UNECE legal instruments for border crossing facilitation, as well as specific UNECE trade facilitation instruments, like United Nations Centre for Trade Facilitation and Electronic Business (UN/CEFACT). Therefore the first task would be that all countries that have not yet done so, become signatories to and active implementers of these agreements.

Further tasks are to modernise some of these instruments, like completing the computerization of the TIR

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system.

And finally, much more implementation monitoring should be in place. The joint work of OSCE and UNECE to develop a border crossing performance monitoring methodology is therefore of high importance.



# Customs Transit Systems

*Kostantin Glukhenkiy, Economic Affairs Officer, UNECE and Artur Bouten, Legal Officer, UNECE*

## Customs transit: what is the problem?

Imagine a company wishing to import goods. Where should goods be cleared for Customs? Two situations are possible:

- (i) Goods are cleared at the border (border clearance)
- (ii) Goods are cleared at an inland Customs office (inland clearance)

Approach (i) is the traditional one. It works well in small countries or for goods imported by sea or air, because seaports and airports usually have all the necessary infrastructure and facilities for Customs clearance (warehouses, control equipment, other control authorities, etc.). However, for countries with a vast territory or with long land borders option (ii) is preferable.



Inland clearance reduces border delays and the number of stops and, as a result, transport and import costs. That is why many countries establish inland Customs offices near importers' premises, thereby allowing for smooth door-to-door logistics across land borders.

Under inland clearance, the Customs duties and taxes are payable, not at the border, but at the final destination. This requires the establishment of a special procedure between the Customs office of entry and the Customs office of destination, namely Customs transit, to make sure that the goods are produced at the destination and to protect Customs revenues if this is not the case.

The above procedure applies to one country or Customs territory when the office of departure and the office of destination are in the same territory and is, thus, called national Customs transit.

International Customs transit applies when an operator carries goods across one or several borders, in accordance with a bilateral or multilateral agreement. It consists of a chain of national transit operations. With International

Customs transit there is no need to comply with a series of separate national Customs transit systems. By using an international transit system, the transport operator has to follow only one international set of transit rules.

In general, Customs transit means the Customs procedure under which goods are transported, under Customs control, from one Customs office to another in the same Customs territory or another Customs territory, without collecting the duties and taxes that may be applicable to imported or exported goods and without applying economic or commercial prohibitions or restrictions.

For the efficient functioning of Customs transit, a number of pre-conditions should be met. The most important one is the so-called freedom of transit: governments should allow goods to be transported across their territories. Freedom of transit must be granted on the basis of international law (for example, Article V GATT). In addition, the proper infrastructure and services (insurance, banking) should be in place.



### Importance of Customs transit systems for national economies

When discussing trade and transport facilitation, the importance of Customs transit systems is sometimes forgotten. However, the availability of a reliable and affordable Customs transit regime is a sine qua non for the competitiveness of national economy and economic growth. An effective transit system can bring countries the following benefits:

- Reduced waiting times and queues at borders and, as a result, lower transport and trade transaction costs;
- Transparent, predictable and non-discriminatory rules for all transport operators;
- Increased efficiency of Customs authorities through the use of efficient control procedures and risk management;
- Better protection of Customs revenues.

Inadequate Customs transit procedures result in waiting times and significant costs to international transport and trade and undermine economic development. In particular, Customs transit problems severely affect the most vulnerable group of countries - landlocked developing countries (LLDCs). High transport costs put constraints on their exports and substantially increase the price of imports.

### Requirements for Customs transit

To start a Customs transit procedure, a transport operator has to comply with a number of requirements. They may slightly differ from one transit system to another, but generally include the following:

- A transit declaration is to be lodged at the office of departure. Apart from specific Customs declarations (SAD, TIR Carnet), Customs may accept commercial or transport documents in lieu of a transit declaration, if they contain the necessary particulars. For example, internationally recognized consignment notes (CIM and SMGS for rail transport, CMR for road transport) are used in many countries for that purpose;
- Security (guarantee) should be furnished to cover the Customs duties and taxes at stake. The forms of security may include banking guarantee, money deposit, surety, etc.;
- The goods and documents are thoroughly examined at the office of departure. Following that, the goods must be identified, e.g. by affixing Customs seals, thus avoiding the necessity to re-check the goods in other countries (in case of international transit).

Additional requirements for Customs transit may include the prescription of a deadline for transit, fixing an itinerary or Customs escort. A decision to apply these measures should be based on risk assessment. Some transit systems also provide for pre-selection (authorization) of reliable operators.

### IT technologies

The use of paper-based documents for transit procedures is prone to fraud and time-consuming both for Customs and trade. Therefore, they are gradually replaced by IT technologies. Computerization will facilitate an early detection of fraud, risk assessment and taking preventive measures.



*Poor infrastructure and lengthy procedures at border crossings still cause considerable delays for transport operators.*



*Customs seal remains the main means to identify the goods.*

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## International Customs transit systems

There are a number of international Customs transit regimes worldwide, for example

- TIR Convention;
- Common transit;
- Community transit (EU);
- ATA Convention;
- Rhine manifest;
- Cross-Border Transport Agreement (CBTA) in the Greater Mekong Subregion;
- Inter-state Road Transit (TRIE) system in West Africa.

Details for the most widespread transit regimes are given below.

### Common Transit Convention

This procedure is used for the movement of goods between the 27 European Union Member States and the countries of the European Free Trade Association (Iceland, Norway, Liechtenstein and Switzerland). It is based on the Convention of 20 May 1987 on a common transit procedure. The rules are effectively identical to those of Community transit.

### Community Transit

This procedure is used for Customs transit operations between the European Union Member States (and Andorra and San Marino) and is applicable to the movement of non-Community goods for which Customs duties and other charges at import are at stake, and of Community goods, which, between their point of departure and point of destination in the European Union, have to pass through the territory of a third country.

With regard to the guarantee system applicable to both common and Community transit, the idea is that an individual guarantee has to be furnished for each transport movement, covering the full amount of Customs



duties and other charges, like VAT or excise duties at stake. However, the individual guarantee can be replaced by a comprehensive guarantee covering a number of movements if some strict criteria are met (such as: good general financial standing, sufficient professional experience, close cooperation with the competent authorities and control over the transport operations). The actual amount of comprehensive guarantee can be fixed by Customs at 100%, 50% or 30% of the reference amount, viz the maximum amount of duties and other charges that are at stake in a period of at least one week, based on past transactions and anticipated trends in the trader's operations. In case even stricter criteria are met, Customs can allow traders a complete waiver of the need to have a guarantee at all.

### TIR Convention, 1975

The TIR Convention (1975) facilitates the international carriage of goods by road vehicles or containers. TIR stands for Transports Internationaux Routiers (International Road Transport). With 68 Contracting Parties, TIR is the only global transit system, which makes it possible to avoid: physical inspections of goods in transit, payments of taxes and duties for the goods en route, use of a national transit guarantee system and national Customs documents and controls.

The TIR system is based on five principles, generally referred to as the five pillars:

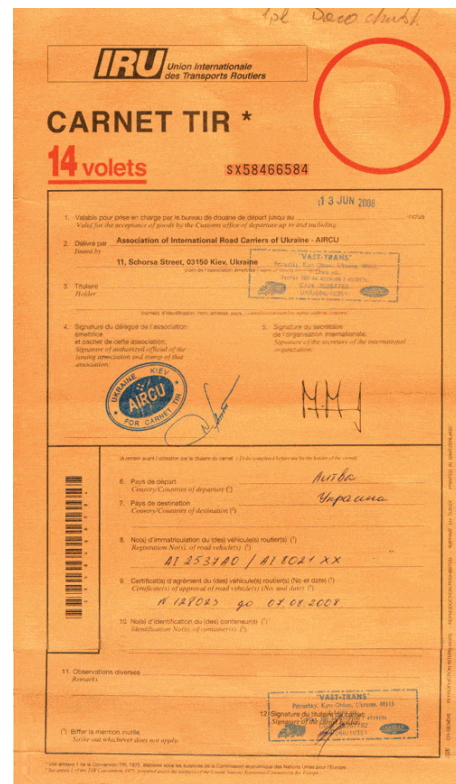
- Goods should travel in Customs secure vehicles or containers;
- Throughout the journey, duties and taxes at risk should be covered by an internationally valid guarantee;
- Goods should be accompanied by an internationally accepted Customs document (TIR Carnet), opened in the country of departure and serving as a Customs control document in the countries of departure, transit and destination;
- Customs control measures taken in the country of departure should be accepted by all countries of transit and destination;
- Access to the TIR procedure for national associations to issue TIR Carnets and for natural and legal persons to utilize TIR Carnets is subject to authorization by the competent national authorities.

The TIR system not only covers Customs transit by road but a combination with other modes of transport (for example, rail, inland waterway and even maritime transport) is possible, as long as at least one part of the total transport is made by road.

To date (2009), more than 40,000 international transport operators have been authorized (by their respective competent national authorities) to access the TIR system, using more than 3.2 million TIR Carnets per year.

At present, work is underway to computerize the TIR system (the so-called eTIR Project). The ultimate goal of the eTIR Project is to fully integrate the computerized TIR procedure in the overall process of technological development in international trade, transport and Customs procedures, improve its security, efficiency and quality and reduce the risk of fraud. To that end, the eTIR Project will allow for Customs-to-Customs information exchange and the management by Customs of data on guarantees.

In light of the expected continued (but mitigating) developments in world trade, further enlargement of its geographical scope and the forthcoming introduction of the electronic TIR system, it is expected that the TIR system will continue to remain the only truly global Customs transit system.



The famous TIR Carnet is both Customs declaration and guarantee document.

# Changement majeurs du commerce et des transports mondiaux affectant des pays de la CEE-ONU

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## Introduction

L'économie se fonde sur l'échange et la qualité des entrepreneurs est le fondement du **commerce**. Celui-ci – en tant qu'élément du secteur tertiaire – a une fonction intermédiaire qui s'insère entre la production et la consommation, élément nécessaire pour que l'exigence se transforme en demande et la demande se transforme en consommation. Le commerce international – faisant partie intégrante du processus de mondialisation – est capable *de faire arriver* des volumes de produits de plus en plus grands à beaucoup de gens.

Dans un sens plus restreint, les **transports** – l'autre branche du secteur tertiaire – assurent le mouvement massif, systématique et organisé, des personnes et des objets, grâce à des moyens humains et techniques. En utilisant le terme technique de la physique nucléaire, si les exigences de la société et de l'économie exercent une forte influence réciproque sur les transports, alors, l'influence mutuelle des transports sur la société et l'économie est beaucoup plus faible, car les transports n'existent pas pour eux-mêmes, mais pour assurer des prestations, donner des possibilités, se mettre au service de l'économie et être subordonnés aux exigences de la société.

La **mondialisation** est un processus très complexe. On peut donc l'interpréter de différentes manières. Elle touche des domaines comme la politique, la société, la culture, les télécommunications et l'économie. Le contenu de ce phénomène n'est pas récent. Depuis le XIX<sup>e</sup> siècle il y a eu deux étapes majeures : la deuxième étape débute à la fin de la Seconde Guerre Mondiale grâce à l'apparition de nouvelles techniques de communication et de transport. Cet article ne s'occupe que de la mondialisation économique.

« La principale caractéristique économique de la mondialisation est l'intégration plus poussée des marchés de produits et de capitaux et des marchés du travail. [...]. La mondialisation a entraîné d'importants changements structurels dans divers secteurs de l'économie mondiale ». <sup>1</sup>

## 1. Tendances de la mondialisation dans l'économie mondiale

Jusqu'à nos jours, avec la mondialisation de l'économie s'est formé un système économique complexe, où – pendant que des pays, de plus en plus nombreux, sont liés par des relations économiques – à côté du commerce des marchandises, le commerce des services, le flux du capital et de la force humaine, l'internalisation de la technologie et de la télécommunication amènent à l'approfondissement des interdépendances. Quelles en sont les tendances caractéristiques dans le monde au début du deuxième millénaire ?

A/ Outre le capital humain, le niveau des investissements ou la croissance de la population, l'**ouverture mondiale d'un Etat donné** est devenue l'une des plus importantes conditions de la réussite économique et du développement dynamique (Neuhaus, 2005). L'ouverture, mesurée par le rapport du commerce extérieur et du Produit Intérieur Brut (PIB) en 1970, n'était que de 13%, en 2005 elle était de 28% , et pour l'année 2015 elle excèdera les 30% (Banque Mondiale, 2007).

B/ On peut constater que la croissance de l'ouverture s'est développée **différemment selon les pays**. Au début du XXI<sup>e</sup> siècle, parmi les pays membres de la CEE-ONU, ce sont l'Allemagne, la Belgique et les Pays-Bas qui demeurent encore les plus ouverts, mais *dans vingt ans* – la Chine et la Corée exceptées – la Turquie deviendra l'une des économies les plus ouvertes, liée par le processus d'adhésion à l'Union Européenne. Cependant l'économie la plus ouverte sera probablement celle de l'Espagne en raison de son rôle de liaison

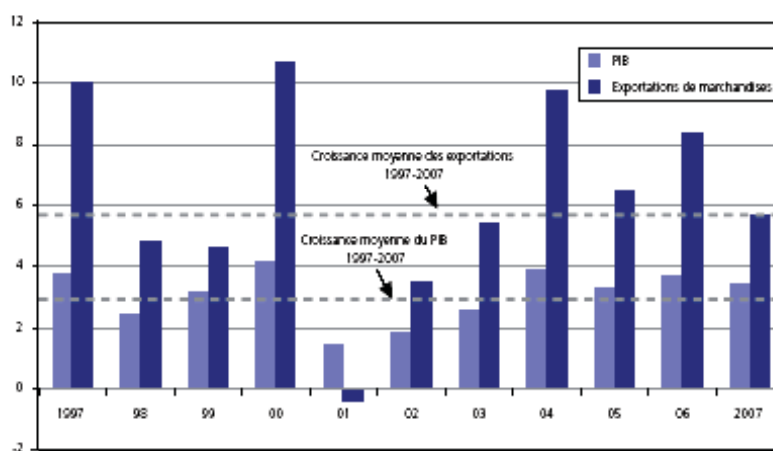
1 OMC/WTO (2008): Rapport sur le commerce mondial 2008. p. xiii.



entre l'Europe et l'Amérique Latine, viendra ensuite la Grèce, l'Irlande et la France grâce à une possible augmentation de l'ouverture de leur économie (Kiss, 2007).

C/ **Le commerce mondial reste la force motrice** la plus importante du développement de l'économie internationale (cf. Fig. 1). Dans les années précédentes le commerce a augmenté plus vite que la production, le rôle du commerce extérieur – en dépit du tassement temporaire de l'économie mondiale – est de plus en plus prépondérant. A partir des années 1990, la force motrice a été la réintégration des pays de l'Europe de l'Est et des membres de la Communauté des États Indépendants (CEI), ainsi que le rattachement des pays en voie de développement, au commerce mondial. Cependant, le moteur était et reste le commerce des services.

**Figure 1**  
**Croissance du volume de commerce mondial des marchandises et du PIB mondial, 1997-2007**  
(Variation annuelle en pourcentage)



Source: Secrétariat de l'OMC.

Source: Rapport sur le commerce mondial 2008, p. 3.

D/ Le siècle prochain sera caractérisé par la croissance rapide du nombre des pays en voie de développement, où l'avance de la Chine et de l'Inde sera déterminante.

E/ Le développement de l'économie mondiale n'est pas fractionné en parts égales parmi les différents centres économiques. Bien que les pays de la zone Euro, entre 1997 et 2007, aient augmenté leurs exportations deux fois plus vite que les Etats-Unis dans les pays en voie de développement -- ce qui signifie des réserves de l'accroissance de la compétitivité européenne (Farkas, 2007).—actuellement, on ne peut pas estimer les conséquences exactes de la crise financière, puis économique qui a commencé à la fin de l'année 2008.

F/ L'ouverture de l'économie mondiale permet de dynamiser sa croissance et dépend fortement du comportement des « centres de force » au processus de libéralisation de la politique commerciale. En décembre 2008, le directeur général de l'OMC, M. Pascal Lamy, a accueilli avec satisfaction les documents de négociation révisés sur l'agriculture et les produits industriels qui, selon lui, devraient rapprocher le Cycle de négociations commerciales mondiales de Doha de sa conclusion. Par conséquent, on peut estimer probable la poursuite de la libéralisation du commerce mondial.

G/ D'après l'analyse de la Banque Mondiale, **la prévision globale à long terme** – même en cas de crises à court terme ou encore régionales – **sera durable**, c'est-à-dire la tendance de base du développement de l'économie mondiale est « inéluctable », y compris la crise financière et économique mondiale actuelle. Après la crise, les problèmes globaux les plus substantiels restent encore par exemple, l'accroissement de la population ou les soucis de protection de l'environnement, problèmes auxquels on ne pourra donner des réponses qu'à un niveau mondial.

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## 2. Tendances de la mondialisation dans le commerce mondial

Les tendances observées dans l'économie mondiale sont aussi présentes directement ou indirectement dans les processus du commerce mondial. La tendance de l'économie mondiale la plus notable durant les dernières années est le taux de croissance d'import-export des marchandises ou des services. Ce taux est plus grand même que celui de la production mondiale. Alors qu'entre 1986 et 1995 l'augmentation du volume du commerce mondial était en moyenne de 6,2% par an et de 6,5% par an entre 1996 et 2005, la croissance moyenne annuelle du PIB était elle, de 3,3% et de 3,8% pour les mêmes périodes.

En outre, on peut constater que le **volume du commerce mondial** se développe **plus irrégulièrement** que le PIB mondial, c'est-à-dire son amplitude est plus grande que les écarts de la production mondiale. Par conséquent, le rendement des différentes économies mondiales ou des entreprises transnationales [multinationales] ou encore leurs offensives d'exportation ainsi que leurs restrictions d'importation exercent une influence sur le développement du commerce mondial (Kiss, 2008).

La **tendance à la baisse du taux de croissance de développement du commerce mondial** (Kiss, 2008) constitue un autre phénomène marquant : entre 1950 et 1973, l'augmentation du commerce mondial était en moyenne de 7,6% par an, entre 1973 et 1999 il était de 7%, mais durant les années 1990, le taux de croissance n'a été que de 6% pendant 6 ans. Bien que le développement du volume du commerce mondial ait été de 12,5%, dans les premières années du deuxième millénaire, son taux de croissance a fortement<sup>2</sup> ralenti et ce, dans de grandes amplitudes. C'est une question encore ouverte de savoir si le ralentissement du développement du commerce mondial est un phénomène temporaire ou une tendance durable, et de savoir quel impact aura la crise financière puis économique, émergente en 2008, sur ce processus.

Dans l'Union Européenne, on peut constater une réduction des chiffres pronostics du développement économique (cf. Fig. 2). D'après la Commission Européenne, la croissance économique est passée de presque 3 % en 2007 à environ 1 % en 2008, aussi bien dans la zone Euro que dans l'Union Européenne toute entière. Selon ses dernières prévisions, le PIB réel diminuera de près de 2 % dans les deux zones en 2009, avant de reprendre de 0,5 % environ en 2010. Ces chiffres sont inférieurs à ceux de l'automne 2008. (Commission Européenne, 2009).

Dans le changement à long terme du commerce mondial, les facteurs suivants jouent un rôle important (Sass, M.) :

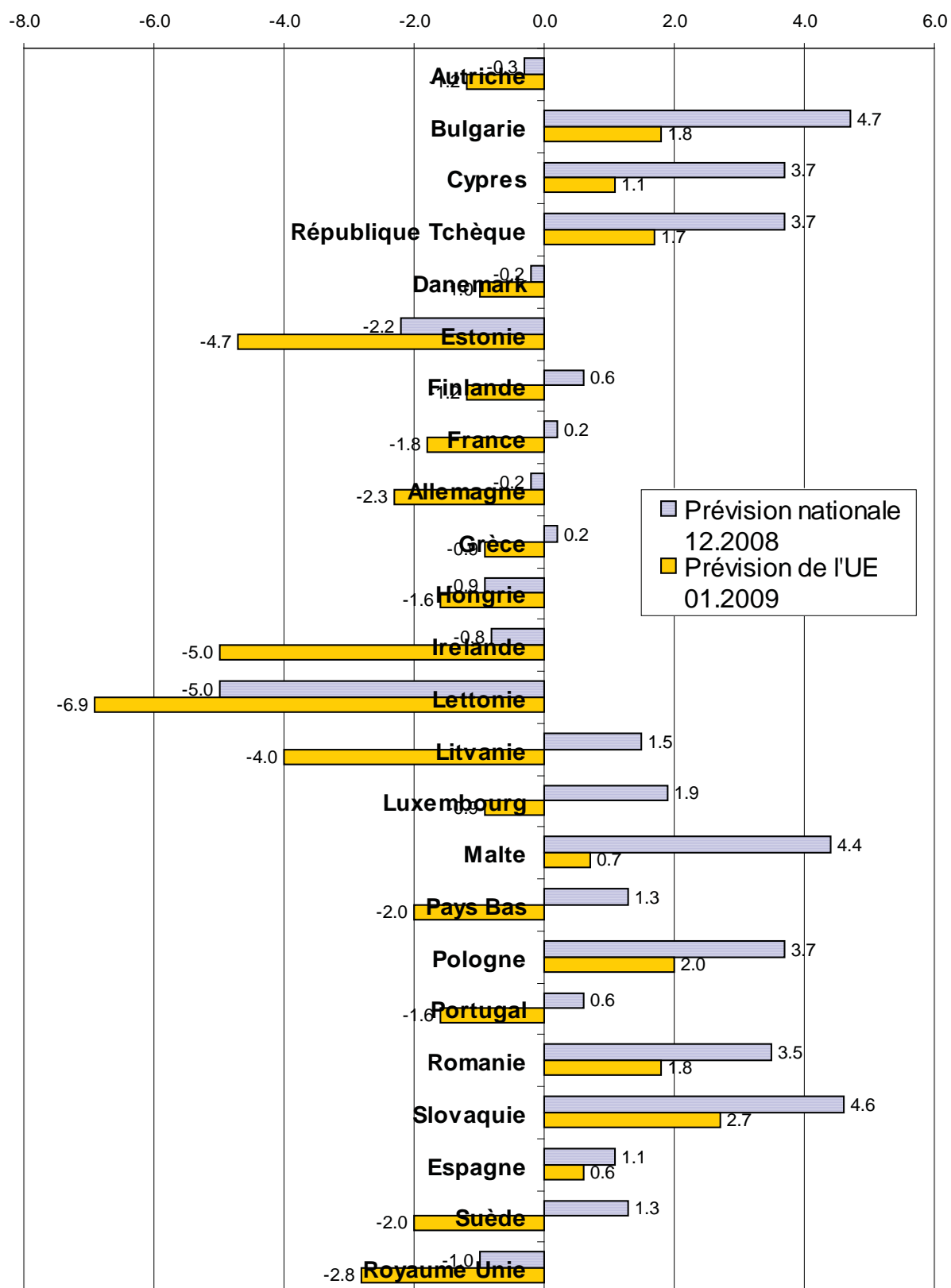
1. le « découpage » du cours de production d'un certain produit, la délocalisation (outsourcing) des sections plus intensives en travail, le renforcement du processus de relocalisation ;
2. l'importance du commerce entre les sociétés annexes des entreprises multinationales est en train de se développer (elle était de 40% en 2008) ;
3. l'apparition des nouveaux acteurs (pays en transition en Europe, Chine, Inde). Certains d'entre eux ont eu un grand impact sur le commerce mondial (Chine) ou bien sur le commerce de certains produits (Fédération de Russie) ;
4. la relation des trois facteurs ci-dessus énumérés influence le rendement des transports dans une mesure plus ou moins forte.

La relocalisation (le transfert) des branches industrielles à exigence en matières premières, en force de travail, en énergie et à forte pollution, et en parallèle, le réarrangement de la délocalisation mondiale de la production, ont engendré l'augmentation des transports à longue distance. Le point de départ est qu'à la fin du XX<sup>e</sup> siècle, le centre de production s'est déplacé vers l'Asie, où le taux de croissance de développement est plus élevé en Chine et en Asie du Sud-Est qu'en Europe et aux États-Unis (ou même au Japon). D'après les pronostics faits avant la crise financière et économique actuelle, le taux de croissance annuel jusqu'à 2010 en Chine était de 7,5%, 6% en Russie, 4,2% en EU-12 et 2,2% en EU-15. Ceci signifie que le taux de croissance ralentira dans toutes les relations, mais les proportions resteront les mêmes (Ivanova et al. 2006). Le développement du commerce mondial augmente donc les exigences des transports, mais ceux-ci agissent aussi sur le commerce mondial, puisque les véhicules sont de plus en plus modernes et rentables et que des réseaux de transports de plus en plus denses permettent son développement.

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<sup>2</sup> En 2001 était 0,2%, en 2002 3,3%, en 2003 5,1%, en 2004 9,5%, en 2005 6%, en 2006 8,5%, en 2007 5,5%.

Figure 2. Prognostics du développement pour 2009 par pays membres de l'UE



Source: MeH, Budapest, 2009

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Dans le commerce mondial, on assiste à une simplification des réglementations. Les obstacles devant le commerce et le placement de capitaux deviennent donc de plus en plus rares, bien que ce changement en cours soit arrêté temporairement en raison de la crise financière et économique actuelle. La concurrence se renforce non seulement dans l'économie mondiale, mais aussi à l'intérieur de l'Union Européenne et de l'Europe et en plus, sur les marchés nationaux des pays. Le rôle des intégrations régionales devient de plus en plus important et, en particulier, le rendement des transports qui est influencé par le commerce (voir : découplage).

Les différents pronostics à court et moyen termes élaborés en 2005-2007 étaient presque tous unanimes au sujet du développement de l'économie mondiale qui devait atteindre 4-4,5% par an jusqu'en 2010. Les prévisions faites pour le développement du commerce de marchandises et de services ont dessiné une tendance plus dynamique (au début 7,6%, puis 6%). On espère des cours *grosso modo* favorables, mais avec une tendance dégressive pour les années qui suivent 2008. Envers et contre tous, les experts ont attiré l'attention sur le fait que les circonstances internationales positives chuteront à cause de nombreux facteurs de risque. Conformément au scénario du FMI (Kiss, 2007), si la demande de titres américains diminue considérablement, elle aboutira au mouvement incontrôlable des taux d'intérêt et des taux de change. La crise provoquée par le désastre du crédit du marché immobilier aux États-Unis cause d'une part, le renforcement des tendances protectionnistes et celui du rôle des interventions des Etats, et d'autre part, le ralentissement de l'économie mondiale. Bien que les probabilités de ce scénario aient été très faibles selon la prévision « mainstream », celle-ci s'est quand même réalisée. L'économie américaine a entraîné avec elle les économies européennes. La Chine pourrait donc devenir à moyen terme un centre déterminant. Ce processus s'oriente vers un protectionnisme et une fermeture qui, par la chute du commerce international, réduit le développement de l'économie mondiale, et par conséquent, le rendement des transports.

### 3. Tendances de la mondialisation dans les transports et la logistique

Une politique des transports unifiée a été adoptée par les pays membres de la Communauté Européenne pour la première fois en 1992. Le deuxième volet de la politique des transports est le Livre Blanc (Commission Européenne, 2001). Il est né après une « gestation » de presque dix ans. Héritière des expériences défavorables des années précédentes, plusieurs nouveaux éléments et nouveaux objectifs ont été intégrés à la politique commune, lesquels ont participé à la réforme des transports au niveau de l'Union Européenne. Un des principaux constats du Livre Blanc établissait que le développement rapide du transport routier était un phénomène négatif, tant pour la société que pour l'économie (ceci pour la totalité de l'UE). Ce phénomène ne permet pas le développement et la mobilité durable de l'économie car le taux de croissance du transport de marchandises est excédentaire, et le taux de croissance du transport de voyageurs se rapproche du taux de croissance du PIB non seulement dans les pays membres de l'UE, mais aussi dans les autres pays de la CEE-ONU. Pourquoi, malgré l'avantage social probable et les tarifs relativement bas, les autres modes de transport tels les chemins de fer ou la navigation intérieure présentent-ils une compétitivité inférieure par rapport au transport routier ?

La croissance rapide du transport routier – plus rapide que celle des autres modes de transports – est causée, hormis l'avantage connu de la livraison porte-à-porte, par l'effet conjugué de plusieurs facteurs :

1. le **changement de la structure des marchandises** à transporter : à partir de la deuxième moitié du XX<sup>e</sup> siècle, alors que le nombre d'articles de grande consommation et de basse valeur diminue, le nombre d'articles à haute valeur (des produits finis et semi-finis) augmente ;
2. l'**effet de la mondialisation** : le pourcentage des transports internationaux est en train d'augmenter par rapport à la totalité du rendement des transports et en parallèle, la distance moyenne de livraison s'accroît aussi ;
3. l'**effet d'intégration** : grâce à l'unification politique et économique par la suppression des frontières douanières et politiques, le commerce international devient plus intensif ;
4. le **développement des exigences logistiques** : l'enjeu de la concurrence a changé à cause de l'amplification de la mondialisation ; la conception de la logistique présente deux aspects cruciaux : l'exploitation maximale des possibilités d'économie des frais et l'amélioration du niveau de qualité, orientée vers les consommateurs du processus de production.

L'avancée rapide et de forte dimension de la conception logistique est accompagnée d'une part – pour ainsi dire en tant que changement de paradigme – par la domination des logistiques dans la chaîne de livraison, et les transports deviennent une partie des logistiques et d'autre part, par la prise en compte de la dépense totale au lieu de la comparaison ou de l'analyse détaillée des tarifs. Les frais de transport ne sont qu'un

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élément des dépenses que les autres effets positifs peuvent contrebalancer (voir : la vitesse commerciale).

Derrière le phénomène de « désindustrialisation » observé dans les économies européennes, il y a des suppléments qui proviennent d'un très fort accroissement de la productivité de l'industrie de traitement et qui sont utilisés pour un développement plus dynamique des services. Ceci assure une activité à valeur ajoutée élevée qui a besoin d'une force de travail plus qualifiée. Ce processus est alimenté par le déplacement (outsourcing) à travers lequel les entreprises deviennent plus minces et plus plates, l'ancienne activité interne étant donc partagée par les autres acteurs du marché. Les vrais multiplicateurs du cours de déplacement qui aboutissent à la diversification rapide des activités logistiques sont les sociétés multinationales elles-mêmes.

Ces processus ayant probablement commencé dans le dernier quart du XX<sup>e</sup> siècle se poursuivent au début du XXI<sup>e</sup> siècle. Les plus importants concernant notre sujet sont les suivants :

1. La mondialisation de la production entraîne celle de l'acquisition et la distribution. Des chaînes d'approvisionnement immenses se constituent et prennent forme dans des gares de transbordement et au sein du réseau international de centres logistiques.
2. Au lieu d'une production centrée sur quelques chantiers, des réseaux de production-services se forment où les logistiques internes et externes sont intégrées au bénéfice de la réduction du délai de retournement, de la minimalisation des stocks, de l'augmentation de la capacité d'exécution et de la diminution des dépenses. Dans ce cadre, le suivi automatique des produits ou des articles est au premier plan.
3. L'informatique logistique a un rôle de plus en plus important dans la mise en place et dans l'opération des systèmes logistiques : par exemple, l'utilisation des techniques de communications, des bases de données, des méthodes d'optimisation etc.
4. Les itinéraires de transport en Europe (y compris dans les pays de la CEI) se modifient progressivement, et le volume des marchandises devrait augmenter (après la crise certainement). A l'avenir, la proportion des transports intermodaux et des transports combinés va augmenter et les modes de transports les moins polluants auront la priorité.
5. Dans le développement des parcours (de transport), il est impératif de prendre en considération la circulation des marchandises entre les pays d'Europe de l'Est et de l'Ouest. Ces itinéraires auront donc vraisemblablement la priorité.

Hélas, pour le moment, les faits démontrent le contraire. Après l'agrandissement de l'Union Européenne, le développement rapide de l'économie des nouveaux pays membres et l'amélioration des relations entre les différentes régions ont renforcé le développement du transport routier, surtout en ce qui concerne le transport de marchandises. Auparavant, l'économie planifiée préférait les chemins de fer mais, suite au changement structurel de l'économie, une croissance très rapide du transport routier s'est produite. Entre 1990 et 1998, le transport routier a augmenté de 19,5%, alors que le rendement des chemins de fer a diminué de 43,5% (en tonnes). Il est probable que le rendement du transport routier de ces pays atteindra (en tonnes) 47% jusqu'à 2010, et la majeure partie de cet accroissement se réalisera dans les transports internationaux.

Comme je l'ai déjà mentionné, la manière de concevoir la logistique est en train de changer notablement. Son arsenal de moyens dans sa forme actuelle est approprié à l'appui des objectifs traditionnels des transports et en même temps, il est adapté à l'aide à la réalisation des objectifs de développement durable. Dans cette relation, l'arsenal de moyens de la logistique « se comporte » d'une manière analogue à la technologie en général (Fleischer, 2007a). Notamment, tant que les efforts de modernisation avaient besoin de développement du genre « plus vite, plus loin, plus grand » dans le domaine des transports, le développement technologique a permis la création de véhicules, de voies, d'installations convenables, étape par étape. Ce n'était pas un « auto développement » de la technologie, mais plutôt d'un point de vue extérieur, la pression de la société et de l'environnement qui ont provoqué une formation des transports en harmonie avec leur environnement au lieu de transports dominant qui sont capables de résoudre tous les problèmes.

Il est peut-être utile de nuancer le constat précédent avec les exigences des clients. En 2001, une enquête (Pálfalvi, 2002) a été réalisée par l'Institut des Sciences des Transports (KTI, Budapest) pour les Chemins de Fer de l'État Hongrois. Cette enquête a examiné quels étaient les principaux critères des clients empruntant les transports. Voici les critères par ordre d'importance :

1. La protection de l'intégrité des marchandises,
2. La ponctualité,
3. La bonne adaptation aux exigences,

- 
4. La sécurité des transports,
  5. La rapidité,
  6. L'écologie,
  7. Les tarifs abordables,
  8. L'absence de congestion.

Après comparaison des différents modes de transport les uns par rapport aux autres, il en ressort, selon l'opinion des clients, que la navigation intérieure est la moins appréciée. Elle arrive en meilleure position uniquement dans le domaine de la protection de l'environnement par rapport au transport routier. Le transport combiné, lui, est meilleur que la navigation intérieure. La première position est occupée par le transport routier, et la deuxième par les chemins de fer. Pour le changement du jugement des valeurs, on a besoin d'un tout nouveau type de chemins de fer entièrement renouvelé. Avant de proposer quelques méthodes, il faut jeter un coup d'œil sur les relations commerciales des pays de la CEE-ONU.

#### **4. Transport et économie – le découplage**

Il est reconnu que, de nos jours, l'accroissement de 1% du PIB suscite 2,5-3% d'augmentation du commerce mondial. Il est évident que le changement du rendement des transports suit cette tendance. Il est remarquable que la proportion du transport routier dans la répartition modale soit croissante partout dans le monde. Comme il en a déjà été question, une des raisons de cette croissance est la vitesse du commerce (temps total écoulé de l'origine à la destination) en général plus favorable dans le transport routier. En Europe, la vitesse du commerce est en moyenne de 1000 km/jour par transport routier et environ 300 km/jour par chemins de fer. Bien que la politique des transports des pays développés, y compris dans l'Union Européenne, se soit fixée le but d'atteindre un rendement dégressif, ou du moins progressif par rapport à la croissance économique, la tendance expérimentale dans l'économie mondiale est à l'opposé. La croissance du PIB est accompagnée d'une augmentation plus élevée du rendement des transports.

A vrai dire, on fait très peu de tentatives pour réprimer ou arrêter cette tendance. Les différents secteurs du transport, en influençant les décisions politiques de transport, font beaucoup d'efforts pour gagner la plus grande part possible de l'augmentation espérée du marché du transport. Cela vaut la peine d'y réfléchir : si la « décharge » des problèmes d'épargne et de modernisation d'une telle dimension reste non résolue sur place, sur les autres régions de la terre et sur le transport, existe-t-il une possibilité réelle et durable ? Le volume croissant des transports pourra-t-il établir une structure durable de production à long terme, si l'entrepreneur de transport trouve son marché stable et s'accommode à une structure plus moderne de production, non par de plus grands volumes, mais par la satisfaction des exigences de qualité ?

Pour une formation équilibrée de la répartition modale des modes de transports, le développement international harmonisé des modes de transport et la réalisation de leur coopération sont très importants. Le transport routier - on connaît ses avantages - reste nécessaire pour les livraisons à courte et moyenne distances ainsi que pour les transports spéciaux à grande distance. Cependant, il est préférable de favoriser les solutions alternatives au transport routier pour les moyenne et longue distances.

L'augmentation du transport est contenue par les facteurs internes et externes du secteur. Un des facteurs externes est la politique des transports : les décideurs politiques (« policy makers ») ont tendance à encourager l'utilisation des solutions alternatives en opposition au transport routier, au lieu d'appliquer le principe du choix illimité du mode de transport (ce qui cause des « inconvénients » tels que : embouteillages, congestion, accidents, pollution de l'environnement). Autrement dit, la question de la nécessité du choix du mode de transport ou de la gestion de la demande est de plus en plus fréquente.

Une partie des obstacles au développement du transport vient du transport lui-même. L'application de l'égalité de concours, parmi et dans les différents secteurs du transport, est la condition fondamentale pour qu'un marché des transports fonctionne bien. La compétition intermodale se fonde sur la substitution des modes de transport. La substitution dépend du genre, du type de marchandises, de la distance du transport, du facteur temps et du montant des frais. Si on réussit à repérer les coûts externes du transport routier dans les tarifs, c'est-à-dire à les « internaliser », cela représentera un nouvel obstacle pour le transport et ne résoudra pas du tout le problème, mais ce sera le premier pas vers un processus de découplage.

Dans l'économie, le découplage concerne la réduction de la corrélation ou la dépendance des variables. On utilise aussi très souvent ce concept pour la relation entre la production et la qualité de l'environnement. Dans

ce contexte, le découplage est lié aux données économiques où l'économie est capable de se développer sans faire pression sur l'environnement (sans détruire les conditions environnementales). De quelle manière le fait-elle exactement, c'est un sujet de débat.

La définition de l'OCDE est très simple : le découplage désigne la rupture de la relation entre les « environnementalement mauvais » et les « économiquement bons »<sup>3</sup>.

Dans la plupart des cas, le découplage se concentre sur l'application des solutions aux problèmes internes des transports. Si on part du fait que le transport n'existe pas pour lui-même, mais qu'il génère des services, des possibilités pour le développement social et économique, on peut en déduire qu'il est soumis aux exigences de la société et de l'économie. Dans ce cas, les solutions possibles réduisent la répartition modale des transports. On disposera donc d'un arsenal de moyens très étroit.

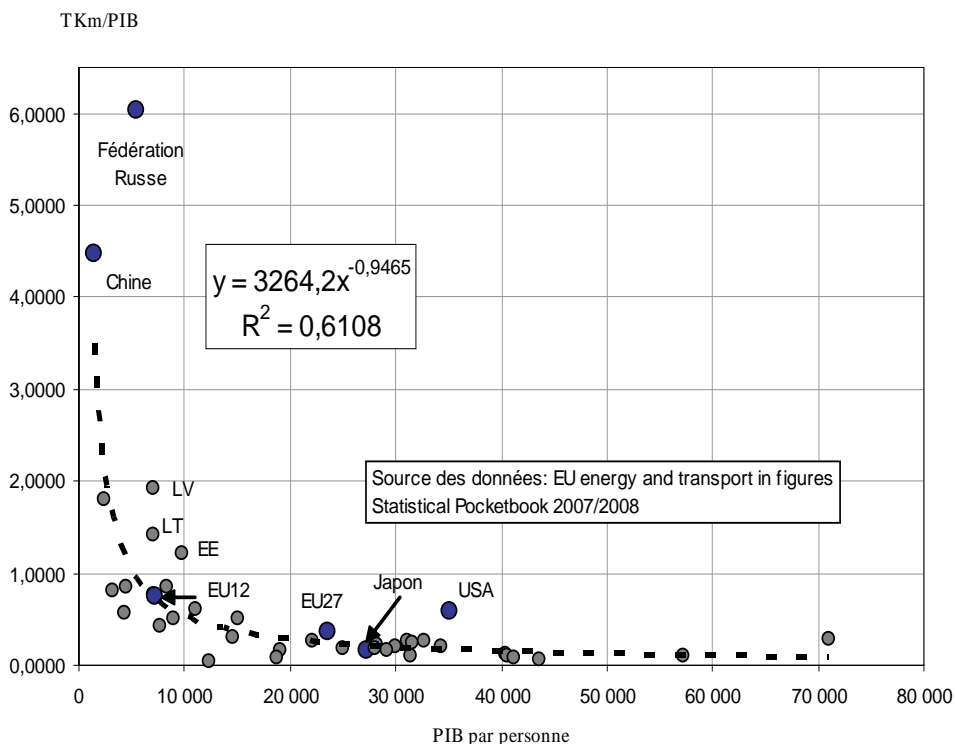
Il existe deux interprétations du découplage au sens large du terme :

1. les moyens de « rupture » peuvent être trouvés à l'intérieur des transports (solution préférée par les politiciens des transports),
2. dans l'intérêt de la réduction des nuisances, on essaie de modérer soit le rendement des transports, soit les exigences du transport de marchandises par l'exploitation des possibilités extérieures au transport (solution négligée par les politiciens des transports).

On peut supposer que la réduction des nuisances serait plus efficace en appliquant des solutions externes au transport plutôt que des solutions internes. Les exigences envers les transports prennent naissance à l'extérieur des transports, de la même façon que les problèmes de base peuvent être résolus par le découplage. Les besoins de l'économie dans le domaine de l'infrastructure des transports, en parc de véhicules, en systèmes logistiques et en rendement de transport, sont dictés par les effets de l'industrie, de l'agriculture, de la structure des localités, du système d'éducation et de santé publique, de la politique des impôts et des tarifs de transports, de l'intégration, de la mondialisation etc.

Quelle est la relation entre l'économie et le transport ? On peut examiner ce rapport suivant différentes méthodes, par exemple à l'aide de la comparaison des indicateurs spécifiques (la corrélation entre le PIB par personne et les tonnes-kilomètres – t-km – par PIB) ou de l'élasticité parmi les méthodes les plus simples. La première relation mentionnée ci-dessus est illustrée par la figure 3 (cf Fig. 3).

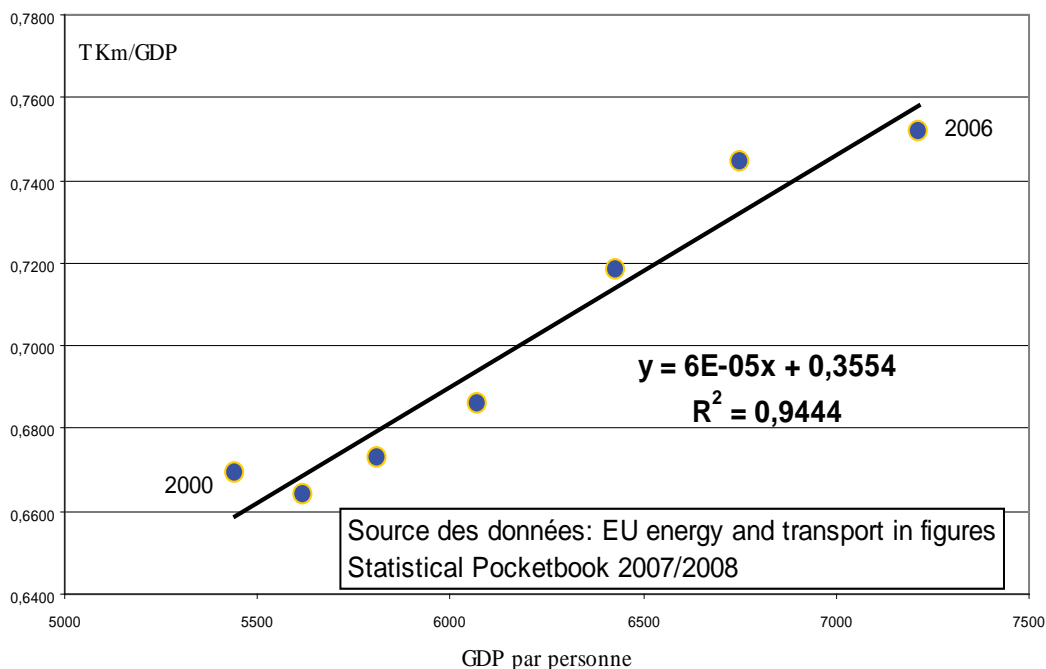
**Figure 3. La corrélation entre PIB par personne et t-km/PIB pour les pays choisis, 2006**



<sup>3</sup> The term decoupling refers to breaking the link between 'environmental bads' and 'economic goods'. (OECD, 2002, p. 4.)

Se fondant sur les relations illustrées ci-dessus, on peut supposer que, plus la grandeur du PIB par personne est élevée, plus l'économie est développée, ce qui signifie en même temps que pour la production d'une unité de PIB, l'économie en question a besoin d'un rendement de transport (t-km) spécifique moins élevé car, dans une économie plus développée et plus efficace, la densité du transport de marchandises est moins élevée. Considérons l'hypothèse suivante : si une économie se développe, la densité du transport de marchandises se réduit. Les effets de la mondialisation et de l'intégration ne justifient donc pas cette hypothèse (cf Figure 4).

**Figure 4. La tendance de l'intensité du transport de marchandises dans l'UE 12, 2000-2006**



Alors que l'intégration se développe – que ce soit dans l'Union Européenne, en Europe, ou encore dans les pays de la CEI – les effets de la mondialisation entrent en jeu plus fortement et l'intensité du transport de marchandises suit parallèlement cette tendance. Inévitablement, la croissance de l'intensité du transport de marchandises augmente le niveau des « environnementalement mauvais ». Par conséquent, il faudrait découpler les effets négatifs provenant de la croissance du rendement des transports. Parmi les solutions internes au transport se trouve l'optimisation de la chaîne de livraison avec la coopération des modes de transport (co-modalité). A vrai dire, les solutions les plus efficaces se trouvent à l'intérieur des transports (ex. : aménagement du territoire, allocation aux industries, etc.) On peut aussi exploiter les avantages de la navigation intérieure si les usines produisant du bio-éthanol et du bio-gasoil se situent au bord ou à proximité d'un fleuve. Dans ce rapport, on ne met l'accent que sur quelques possibilités internes aux transports.

Dans le transport ferroviaire, la majeure partie du bilan de temps est le soi-disant temps d'opération (chargement, déchargement, formation des trains, stationnement technique au passage des frontières etc.); le mouvement, la circulation réelle des wagons constituent un fragment du temps d'opération. C'est pourquoi la vitesse commerciale est le tiers de celle du transport routier ; si la distance moyenne journalière de transport est projetée sur 24 heures, ces indicateurs sont de 41,7 km/heure pour le transport routier et de 12,5 km/heure pour les chemins de fer. Si on veut garder le même pourcentage de transport pour les chemins de fer afin de mieux protéger l'environnement, l'augmentation de la vitesse commerciale des chemins de fer devient alors une des possibilités d'agrandir sa compétitivité.

Une des solutions envisageables est l'accroissement de l'efficacité du programme « Marco Polo II » de l'Union Européenne. Le premier programme ne s'est pas montré à la hauteur des attentes. En effet, il n'a pas réussi à faire passer la croissance du transport international de manière significative sur les chemins de fer. L'autre choix est l'opération des « navettes de marchandises » (« shuttle trains »). La navette est une relation qui ne s'étend que sur une partie du réseau : sur un tronçon, un véhicule (dans notre cas un train de marchandises) circule entre deux points déterminés. Un des premiers essais a été réalisé en Norvège. L'idée est née en 1992 de l'interrogation suivante : comment pouvait-on effectuer le transport de marchandises entre Oslo et Narvik par voie ferrée (cf Fig. 5) ? Pour mettre en œuvre cette idée, une coopération d'un nouveau genre était nécessaire entre les chemins de fer norvégiens (NSB) et suédois (SJ). Après examen des avantages et



des inconvénients au niveau opérationnel et du point de vue commercial, les chemins de fer norvégiens et suédois ont créé en 1993 une entreprise mixte, dotée d'un matériel roulant standard, entreprise qui, d'après les projets, devait être rentable en deux ans.

Figure 5. L'itinéraire de l'Arctic Rail Express



Source: Futura, 2006, p.27

L'opération de la navette de marchandises nommée « Arctic Rail Express » est devenue rentable six mois plus tard. De nos jours, il y a 8-10 paires de trains par semaine qui parcourent une distance de 1950 km de la fin du chargement jusqu'au début du déchargement en 27 heures environ. La vitesse commerciale dépasse donc les 70 km/heure (la vitesse commerciale du transport routier est en gros de 42 km/heure sur une journée). Le coefficient de remplissage des trains d'Oslo à Narvik est de 100%, de Narvik à Oslo 60%.

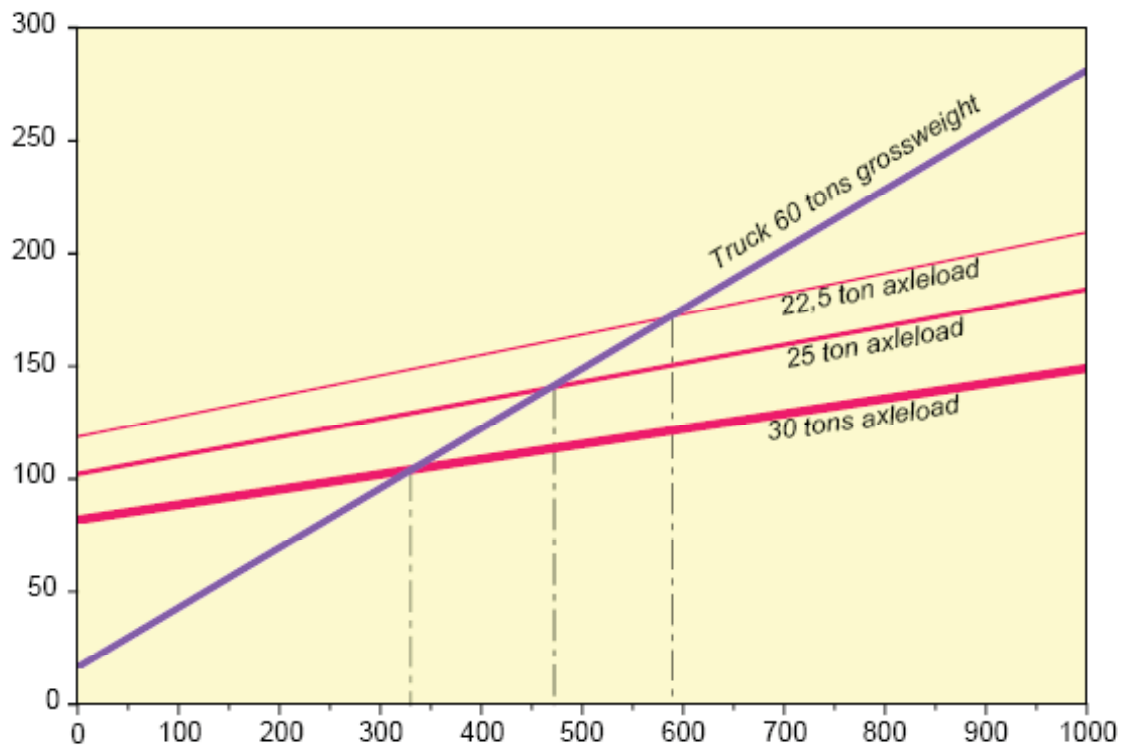
Naturellement à partir de 1993, plusieurs « navettes de marchandises » circulent en Europe de l'Ouest, comme par exemple l'*Intermodal Axe* entre Nuremberg et Vérone ou l'*Interdelta* entre Anvers et Lyon (Satolas). Si on considère que des convois routiers avec une charge totale de 60 tonnes sont en exploitation en Suède et que leur opération est aussi planifiée par d'autres pays, dans ce cas, l'accroissement de la compétitivité des chemins de fer devient nettement plus nécessaire qu'auparavant. En utilisant des convois routiers de 60 tonnes, le point d'intersection de la rentabilité entre les chemins de fer et le transport routier (cf fig. 6) est de 465 km avec des wagons de 25 tonnes par essieu et de 325 km avec des wagons de 30 tonnes par essieu. (Nelldal, B.-L.; Torche, G., Wajzman, J. 1999)

L'utilisation des différents modes de transport dépend en grande partie des volumes et des itinéraires des flux de marchandises. Avant de présenter les couloirs servant aux flux de marchandises, il est nécessaire de jeter un regard général sur les échanges commerciaux internationaux des pays la CEE-ONU. Le prochain chapitre de cet article est exclusivement consacré au commerce de marchandises et met donc de côté le commerce de services car les besoins en transport de ce dernier sont beaucoup moins élevés en tonnes que ceux du premier.

## 5. Directions courantes du commerce dans les pays de la CEE-ONU

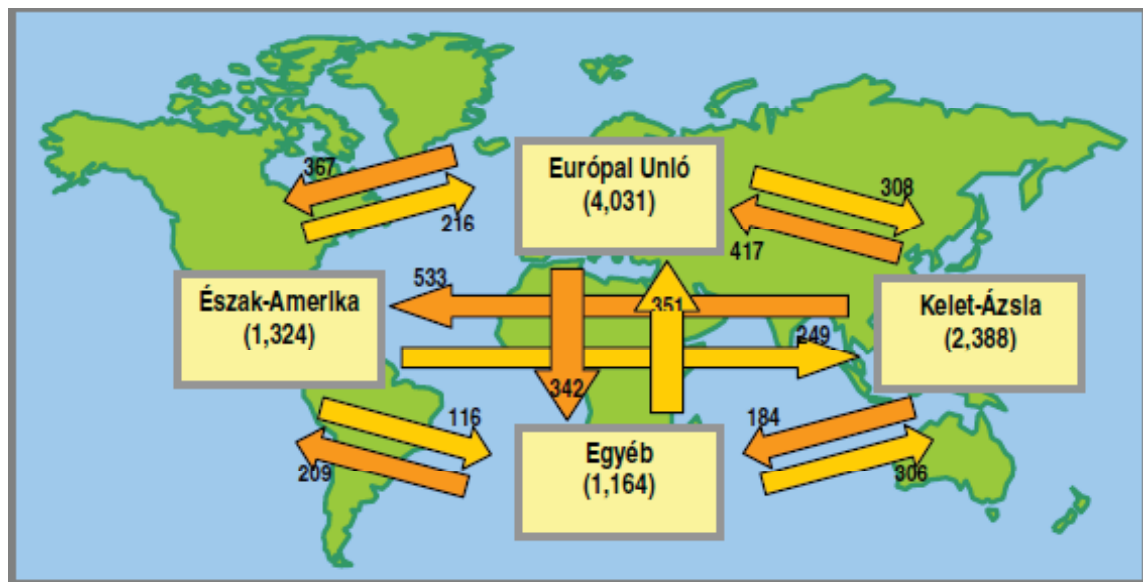
Les échanges internationaux de marchandises se sont développés en 2007 selon la carte suivante (cf Fig. 7). Bien que les données disponibles soient en dollars US et non en volume, on peut remarquer que les échanges

Figure 6. Les points d'intersection de la rentabilité chemins de fer / transport routier



Source: Nelldal, B.-L. – Torche, G. – Wajzman, J. (1999), p. 11.

Figure 7. Flux du commerce mondial, 2004 (milliard d'US dollar)

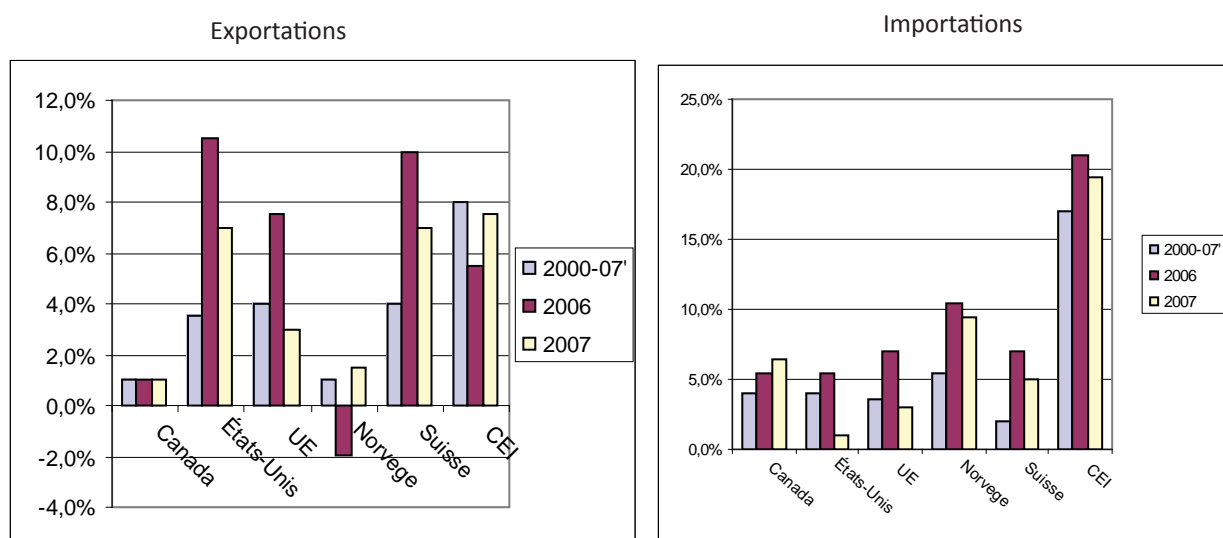


Source: Fleischer, 2007b, p. 3.

globaux entre l'Asie de l'Est et l'Union Européenne ont atteint le même niveau d'échanges qu'entre l'Asie de l'Est et l'Amérique du Nord. De plus, tous les deux ont dépassé les échanges (en valeur) entre les Etats-Unis et l'Union Européenne (cf. Fig. 7). Il est vrai que les échanges entre l'Asie de l'Est et l'Union Européenne sont analysés en détail. Il est donc important de mettre en valeur quelques données afin de montrer au moins une échelle de grandeur. Voici quelques exemples : l'Allemagne est la destination de 30% des échanges entre la Chine et l'Europe, 40% des échanges se dirigent vers les pays à l'ouest de l'Allemagne (Ivanova et al., 2006), vers Hambourg, Rotterdam, vers des ports de l'océan Atlantique, ou encore vers Marseille qui sont des destinations logiques.

Pour la plupart des pays de la CEE ONU, l'année 2006 était marquante dans le domaine des exportations. Elle a dépassé de manière significative les moyennes des années 2000-2007, surtout en ce qui concerne l'Union Européenne et les États-Unis. La tendance des pays de la CEI était l'inverse : les exportations n'ont pas atteint la moyenne des années 2000-2007, en revanche l'année 2007 a été plus favorable pour eux que ne l'a été l'année précédente (cf. Fig. 8). Pour les importations, on a pu observer la même tendance – excepté en ce qui concerne le Canada – : les échanges en 2006 étaient plus élevés que la moyenne des années 2000-2007, mais les échanges en 2007 étaient moins élevés que ceux de 2006 (cf. Fig. 8). Afin d'identifier les flux de marchandises, il faut observer les échanges commerciaux entre les pays de la CEE-ONU.

**Figure 8. Croissance du volume du commerce mondial de marchandises, pour certaines régions et économies, 2000-2007, variation annuelle en pourcentage**

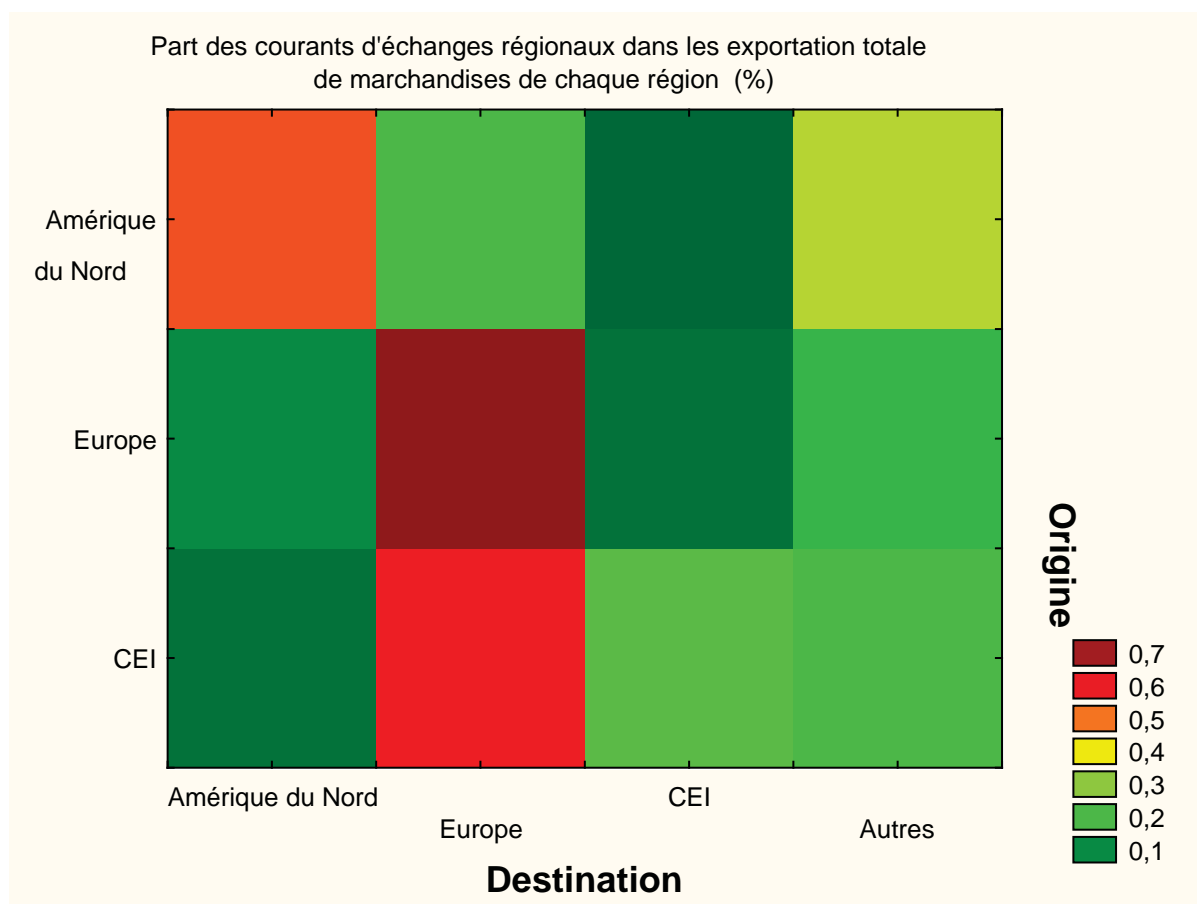


Source des données: OMC/WTO 2008a, p. 9.

On peut voir les proportions des échanges réalisés par des groupes de pays de la CEE-ONU sur la figure 10. Malheureusement, ces relations sont aussi exprimées en dollars US et non en volume de transport. Malgré cela, on peut constater quelques liaisons plus importantes. Les pourcentages sont calculés pour les exportations réalisées par différents groupes de pays. D'après ces pourcentages, la proportion des échanges internes dans l'exportation de l'Union Européenne est de 73,5% (cf. Fig. 9). Avec la suppression des frontières et des douanes et la fondation du marché unifié, on peut s'interroger sur la signification du transport international dans l'Union Européenne. La réglementation est la même pour tous les pays Membres, mais différente pour les pays non-membres de l'UE. Les échanges internes en Amérique du Nord cette année ont dépassé les 50%, mais ses exportations vers les pays de la CEI n'étaient que de 0,7%. Par ailleurs, les exportations des pays de la CEI vers l'Amérique du Nord étaient à peu près de 5%, les échanges intra CEI étaient approximativement de 20%, les exportations des pays de la CEI étaient de 56,3% vers l'Union Européenne, et en sens inverse les exportations n'étaient que de 3,3%. Ces données sont très importantes pour l'entretien des réseaux de transport et donnent des informations très utiles.

Dans l'Union Européenne à 27, le taux de croissance des exportations et des importations a baissé « brutalement » en 2007 par rapport à 2006. Dans l'Union Européenne, on peut distinguer trois différents groupes sur la base du rendement commercial : l'UE-10 (les nouveaux pays Membres, sans la Bulgarie et la Roumanie) dont les échanges commerciaux ont augmenté de 10%, le deuxième groupe (Allemagne, Autriche, Belgique, Pays-Bas) dont les échanges ont connu une hausse de 5% tandis que l'activité du commerce extérieur du troisième groupe (Espagne, France, Irlande) était stagnante. (WTO\_H\_Geneva, 2008).

Figure 9.



En 2007, grâce aux prix favorables des matières premières, les pays de la CEI étaient bénéficiaires : les exportations de ces pays ont augmenté de presque 20% et leurs importations de 34%. Ainsi le pourcentage des pays de la CEI dans le commerce mondial était le plus élevé depuis 1990.

Le taux de croissance des importations des Etats-Unis a baissé de manière significative entre 2006 et 2007, mais celui des exportations moins sensiblement. Il très important de noter que les importations des Etats-Unis en provenance de Chine en 2007 ont devancé celles du Canada. La Chine est donc devenue le partenaire le plus important des Etats-Unis pour les importations. (WTO\_H\_Geneva, 2008)

Pour revenir à la question du facteur temps, il faut souligner que le but de l'économie de temps, dans le commerce et dans l'industrie, correspond au raccourcissement du temps de livraison, à la réduction des frais de magasinage et à l'accélération des nouveaux produits lancés sur le marché. Cette tendance est actionnée par des forces motrices qui peuvent donner la possibilité d'accélérer le flux de marchandises. Dans ce cas, l'industrie, le commerce et le transport se lient étroitement les uns aux autres.

Avec le JIT (« Just In Time »), on peut calculer le flux de marchandises pour une certaine période ainsi que la cadence. La concentration des livraisons amène ainsi à la réduction significative du volume de circulation de marchandises et des frais de transport. On peut mentionner ici que la logistique inverse gère le retour des marchandises superflues dans la chaîne d'approvisionnement. Ces forces motrices sont l'augmentation de l'attention prêtée aux aspects de protection environnementale et aux sources de force étroites, et la satisfaction massive des exigences des clients.

Il est évident que le développement des systèmes de centre-bureau satellite et de déplacement/transformation porte au premier plan le transport routier, ainsi que des solutions intermodales combinant les différents modes de transports (chemins de fer, navigation) qui sont capables de transporter des marchandises de manière rentable à longue distance et à grand volume. Les chemins de fer et la navigation joueront un rôle important dans le transport international et/ou à longue distance des articles de grande consommation. Mais quels sont les réseaux à travers lesquels s'effectue le transport terrestre entre les pays de la CEE-ONU?

## 6. Réseaux de transport et logistique dans les pays de la CEE-ONU

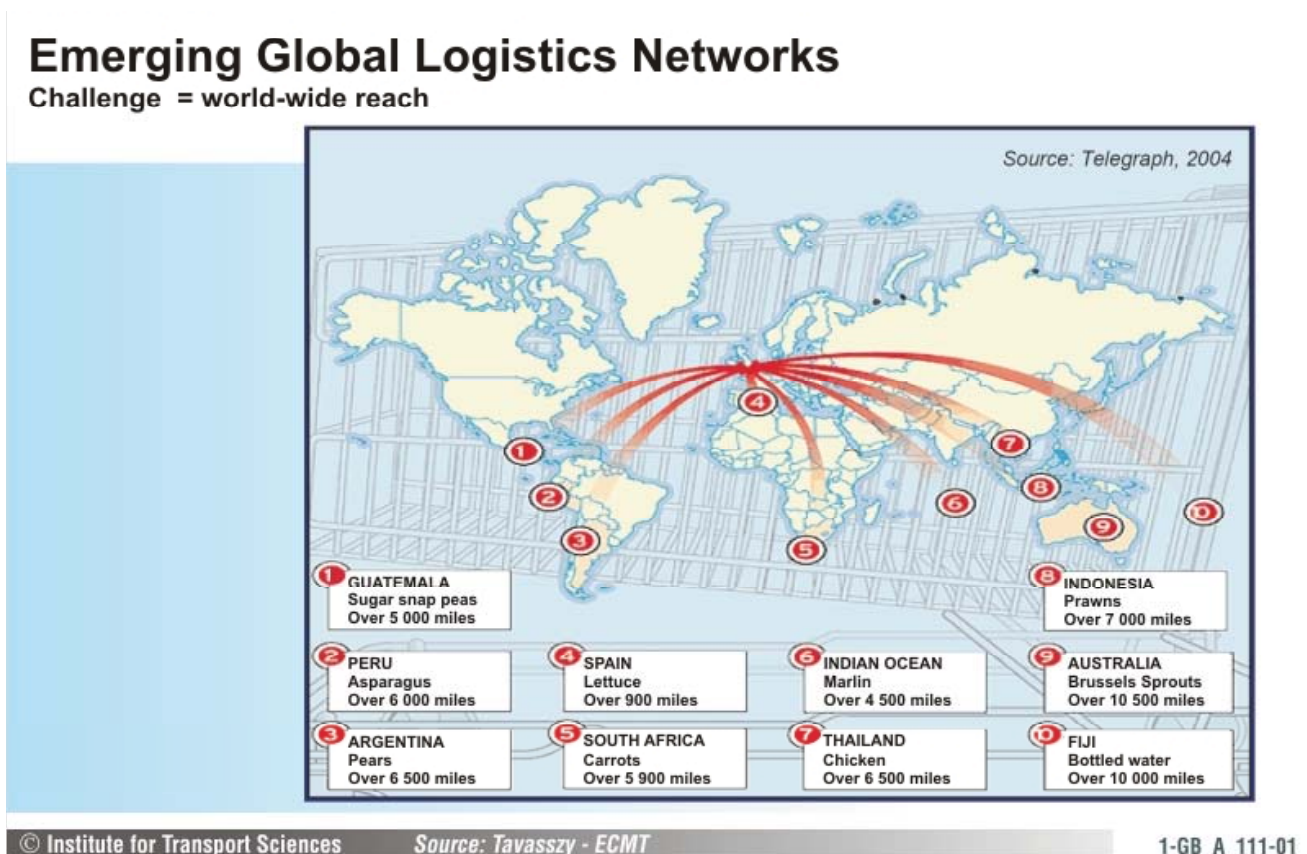
Dans une situation idéale, les couloirs de transport coïncident avec les principaux flux de marchandises. Mais bien sûr ce n'est pas une découverte récente, car on connaît de tels itinéraires depuis l'Antiquité : la route de la soie (depuis la Chine), la route des épices (de l'Inde) et la route du laurier (de la Baltique) vers l'Empire Romain. De nos jours, il existe de nouveaux réseaux logistiques, illustrés par la figure 10. Le réseau possède un effet stimulant sur l'économie. Cet effet vient du profit tiré par les participants qui sont membres d'un système utilisé par beaucoup de clients. C'est un attachement positif qui met en mouvement des processus auto-excitateurs amenant à la croissance de grands réseaux à plusieurs acteurs. Pour les entreprises, cela signifie – bien que les frais d'acquisition des nouveaux clients soient élevés – qu'en dépassant une masse critique, la rentabilité augmente de plus en plus vite. En même temps, le nombre de nouveaux clients peut aboutir au renforcement des efforts monopolistiques et au processus de concentration dans les secteurs touchés.

La plupart des transports entre l'Europe et l'Amérique du Nord, ou bien entre les pays de la CEI et l'Amérique du Nord, s'effectue par voie maritime, c'est pourquoi ces transports ne font pas partie de notre examen. Attardons-nous un instant sur les réseaux de transport de marchandises entre l'Europe et l'Asie de l'Est. Comme on peut le voir sur la carte ci-jointe (cf. Fig. 11), le temps de transport maritime entre la Corée du Sud et l'Europe (via le canal de Suez) est de 35 jours. En empruntant les chemins de fer via l'Asie Centrale, il est de 15 jours. Via la Fédération de Russie (sur les voies transsibériennes), il est de 19 jours, soit presque moitié moins de temps que le transport maritime. Naturellement, on peut combiner les réseaux ci-dessus mentionnés, et si le rôle d'un des réseaux augmente à l'avenir, il est évident que les conditions de ce réseau seront plus développées.

A l'avenir, les changements du transport de marchandises peuvent se dérouler selon trois scénarios totalement différents. (Fleischer, 2007b)

*A/ La valeur du facteur temps augmentera et par conséquent le rôle de la relation terrestre aussi, y compris les chemins de fer.* Actuellement 90% du trafic de container - qui représente les deux tiers du trafic total de

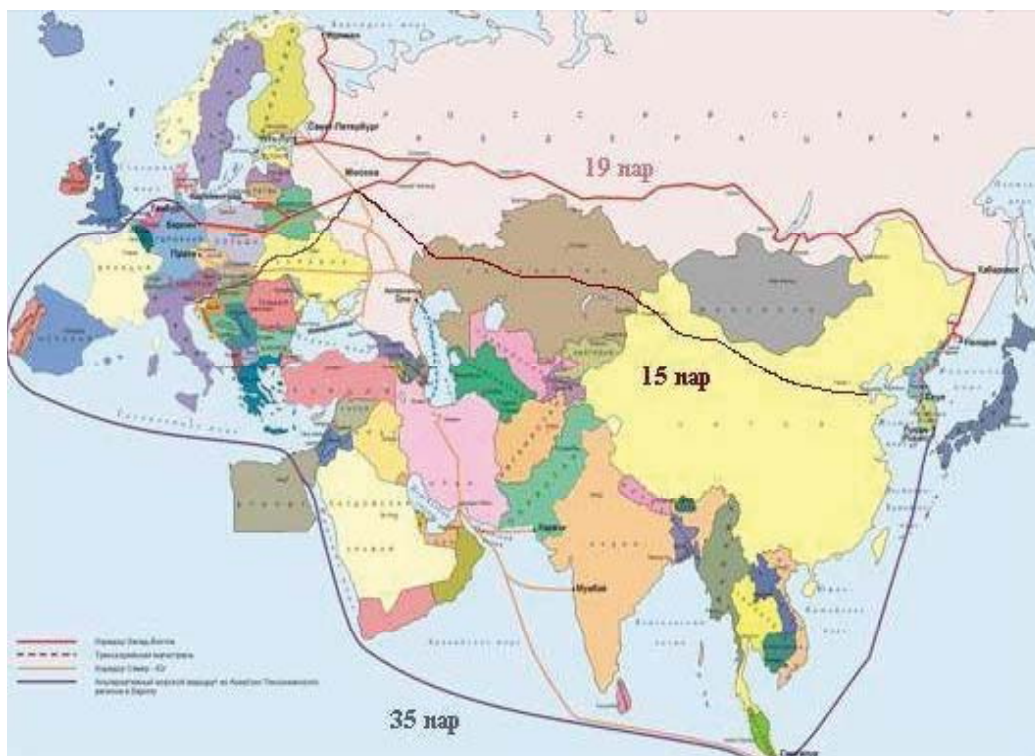
Figure 10. Réseaux logistiques mondiaux émergents



Source: <http://www.kti.hu/downloads/trendek/uj/>

marchandises - est réalisé par voie maritime, ce qui reflète en premier lieu la composition de la structure du passé (articles de grande consommation et bon marché). Mais le spectre des articles montre un élargissement significatif, et à l'avenir, on peut s'attendre à un déplacement des structures vers les articles à grande valeur. Pour les articles à grande valeur, un stock d'approvisionnement de 30-40 jours empruntant la voie maritime signifie une perte croissante, et on peut supposer que les besoins de transport par chemins de fer, demandant moins de temps, augmenteront. Dans ce cas, on peut compter sur la revalorisation des corridors transsibériens et sur celui de l'Asie Mineure (y compris le Kazakhstan), mais la relation équilibrée russo-chinoise joue un rôle très important. Si à l'avenir ce scénario se réalise, les chemins de fer pourront logiquement occuper une meilleure place dans les transports au sein de l'Europe.

**Figure 11. Nécessité de temps de transport entre la Corée du Sud et l'Europe**



Source: PROMIT Seminar, Helsinki, 14 February 2008

B/ Dans le deuxième scénario, **le facteur temps se revalorisera et la navigation maritime sera capable de suivre cette tendance** grâce à sa renaissance. Si avec la régénération de la technologie navigable/combiné, l'itinéraire de la Mer Glaciale Arctique devient une voie praticable pendant plusieurs mois, cela va réorganiser les réseaux de transport de marchandises vers l'Europe et vers l'Amérique du Nord. En toute logique, « la relation russe » (« Russian connection ») devrait jouer un rôle privilégié au sein d'un tel changement.

C/ **Le rôle des facteurs globaux environnementaux sera réévalué.** Les frais de transport, ainsi que les émissions, ne permettront pas la division du travail actuelle. Si la différence entre les dépenses de force humaine commence à diminuer, il en résultera une baisse du profit. Si on trouve qu'une relation est rentable actuellement, elle devra supporter aussi les pertes : elle devra être capable de supporter les frais externes en même temps. Dans ce scénario, le rôle des nouveaux réseaux de transport sera moins important. Le trafic encore très important utilisera donc les réseaux existants, mais dont la qualité aura été améliorée.

En parallèle aux navettes de marchandises, on peut constater qu'il existe d'autres solutions comme la renaissance de la route de la soie ou bien le TRASEKA et l'IKEA Rail. Mais il est peu probable que la croissance permanente du trafic de l'Asie de l'Est promette un tel développement pour tous les modes de transport. On peut supposer qu'avec le changement des structures de production – dans le cas du développement significatif des transports - on aura besoin à l'avenir d'une rationalisation et d'un regroupement structurel qui entraîneront avec eux la revalorisation des relations des chemins de fer. Après avoir pris connaissance de ces faits, on peut supposer que la croissance très importante du commerce et des transports, suivant les tendances actuelles, paraît peu probable. On pourra également compter sur la restauration de la structure de production, ce qui, à long terme, signifie une répartition de la production du commerce mondial qui sera plus régulière et plus équilibrée.

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# Border crossing facilitation work by UNESCWA and its partners in the region

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In view of the considerable challenges faced by the economies in the region of the United Nations Economic and Social Commission for Western Asia (UNESCWA), the low volume of intra-national trade, the reduced level of exports to other States, and the adverse impact of inefficient procedures for international freight flows across borders, UNESCWA is rigorously tackling the subject. Since 1984, the issue of transport and trade facilitation captured the attention of UNESCWA, especially during the past ten years. The primary objective of these efforts is to enhance the international and intraregional trade in the Arab region. This should contribute to the achievement of the Arab regional integration.

In 2000, UNESCWA completed a comprehensive field study on the facilitation of international freight transport in the UNESCWA region. The study focused on five member States, namely, Egypt, Jordan, Lebanon, the Syrian Arab Republic and the United Arab Emirates (Ports and Customs, Dubai), which apply various systems with regard to international trade procedures. The study carried out a detailed survey of the procedures for freight transport across borders in the region, analyzed the obstacles to such trade flows and put forward appropriate recommendations for the facilitation and harmonization of transport and trade procedures and operations in the States of the region. The main operations described were import, export, transit and re-export, including preparatory procedures for trade transactions. The procedures surveyed included sea and land borders. The description identified the documents and forms required, the cost and time needed, and the number of steps and signatures necessary for each transaction. A comparative analysis of the five States was performed. The analysis identified and clarified the roles played in these procedures by the parties involved, namely, the exporter and the importer, customs, the port, the control authorities, agents and service providers.

The following table summarizes the total number of steps and signatures necessary for import procedures and time delays through the main ports of the 5 countries considered in the study in 2000:

The table shows significant variability among the 5 countries in terms of their import procedures. For instance, a typical import transaction in Egypt through Alexandria Port would take 45 steps, 24 signatures, 3 to 10 days, while at Dubai Port it only takes 18 steps, 4 signatures, and 4 to 6 hours.

The study was able to specify the problems and their causes. The major problems of border crossings are the high cost of logistics and procedures, the excessive delays, the illegal practices and corruption, and the lack of

**Table: Import procedures: Steps and Signatures and Clearance time in ESCWA region (2000)**

Ports	Beirut Lebanon	Aqaba Jordan	Lattakia Syria	Alexandria Egypt	Dubai Emirates
Steps					
Agent&Customs	7	5	8	7	2
Agent& Others	7	6	6	8	3
Customs	10	10	13	13	4
Port	5	6	7	6	3
Shipping agent	5	5	5	5	2
Control authority	2	1	2	3	1
Carrier	3	3	2	3	3
<b>Total Steps</b>	<b>39</b>	<b>36</b>	<b>43</b>	<b>45</b>	<b>18</b>
<b>Total Signatures</b>	<b>18</b>	<b>16</b>	<b>24</b>	<b>24</b>	<b>4</b>
<b>Clearance Time</b>	<b>5-7 days red line</b>	<b>4-6 days red line</b>	<b>5-6 days</b>	<b>3-10 days</b>	<b>4-6 hours</b>





predictability of delays and costs. The study identified 25 causes for these problems. The major trade barriers/causes are lack of clarity/transparency of procedures, direct transactions with several employees, numerous manual paperwork and many errors, many control entities with different policies and procedures, lack of coordination among various parties, an average of forty steps and twenty signatures for import, and unclear standards for the valuation of goods.

To overcome these problems and causes, the study reached a set of 10 major practical recommendations including the simplification of procedures; transparency; eradication of unlawful practices; human resource development; automation, the implementation of electronic data interchange and information and communication technologies; institutional coordination and reform; unification of goods valuation and harmonization of tariff structure; formulation of new agreements and accession to existing ones; and the implementation of a multi-modal international transport system. The study also recommended that UNESCWA should play a larger role in all these areas. These recommendations were approved by the UNESCWA Transport Committee and endorsed by the UNESCWA ministerial session.

There is no doubt that all States are currently making serious efforts to apply many of the recommendations and definite improvements have been made in certain areas. The true starting point would be for each State to establish a national transport for trade facilitation committee (NTTFCs). The NTTFCs would bring together all the parties involved, both governmental and non-governmental, and would have the authority to analyse and classify the recommendations, advise all parties to adopt those applicable to them, ensure that they were implemented in a fully integrated and coordinated manner as part of State plans, programmes and budgets, and follow up on the matter.

The UNESCWA Committee on Transport, since its creation in 1997, has provided the legal framework for intergovernmental cooperation and concerted action aimed at the development of an integrated transport system and the facilitation of transport and trade in the region.

The second session of the Committee was held in 2001, when it adopted a set of eleven major practical recommendations aimed at the facilitation of transport and trade in the region. The UNESCWA Transport Committee, at its third session held in 2002, approved the idea of setting up a national transport and trade facilitation committee (NTTFC) in every UNESCWA country. Acting on the Committee's recommendation, ESCWA prepared guidelines on the establishment of the national facilitation committees along the guidelines suggested by the Committee and proposed to the member countries to establish such NTTFCs. The manual for the establishment of the national facilitation committees including the proposed implementation steps was finalized during the fourth session of the Committee on transport in 2003.

In 2003, UNESCWA conducted a study on the economic feasibility to facilitate the exchange of goods through the ports and lands of Jordan, Syria and Lebanon. This study was based on the request of the Ministers of Transport of the three countries. The feasibility study showed that, despite the obvious conservative estimates of results, there are significant economic benefits for each of the three countries to facilitate the exchange of goods across their lands and seaports. The actual benefits would far exceed those estimated in the study. This study is considered the first in the region - and one of the few in depth studies at the international level - which was able to quantify in detail the economic benefits expected as a result of implementing the proposed improvements to facilitate trade on the sub-regional level, as well as assess the extent of variation in the distribution of expected benefits among countries that carry out those improvements.

In the context of capacity-building UN projects in the area of trade facilitation and electronic commerce in the Mediterranean countries, five studies were prepared by UNESCWA in Egypt, Syria, Jordan, Palestine and Lebanon during the period 2004-2005. These studies aimed to identify obstacles to trade and transport across borders. This was followed by a comparative study in 2007. The study proposed a draft action plan for transport and trade facilitation in these respective countries.

### **Strengthening the Cooperation between UNESCWA and UNECE**

The UN Regional Commissions implemented the UN Development Account project on Capacity Building in developing Interregional Transport Linkages. The objective of the Project was to assist member States of the five UN Regional Commissions in strengthening their national capacities for developing land and land- sea interregional transport linkages and to promote interregional cooperation to facilitate interregional trade and tourism. The duration of the project was six years (2002-2007) and its total budget was 1.25 million US dollars.



UNESCWA was designated as the overall coordinator of the project throughout its duration.

The final seminar of the project was held at Abu Dhabi, United Arab Emirates, from 23 to 25 October 2007. The participating 38 countries from UNECE, UNESCAP, UNECA, and UNESCWA encouraged the regional commissions to coordinate their work on transport issues. Regular meetings of the UN regional commissions were considered to be important.

Several ideas for future projects were presented and discussed. The major ideas for future projects that were endorsed by the meeting were: (1) Project on “Inter-regional transport corridors and routes”, and (2) Project on “The maintenance, upgrading and dissemination of GIS maps, database, and application software”.

Recognizing the importance of the Euro-Asian and UNECE/UNESCWA/UNECA transport flows, the UN regional commissions were requested to consider studying the UNESCAP/UNESCWA linkages.

# Crossing African borders - Issues, options and prospects

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Intra-African trade represents less than 10 per cent of Africa's total trade and the continent's share of global trade is below 5 per cent. It is generally acknowledged that the low level of intra-African trade, the slow pace of regional integration in Africa, and the continent's marginalization in the global economy are partly due to issues related to trade facilitation, including delays at border posts which significantly increase the cost of doing business in Africa.

The problem of delays at border posts in Africa is well documented. Waiting for up to 24 hours to cross a border appears to be the norm rather than the exception. In Southern Africa, border delay is estimated at 36 hours at both the South Africa-Zimbabwe border post at Beit-Bridge and the Zimbabwe-Zambia border post at Victoria Falls. Similarly, long transit times have been recorded in Eastern Africa border posts as illustrated in table 1. Delays of up to 32 hours have been experienced in Bukavu in the Democratic Republic of Congo, 30 hours in Malaba in Uganda, and 16 hours in Akanyaru in Burundi.

**Table 1: Transit Times at Border Posts Along the Northern Corridor, 2005**

<b>Border Post</b>	<b>Transit Time (hr)</b>	<b>Border Post</b>	<b>Transit Time (hr)</b>
Malaba (Kenya)	17	Malaba (Uganda)	30
Katuna (Uganda)	18	Gatuna (Rwanda)	12
Mirama (Uganda)	8	Kagitumba (Rwanda)	13
Akanyaru (Rwanda)	4	Akanyaru (Burundi)	16
Gisenyi (Rwanda)	1	Goma (DRC)	16
Ruzizi (Rwanda)	15	Bukavu (DRC)	32

However, not all border posts in the Southern African sub-region experience long delays. For example, delays of less than four hours are experienced at the border post of Namaacha between Swaziland and Mozambique and at Pioneer Gate between Botswana and South Africa. Relatively short delays have also been recorded at some Eastern Africa border posts, including 1 hour at Gisenyi and 4 hours at Akanyaru, both in Rwanda. Similarly, delays of less than 1 hour have been observed at the border post of Dewale between Djibouti and Ethiopia.

Several factors contribute to delays at African borders, including: excessive documentation requirements and outdated procedures; insufficient use of automated systems; lack of transparency, predictability and consistency in customs activities; and lack of co-ordination and co-operation between customs and other government agencies. Other factors that contribute to delays at African borders include: lack of or poor implementation of harmonized customs documentation and procedures, absence or inadequate use of pre-shipment inspection of goods, poor management, and poor infrastructure. Delays for truck drivers, due to the absence of a bridge across the Zambezi River at the border between Botswana and Zambia, illustrates the negative impact of inadequate infrastructure on cross-border trade. Transport operators rely on the use of a ferry with very limited capacity to cross the river, which results in long queues at the border. It has been reported that it could take up to one week to cross this particular border post.

Closely related to these challenges are ineffective working arrangements between adjacent border administrations where different working hours are known to be applied. Moreover, with the exception of a



few countries such as Rwanda, most African countries have not introduced 24 hour service at their border posts. Another challenge worth mentioning is the physical separation of adjacent border posts, sometimes by several kilometers, and the insecurity associated with it. The problem of border delays is compounded by the general lack of service facilities which poses special challenges not only for truck drivers but also for women, especially those involved in cross border trade.

#### **Ongoing Efforts and Prospects of Reducing Delays at African Borders**

Regional Economic Communities (RECs) are at the forefront of efforts to reduce delays at border and improve trade facilitation in general in Africa. The activities being undertaken in that regard include the establishment of joint border posts; setting up of corridor management committees and observatories of abnormal practices; simplification and standardisation of customs and transport rules, regulations and documents; and the introduction of axle load controls. These activities are mostly supported by the Sub-Saharan African Transport Policy Programme (SSATP). RECs also receive support from the United Nations Economic Commission for Africa (UNECA) and other UN agencies, bilateral and multilateral donors, and other international organisations.

A comprehensive review of the NEPAD short-term action plan indicated that pilot one-stop border posts have been introduced at Chirundu (Zambia/Zimbabwe border) and Malaba (Kenya/Uganda border), both in the Common Market for the Eastern and Southern African (COMESA) regions. The United States Agency for International Development (USAID) financed the needs assessment and preparation of the business plan while SSATP provided funding for legal reforms and preparation of an implementation programme for the Malaba border post. In Southern Africa, USAID provided funds for pilot one-stop border post schemes at Mutare and Chirundu and along the Trans Kalahari Corridor, involving Namibia, Botswana and South Africa. Full implementation of one-stop border post facilities is a long-term objective of the Southern Africa Development Community (SADC).

Similarly, in the Eastern African Community (EAC), USAID financed the preparation of a framework for joint utilization of border post infrastructure facilities in 2004. In West Africa, the Japanese Government supported a study to establish the legal status of joint border posts in the Economic Community of West African States (ECOWAS). The West African Economic and Monetary Union (UEMOA) is also working on the establishment of joint border posts at Seme/Krake Plage (Benin/Nigeria border), and Cinkanse (Burkina Faso/Togo border).

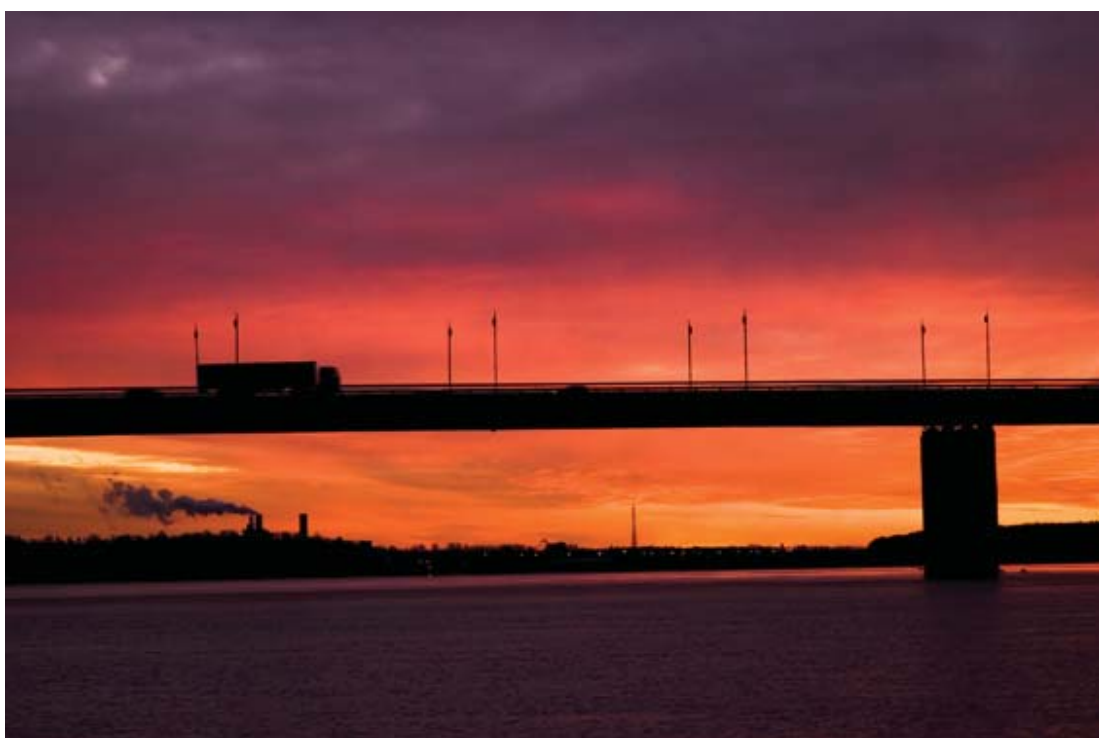
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In addition to one-stop border posts, the implementation of uniform customs documents and transport rules and regulations could reduce delays at borders. COMESA has made considerable progress in that regard and the implementation framework as well as legal and technical instruments for a uniform customs document for COMESA and SADC has been developed.

The REC Transport Coordination Committee (REC-TCC) that became operational in 2005 to coordinate the activities of the regional integration and transport component of SSATP, as well as the broader trade and transport related activities of the programme provides a platform for monitoring progress in the implementation of one-stop border posts in sub-Saharan Africa.

UNECA's contribution to reducing delays at borders has been through its work on transport and trade facilitation undertaken within the framework of the Commission's regular work programme as well as through UN Development Account projects jointly implemented with other UN Regional Commissions. In that regard, UNECA's activities have mostly been in the areas of research, advocacy, and capacity building. Based on its research, UNECA has developed transport facilitation targets and indicators to measure progress towards these targets. African Ministers responsible for transport and infrastructure adopted these targets and indicators, on 6 April 2005, in their Declaration on Transport and the Millennium Development Goals (MDGs). African Heads of State have since approved the targets and indicators. In terms of advocacy and capacity building, UNECA regularly disseminates the findings of its studies to stakeholders through publications, workshops and seminars. UNECA and the African Trade Policy Centre (ATPC), which is a project created by the Commission in 2003 and funded by the Canadian International Development Agency (CIDA), are also involved in the organization of study tours to border posts with the view to providing platforms for sharing of information amongst African countries.

There are new opportunities to strengthen ongoing efforts to improve trade facilitation in Africa in general and to reduce delays at border posts in particular. This includes the Aid for Trade initiative of which trade facilitation is an important component. The Almaty Programme of Action that aims at establishing efficient transit transport systems in landlocked developing countries and their transit neighbours and to galvanize global partnerships to assist these countries, also provides a platform for resource mobilisation on issues related to improving the efficiency of border operations. There is also scope for enhancing collaboration between UN Regional Commissions and this could be through the continuation of joint implementation of UN Development Account projects. Joint activities could be in the areas of research, publications, and exchange of information and experiences through study tours.



# Border crossing facilitation work by UNESCAP and its partners in the region

*Barry Cable, Director, Transport Division, United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)*

Countries in the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) region are making impressive progress in upgrading infrastructure and improving connectivity, particularly on the Asian Highway and Trans-Asian Railway networks. With increasing transport flows through international land border crossings, governments are becoming increasingly aware of the need to address impediments to the smooth movement of goods and people.

Making progress in transport and trade facilitation is now one of the major challenges in the UNESCAP region. Issues to be addressed relate to varying legal requirements in different countries, regulation of traffic rights, as well as the need for closer inter-agency coordination.

In response, the UNESCAP secretariat has been working closely with member and associate member countries in promoting the simplification of procedures and documentation, establishing or strengthening national facilitation coordinating mechanisms and promoting the use of the UNESCAP Time/Cost-Distance Methodology, among other measures, to help enhance the understanding of the impacts of delays at border crossings and the benefits of international transport facilitation.

## **Improving legal frameworks for international transport**

Land transport, by its nature, requires that countries make arrangements for the passage of goods and people across national boundaries. Such arrangements are usually covered by international conventions, subregional agreements and bilateral (trilateral and quadrilateral) agreements.

In some areas of the UNESCAP region the provisions of bilateral and subregional agreements overlap and even conflict with those of international conventions, which hampers facilitation in the region. In other cases, due to a lack of territorial continuity, the full benefits from the international conventions cannot be achieved.

Against this background, UNESCAP resolution 48/11 on road and rail transport modes in relation to facilitation measures was adopted at the forty-eighth session of the Commission on 23 April 1992. It encourages countries in the UNESCAP region to accede to seven major international conventions facilitating transport. At its fifty-sixth session, in 2000, the Commission decided to extend the validity of resolution 48/11, and requested that reports on its implementation be submitted every two years. The main objective was to give an impetus to transport facilitation in the region, pursuing a step-by-step approach in accordance with developments in the transport sector and taking into account the needs of the member countries. The status of accession by UNESCAP members to these conventions is reflected in the annexed table.

Subregional transport facilitation agreements are vital to eliminating non-physical barriers to cross-border trade and transport and facilitating efficient movement of vehicles, goods and people at international transit points. To this end, the UNESCAP secretariat, with the Asian Development Bank (ADB), has been supporting the Shanghai Cooperation Organization (SCO) member States, namely, China, Kazakhstan, Kyrgyzstan, Russian Federation, Tajikistan, Uzbekistan, in the development and negotiation of an intergovernmental agreement to better facilitate international road transport. The main agreement was adopted during the 8th negotiating meeting held in Issyk-Kul, Kyrgyzstan. The UNESCAP secretariat will provide further assistance in the negotiation of Annexes to this agreement.

The secretariat is also providing technical assistance to the Greater Mekong Subregion (GMS) countries in the negotiation and implementation of Annexes and Protocols to the Agreement for the Facilitation of the Cross-Border Transport of Goods and People in the GMS initiated and supported by the ADB. Activities undertaken included the studies on pricing of Customs guarantee documents for the East-West Economic Corridor and the North-South Economic Corridor in 2007 and 2008, and assistance in preparing for the implementation of the agreement.



### **Simplifying procedures and documentation**

While countries in the UNESCAP region have implemented reforms aimed at simplifying trade and transport related documentation and procedures, cumbersome paperwork and procedures continue to hamper the smooth movement of goods and people across borders.

The UNESCAP secretariat continues to work with subregional and international organizations and the UNECE to promote best practices in trade and transport facilitation, particularly those developed by the United Nations, amongst member countries. These practices include the use of the UNECE and UN/CEFACT standards and recommendations on the establishment of single-window systems for export and import clearance and trade data harmonization. Specific activities organized by the secretariat included a Regional Workshop on “United Nations Electronic Documents (UNeDocs) for Single window facilities in Asia and the Pacific, in Bangkok in 2007, and seminars on single-window and data harmonization in Azerbaijan, and on electronic trade documents in Kyrgyzstan organized in 2008 in collaboration with UNECE. The new Development Account project launched together with UNECE in 2009 seeks to enhance institutional and human capacities of landlocked and transit LDCs and countries in transition to develop a single-window facility.

### **Establishing or strengthening national facilitation coordinating mechanisms**

For transport and trade facilitation issues to be addressed effectively, a comprehensive and integrated approach is required involving the relevant government ministries and agencies concerned with transport and trade, as well as the private sector.

To provide guidance for member countries, the UNESCAP secretariat published the “Study on National Coordination Mechanisms for Trade and Transport Facilitation in the UNESCAP Region”<sup>1</sup> in 2007 to provide global and regional overviews, good practices and recommendations for establishment or strengthening of national committees for trade/transport facilitation in the region. Following earlier national workshops in Azerbaijan, Georgia, Kyrgyzstan, Kazakhstan, Lao PDR, Mongolia and Tajikistan, the secretariat organized two national workshop-cum-advisory services in Islamabad, Pakistan in August 2007 and Tehran, Islamic Republic of Iran, in October 2007 to assist the countries in strengthening or establishing their national coordination mechanisms. The secretariat also provided advisory services for the committee in Kyrgyzstan and provided information to the committees in the Lao PDR and Mongolia. The advisory services and information provided by the secretariat have helped the countries structure their coordination mechanisms and streamline their facilitation programmes.

### **UNESCAP Time/Cost-Distance Methodology**

For countries in the UNESCAP region, cross-border and transit transport is most heavily constrained by the excessive delays and costs incurred at border crossings. While UNESCAP member countries have become increasingly aware of the need to identify, isolate and address friction points on international routes, they have faced a lack of simple and effective tools.

In response to this need, the secretariat developed the Time/Cost-Distance Methodology, which quantitatively illustrates the time and cost spent in each segment of a route, including border-crossing points, pinpointing the bottlenecks that have to be addressed.

The methodology was initially applied in 2002 to several transit routes in selected landlocked countries in the UNESCAP region. It was later applied to the demonstration runs of container block-trains along the northern corridor of the Trans-Asian Railway. It was further used in projects in collaboration with other organizations. Providing a snapshot of the entire route, the UNESCAP Methodology can be used in conjunction with methodologies that have been developed by other international organizations to analyse the cost and time associated with one particular segment of the transport route, that is, the clearance of goods.

The UNESCAP Time/Cost-Distance Methodology has received wide acceptance among countries and international organizations as an important tool to identify, isolate and address the major bottlenecks impeding smooth and efficient cross-border transport. Many countries in North East Asia, Central Asia and South East Asia have applied the methodology and some international organizations and financing institutions have assisted the member countries in applying the methodology. The methodology has also been promoted

1 <http://www.unescap.org/ttdw/PubsDetail.asp?IDNO=198>

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by the Economic Commission for Africa and the Economic and Social Commission for West Asia. In response

to requests from member countries and other organizations, the secretariat upgraded the Methodology toolkit with more user-friendly analytical functions. The Methodology has now been translated into Arabic, Chinese, French and Russian languages to ease its application in non-English speaking countries. The toolkit has been disseminated to a large number of national organizations and some international organizations and financing institutions, including the World Bank, the ADB and the International Road Transport Union. In parallel with the efforts of improvement of the methodology, the secretariat also undertook training and cooperated with other organizations in its applications. The secretariat provided training and advisory services on practical application of the Methodology in Mongolia in October 2008 and in cooperation with the United Nations Conference on Trade and Development, the secretariat assisted the Lao People's Democratic Republic and Thailand in applying the Methodology to transit routes between the two countries. The secretariat in cooperation with ADB organized a subregional policy workshop in Bangkok in November 2008 for the applications of the methodology to the corridors linking the six Greater Mekong Subregion countries.

### **The way forward**

Many countries in the UNESCAP region are taking initiatives to facilitate cross border and transit transport including those where the secretariat is directly involved in convening negotiation meetings. However, facilitation of movement across land transport borders has not been resolved as effectively as at seaports through, for example, the wide acceptance of the FAL Convention<sup>2</sup> and an exchange of experience between agencies even at the national level could be helpful. For the future, the secretariat will provide opportunities for the national facilitation committees to share experience and enhance their mutual cooperation through regional and subregional meetings.

To help countries further reduce the delays and costs associated with border crossing in the region and identified through the UNESCAP Time/Cost-Distance Methodology, the UNESCAP secretariat will work closely with its sister regional commissions in implementing resolution 48/11, helping countries establish or strengthen their coordinating mechanism and to focus attention and resources on the efficient movement of goods and people across borders.



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<sup>2</sup> Convention on Facilitation of International Maritime Traffic (FAL Convention) was adopted by the International Maritime Organization on 9 April 1965. The Convention's main objectives are to prevent unnecessary delays in maritime traffic, to aid cooperation between Governments, and to secure the highest practicable degree of uniformity in formalities and other procedures.



## Annex

### Status of accession of UNESCAP Regional Members to the international Conventions listed in Commission resolution 48/11, as of Jan 08

Country or area	Convention on Road Traffic (1968)	Convention on Road Signs and Signals (1968)	Customs Convention on the International Transport of Goods under Cover of TIR Carnets (1975)	Customs Convention on the Temporary Importation of Commercial Road Vehicles (1956)	Customs Convention on Containers (1972)	International Convention on the Harmonization of Frontier Controls of Goods (1982)	Convention on the Contract for the International Carriage of Goods by Road (CMR) (1956)
<b>Group I: Mainland Asia</b>							
Afghanistan			x	x			
Armenia	q		q		q	q	q
Azerbaijan	q		q	q	q	q	q
Bangladesh							
Bhutan							
Cambodia				x			
China					x		
Democratic People's Republic of Korea							
Georgia	q	q	q		q	q	q
India		x					
Islamic Republic of Iran	x	x	x				q
Kazakhstan	q	q	q		q	q	q
Kyrgyzstan	q	q	q	q	q	q	q
Lao People's Democratic Republic						q	
Malaysia							
Mongolia	q	q	q			q	q
Myanmar							
Nepal							
Pakistan	x	x					
Republic of Korea	S <sup>1</sup>	S	x		x		
Russian Federation	x	x	x		x	x	x
Singapore				x			
Tajikistan	q	q	q				q
Thailand	S	S					
Turkey			x	q	x	q	q
Turkmenistan	q	q	q				q
Uzbekistan	q	q	q	q	q	q	q
Viet Nam							
<b>Group II: Island countries</b>							
Brunei Darussalam							
Indonesia	S	S	x		x		
Japan							
Maldives							
Philippines	x	x					
Sri Lanka							

Notes: x acceded before adoption of resolution 48/11

q acceded after adoption of resolution 48/11

S signatur

1 The Republic of Korea acceded to the Convention on Road Traffic (1949), while it remains as a signatory of the new version of the convention (1968)

Source: <http://www.unece.org/trans/conventn/legalinst.html>

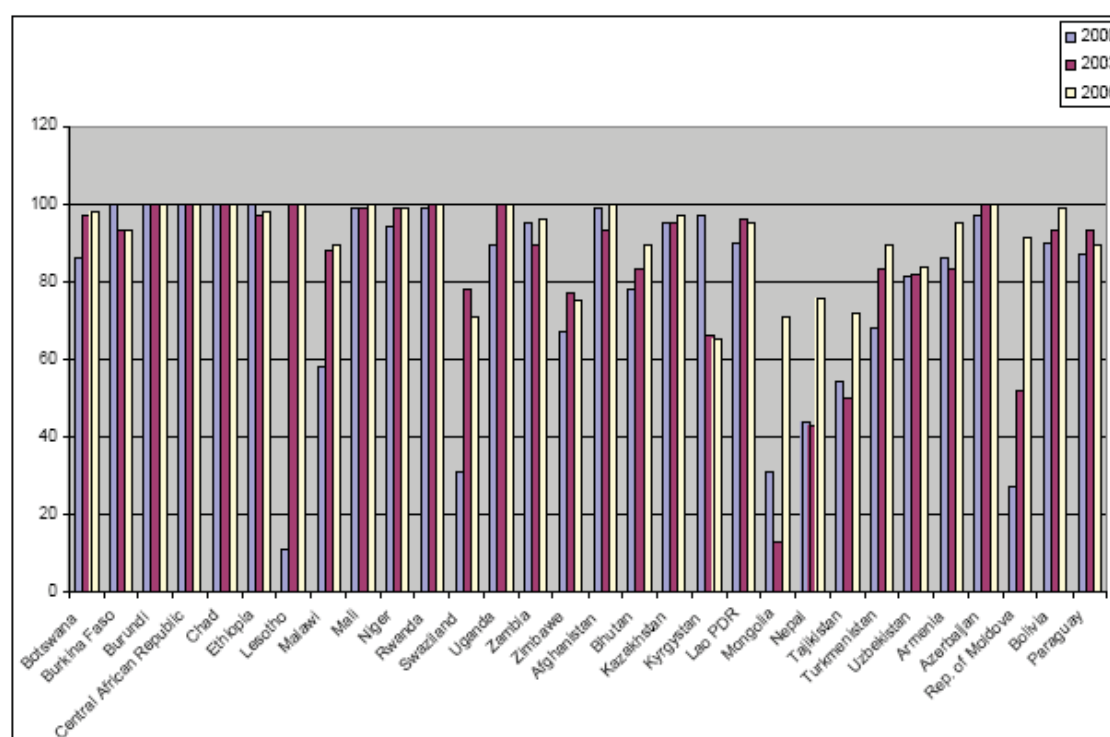
# Landlocked developing countries and trade facilitation

*By Sandagdorj Erdenebileg, Chief, Policy Development, Coordination Monitoring and Reporting Service, Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (UN-ORHLLS)*

There are 31 landlocked developing countries (LLDCs) with a total population of 370 million and an area of 16.3 million km<sup>2</sup>. The majority of these countries are found in the sub-Saharan African (15) and Asian regions (12). Although the difficulties of being landlocked permeate every aspect of the development process, the impact on their external trade has been particularly severe. Long distance, additional border crossings coupled with inadequate transit facilities and cumbersome procedures greatly inflate the trade transaction costs for LLDCs. High international transport costs remain the single most important obstacle to equitable access to global markets by LLDCs and competition with other countries. LLDCs, as a group, generated only 0.61% of world merchandise exports and 0.57% of world merchandise imports for 2006. Physical infrastructure and the availability of reliable and efficient transport and communication services are key factors for why the geographically challenged LLDCs receive a miniscule proportion of international FDI with the exception of a few energy rich nations.

Therefore, LLDCs have to make extra efforts to improve their terms of trade. Since 2003, LLDCs exporters benefited from greater market access initiatives extended by major markets such as the European Union, Japan, China and the United States. As of 2006, more than 91% of exports of landlocked developing countries to developed markets enjoy duty-free access, a significant increase from 70% in 2003. In 2006, the value of exports from landlocked developing countries increased to \$68.4 billion from 32.8 billion in 2003 though this was mainly driven by export increases due to the global oil and gasoline price surge. Azerbaijan, Bolivia, Chad, Kazakhstan, Turkmenistan, and Uzbekistan together accounted for about 60% of total exports in landlocked developing countries.

**Table 1 - Exports from landlocked developing countries to developed economies (by value) admitted free of duty for all products (excluding arms).**



Source: The Millennium Development Goals: Market Access Indicators by ICT, UNCTAD and WTO, indicator 38, [www.mdg-trade.org](http://www.mdg-trade.org).

Inadequate transit transport infrastructure and long distances from major markets remain major factors inflating transit costs and eroding the competitive edge of LLDCs. However, delays caused by non-physical bottlenecks are now considered to be equally important factor. Trade transaction costs faced by LLDCs can be significantly reduced through meaningful trade facilitation measures. Trade facilitation measures are crucial in reducing trade transaction costs relatively quickly and inexpensively by simplifying requirements, harmonizing procedures and documentation, standardizing commercial practices, and regulating the presentation of information. Also, the implementation of a standardized single document guaranteeing recognition across borders, and thus harmonizing and chaining the transit regime has also been recommended. In most instances, the lack of trust between private and public sectors and the concessions to outside interests such as trucking lobbies, have ultimately compromised the system. These measures are crucial in the development of LLDCs as it has the potential to enhance these countries' competitiveness, allowing them to trade goods on time and lowering their transaction costs. The streamlining of procedural and regulatory requirements for international trade transactions are necessary to ease the cumbersome non-physical bottlenecks LLDCs face.

Recently the World Bank carried out important initiatives to quantify the impact of trade facilitation. In particular, the Logistics Performance Index and the Doing Business Report provide very useful insights into the problems confronted by LLDCs in their external trade transactions. The Logistics Performance Index is a composite index based on the performance of countries on a number of trade related logistics indicators, including efficiency of customs, infrastructure efficiency, ease and affordability of arranging international shipments, competence of the local logistics industry, the ability

**Table 2 - Elements of non-physical barriers for trading across borders**

Landlocked Developing Countries							Transit Developing Countries						
	Documents for Export (number)	Time for Export (days)	Cost to Export (US\$ per container)	Documents for Import (number)	Time for Import (days)	Cost to Import (US\$ per container)		Documents for Export (number)	Time for Export (days)	Cost to Export (US\$ per container)	Documents for Import (number)	Time for Import (days)	Cost to Import (US\$ per container)
Afghanistan	12	74	3,000	11	77	2,600	Algeria	8	17	1,248	9	23	1,428
Armenia	7	30	1,746	9	24	1,981	Angola	12	68	2,250	9	62	3,325
Azerbaijan	9	48	3,075	14	56	3,420	Argentina	9	13	1,480	7	18	1,810
Bhutan	8	38	1,210	11	38	2,140	Bangladesh	6	28	970	8	32	1,375
Bolivia	8	19	1,425	7	23	1,747	Benin	7	32	1,237	7	40	1,393
Botswana	6	31	2,508	9	42	3,064	Brazil	8	14	1,240	7	19	1,275
Burkina Faso	11	45	2,132	11	54	3,630	Cambodia	11	22	732	11	30	872
Burundi	9	47	2,147	10	71	3,705	Cameroon	9	27	995	8	33	1,672
Central African Republic	8	57	5,121	18	66	5,074	Chile	6	21	745	7	21	795
Chad	6	78	5,367	9	102	6,020	China	7	21	460	6	24	545
Ethiopia	8	46	2,087	8	42	2,893	Congo, Dem. Rep.	8	46	2,607	9	66	2,483
Kazakhstan	11	89	3,005	13	76	3,055	Cote d'Ivoire	10	23	1,904	9	43	2,437
Kyrgyzstan	13	64	3,000	13	75	3,250	Djibouti	5	19	1,058	5	16	978
Lao People's Democratic Republic	9	50	1,860	10	50	2,040	Eritrea	9	50	1,431	13	60	1,581
Lesotho	6	44	1,549	8	49	1,715	Ghana	6	19				
Macedonia, FYR	6	17	1,315	6	15	1,325	Guinea	7	33	720	9	32	1,191
Malawi	12	45	1,671	10	54	2,550	India	8	17	945	9	20	960
Mali	9	38	2,012	11	42	2,902	Iran, Islamic Rep.	8	26	1,011	10	42	1,656
Moldova, Republic	6	32	1,775	7	35	1,895	Kenya	9	29	2,055	8	26	2,190
Mongolia	8	49	2,131	8	49	2,274	Mozambique	8	26	1,200	10	32	1,475
Nepal	9	41	1,764	10	35	1,900	Myanmar	...	...	...	...	...	...
Niger	8	59	3,545	10	64	3,545	Namibia	11	29	1,686	9	24	1,813
Paraguay	9	35	915	10	33	1,200	Nigeria	10	25	1,179	9	42	1,306
Rwanda	9	42	3,275	10	42	5,070	Pakistan	9	24	611	8	18	680
Swaziland	9	21	2,184	11	33	2,249	Peru	7	24	875	8	25	895
Tajikistan	10	82	3,150	10	83	4,550	Senegal	6	14	1,078	5	18	1,920
Uganda	6	39	3,090	7	37	3,290	South Africa	8	30	1,445	9	35	1,721
Uzbekistan	7	80	3,100	11	104	4,600	Tanzania	5	24	1,262	7	31	1,475
Zambia	6	53	2,664	9	64	3,335	Thailand	4	14	625	3	13	795
Zimbabwe	7	53	2,678	9	73	3,999	Togo	6	24	940	8	29	963

Source: World Bank, Doing Business Report 2008

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to track and trace international shipments and the timeliness of shipments in reaching destinations for about 150 countries. For each region other than Europe the logistics performance of coastal countries is noticeably better than landlocked countries. European landlocked countries are not at a disadvantage thanks to the existence of smooth transit systems through their coastal neighbours and the short distance from major markets. The difference between landlocked and transit countries is significant for Asia and Africa. At the same time, the Doing Business Report provides for the specific numbers in terms of documentation, delays and transport costs. According to the World Bank Doing Business Report, the bottom 10 countries of the 178 countries ranked by difficulties for trading are all landlocked developing countries. The following table details elements for trade efficiency differences between landlocked developing countries and transit developing countries. The disadvantages faced by landlocked developing countries is particularly noticeable in the Central Asian region, particularly when it comes to the cost to import and export, and the number of documents needed for trade.

According to the World Bank report, Doing Business, the cost of customs procedures and transport represents the single greatest cost in external trade and is higher than the import tariffs for goods from landlocked developing countries. Red tape is estimated to cost nearly 10 per cent of the value of exports in developing countries. Each additional day in transport delays costs 0.5 per cent of cargo value for goods transported by ship or rail. Only a quarter of the total delays are attributable to poor physical infrastructure.

In Africa the cost of delays is four times the tariff payments that African exporters face. Often goods are delayed because of numerous roadblocks and other checkpoints that have proliferated throughout transit corridors with short intervals, implicating additional formal and informal payments. They represent a major loss for the transport economy. Roadblocks are a major problem in Africa, in particular. For example, there are 69 checkpoints on the 992 km route from Lagos to Abidjan, 20 checkpoints on the 337 km route from Niamey to Ouagadougou, 34 checkpoints on the 989 km route from Lomé to Ouagadougou, 34 checkpoints on the 1,036 km route from Cotonou to Niamey and 37 checkpoints on the 1,122 km route from Abidjan to Ouagadougou.

Documentation requirements often lack transparency and are vastly duplicative, a problem often compounded by a lack of cooperation between traders and official agencies. The table above compiled from the 2008 World Bank Doing Business Report clearly illustrates landlocked developing countries perform poorly in terms of time spent and the number of documents needed for importing and exporting compared to their transit neighbours. The table clearly shows that the Central Asian landlocked countries are among the bottom ranking counties in these categories.

Since the trade of a landlocked developing country must inescapably go through the territory of a neighbouring country, regional cooperation in transit transport and trade promotion is of foremost importance if LLDCs are to progress economically. Far from being a zero sum gain, such collaboration would be of mutual benefit. Regional transit regimes have been recognized as beneficial, especially to the LLDCs trade performance. They require cooperative efforts between national institutions and private operators, yet progress has been slow due to the lack of capacity in implementing the transit regime, and due to the wide range of institutions whose cooperation is required. Reducing institutional interference and simplifying procedures can be achieved, but only if the countries involved display greater commitment to the international, regional, and bilateral agreements pertaining to this issue.

Successful negotiation of the WTO articles on trade facilitation would give binding principles. In particular, the WTO's article V relating to trade facilitation negotiations would greatly benefit LLDCs as the objectives of this article is to allow for the freedom of transit through the territory of each member of WTO for transport to or from the territory of other members. To achieve this freedom, article V prescribes two main obligations. Firstly, that members do not hinder traffic in transit by imposing unnecessary delays or restrictions by imposing unreasonable charges; and secondly, to accord a most favored treatment to transition goods of all members. WTO negotiations also attempt to enhance technical assistance and capacity building in the area of trade facilitation and to improve effective cooperation in custom compliance issues.

The United Nations long recognized the need for support to LLDCs. A little over fifty years ago the General Assembly in its resolution 1029 (XI) recognized "the need of landlocked countries for adequate transit facilities in promoting international trade". At that time, in 1957, landlocked countries were few in number. Today, given the large number of landlocked countries and their transit neighbours encompassing all continents of the world, except Australia, transit problems cannot be swept under the carpet. Following the adoption of the Millennium Declaration which called for a global partnership to address the special needs of landlocked developing countries, the United Nations convened an international conference at the ministerial level on transit transport cooperation in August 2003 in



Almaty, Kazakhstan. The Conference adopted the Almaty Programme of Action: Addressing the Special Needs of Landlocked Developing Countries within a New Global Framework for Transit Transport Cooperation for Landlocked and Transit Developing Countries.

The over-arching goal of the Almaty Programme of Action is to forge partnerships to overcome the special problems of landlocked developing countries caused by their lack of territorial access to the sea and their remoteness and isolation from world markets. The Almaty Programme of Action recognized the direct link between transport, international trade, and economic growth and identified specific actions in five priority areas, namely fundamental transit policy issues; infrastructure development and maintenance; international trade and trade facilitation; international support measures; and implementation and review, to establish efficient transit systems. The adoption of the Almaty Programme of Action was an important milestone to bring the transit issues of LLDCs high on the international development agenda.

Over the past five years, landlocked and transit developing countries with the support of their development partners made tangible progress in implementing the specific actions agreed upon in the Almaty Programme of Action. Landlocked and transit developing countries in Africa, Asia and Latin America have moved the transit transport issue higher on the priority list of their development agenda. The Almaty process provided a sound framework for a win-win solution to transit transport issues for both the landlocked and transit developing countries. They strengthened their policy reform efforts, while development partners provided increased development assistance. The international community came to recognize that high transit transport costs represent a more important barrier than most favoured nation tariffs for landlocked developing countries. The Secretary-General in his report to the High-level Meeting of the General Assembly on the Midterm Review of the Almaty Programme of Action mentioned that the most striking feature of the progress towards the implementation of the Almaty Programme of Action since 2003 was the across the board recognition of the special needs of landlocked developing countries and the much stronger engagement of development partners with respect to transport infrastructure development and trade facilitation, as well as aid, debt relief and market access. Multilateral and development institutions and regional organizations allocated much greater attention and resources to the establishment of efficient transit systems. The Secretary-General of the United Nations submits annual progress report on the implementation of the Almaty Programme to the General Assembly. In October of last year, the General Assembly convened a high level meeting on the midterm review of the Almaty Programme of Action. The midterm review adopted a ministerial declaration which contains specific deliverables and action oriented measures aimed at accelerating the implementation of the Programme.

Today's reality of interdependence between States means that the disadvantages of landlockedness can only be mitigated through the efforts of the international community as a whole. As Mr. Ban Ki-moon, the Secretary-General of the United Nations mentioned in his opening statement at the General Assembly Midterm Review "We have an obligation to see through our commitment to ensure the achievement of the Millennium Development Goals in all countries. For the 31 Landlocked Developing Countries, the full and timely implementation of the Almaty Programme of Action is a crucial first step in fulfilling that commitment."

# UNCTAD: the short history of a partner in opening borders

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For the past four decades, the United Nations Conference on Trade and Development (UNCTAD) has played a central role in the implementation of trade facilitation solutions aimed at opening borders and lifting obstacles for international trade in developing countries. In doing so, it has, since the very first instance worked as a partner and, today more than ever, remains a reliable associate in the international effort to create better and simpler ways to trade.

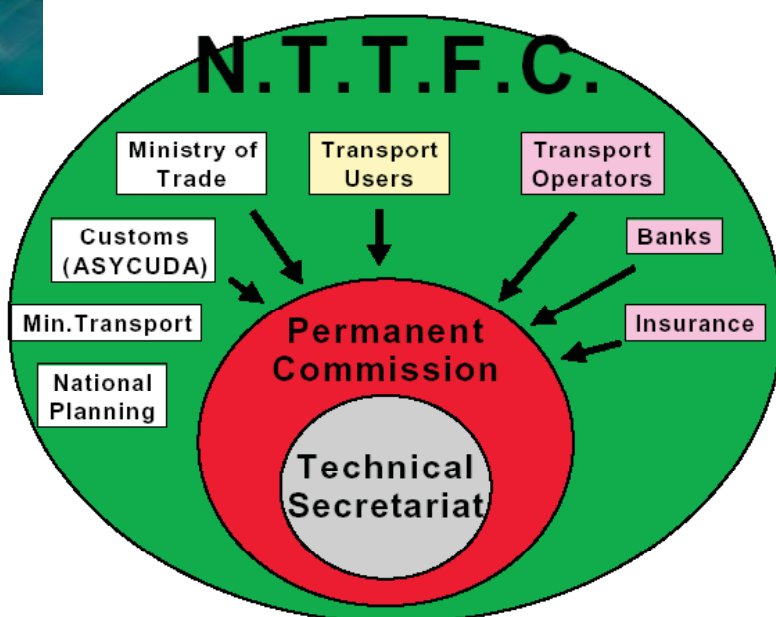
When the Special Programme on Trade Facilitation, better known under the acronym of FALPRO, was created in UNCTAD in the early 1970s, it was meant to act as a subsidiary for developing countries of the UNECE Working Party 4 on the Simplification of International Trade Procedures and Documents (WP.4). The original team of FALPRO consisted of 4 Customs officers from Sweden, France, Norway and Switzerland.

This tiny unit, gathering the required experience and know-how, proved to be very effective in spreading the word of what was then defined as the simplification and harmonization of international trade procedures and documentation. Focussing on the alignment of documents based upon the United Nations Lay-out Key (UNLK), the adoption of international codes, and the creation of National trade Facilitation Committees, the very energetic and passionate team managed in only a few years to launch trade facilitation programmes in more than 70 members of the Group of the 77.

By 1980, the close cooperation between UNCTAD FALPRO and WP.4 had made its recommendations, prepared by and for UNECE Members, well known as best practices in many recently born trading nations. At that time, the crowded conference rooms where WP.4 met twice a year, would see African, Latin American or Asian delegations invited by FALPRO attend hectic debates on standard simpler shipping marks or measures to facilitate maritime transport documents procedures.

UNCTAD FALPRO was very effective between the mid seventies and the mid eighties and made the reputation of UNCTAD in developing countries as a global reference for the implementation of solutions developed by and for developed countries.

In the mid eighties, a separate team of customs and system engineers in UNCTAD had also started the development of a system to collect and process foreign trade statistical data. Such a system was put at the disposal of the primary source of information on trade, where and when the data had to be generated: the customs offices during customs clearance procedures. That system, initially tailor made and meant to specifically serve West African countries, was to become, ten years later, a de facto standard in customs automation information systems. ASYCUDA was born and by the end of the 1980s, FALPRO and the ASYCUDA team were working together and partnering with user countries in implementing trade facilitation solutions based upon international standards and recommendations developed in UNECE and the World Customs Organization (WCO).

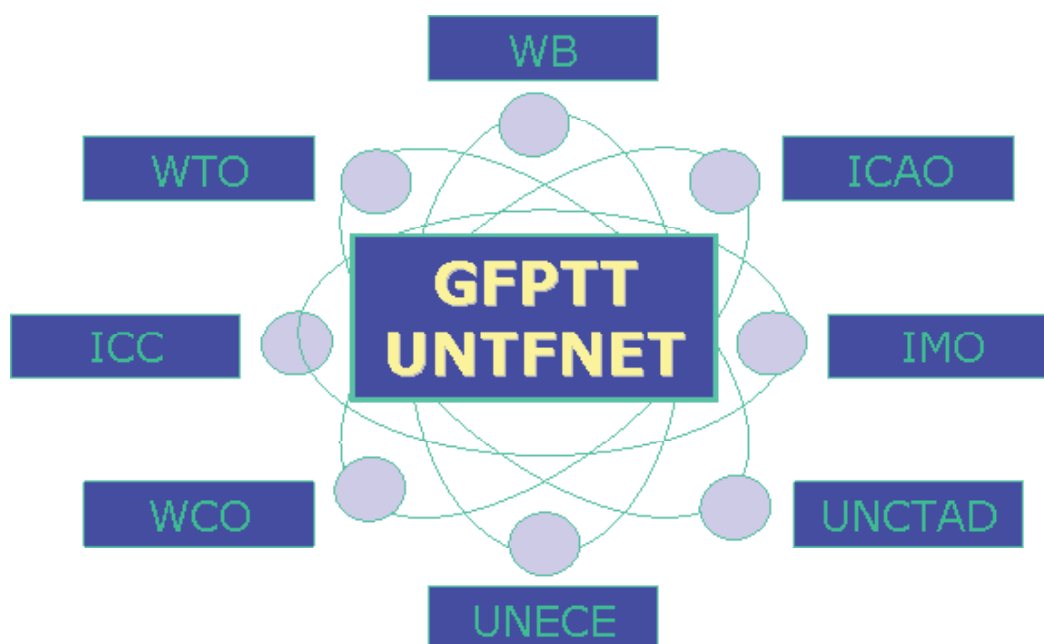


In parallel, UNCTAD also developed a strong expertise in transit procedural obstacles faced by landlocked developing countries. From 1983 to 1986, a team of 8 transport economists, lawyers and customs officers joined efforts to provide intensive technical research, test runs, training sessions and negotiating support, to develop and put in place what is, still today, the most comprehensive institutional, regulatory and operational encompassing solution for an efficient transit transport system: the Northern Transit Corridor Agreement (NCTA) adopted by Kenya, Uganda, Rwanda and Burundi, later joined by the Democratic Republic of Congo. The NCTA remains a model for many regional agreements in other regions of the world.

With the impulse of these successful advances in different fronts: implementation of trade facilitation standards, widespread customs automation, innovative solutions for transit arrangements between landlocked and transit countries, UNCTAD made use of its well established status to go forward with the development of the more embracing concept of trade efficiency and the preparation of the first ever ministerial level global event on trade facilitation. The Global Symposium on Trade Efficiency, held in Columbus, Ohio, USA, in October 1994<sup>1</sup>, gathered 2000 participants including 100 ministers and numerous business partners from all over the world.

Two years later, the first Ministerial Conference of the World Trade Organization (WTO), held in Singapore, decided to incorporate trade facilitation into its agenda as one of the four so-called Singapore issues. In 1998 the WTO global symposium on trade facilitation gave birth to the most intense and fruitful debate on trade facilitation which is still continuing today. The negotiation process in WTO has provided trade facilitation with a high new profile for the benefit of all Members. Another instance for partnership was also born within WTO, with different international agencies engaged in providing technical assistance and capacity building, in the so called group of Annex D organisations brought together by the same name annex of the July Package of the Geneva WTO Ministerial held in 2004. UNCTAD is naturally part of the Annex D organisations together with the World Bank, the OECD, the WCO, and the IMF.

A few years ago, in April 2001, the High-Level Committee on Programmes of the United Nations System Chief Executive Board for Coordination requested UNCTAD to gather all UN agencies dealing with trade facilitation cooperation, including the World Bank and WTO, to build a network for cooperation. In a parallel and almost simultaneous process, the World Bank had launched the Global Facilitation Partnership where both governmental and business sectors were invited to contribute. Naturally, in 2003, the two cooperation schemes joined their efforts to form the now widest network of knowledge on trade and transport facilitation related matters<sup>2</sup>.



1 See [www.un.org/Conferences/trade94/uniste.html](http://www.un.org/Conferences/trade94/uniste.html), see also Staples, Brian Rankin (2002). Trade Facilitation: “Improving the Invisible Infrastructure.” In B. Hoekman, A. Mattoo, and P. English (eds) Development, Trade and the WTO: A Handbook. Washington, D.C.: World Bank.

2 See [www.gfptt.org](http://www.gfptt.org)

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Today UNCTAD continues to open borders through three major actions: its support to the active participation of developing countries to the WTO negotiation process on trade facilitation; through the provision of technical assistance support to the installation and upgrade of ASYCUDA customs automation programmes; and continuous support to design efficient cooperation schemes between landlocked and transit developing countries.

In the context of the multilateral negotiations on trade facilitation, the original mandate adopted by WTO Members in Doha in 2001 seemed to suggest that new rules should take into account - and some would be based on - trade facilitation needs and priorities of the developing countries. In other words, future rules should reflect or adapt to the realities and capacities of some of the least advanced Members. In practice and over time, between 2001 and 2004, the discussions on the modalities and content of the future rules focused more on experiences proven effective, or best practices, brought by some Members, rather than on the difficulties faced by others.

The educational discussion and knowledge spreading process lead slowly but surely to the implicitly shared view that positive and successful national experiences would become the basis for the new consensus. Best practices rather than limited capacities should become the collective benchmark. A list of proposed best practices started to be built and was gradually and generally considered as setting the preliminary scene of the potential measures to be adopted. The 2004 July package and its Annex D confirmed the ambition and positive atmosphere of cooperation developed by multilateral partners in the negotiating room. In such a context, it was only natural that UNCTAD, which had contributed to a better understanding of the opportunities offered by the negotiating process, got involved in supporting the design of an implementation mechanism that would help developing countries take full advantage of the potentially generous provisions provided by the Annex D. Over the past four years, UNCTAD contributed to the work of the Annex D in first understanding the implications of proposed measures, then in assessing the gap, if any, between a compliant capacity and the current situation of the member as regards the measure in question.

Such so called needs assessment processes, led and coordinated by the WTO secretariat and carried out with all Annex D organisations, is only the first stage of an overall more comprehensive exercise which should lead to the design of compliance capacity development plans including, wherever required, external technical assistance and funding.



The implementation of the ASYCUDA programme actually provides a practical strong support to the global trade facilitation discussion stemming from the negotiating process in WTO. This is basically because the system is compliant with many international standards related to trade documents formats, codification of trade data elements and trade data interchange protocols. The ASYCUDA system also provides user countries with the technical capacity to be compliant with such tabled proposals as risk management, advanced lodging of declarations, and post clearance audit schemes.

The introduction of information systems brings positive changes in working methods and, in many cases, results in substantial increases in fiscal revenue collected by customs administrations, but one of its most important impacts in the institutional environment is probably less known.

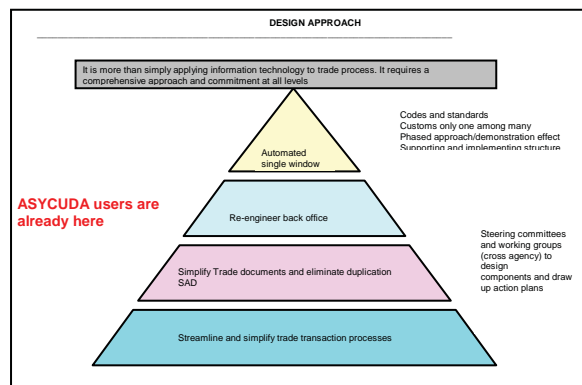
ASYCUDA creates a new relationship between business trading communities and customs. When waiting times are shorter, clearance processes are more transparent. When the rules are better understood and systematically applied, the trade and transport operators can plan better and are more willing to fulfil the formalities as part of their operations. This benefits the whole national foreign trade sector in terms of better insertion into global trade. In other words, borders look more open when crossing them brings no surprise.

ASYCUDA has now gone through four versions, the current one, ASYCUDA World, is internet based. UNCTAD has started the development of a Single window based solution that should bring requesting countries two different ways to approach a better integration of public and private sectors in the treatment of international trade procedures. The first is a methodology that will establish a gradual design approach to institutional and technological development. Such a methodology will be made available to all countries, including the non ASYCUDA equipped countries.



A second proposal will be made for administrations already using ASYCUDA and that have, or have not yet, decided to develop a single window solution to monitor international trade.

ASYCUDA, with a base of more than 90 countries, and after 25 years and four versions, remains a de facto standard which covers either in its core applications or through locally added specific software developments, most of the requirements at national level. Regional and international networking ASYCUDA based developments may come in the



future. One of the most obvious applications of such developments, is the one required by international customs transit monitoring systems. UNCTAD is currently involved, through ASYCUDA, and here again with other international partners, in the improvement of transit transport systems, notably in Central Africa. It has also recently concluded an institutional cooperation building project along three pilot transit corridors located in Asia (Vientiane-Bangkok), Africa (Lusaka-Walvis Bay or Transcaprivi corridor) and South America (Asunción-Montevideo).

The project incorporated an innovative approach to creating and operating facilitation clusters along transit corridors. In the three pilot cases, the participants, directly involved in the operation of their respective corridors, showed sound capacity to analyze and solve daily obstacles but also to plan for medium and long term actions. Beyond project completion, some clusters have already secured financing to keep their autonomous operation. An interesting outcome of the project is that, at “corridor level”, operators in transit countries appear to actually drive and take the lead in the improvement of the transit corridor operation. This in a way goes against the common knowledge that transit countries appear little inclined to ease landlocked countries’ transit trade. Another observation shows that informal clusters may find operational solutions and achieve significant improvements.

With its Annex D associates in WTO, through ASYCUDA with its national and regional partners, and, in the context of the implementation of the Almaty Plan of Action, with landlocked and transit developing countries, UNCTAD is committed to remain a reliable partner in the search for open borders and better trade for developing countries.

# Easier trade for micro, small and medium-size enterprises through postal networks

*José Anson, Economic expert, Universal Postal Union (UPU)*

For many years, one of the least addressed challenges in international trade has been the transport and border crossing facilitation of goods produced by micro, small and medium-size enterprises (MSMEs) in the developing world. Often small entrepreneurs in low-income or emerging countries have felt that trade initiatives are meant only for the “big guys” – a very limited number of large exporting or importing firms (Guasch, 2008). It is probably true that trade policymakers in these countries have so far done too little to facilitate trade across borders for these potentially thousands of MSMEs attracted by international markets. As far as low-income UNECE countries are concerned, this can be clearly seen in the number of trade-disabling constraints faced by small businesses in moving goods outside the border, slowing down an already unaffordable transport process before, at or after that border. Table 1 provides a combination of Ease of Doing Business indicators (World Bank, 2008) and Universal Postal Union (UPU) indicators in this regard.

**Table 1 – Disabling trade constraints for MSMEs in low-income UNECE countries**

	Number of documents for exporting	Time needed for exporting (days)	Cost of exporting (USD per container)	Number of documents for importing	Time needed for importing (days)	Cost of importing (USD per container)
Low-income UNECE countries	7.2	30.7	1,707	8.5	32.4	1,893
OECD countries	4.5	10.7	1,069	5.1	11.4	1,133
Countries with "Easy Export" postal system	1.5	3.0	n/a	n/a	n/a	n/a
Convergence effort needed by low-income UNECE to match OECD	37.6 %	65.1 %	37.4 %	39.9 %	64.9 %	40.2 %
Potential improvement for MSMEs in low-income UNECE with "Easy Export" postal system	79.2 %	90.2 %	n/a	n/a	n/a	n/a

*Source: the World Bank (Ease of Doing Business, 2008) and Universal Postal Union (2009)*

As can be seen, small entrepreneurs in low-income UNECE countries have to handle 7.2 documents on average in order to export, and 8.5 to import, while the same process requires 4.5 and 5.1 documents on average respectively in OECD countries. This means a delay of 20 days in the export and import processes according to OECD standards, which already require 10.7 and 11.4 days on average to export and import (up to the completion of full customs clearance). The high administrative costs necessary to handle the documents add up to already sizeable container transport costs, 700 USD higher on average than in OECD countries. For most MSMEs, the export and import processes thus result in untenable costs which prevent them from



accessing international markets. For many MSMEs in low-income UNECE countries, even reducing the number of documents and the cost of a container by more than one third, and delays by almost two thirds, in order to comply with OECD standards, would not be enough to enable their entry into international markets. Yet the issue is crucial because low-income UNECE countries suffer a lack of export diversification, which can have dire macroeconomic consequences, as seen in the current global economic and financial crisis. The situation is not without hope, however. Other countries facing similar problems have found a way to overcome these obstacles. Brazil for example, followed by a number of other Latin American countries, has successfully launched an innovative programme aimed at drastically reducing these trade constraints for their MSMEs: the “Easy Export” (Exporta Fácil) programme, which makes use of postal and express carriers networks. Applied to low-income UNECE countries, the implementation of “Easy Export” postal systems could result in a 79% reduction in the number of documents handled by small entrepreneurs selling abroad, and a 90% decrease in delays occurring before the goods leave the country. Similar programmes could also be introduced for the import process (an “Easy Import” (Importa Fácil) programme for MSMEs has been launched in Brazil).

How do these programmes operate, particularly the Exporta Fácil initiative in Brazil? The idea was to design an alternative exporting process targeting MSMEs that would free them of the two major hurdles noted above: overly complicated and costly export formalities and the lack of access to an affordable means of delivery. The Brazilian postal operator (Correios) has become a key partner in pursuing this new programme, thanks to the capillarity of its network, its ease of access and use (no need to consolidate goods) and the affordability of its range of services. Although other express carriers, which form part of the postal sector as defined by the Brazilian Ministry of Communication, can also access this alternative exporting process for their own customers, Correios deals with a significant share of MSMEs by comparison. Critical to the success of this alternative exporting process was the early involvement of various ministries and agencies, Customs and trade promotion associations. More specifically, the Brazilian government has introduced a simplified export procedure for commercial exports less than 10,000 USD in value, based on a single document – the “Declaration of Simplified Export” (DSE). As shown in Table 1, this form has made it possible to substantially reduce the number of steps in the exporting process, thereby reducing delays considerably. In order to attract as many MSMEs as possible, Correios offered this new procedure throughout its network. Half a decade after the launch of the programme in 2002–2003, Exporta Fácil has already given more than 10,000 MSMEs in Brazil access to export markets – an achievement that no other trade facilitation programme aimed at MSMEs has so far equalled. A similar programme has been successfully developed by the World Bank in Peru and operates in the same way as in Brazil. Guasch (2008) describes the procedure as follows: “an individual or firm needs to take a package to the post office (although pick-up services are also available), which provides free packaging; the sender has to fill out a form (the export declaration) on the Internet which is available at the post office if needed. The post office weighs the package and scans the export declaration form. The user pays the fee for the type of service desired. End of the story.” The only restrictions are weight (up to 30 kg by package) and size (sum of three dimensions cannot exceed three metres). The Universal Postal Union (a United Nations specialized agency) has carried out evaluation studies on these trade initiatives in order to learn from them and compile a list of best practices, with a view to replicating the “Exporta Fácil” (and tomorrow’s Importa Fácil) programmes in other regions of the world, with the support of other multilateral institutions and partners.

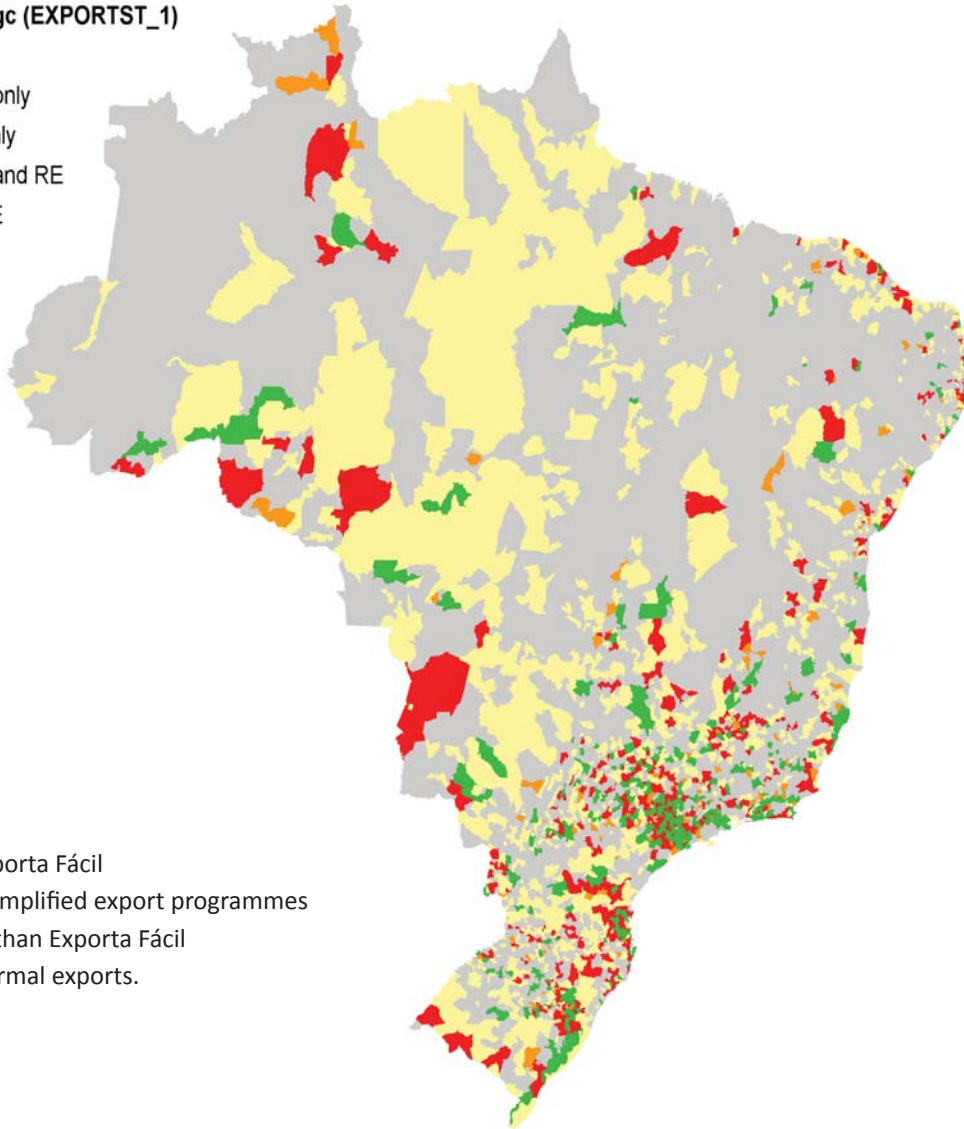
The evaluation exercise conducted by UPU (Ansón and Caron, 2008) has identified the critical elements that can make an “Easy Export” programme using the postal network a success. In Brazil, the Post’s territorial presence has enabled MSMEs in some 400 communities (areas shown in green in the map below) to use the alternative simplified export programme (EF) offered by Correios. Exporters from other communities have been using only the normal export procedure (RE), or have combined the simplified and normal procedures (DSE and RE), often useful for larger firms dealing with spare parts. Nevertheless, leveraging the postal network to allow small entrepreneurs from remote communities to access export markets requires complementary services offered in post offices, ranging from access to payment systems to methods of handling certificates of origin in order to comply with the rules of origin requirements and benefit from a preferential trading arrangement with a partner country. In the latter case, Peru is preparing to digitalize the certificate of origin accessible via the Internet in cases where there is no chamber of commerce within a reasonable distance. Another effective practice in Brazil is the use of mobile trade agents going from one post office to the next encouraging and supporting MSMEs in their efforts to export. The ability provided by the postal network’s capillarity to reach MSMEs in peripheral areas must therefore be reinforced by the provision of appropriate services in post offices or via the Internet. In this connection, the use of e-commerce tools could become critical in the near future, as a joint European Union-Mercosur initiative will soon show.

Figure 1– Map of Brazil's exporting municipalities

### Brazil's exporting municipalities - with EF

55mu1000gc (EXPORTST\_1)

- EF
- DSE only
- RE only
- DSE and RE
- NONE



EF: Exporta Fácil  
DSE: simplified export programmes  
other than Exporta Fácil  
RE: normal exports.

Source: Universal Postal Union, 2008

Regardless of the exporter's geographical origin, Correios' Exporta Fácil programme has attracted mainly small entrepreneurs exporting a small number of shipments compared with other express carriers' customers. The fact that Exporta Fácil is used to exporting a relatively small number of comparatively low-valued exports can be seen as a justification of Exporta Fácil's very existence: one way the postal operator's vast network is going to help develop trade is by meeting the needs of very small exporters in relatively poorer and less service-oriented municipalities. These exporters often start out by sending very low-valued articles, and the postal network seems to be the most suitable for meeting their needs. As such, it appears that the market failure which Exporta Fácil is effectively countering is the lack of affordable shipping for very low-valued articles. The service is used by customers who will export only a few packages a year on average, and are therefore less attractive to private carriers. Nonetheless, these small exporting entrepreneurs could potentially play a crucial role in the creation of new exporting activity. Many of them must try to export so that a few can survive in international markets – a classic result in international trade (Besedes and Prusa, 2006). Attempts to export using the normal export process are too costly for them, however. Indeed, econometric evidence indicated in the evaluation suggests that these small entrepreneurs would probably not have exported otherwise. Nevertheless, the continuing success of Exporta Fácil relies on the attraction of a steady flow of

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new exporters. This is why information about the existence of the programme has become critical, in Brazil and in Peru, to achieving a sustainable increase in access to international markets for MSMEs. Advertising for these innovative programmes cannot be neglected either.

Can this experience be replicated in low-income UNECE countries? Many similarities with Latin America regarding trade obstacles were found. While any project must be adapted to local conditions, the quality of service of postal operators in many low-income UNECE countries (as measured by the UPU) has reached a promising level, which should facilitate the implementation of “Easy Export” programmes using postal networks. Furthermore, post offices in these countries appear to offer a growing number of potential complementary services that will help “Easy Export” programmes become regional success stories.

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# Challenges and opportunities of international road transport on the Eurasian landmass


*Martin Marmy, Secretary General, International Road Transport Union (IRU)*

The IRU was created in 1948, one year after the creation of UNECE, in order to assist in the development and implementation of the key UN multilateral trade and road transport facilitation instruments, which permitted the reconstruction of war-torn Europe. It was the intent of the IRU's founding fathers, as it remains ours today, to be a credible organisation to work in a true public-private partnership to achieve our common economic, social and environmental objectives. Indeed, the IRU's relationship with UNECE is one of the first examples of a genuine private-public partnership, as the IRU has been the implementing partner of the TIR System since its inception in 1949, predating the 1959 Convention itself.

Road transport is just over 100 years old. International road transport, on the other hand, began only after the Second World War, 60 years ago! Despite this short history, but maybe due to the energy of youth, 60 years down the road, trucks have not only become the main drivers of trade around the world, but also the most efficient engine of economic and social progress everywhere.

Since 1948, and through its current international network of 180 Members in 74 countries, the IRU has been promoting the interests of millions of freight transport operators while interconnecting every business to all the main markets around the world.

The role of the IRU, by working together with all of its dedicated Members, with the trade community and with governments, is much broader than merely promoting the interests of the road transport industry. Rather, it is the IRU's statutory obligation to act in the interest of society as a whole, fully aware of the sector's irreplaceable role in uniting mankind and in better redistributing wealth. This is ensured through its unique,



high quality, flexible and irreplaceable door-to-door transport services or as one of the most efficient and true partners of co-modality.

Trade brings nations closer, fostering greater understanding and hence peace. We must therefore work together to eliminate ever-increasing paper walls and minimise bureaucratic barriers. We must work in concert to allow the free transit and free movement of goods and, moreover, of the road vehicles and drivers that carry them, pursuant to the principle of freedom of movement already enshrined in numerous multilateral and bilateral agreements and conventions.

Today, as a result of globalisation, the collapse of communism in the former Soviet Union and China's and India's shift to a market economy, roughly another 1.5 billion new workers have entered the global economic labour force, almost doubling the number we would have had if China, India and the Soviet empire had not joined the current globalisation process.

However, despite this major change, governments are regrettably doing very little to put in place the necessary accompanying measures concerning the changing production processes and the resulting new trade and logistics patterns. Therefore, it is vital for all actors involved in trade, transport and logistics to respond immediately and efficiently to the fundamental shift and changes taking place in the way people are doing business.

For example, having a cup of coffee at a café in Geneva, at the current market price, requires the collaborative efforts of 29 companies from 18 countries. If 29 companies are required to produce a cup of coffee, one can easily imagine what is required in terms of transport and logistics to produce something more complex like a computer or a DVD player! To produce a car, for example, requires 10,000 suppliers ... each of which has suppliers! Due to its door-to-door transport services, road transport is the only mode that can interconnect all these new businesses. Due to increasing competition resulting from globalisation, road transport is no longer merely a mode of transport but has today become a vital production tool.

Globalisation, which is the result of the free movement of people, goods and services, means above all undertaking all the activities at the best place, producing the best products, and trading under the best possible economic, social and fiscal conditions. For all these reasons, China has become not only a big market, but the factory of the world. Some 75% of retail goods sold on the main world markets are produced in China and transported mainly by sea container. This development has had a dramatic impact on transportation.

An analysis of the evolution of sea containers in the main ports of the world demonstrates clearly how the explosion of containerisation has concentrated trade to a handful of ports. The 1970s saw the advent of containerisation, which was initially characterised by a high number of ports linked by a high number of small container vessels. Since then, the growth of containerisation has exploded to meet the continuously increasing development of trade fuelled by globalisation.

The 2006 figures showed that 80% of current global trade is concentrated in some 30 ports, creating bottlenecks, congestion and delays, but above all, additional costs and desertification not only of the hinterland, but also of all the landlocked countries! In fact, road transport, due to the high quality of its transport services, is the only mode capable not only of transporting from China to Europe, but above all of interconnecting all the businesses along all the roads from Asia to each of the main world markets, such as Europe, the CIS, the Middle East, and even the USA, through the Black Sea.

However, globalisation does not necessarily mean transport over long distances. But you do need the possibility of an end to end journey, like an electrical wire, to permit the development of trade and the interconnection of businesses all along those routes. In fact, if it was possible to interconnect all these regions by transporting goods along the ancient Silk Road 700 years ago, why would it not be possible today, with the modern and professional trucking industry?

In this context, the IRU vision and action in the last 15 years has been to facilitate and develop the interconnection of all the regions and businesses along the ancient Silk Road and along all the routes leading from Asia to all the main world markets, and not to transport door-to-door from China to Europe, which will represent less than 1% of all the traffic on this major itinerary. By doing so, road transport irrigates not only the hinterlands of the ports, but all the regions of all countries, ultimately bringing prosperity and peace where governments facilitate road transport.

Taking into account this new development of global trade and transport, governments should recognise the vital and irreplaceable role of road transport. Considering that road transport is the most regulated transport mode, priority should thus be given to further developing, facilitating and securing road transport, which is the motor of the economy.

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This can best be achieved if all governments ratify and implement, in a true public-private partnership and in a harmonised manner, the key trade and road transport facilitation instruments developed by UNECE in the last 60 years, such as the CMR, ADR and TIR Conventions as well as the trade agreements which ensure freedom of transit for goods, vehicles and drivers – a prerequisite if we are to generate employment and allow every country to achieve the objectives of Agenda 21 and of the UN Millennium Goals.

In light of this vision, the IRU welcomed the Resolution of the General Assembly of the United Nations of November 2007 on cooperation between the United Nations and the Eurasian Economic Community which highlights the need to strengthen regional cooperation in such areas as trade and economic development – including transport – and which invites specialised agencies and other organisations to cooperate and develop direct contacts with the Eurasian Economic Community.

Therefore, the IRU's vision of reopening the ancient Silk Road and to interconnect not only Europe to Asia, but Asia with all the main markets of the world, is not only possible, but vital to ensure economic prosperity and peace in every country.

The feasibility of this IRU vision has also been confirmed by the study recently published by the United States Chamber of Commerce on the "Land transport options between Europe and Asia". This study clearly demonstrated that, without spending one additional penny on infrastructure, it is already possible to ship Chinese containers by road with shorter delivery times and competitive transport costs to all the major markets of the world. This study also proved that such new road transport activities can still be dramatically improved, if we pull down the numerous existing obstacles along the Silk Road – resulting mainly from inappropriate procedures rather than a lack of infrastructure as is commonly believed.

To attract governments' attention to barriers to road transport, which are impeding economic development, the Organisation of the Black Sea Economic Cooperation most ably headed by H.E. Ambassador Chrysanthopoulos, that cooperates with the EU, the CIS and Asian countries, in partnership with the IRU, had a Caravan of 12 trucks representing each of the Black Sea States tour the 7,500 km ring road around the Black Sea. It demonstrated that infrastructure is not a barrier to progress in this region. Rather, it is cumbersome and costly bureaucratic procedures!

The IRU has also been requested by UNESCAP to be the implementing partner for the decision taken by its member States to organise a Truck Caravan from Tokyo to Istanbul, to highlight how the 141,000 kilometres of the Asian Highway network of standardised roadways already interconnects the 32 Asian countries and links them to Europe.

However, border waiting times today represent a critical concern for all fleet operators. Border waiting times do not result from increasing traffic nor from the lack of infrastructure, but almost exclusively from inappropriate border-crossing procedures. They can be considered as a litmus test of the level of trade, tourism and road transport facilitation. Too much bureaucracy often hinders border-crossing facilitation, including at EU borders.

The constant increase in waiting times at the EU's external borders, which have grown increasingly in the last decade, are creating dramatic situations. The IRU has voiced its strong concern many times to the relevant EU institutions and national authorities. Unfortunately, however, only few uncoordinated actions have been taken concerning the IRU's initiatives up to this point. It is thus not surprising to note that this important issue, which remains neglected despite its purely technical nature, was treated as a priority during recent governmental meetings between the Presidents and Heads of State of Finland, Estonia, Latvia, Lithuania, Poland and Russia.

Waiting times, which reach 60 to 300 hours at certain border posts between Estonia and Russia, have catastrophic effects, not only for the road transport industry but especially for drivers, local residents and the entire European economy. While the economic losses of this dramatic situation have often been calculated, it is unfortunately necessary to recognise that the personal impact on drivers and border personnel as well as the effects on the environment and nearby populations are being completely ignored.

Control practices are not based on risk management and modern checking technologies. Too many documents are required and red tape permits the extortion of money from drivers for unjustified services. Congested borders thus represent places of high risk with exposure to all types of illegal activity and cost the economy billions of dollars per year.

Yet, the solution is simple. Governments need to implement, on a priority basis, the 1982 UN Convention on the Harmonisation of Frontier Controls of Goods. This includes keeping all those involved in trade and road transport informed of the situation at their respective borders. Here, the IRU has created a web application to satisfy this obligation, known as the IRU Border Waiting Time Observatory (BWTO). This internet tool provides data to decision-makers and facilitates the daily work of drivers and company route planners. According to the



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charts and data published by the IRU's BWTO, these waiting times are creating an intolerably chaotic situation in several EU countries (see [www.iru.org/index/bwt-app](http://www.iru.org/index/bwt-app))

The reduction of waiting times at borders must therefore become a top priority for Governments. They should thus take the decision to furnish data on a daily basis to the IRU's BWTO, which can be expanded to any border crossing in the world subject to waiting times, to respect their obligation as Contracting Parties to the new Annex 8 of the 1982 Convention, which came into force in May 2008.

Finally, in order to effectively reduce border waiting times, the IRU advocates the robust method abbreviated as PMI, i.e. "P" for improving Procedures (e.g. by implementation of the new Annex 8 of the 1982 UN Convention on the Harmonisation of the Frontier Control of Goods), "M" for changing the Mindsets of all actors involved (staff of border control services and their clients) and "I" for enhanced border Infrastructure only as the last and most costly resort.

Only by "working together for a better future" will we achieve our current and future economic, social and environmental goals. Help us to help you!



# Global border crossing issues – an operational perspective

*Amer Z. Durrani and Michel Zarnowiecki with extracts from Barriers To Road Transport And Freight Trade In Wider Central Asia, Discussion Draft, June 15, 2007, William Byrd, Amer Durrani, and Alexander Kitain*

1 Global border crossing issues vary from country to country in their nuances, but generally span across the three realms of trade facilitation: harmonization of laws and regulations; standardization of means; and simplification of procedures. The key to discussing border issues is clarity on the definition of 'border'.

2 What is a 'border'? It is a dividing line or frontier between political or geographic regions. In today's world a country has many borders—in trade and transit, and especially in customs, the notion of border is now increasingly less geographical and more chronological, e.g., the sequence of Customs and other controls affecting goods leaving one country and entering the other country. So the physical borders of a country are now extended to the duty free or 'bonded' areas inside its territory, such as airports, but also warehouses and generally wherever goods under a Customs suspense regime might be stored; which could also include private premises. Even a bilateral digital financial transaction has a 'border', which, in the case of electronic payment of duties and taxes, creates an electronic border. Borders are also increasingly in the country of departure: Cargo shipped to the US in effect, under CSI procedures, is *de facto* under US jurisdiction long before it enters US territory.<sup>1</sup>

3 For the sake of this paper, we will restrict ourselves to the physical land border between two countries. Within that limitation, we will also recognize the distinction between the monitored and the 'green border'. The 'green border' is the interval between the border stations as there is not necessarily a border post/station on every road or on every possible passage across the border.

4 Very few issues are more central or more common when discussing global border crossing issues than the issue of border transshipment—the physical process of goods changing a carrying unit either accompanied or not accompanied by deconsolidation and reconsolidation. There may be many reasons for this. There could be a lack of interoperability of the transport mode, e.g., a different rail gauge or a different trucking regime. There could be a modal interchange, e.g., from rail to road or vice-versa, or from road or rail to river. There could be legal barriers to transit, e.g., absence of transit treaties, or a set of procedures that are outright cumbersome. There could be illegal or informal barriers to transit such as a non-regulated transport cartel controlling right of passage or an outright fear of physical insecurity. There could be an intentional desire to create border markets or use border transshipment as a policy to protect local transport industry (and create jobs trans-loading goods). There could be overarching security considerations (borders between Israel and Jordan and West Bank Gaza). Whatever the reason might be, whether intentional or unintentional, transshipment is under most circumstances uneconomical and adds to costs and delays in moving cargoes across the border. Adding to this, in today's rising insecurity, when transshipment is carried out it is done so under far from ideal conditions, e.g., more often than not customs clearance is not carried out during border transshipment!

5 Following closely in the footsteps of transshipment is the issue of multiplicity of border agencies. In addition to Customs, border security posts and inspections can impose significant costs in terms of delays and demands for bribes. Customs, sanitary inspection, and anti-drug trafficking and border guard officers are usually stationed at the border crossings. As noted in a recent study, "A notable issue in all countries of

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<sup>1</sup> These technical points are important in as far as they affect the country of jurisdiction in the case of legal proceedings.



wider Central Asia is the presence of several inspection and enforcement agencies at the border, who often act in an uncoordinated and highly discretionary manner.”<sup>2</sup> All agencies want to be at the border—this is where the money is! Having a representative at the border ensures (i) funding for the agency and additional staff, (ii) direct collection of fees (safer in some cases when delegated collection does not work well), and (iii) rent-seeking opportunities seen as a reward for loyal officials. What agency does what at the border is linked closely to how that agency interprets the role of the country border in its functioning and not with what the country needs to happen at the border. Attempts at removing all but non-essential agencies (thus only leaving Customs and the border police – Kyrgyz Republic, Russia) have not worked very well, and in the best of cases, other agencies simply re-establish themselves a hundred metres down the road after the border station exit. It would not be so bad if they shared information, captured data in a streamlined and integrated way, and did their checks simultaneously, but this is rarely the case.

Poor border management is the result of multiplicity of border agencies and lack of clarification of their roles—it has implications for the country in the security, financial, and social/administrative dimensions. Simple manifestation of this in trade and transit terms is increases in the formal and informal costs and delays, with the doing business across borders often becoming an insurmountable obstacle.

**Table 1: Customs Procedures and Time Required for Trading Across Borders**

Region Or Economy	Documents for Export (number)	Signatures for Export (number)	Time for Export (days)	Documents for Import (number)	Signatures for Import (number)	Time for Import (days)
Europe & Central Asia	7	10	31	11	15	42
OECD: High income	5	3	12	6	3	14
South Asia	8	12	33	12	24	46
Uzbekistan	..	..	..	18	32	139
Kyrgyz Republic	..	..	..	18	27	127
Afghanistan	..	..	..	10	57	97
Kazakhstan	14	15	93	18	17	87
Iran	11	30	45	11	45	51
India	10	22	36	15	27	43
Pakistan	8	10	33	12	15	39
Russian Federation	8	8	29	8	10	35
Turkey	9	10	20	13	20	25
China	6	7	20	11	8	24
United Arab Emirates	6	3	18	6	3	18

Source: Byrd, William and Martin Raiser, *Economic Cooperation in the Wider Central Asia Region* (World Bank Working Paper No. 75, April 2006), p. 70.

6 Be it the Mexican-American Border or the Afghan-Pakistan border the rising insecurity and conflict in the global environment is affecting trading across borders. The severest and immediate implication of this has been a non-Cartesian attempt at substituting risk management with total control which makes not for a secure environment but definitely for a difficult trade environment. The distrust between countries prevents shared use of equipment or even mutual recognition of findings (e.g., weight tickets, and lorries

2 Byrd and Raiser, *Economic Cooperation in the Wider Central Asia Region*, p. 70.

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## Customs and the border police – an often artificial split

There is a widespread understanding that Customs are in charge of declared goods (because they essentially collect duties on them), and the border police is in charge of passengers – and nearly everything else (because they are *the* enforcement agency). This is wrong, for a number of reasons.

- First, while Customs are responsible for control over goods, goods seldom move on their own. They are transported in vehicles and other conveyances, which are driven by persons;
- Second, passengers also carry dutiable goods, very often in commercial quantities in Central Asia (incidence of border markets);
- Last, the identity, case history, and patterns of activity and behavior of drivers and other travelers is very often a key element of risk management and profiling.

For these reasons, Customs must be involved, in one way or another, in passenger identity screening. This is unfortunately seldom the case, as Customs are not allowed to check passports – a border police prerogative – and can only rely on the (improbable) sharing of data from the border police.

The second understanding is that Customs' role starts and ends at the approved border crossing, and within the territory of a Customs "control area" (which may be a warehouse or Customs clearance facility, and possibly an importer's unloading bay). This rationale has three results:

- Customs are not in control of the border line, where the smuggling takes place, because smuggling is often not defined as a Customs violation detected and prosecuted by Customs, but as a generic criminal offence, which the police, as a law and order agency, are responsible for investigating. As the border police (or any other military organization in charge of the border) are not trained as Customs officers, and have institutionally limited interest in revenue issues, their effectiveness in detecting smuggling is limited, and often marred by corrupt or rent-seeking attitudes – and in any case they would mostly focus on drugs and weapons, and not commercially valuable items which in any case they would not have the ability to detect, identify, and evaluate.
- Sometimes (some border points in Afghanistan) Customs are not even present at the physical border crossing point, and rely on other agencies to report to them goods that have entered the country. This may be due to (i) the location of the Customs clearance facility, which is placed at a distance from the border line, or (ii) the absence of 24/24 operations by Customs. In both cases, not only Customs have limited control over what enters the country, but also they do not have full access to transportation data and intelligence, which would be useful for implementing the risk management policies they are often accused of neglecting.
- As Customs are perceived as having a limited geographical scope of activity, they are usually not allowed to carry out inland checks, while these are indispensable: (i) They are essential in the case of transit, to ensure goods are not diverted; (ii) Random checks on free-practice goods (i.e., those produced locally or circulating within the territory after clearance) often lead to detecting upstream smuggling; (iii) some imported goods benefit from a preferential rate of duty based on their end-use, which needs to be verified, and which Customs are obviously best placed to assess.

It is therefore a paradox that what is known and defined as the "Customs territory" is totally different from the area of activity of Customs.

The third understanding is that the border police are globally in charge of border operations, and have often extended their interpretation of this mandate to include supervision over other agencies, especially Customs.

- In many countries, the law on borders has instituted the border police as the lead agency in charge both of operations and security. This is because in those countries, Customs are not armed, and the border police provide security. This is contrary to best practice in Western countries, where Customs are considered as law enforcement agencies, and provide their own security. In countries where carrying a firearm is a symbol of authority, unarmed officers have no credibility (Afghanistan).
- There are numerous cases where the border police consider it is their mandate to supervise Customs work, according to the principle that Customs are corrupt. This is highly irregular: (i) It is not for an agency to make such a judgment on a sister agency from the same state, even if it may not be totally incorrect; there are other means than inter-agency animosity to deal normally with corruption; (ii) It usually results in the border police disputing Customs decisions on selective examinations based on an untested understanding of what Customs control is about; and (iii) it often results in the border police carrying out – irregularly – duplicate checks after Customs examination, for the sole purpose of detecting what Customs allegedly allowed in.

This tends to demonstrate that there will be no significant improvement in border operations until Customs acquire autonomous powers of control over the border, those who cross it, and goods that travel within the customs territory.

are therefore weighed twice – sometimes with different findings). All this aids the informal and illegal but thwarts the formal and legal trade. Insecurity exacts a toll directly on the trucking industry: shipments can be destroyed or “confiscated”, trucks burned, and drivers put at risk. Perceived insecurity may be an even more important obstacle than actual insecurity.<sup>3</sup> It is likely to deter long-distance trade with other regions; it results in lack of availability of international commercial freight insurance and it probably pushes trade into informal channels. Perceived insecurity as well as risks of terrorism and the drug trade provide a justification for internal checkpoints and security inspections in many countries, as well as other measures like land-mining of borders. The internal police checkpoints and inspections constitute yet another obstacle to the transit and trade but do not necessarily result in any tangible improvement in security.

7 Conflicts and insecurity at borders is often the result of disputed borders. Disputed borders affect the placement of the border infrastructure, in particular Customs houses, as these can only be placed, due to their size, on land which is not disputed. As a result, Customs are away from the border, and may not capture all entering traffic and goods. Conflicts and insecurity at borders also prevents the establishment of co-located facilities, as there is an extra-territoriality issue involved, and accepting location on foreign territory would amount to recognizing the *de facto* border line.

8 Borders can become significant barriers if the country does not facilitate issuance of visas for drivers and traders. It is not unusual to hear that drivers spend longer applying for visas than they do driving. Border populations traditionally living across the border line are often penalised (having to go to the nearest consulate to apply for a visa). This is even worse in enclaved territories, as the people need a visa to go and apply for one in the adjacent country. Visa processing at the border is usually lengthy, sometimes arbitrary, and is essentially a disguised entry fee. A number of countries in Central Asia introduced visa regimes with their neighbors after the dissolution of the Former Soviet Union. Yet multiple-entry visas for truckers are not available or are considered unaffordable, are often of short validity, and are not recognized by other CIS and Central Asian countries. Information for some of the countries, summarized in Table 2, provides an indication of the high cost particularly of multiple-entry visas, especially for non-CIS nationals.

**Table 2: Cost of Visas in Selected WCA Countries (in US dollars)**

Country	For CIS Nationals		For Non-CIS Nationals	
	Single Entry	Multiple Entry	Single Entry	Multiple Entry
Azerbaijan	0	0	40	250
Kazakhstan	Varies	Varies	70	210
Kyrgyz Republic	4	20	35	125
Tajikistan	7–8	60	30–60	150–350
Uzbekistan	4–6	30	60	250

Source: Asian Development Bank, “Central Asia Regional Cooperation in Trade, Transport and Transit” (Paper prepared for the Trade Policy Committee of CAREC).

9 Another compounding factor very common at borders is the lack of coordination of border opening timings on either side of the border. Often this is due to time zone differences, different working hours, or different weekly and annual holidays on either side of the border. Montenegro/Albania, a few years ago, was an example of when hours of opening were not coordinated across the border. An example of issues due to different time zones could be seen at Khorgos on the border between Peoples Republic of China and Kazakhstan where there was a two hour difference, and public holidays do not correspond, hence the border stayed closed for more than the necessary number of days.

10 Standards and certification and acceptability of other country’s documents, certificates, and findings pose yet another problem at border crossings. The introduction by UNECE of the international weight certificate is laborious. There is practically no mutual recognition of findings, often on unclear legal grounds.

11 Transit treaties are not always properly applied (1982 Geneva Convention) and may not always eliminate redundant procedures (Armenia until recently imposed an inland transit document, with a fee, for TIR traffic).

3 Drivers from Poland to Russia systematically avoid crossing Belarus, although the country, once deemed unsafe, has totally secured international highways, based on an outdated perception on insecurity.

**Table 4: Transit Arrangements in WCA Countries**

	Kazakhstan	Kyrgyzstan	Russia /a	Tajikistan	Turkmenistan	Uzbekistan
<b>Entrance fee</b>		\$50 for non-CIS. CIS trucks are exempt.	0	\$50-150 for CIS trucks, \$100-200 for non-CIS trucks. \$130 for Uzbek trucks. Kyrgyzstan is exempt.	\$240 – Turkish and Iranian trucks are exempt	\$400 for non-CIS trucks, \$300 for Kazakh and Kyrgyz trucks, \$130 for Tajik trucks. Kyrgyz trucks transiting Uzbek enclave (From Kyrgyzstan-Kyrgyzstan) are exempt.
<b>Ecology and Sanitary fees</b>	\$5-6 per truck – disinfection payments:  \$2-Additional ecology fees for trespassing specially protected zones and Almaty	\$15 – Ecology tax		\$10 as reported by truckers		\$8 sanitation fee.
<b>Mandatory Third party Liability Insurance</b>	Up to \$50		\$14	Insurance fee of \$12 has been abolished		\$15-20 mandatory third party liability insurance. \$75 for Tajik trucks.
<b>Transit fee</b>	\$78. No payments/permits for Russian, Turkmen and Uzbek trucks.		0	\$90 for all trucks. The payment provides for return trip/transit of a truck. Kyrgyz trucks are exempt.		\$90 - All trucks with non-CIS destination (payment for transit and entrance fee is frequently reported as additive). The payment is for 1 way trip and should be paid again on the way back. /b
<b>Escort fee</b>	\$29-285 depending on distance	one minimal salary (or about \$2) per hour of customs escort (Customs Code, July 2004)	- \$66 (2000 roubles) for up to 50 km - \$100 (3000 roubles) for up to 100km - \$133 (4000 roubles) for up to 200 km - \$33 for every additional 100 km (but not less than \$200 (6000 roubles).	\$100 for all trucks. 200 EURO for Uzbek trucks carrying excised goods.		200 EURO (about \$255).
<b>Overstay penalty</b>	Truckers are allowed to stay for up to five days without registration.	Truckers are allowed to stay for up to three days without registration.		All foreign trucks should leave the country within eight days or face a penalty of \$50 per day.		\$80-110. All foreign trucks should leave within eight days. In practice trucks are given three days for transit and face a penalty of reportedly \$80-110 in case of non-compliance. /c
<b>Overweight penalty</b>	Up to \$500					Yes

a/ <http://www.asa.minsk.by/abw/axiv/246/k-mak10.htm>

b/ See COM Resolution N11 from January 8, 2002.

c/ COM Resolution N11 from January 8, 2002 suggests that trucks have eight days for transit and should face \$50 for overstay. Yet COM Resolution N11 from January 11, 1995 requires the Ministry of Internal Affairs to facilitate transit trucks leaving the country within three days. In practice \$80-110 penalties were reported by truckers for overstay in access of three days

# Carriers and counterfeiting - helping carriers avoid liability for counterfeit goods

*Position paper IPR Business Partnership*

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## **Introduction**

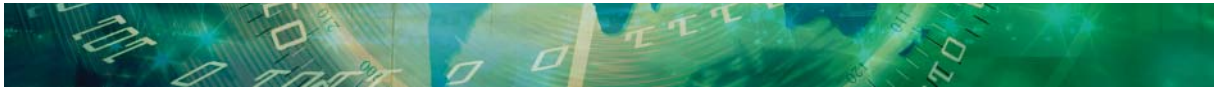
The trafficking of counterfeit products is a highly organised criminal activity involving large volumes of copied products which are moved across the globe under the cover of fraudulent documents, the use of shelf companies, funding which has not been declared to the government and tax authorities. Over the last decade, counterfeiting has evolved as a significant aspect of international trade. In 2006, EU customs officials intercepted more than 128 million counterfeited and pirated articles, involving 37,334 cases, a jump of 70% compared to 2005. In 2006, German customs officials alone confiscated about € 1.2 billion worth of counterfeit goods. This was five times more than in 2005. Counterfeit goods include fashion goods, sportswear but also health and safety threatening products like spare parts, pharmaceuticals, pesticides, skincare etc...

As an essential aspect of this trade, counterfeiters need their illegal products to successfully cross international borders without intervention. They go to great lengths to disguise the description of the goods, the routes used and the true origin of consignments. Equally for governments and industry provide a vital "pinch point" where risk-based controls can be exercised effectively. Consequently, fighting counterfeiting and piracy at the borders has proved to be the most effective tool to prevent the consumer and business community from the damages caused by this fraud. The border measures introduced by the agreement on Trade Related aspects of Intellectual Property rights (TRIPS) are therefore vital tools for rights owners and governments. At this moment, the enforcement of the border measures is mainly the concern of customs administrations and rights owners.

Applying the border measures does however create some legal and practical difficulties for rights owners, shippers, carriers and declarants.

It causes significant delays in the distribution of legal goods. Most counterfeit shipments are mixed with goods which are not infringing IP rights. The shipments either have to be divided between originals and fakes or both of them have to wait till the procedure has finished. Storage and handling costs are causing enormous problems due to the increase of the volume of the trade in counterfeit goods and the fact that the party who should pay for the costs involved is often undetectable for rights owners. In absence of the responsible party, national authorities/legislators put the responsibility for the storage and handling costs often on the shoulders of the right owners. Shippers, carriers and customs agents are currently stuck between rights holders and the consignors of the shipments. They try to waive costs as much as possible on the rights holders as well since they are easy to identify and have a direct interest in the destruction of the fake goods. The European Council (5345/1/09) on 28 January 2009 have recently urged the Commission to provide legislation on the costs of storage and destruction for rights holders and their financial responsibilities.

We are of the opinion that the intermediaries like shippers and carriers should seriously consider what contribution they can make in combating this harmful phenomenon by putting more pressure on those who are actually responsible for the infringing goods. International laws did not intend to put the burden on rights owners who regularly incur a double jeopardy. Losing market share in their own product category



and therefore profits, having their reputation, image and quality of their brands undermined by fakes in the marketplace and then in addition incurring the majority of the border measure costs, including storage, handling and destruction, while the volumes involved, the average cost per container and the number of seizures are increasing every year.

The intention of this document is to introduce an anti counterfeiting strategy with the purpose to reduce costs for rights owners, shippers, carriers, customs agents and customs authorities, and at the same time put the burden where it is suppose to, on those parties who deliberately ship or demand shipments of counterfeit goods. The simple solution is to regulate the liability concerning the trade of counterfeit goods in their freight contracts.

## **Legal background**

### **A) Trade Related Aspects of Intellectual Property Rights (TRIPS)**

The WTO's agreement on TRIPS, which came into affect on 1 January 1995, sets out the minimum standards of protection of intellectual property rights to be provided by each member. TRIPS recognized the importance of law enforcement] border enforcement procedures that will enable the right owner to obtain the cooperation of customs administrations as to prevent the release of counterfeit products into free circulation (Article 51 – 60 TRIPS).

The procedures should operate according to the following principles:

- Where goods are suspected of infringing an intellectual property right, the right holder can apply for action to the customs authorities, which will then detain the goods for a certain period;
- This period should allow the right holder to take the appropriate steps against the counterfeit goods;
- The customs authorities can also suspend the release of the goods (Ex Officio) on its own initiative.

At the moment that the customs authorities suspend the release of suspected counterfeit goods until the moment, the counterfeit goods have to be stored and ultimately destroyed. As things stand the storages issues (capacity and costs) create an important obstacle for the effectiveness and efficiency of combating the counterfeit trade; this is equally true for governments and rights owners. And all parties involved, knowingly or unknowingly responsible for transporting the illegal goods.

Costs to be minimized for rights owners. TRIPS states in article 41 § 2 amongst others that procedures concerning enforcement of intellectual property rights shall not be unnecessarily complicated or costly, or entail unreasonable time limits or unwarranted delays.

Furthermore, TRIPS lays down more specific:

#### Article 59

##### Remedies

Without prejudice to other rights of action open to the right holder and subject to the right of the defendant to seek review by a judicial authority, competent authorities shall have the authority to order the destruction or disposal of infringing goods in accordance with the principles set out in Article 46. In regard to counterfeit trademark goods, the authorities shall not allow the re-exportation of the infringing goods in an unaltered state or subject them to a different customs procedure, other than in exceptional circumstances (underlining IPR).

#### Article 46

##### Other Remedies

In order to create an effective deterrent to infringement, the judicial authorities shall have the authority to order that goods that they have found to be infringing be, without compensation of any sort, disposed of outside the channels of commerce in such a manner as to avoid any harm caused to the right holder, or, unless this would be contrary to existing constitutional requirements, destroyed. The judicial authorities shall also have the authority to order that materials and implements the predominant use of which has been in the creation of the infringing goods be, without compensation of any sort, disposed of outside the channels of commerce in such a manner as to minimize the risks of further infringements. In considering such requests, the need for proportionality between the seriousness of the infringement and the remedies ordered as well



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as the interests of third parties shall be taken into account. In regard to counterfeit trademark goods, the simple removal of the trademark unlawfully affixed shall not be sufficient, other than in exceptional cases, to permit release of the goods into the channels of commerce (underlining IPR).

The initial conclusion that can be drawn from this analysis is that the intention of the lawmakers for TRIPS and EU was and we believe still is: = to indemnify the state from costs; = to minimize the costs for rights owners and make a user friendly enforcement system.

If this is the case, then who should bear the storage– and handlings - destruction (hereinafter: demurrage costs)? You should lead with this on the front page as a 3 line summary.

General principle in TRIPS<sup>1</sup> is that the party who infringes intellectual property rights will be liable for damages he has caused by the infringement. Therefore, the infringer will be responsible for the demurrage costs. The infringer can be the addressee and/or the principal of the carrier and/or anyone who knew or should have known that counterfeit goods were shipped.

Unfortunately, the most criminal infringing parties are extremely hard and in most case impossible to trace, because this is an illegal and clandestine trade in which the addresses and businesses are either fictitious or registered at addresses where the principals are not contactable. Government agencies, including customs, and rights owners usually fail in their attempts to trace the most criminal infringing party. As mentioned before, in the absence of the infringing party, regrettably, the burden of the demurrage costs is increasingly incurred by the rights holders.

We are of the opinion that the current situation is not justified, anti competitive and detrimental to the combat against counterfeit. The rights holders are the injured party and should not be responsible for paying for the criminal acts of others and not the wrongdoer. Therefore, they should not bear the demurrage costs related to shipments that infringe their intellectual property rights.

To put the responsibility for demurrage costs on the right holder, is contrary to the principle laid down in TRIPS as it will make the enforcement of IP-rights increasingly costly and ineffective and anti competitive.

#### **B) Solution: Transport agreements/conditions**

Given the fact that the carriers are in a contractual relationship with the infringing parties, shippers and carriers should be much more concerned and have very simple solutions available to them to avoid liability. The current situation, far from deterring the proliferation of counterfeits, actually facilitates the counterfeit trade. Since all costs which would normally be incurred by carriers and effectively transferred to the rights owners, the risks to the actual traders of counterfeit goods are very small indeed.

The current situation allows counterfeiters and the related criminal organizations to ship counterfeit goods anywhere in the world virtually risk-free. Moreover, by frustrating cases, the infringer can easily impose even higher costs on rights owners, due to the extra storage costs incurred during a delayed procedure. The result is that many rights owners are deterred from protecting their products and consumers by taking border measures and this in turn causes frustration for enforcement officers. Shippers and carriers on the other hand, do not seem to have financial benefit in combating the trade in counterfeits and therefore up to now take very limited steps to avoid transporting counterfeits, knowingly or unknowingly. They are however also confronted with delays in shipments of the legitimate goods which are mixed up with the counterfeit goods. Since rights owners increasingly refuse to take up the costs, friction between these legitimate parties increases.

We strongly believe that carriers are in a very good position to prevent the traffic of these goods. A financial responsibility in the matter would encourage them to join forces with right owners in this endeavor. In cases where the carrier incurs the cost of recovery, they will no doubt seek payment in advance of potential costs to indemnify himself against further financial risk, before he will arrange transport in the future for any trader who has exposed him to or will take other measures in the freight conditions to cover these risks. Carriers, like all responsible parties in international world trade, including bankers, exporters, etc, need to 'know their customer', and take reasonable simple steps that will pass the costs of illegal activities back to the criminals.

International agreements on transport provide a legal framework for the different means of transport,

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1 Article 45 TRIPS



e.g. maritime transport, air transport, road transport and transport by rail.<sup>2</sup> These international transport agreements contain provisions on the obligations of shippers and carriers and their liability. Although these agreements do not contain a specific liability regime with regard to the transport of counterfeit goods, they contain general obligations that could apply on carriers and shippers in case of the transport of counterfeit goods.

The shipper has to indemnify the carrier against losses due to inaccurate information on the particulars of the goods. This could be a legal basis for the carrier to act against the shipper in case he himself is held liable for costs incurred by the transport of counterfeit goods.<sup>3</sup>

The carrier is, according to these international agreement, liable for loss or damage to the goods or delay in delivery of the goods. This rule frustrates often the efficient handling and destruction of counterfeit goods that are seized by customs agents. The carrier is not prepared to surrender the goods upon first request of the custom agent/right owner because he is afraid that the shipper will hold him liable for the loss of the goods. This obstacle can be solved by giving the carrier the right towards the shipper, to surrender the goods for destruction upon first request of the customs agent/ right holder. This right can be established in general transport conditions (see below) or in (international) legislation.

The carrier issues a bill of lading. This document describes the apparent condition of the goods and other particulars of the goods. The carrier has a general obligation to inspect the nature of the goods and other particulars. Although this does not mean that the carrier has to open all the containers and actually verify the nature of the goods, it could be established in the future that the carrier would be obliged to check the actual content if the shipper is notorious for sending counterfeit goods, and the contents of the bill of lading gives reasonable grounds for suspecting that the goods are counterfeit. Currently such a risk analysis is only carried out by customs authorities. The notification of right holders of notorious shippers/exporter could also play an important role in this respect.

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<sup>2</sup> Amongst others: Maritime transport: Convention for the Unification of Certain Rules of Law relating to Bills of Lading (the Hague Rules 1924), The Hague Rules were amended by a Protocol (the Hague Visby Rules 1968), UN Convention on Carriage of Goods by Sea, 31 March 1978 (Hamburg Rules); Air transport: Convention for the Unification of certain Rules relating to International Carriage by Air, signed at Warsaw on October 1929.

<sup>3</sup> Article 17 of the Hamburg Rules

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Certain fields of transport know a specific liability regime established by international agreements. For example with respect to dangerous goods, the shipper has to inform the carrier about the dangerous character of the goods. If he fails to do so the shipper could be liable to pay compensation to the carrier. A specific liability regime with respect to the transport of counterfeit, created by international agreements, could also be an important tool to combat (the transport of) counterfeit.

As (long as) the liability for the transport of counterfeit goods is not specifically covered by the international transport agreements, it is possible to regulate this liability in the general provisions. As in the absence of international or national rules, the general provisions of a contract can regulate more specifically the duties and rights of the carrier with respect to the transport of counterfeit goods. Some general conditions of carriers already provide some rules on the transport of counterfeit goods.<sup>4</sup> The general conditions can provide an important possibility for carriers to prevent the shipment of counterfeit goods, to hold the shipper liable when having such goods transported by the carrier and give the carrier the right to surrender the goods for destruction. This will also demonstrate good corporate citizenship for the carriers, and provide positive news for their shareholders that they join the fight against counterfeiters, terrorists, and illegal criminal networks, using the legit networks to ship everything from people, guns to weapons.

### **Conclusion**

The proliferation of counterfeit goods is adversely affecting every dimension of international trade and will eventually also harm the transport sector. Even though all parties are affected including consumers harmed by counterfeit goods, unfortunately, at this moment only the right holders and customs authorities are actively involved in the fight against it. The situation is not encouraged by governments in countries, where the authorities impose the storage costs relating to the suspended counterfeit goods on the right owners. This situation is contrary to the spirit of TRIPS legislation and will have a detrimental effect on the fight against counterfeits. In order to fight the counterfeit trade more efficiently all parties involved in the counterfeit trade should be accountable and made responsible for their aspect of the matter.

### **Recommendations:**

1. Encourage international legislators to amend the existing transport treaties with a special liability regime with respect to the transport of counterfeit goods.
2. Encourage the transport sector to take the necessary legal and financial measures to cover the risk of non recovery of their storage costs in their general conditions/condition of freight. A simple contractual clause would be sufficient.
3. Encourage transport sector to cooperate with right owners and prevent the transport of counterfeit goods by for example rights holders working with them to create a risk-based guide on illegal counterfeit trading trends and where the legislation permits, that have been convicted in court of counterfeit trading.
4. Encourage national legislators to modify their national legislation if that legislation imposes the demurrage costs (through customs) on the right owner.

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<sup>4</sup> For example, the carrier company Amtrak International provided in its conditions of carriage that counterfeit goods are excluded from being transported. It is further provided that the “customer shall indemnify the carrier against all costs, losses, damages, expenses or other liability whatsoever arising out of the carriage of counterfeit goods (whether declared as such or not) save insofar as the same arise out of the carrier’s own negligence.” The carrier company California Overnight also provided in its terms and condition of carriage that it has the right to reject a shipment of goods if the transportation of such shipment is prohibited by law. Furthermore the general conditions state that the carrier may open and inspect packages after delivery to the carrier. This would mean that the carrier has the possibility to check if the packages contain any counterfeit good.

# Demand for e-tools in transport and trade – government and industry perspectives

## *Recent Contributions of the IRU to e-Tools Facilitating International Road Transport*

*Peter Krausz, Head – Goods Transport, Facilitation, Events,  
International Road Transport Union (IRU)*

**The following speech was delivered at the Joint UNECE Trade and Transport Conference on the Impact of Globalization on Transport, Logistics and Trade, Geneva, 24 February 2009**

Ladies and gentlemen, thank you for the opportunity to discuss the IRU's recent contributions to e-Tools facilitating international road transport.

I would like to start by saying that the IRU is equal to its Associations network, by working together with its international network of 180 national Member Associations in 74 countries, and with their governments, the IRU promotes the facilitation, the effectiveness and the quality of all the services provided by bus, coach, taxi and truck operators.

The road transport industry, which today carries over 80% of goods in many European countries, has brought peace and prosperity throughout Europe for many decades.

Being a global organisation that has played a pivotal role in the development of road transport over the last 60 years, the IRU has long recognised that e-Tools are the way forward at the end of the 20<sup>th</sup> and into the 21<sup>st</sup> centuries, when it comes to helping the road transport industry to continue meeting economic demand and providing its unique and vital door-to-door transport service.

Achievements regarding the introduction of up-to-date IT and communications tools have been the result of joint efforts by road transport operators, their associations and the IRU.

Today, we are not going to talk about state-of-the-art "fancy", on-board commercial IT applications or the services of existing or planned satellite or other communications tools, for example Galileo. Instead, the focus will be on the ingenious use and the partnership in collective IRU IT development works for transport operators, which must receive the respect it deserves.

### **BWTO**

I would like to focus attention on one of the most spectacular and most harmful barriers facing international road transport operators - waiting times at borders. The economic and operational efficiency of border crossings, if borders are there, reflects the general efficiency of a country.

The economic losses resulting from border delays vary from region to region. A study by The Hague Group estimated the annual direct losses of barriers to road transport in five investigated European countries, including idling at borders, to be in the order of USD 8 billion. Indirect losses can reach at least double this amount.

Scientific studies have shown that for G7 countries, every 1 dollar spent in additional road transport costs due to waiting times, the economy as a whole loses 2 dollars. In less developed countries indirect losses are even higher.



To bring about a change and to fight the inefficiencies at borders, over the last decade the IRU has operated a web-based e-Border Waiting Times Observatory (BWTO). This system is user and data supplier friendly, it is easily extendable to new regions and borders and provides basic statistical and graphical tools for analytical purposes.

This invaluable system calculates waiting times in hours at both sides of the border and provides reports for any period of observation, providing a highly effective route planning tool for international freight transport operators.

BWTO, as with any other information system, works only if regular data are input into the system. This can be achieved in improved Public-Private Partnership and specific working arrangements between authorities and the IRU and its extensive network of associations.

#### **Advance Cargo Information - IRU EPD**

As another concrete contribution to facilitation and security, the IRU, taking into account the EU regulation in force since 1 January 2009, and the need for advance cargo information, has developed an IT application based on the TIR Single Window Concept.

This application allows operators to launch their TIR electronic pre-declaration and advance cargo information directly and without the intervention of third parties.

At present, the application works in 6 countries and its geographical scope will be extended further within and outside the EU in the foreseeable future.

This IRU contribution to e-Tools facilitates the handling of transports by operators, allows customs risk assessment, reduces the waiting times at borders and therefore contributes to security.

#### **SafeTIR - Security and Facilitation of Customs Transit Processes**

For many years the IRU has worked in close collaboration with the customs administration and with the UNECE in order to develop the TIR System to ensure that it meets the changing needs of both the private and public partners who use this important facilitation tool.

Today the TIR System is unique in that it facilitates the secure and efficient transport of goods traded between the 56 countries where the system is currently in operation.

One of the latest developments within the TIR system is the IRU e-application SafeTIR.

As part of managing the TIR System, each individual TIR transport operation is monitored online, thanks to this international IT communication network – the very core of the Safe TIR control system.

Introduced in 2006, this system enables customs authorities within the Russian Federation to be fully informed about a particular TIR transport operation, including its termination, as well as the name of the holder of the TIR document and the validity date of each specific TIR Carnet.

Let me also highlight that in this fruitful partnership between the Russian Federal Customs Service (RF FCS), IRU and the Russian road transport association ASMAP, this direct, computer-to-computer system has reduced the number of irregularities in Russia under the TIR procedure to almost zero.

#### **Coming Soon: an Inter-active Parking Areas Web Application**

The lack of secure parking areas creates significant difficulties for drivers and transport operators to secure their staff, the vehicle and the cargo, as well as to allow drivers to take their rest periods according to the law.

The IRU, along with its Members, in cooperation with the International Transport Forum (ITF), has published a list of secure parking areas regularly over the last decade. The updated 2009 edition of this brochure will soon be available.

The IRU, in cooperation with the International Transport Forum (ITF), will transform the IRU's existing parking publication into a full, interactive web application, which, in a Public-Private Partnership, will include Association and government verified sites.

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The benefits of this new application will be immeasurable for drivers and transport operators alike. Information at the click of a button, at any time of the day or night, will enable drivers to make informed choices on the parking areas in their immediate vicinity, and also enable transport operators to have access to a comprehensive list of secure parking sites covering Europe and Asia to aid route planning.

The Inter-active Parking Areas Web Application will include searchable data by all types of parking criteria, for example, whether it has a 24 hour guard, is fenced-off, equipped with CCTV, accepts trucks with dangerous goods, and whether hotel, sanitary, recreation, shopping, and communication facilities are readily available.

The information will be accessible on-screen, with a user-friendly print function, a linked map application, and it is important to note, for drivers, operators and tour guides (concerned with bus & coach parking areas) at work, the display will be adaptable for mobile devices.

The application will be easy to update, with a user-friendly interface for external data submitters.

Bear with us: this new application will be on the IRU's website ([www.iru.org](http://www.iru.org)) in the course of 2009!

#### **Public-Private Partnership and Commercial Partnership**

To ensure smooth and secure border crossing procedures, facilitation and security *partnerships* are needed for e-applications.

Under *Public-Private Partnership*, the IRU and its Member Associations, in partnership with customs and other authorities, have put in place IT mechanisms which are already in operation and proven to be successful with the object to facilitate border crossings and reinforce road transport security. A few of these have already been mentioned in this presentation, one example being the IRU BWTO.

As an example of *commercial partnership*, we can mention the latest protocol to the CMR Convention, initiated by the IRU that will contribute to streamline transport operations by facilitating the exchange of contractual data amongst all commercial partners. e-CMR facilitates commercial transactions, ensures security and confidentiality of data amongst commercial partners and finally, harmonises data exchange.

Ladies and gentlemen, to conclude, it is my hope that we can continue working together in order to achieve our common economic, social and environmental goals, with the ever-developing help of the modern world's electronic tools.

# Facilitating international transport in Central Asia

*By Michalis P. Adamantiadis, Chief, Transport Facilitation and Economics Section, United Nations Economic Commission for Europe (UNECE)*

## Background

Central Asia (CA) is defined here as the five countries which were part of the Soviet Union prior to its breakup<sup>1</sup>. About 56 million people live in this region which covers 4 million square kilometers, over ten times the size of Germany.

During Soviet times CA was an integral part of the integrated Soviet command economy, but largely cut-off from the rest of the world, including its immediate neighbors (Afghanistan, Iran, the Indian Subcontinent, China and Mongolia).

The collapse of the Soviet Union had a dramatic impact on CA, an impact that is still felt today. Economic activity dropped precipitously in most of the region as traditional trade, transport and financial flows were interrupted. The new countries faced great difficulties in overcoming the many constraints of integrating into the world economy and some of them faced civil war and security challenges.

CA countries, being landlocked, are facing particular challenges. Lack of territorial access to the sea, remoteness and isolation from world markets create substantial obstacles to their development efforts. Cross-border cooperation and economic integration within the region, with their neighbors and with the rest of the world, seem to be one of the main challenges.

Globalization of economies and trade is generating a continuous increase in the transport of goods between Europe and Asia. At present, goods between Europe and Asia are mostly carried by maritime transport. However, given the continued growth of trade and the resulting congestion of main ports and hinterland routes, the development of Euro-Asian inland transport links, in addition to providing an important extension to the existing transport capacity, is of utmost importance for the socio-economic development of countries spanning along these routes, including CA countries, and for their integration into the global economy.

In this context well functioning transport systems is a basic and strategic factor for economic development in the region.

## I. Main transport challenges in the Central Asian region

Inadequate transport infrastructure, long delays at borders, punitive and arbitrary transit tariffs, transport restrictions, cumbersome procedures, corruption and lack of security for transport users are the main obstacles to international transport in CA. As a result, transport among CA countries and between these countries and their international trade partners, is difficult, costly, time consuming and uncertain. This situation makes their exports noncompetitive on international markets, increases the price of imported goods and prevents them from participating effectively in international trade.

**Inadequate transport infrastructure:** In spite of the progress made in recent years, CA transport infrastructure still suffers from decades of neglect and under-investment. The condition of road networks is poor in several parts of the region. Most roads are not built to support the heavy volumes of trucks now using them. They are not adequately maintained and there are many bottlenecks and missing links. Railway networks are generally underdeveloped and inadequately maintained. These infrastructure problems are aggravated by a lack of sufficient funds to address them successfully.

**Long and cumbersome border procedures and controls, arbitrary taxes:** International transport and trade in the CA region face obstacles and challenges of administrative and regulatory nature too. Long, cumbersome and inefficient border controls, which still persist at many borders, add unnecessary delays and costs to transport. Border crossing procedures often include lengthy and costly physical inspection of cargos. Mandatory transit convoys and multiple cargo checks en route are common in most parts of the region. Numerous agencies at

<sup>1</sup> Kazakhstan, Kyrgyz Republic, Tajikistan, Turkmenistan and Uzbekistan.



borders have to approve documentation and numerous fiscal charges are payable. The rules and procedures are frequently changed without notice. Many border posts are poorly equipped. Illegal payments during transit are widespread in the region. Closed borders, security concerns and conflicts only add to existing problems. The security of international operators is also a serious issue in many parts of Central Asia. Trains regularly have to wait for hours to be checked and cleared before being allowed to cross the borders.

Inadequate implementation of TIR Convention: While all Central Asian States are signatories to the TIR Convention<sup>2</sup>, the customs authorities of CA countries often do not properly implement it. In particular, they apply excessive controls (examination and escorts) that undermine facilities provided for in the Convention. Risk management techniques are almost not available.

High transit fees and restrictive permits for international road transport and high transit tariffs for rail are constraining intra-regional trade and trade with Europe. International road permit quotas that reduce competition are adopted throughout CA. Road transit fees in some CA countries are effectively charges on access to the market rather than charges for the use of roads. They usually discriminate between operators from different countries, between permit and non-permit holders, and between domestic and foreign operators. The fees are often unclear and are changed without notice. Rail rates are not competitive, not published, and have to be negotiated separately. There are even hidden charges and lack of common through tariffs for container transport.

Transport market structure and competition: The process of transition to a free market system is still lagging behind. Many truck hauliers in Central Asian countries are now private. However, monopolies in the field of transport (public or private) are still in place and they operate with high tariffs and inadequate service levels.

Heterogeneous transport rules and regulations that vary from one country to another are also barriers to international transport and trade. These rules and regulations may concern road traffic rules, road signs and signals, the issuance of driving permits, the driving and rest periods of professional drivers, the transport of dangerous goods and many other transport issues.

Safety, environmental and health concerns may be regarded as other hindrances to international transport. There is still widespread use of old, unsafe and highly polluting vehicles in most CA countries, raising safety, environmental and health concerns.

## **II. Addressing transport challenges in the Central Asian region - the UNECE contribution**

UNECE Governments have over the years elaborated a comprehensive set of transport facilitation measures, in the form of agreements and conventions, which provide adequate solutions to many of the above-mentioned challenges. They establish pan-European and Euro-Asian transport networks, simplified and secure border procedures, rules for safe and secure road traffic, regulations for safe and environmentally sound vehicles, regulations for the safe carriage of dangerous goods and other regulations that facilitate international transport. Out of 57 UNECE legal instruments developed by UNECE, 17 are considered the most relevant to CA countries.

Developing coherent Transport Networks: UNECE offers CA countries its long-standing experience and expertise in the development of international transport networks. This is carried out on the basis of four main legally binding infrastructure network agreements, so-called E-Networks, covering road, rail, inland water and combined transport. These agreements determine the minimum technical norms and requirements according to which the relevant infrastructures should be built. Their implementation by CA countries is essential to ensure the harmonization and integration of their transport infrastructure systems with those of other UNECE countries.

Addressing Border crossings: The TIR Convention provides simplified, secure border crossing and transit procedures for goods transported by road vehicles or containers. UNECE insists on the full implementation of the TIR Convention and regards TIR as a unique tool for global use. Efforts are ongoing to introduce the electronic TIR. Harmonization and integration of border management procedures and controls is promoted through the Harmonization Convention<sup>3</sup>. This Convention provides a framework for national authorities to establish integrated control procedures and for authorities in neighboring countries to establish harmonized control procedures and even, in some case, joint control stations.

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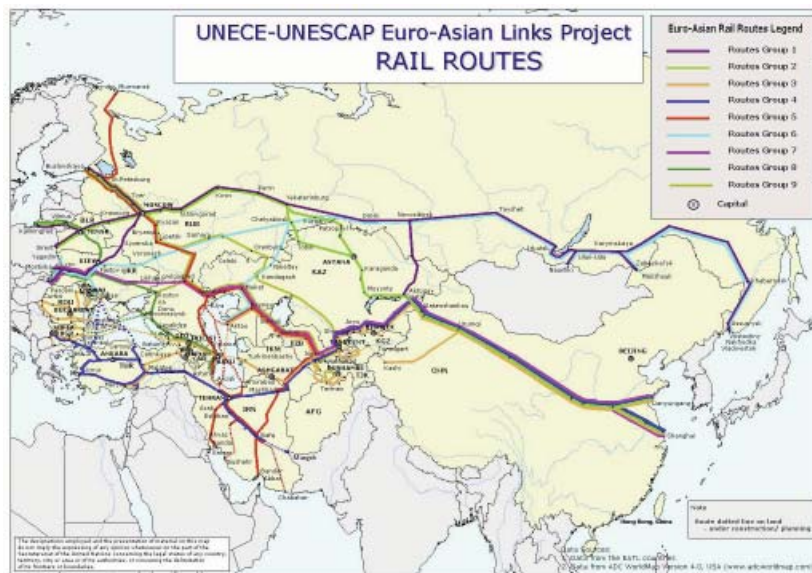
<sup>2</sup> Customs Convention on the International Transport of Goods under Cover of TIR Carnets, of 14 November 1975

<sup>3</sup> International Convention on the Harmonization of Frontier Controls of Goods, of 1982



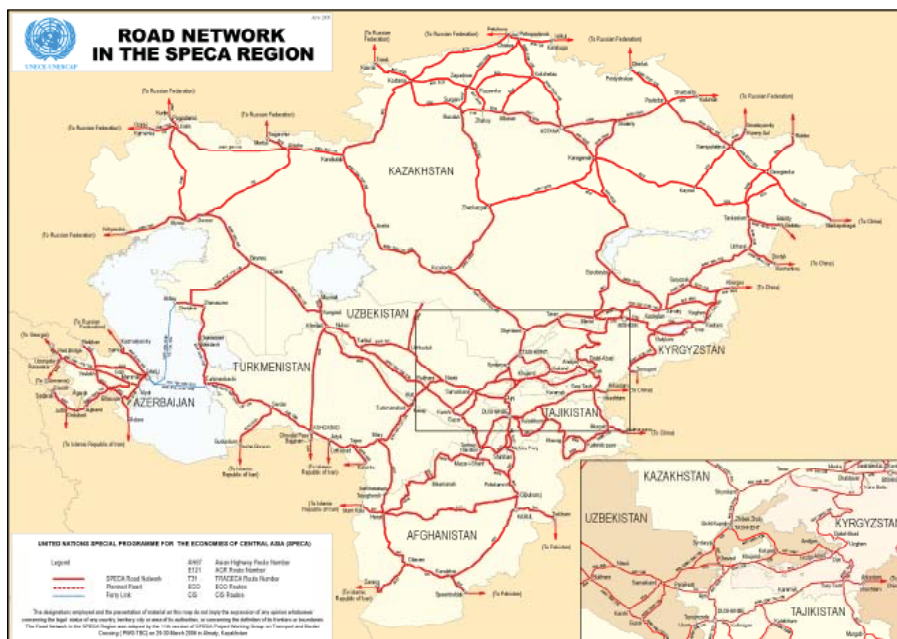
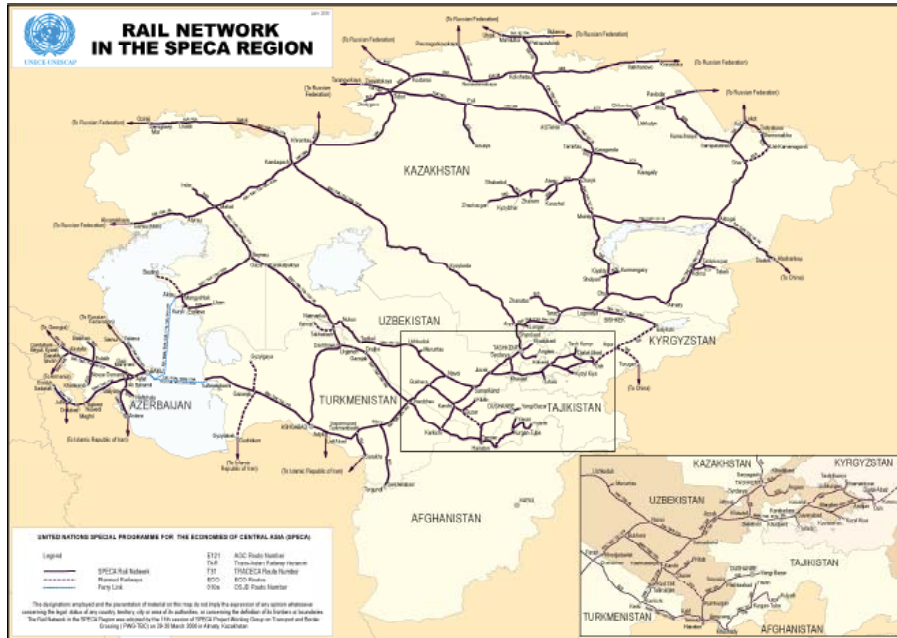
Harmonizing transport regulations: UNECE Governments have developed, and constantly keep up to date, a set of norms and standards, rules and regulations that cover all transport components; safety and emissions of motor vehicles; road traffic rules, including issuance of driving permits; driving and rest time for professional drivers; road signs and signals and the transport of dangerous goods.

Developing Euro-Asian transport links: UNECE together with UNESCAP and designated national focal points from 18 countries have been closely cooperating over the last six years to implement the United Nations funded project on developing Euro-Asian transport links (EATL). This work has achieved tangible results, identifying main Euro-Asian inland transport routes, prioritizing infrastructure investment projects, developing a Geographic Information System (GIS) database, analyzing non-physical obstacles and organizing a number of national capacity-building workshops on transport facilitation. With a view to ensuring the political commitment necessary for the continuation of EATL work, a meeting of ministers of transport of Euro-Asian countries was organized in Geneva, in February 2008. On this occasion ministers signed a Joint Statement in which they confirmed their support for the project and its continuation, endorsed the identified EATL routes and their priority development, as well as the creation of a mechanism ensuring coordination and monitoring. The project findings and recommendations on the way ahead are presented in a joint UNECE-UNESCAP study published in English and Russian. Work is continuing through the activities of an ad hoc Group of Experts on EATL. The Government of Russia has provided extra-budgetary funding to support EATL activities. Out of 230 priority projects with a total cost of USD 42 billion identified under the EATL project, 41 projects with a total investment cost of USD 5.5 billion<sup>4</sup> are in the CA region (see EATL maps below).



<sup>4</sup> Kazakhstan 14 projects USD 1,900.4 mio - Kyrgyzstan 8 projects USD 1,555.1 mio - Tajikistan 7 projects USD 240.2 mio - and Uzbekistan 12 projects USD 1,774.5 mio

United Nations Special Programme for the Economies of Central Asia (SPECA): UNECE, together with UNESCAP, is supporting the SPECA Project Working Group on Transport and Border Crossing facilitation (PWG-TBC), established in 1998. The group has addressed some of the above-mentioned problems. Achievements include, increased accession by CA countries to UNECE international agreements; formulation of project proposals; development of a SPECA database and SPECA transport network maps; conducting bilateral consultations on border crossing problems; establishment/strengthening of national transport and trade facilitation mechanisms; demonstration runs of block-trains; and implementation of a number of tasks identified in the Almaty Action Plan (see SPECA maps below).



Hinterland connection of seaports: With special attention to the needs of the landlocked UNECE members States, the Group of Experts on Hinterland Connections of Seaports organized a UNECE conference on the Role of Seaports as a Link between Inland and Maritime Transport that was hosted by the Greek Government, in Piraeus, in September 2008. The conclusions of the Piraeus conference will feed into recommendations of the group, which would be of high importance for CA countries.

Almaty Programme of Action: CA countries are among the countries whose transit and transport problems were addressed at the International Ministerial Conference of Landlocked and Developing Countries (LLDC), held in Almaty, in August 2004. The Conference conclusions led to the adoption of the Almaty Programme of Action (APA). UNECE actively contributed in the preparation and holding of this conference and is working on the implementation of APA.

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UNECE Trans-European Motorway (TEM) and Trans-European Railway (TER) Projects provide intergovernmental forums for closer cooperation amongst Central, Eastern, South-Eastern European and Caucasus countries for the coordinated development of transport infrastructure, the sharing of best practices and expertise and the development of investment strategies (Master Plan). The know how and expertise acquired through these projects, in particular their master planning methodology and GIS mapping experience, contribute substantially in the work of EATL and SPECA.

Technical assistance and capacity-building: UNECE provides technical assistance to countries with economies in transition. Assistance is provided in the form of advisory missions, as well as training seminars and capacity-building workshops on issues of special interest to those countries. Many workshops and events on transport facilitation, UNECE legal instruments and the TIR Convention have been organized in all CA countries.

Facilitating the participation of Central Asian and Caucasus Countries in the work of the Inland Transport Committee (ITC): CA countries are among the countries that benefited from the implementation of this facilitation project, funded by the EU, with country delegates' participation being financed. Altogether 30 government experts from most of the Central Asian countries have participated in 11 meetings of ITC and selected subsidiary bodies to it, in Geneva, under this project in the period September 2004–February 2006.

National transport facilitation coordination mechanisms are useful tools to enable relevant government agencies to ensure effective coordination at national level, work in close collaboration with the industry and find solutions to overcome obstacles to the smooth movement of goods. The work in CA is promoted jointly by UNECE and UNESCAP under the SPECA and EATL projects and has so far produced tangible results.

### **III. The way ahead**

UNECE is convinced that the strategic objectives of CA countries should include integration into the world economy; strengthening of cross-border and sub-regional cooperation; facilitating the process of transition to a market economy and institutional reform; improving the business climate; moving towards sustainable development and developing a knowledge based economy.

CA countries should gradually remove the backlog in transport infrastructure by devoting higher investments in the years to come. Serious efforts should be also made to improve transit transport and border crossing procedures, reduce relevant charges and address security and safety threats to transport operators. Considerable work needs to be carried out also in the field of legal framework harmonization and the reforms in all modes of transport.

By addressing these challenges, CA countries could progressively reverse the negative effects of their geographical handicap of being landlocked and ensure better and less costly transport of their exported and imported goods. At the same time, CA countries will benefit from the unique opportunity to play the role as important transit partners of countries spanning the Euro-Asian inland transport routes.

UNECE assistance to CA countries includes developing legal instruments and promoting cooperative actions. To ensure full benefit of these, CA should accede to all major UNECE legal instruments and fully implement them. They should also actively participate in the work of UNECE, join the TEM and TER Projects and be fully engaged in SPECA WG-TBC and EATL.

There are many active international organizations in CA and UNECE coordination and cooperation with key partner organizations and institutions should be strengthened both at the project and at the policy and strategy level.

The Central Asian region is taken on ever-increasing importance in the UNECE work programme in the coming years. Strengthening technical assistance and operational activities in countries with economies in transition, as well as developing Euro-Asian transport links, are among the priorities of the work plan for UNECE reform.

The new UNECE and UNESCAP Regional Office in CA that has been approved by the General Assembly will be operational soon and will be a breakthrough for UNECE contribution to CA member States in addressing their transport challenges in the future.

# L'évolution des transports dans les pays sans littoral d'Asie centrale

*Ould Khou Sid'Ahmed, Economic Affairs Officer, United Nations Economic Commission for Europe (UNECE)*

L'étude de l'évolution des transports dans les pays d'Asie centrale est importante à plusieurs égards. Elle peut révéler comment ces pays situés au-delà de la Caspienne (Kazakhstan, Kirghizistan, Tadjikistan, Turkménistan et Ouzbékistan) et désavantagés géographiquement par leur enclavement (toutes les capitales étant situées à plus de 4000 km du littoral) s'intègrent à l'économie régionale/mondiale par le biais de leurs transports.

Ces pays qui sont la véritable charnière entre l'Europe et l'Asie appartiennent à deux Commissions économiques régionales des Nations Unies et participent à plusieurs accords et traités de coopération et de libre échange, bilatéraux et multilatéraux. Aucun de ces pays n'est déjà membre de l'OMC.

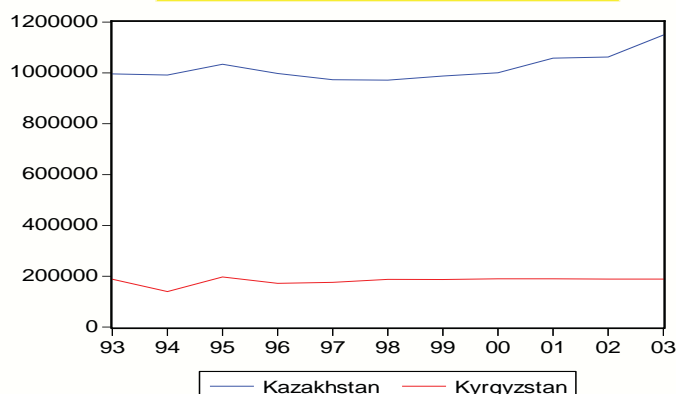
Ce papier ne prétend pas couvrir les différents aspects de l'évolution des transports dans les pays d'Asie centrale, il se propose seulement de tenter de dégager quelques tendances et de souligner quelques questions communes tout en privilégiant l'exemple du Kazakhstan ; pays le plus important par sa superficie (2 678 580 km<sup>2</sup> soit environ 67 fois la superficie de la Suisse).

Les pays d'Asie centrale ont plusieurs points communs dont un nombre réduit de partenaires commerciaux qui se partagent la majeure partie du commerce extérieur de ces pays. Il y a également le fait que les principales marchandises transportées sont en vrac, destinées à des marchés éloignés. Les infrastructures de transport sont le plus souvent vétustes. Les interconnexions du rail ne sont pas optimales et le matériel roulant laisse à désirer. L'infrastructure routière reste vétuste excepté les récents travaux sur les principaux corridors.

En 2000, le pourcentage du coût des transports et de l'assurance par rapport à l'exportation des biens et services s'élève à 5% pour le Kazakhstan alors qu'il est de 13,6% pour le Kirghizistan à la même année (CNUCED, 2003).

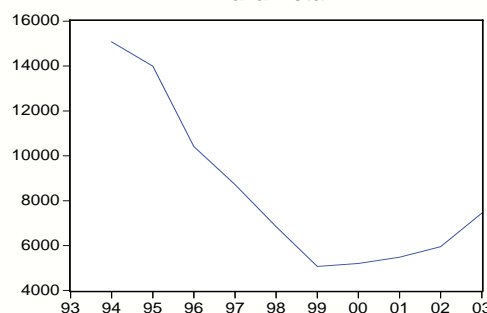
Des coûts de transport élevés rendent les exportations moins compétitives et les importations plus chères ce qui réduit la croissance économique du pays

Flotte de véhicules routiers au 31 décembre

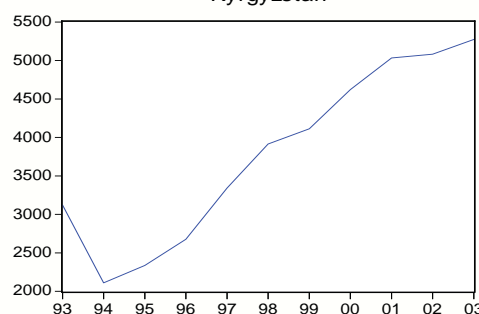


Passagers -kilomètres par route sur le territoire national

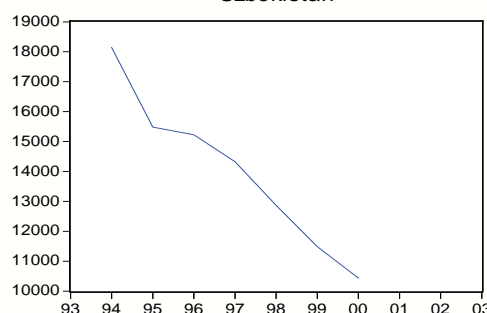
Kazakhstan



Kyrgyzstan



Uzbekistan





Henderson et al (2000) estiment que le doublement des coûts de transport d'un pays équivaldrait à réduire le volume de son commerce extérieur de 80%.

Des coûts de transport élevés rendent les exportations moins compétitives et les importations plus chères ce qui réduit la croissance économique du pays

Radelet et Sachs (1998) ont mis en évidence la corrélation négative entre le coût de transport et la croissance (amener ces coûts de 8 à 16% équivaldrait à réduire la croissance annuelle de 0,5%).

L'état des infrastructures de transport et de communications influence considérablement les coûts de transport. Selon Limao et Venables (2001), une détérioration de ces infrastructures jusqu'au 75e percentile à partir de la médiane correspond à une augmentation de 12% des coûts de transport.

### Transport routier

Si la flotte de véhicules routiers n'a pas beaucoup augmenté au Kazakhstan et au Kirghizistan durant les années 1990, le nombre de passagers-km par route a connu une évolution contrastée. Il a nettement diminué au Kazakhstan et en Ouzbékistan mais il a par contre connu une ascension fulgurante au Kirghizistan ; plus que le double entre 1994 et 2003.



Source : Base de données des statistiques de transports de la CEE/ONU.

La tendance est à la baisse pour ce qui est du transport routier de marchandises en tonne-km.

Il serait intéressant de pouvoir dresser une matrice origine/destination du transport routier de marchandises pour les pays de la région ; ce qui n'est pas disponible pour le moment.

### Transport ferroviaire

Les lignes de chemins du fer de ces pays qui se trouvent pour une bonne part dans le corridor du TRACECA (Transport Corridor Europe-Caucase-Asie) vont certainement bénéficier de ce projet (voir carte en annexe).

Le nombre d'emplois dans les principales entreprises de chemins de fer a considérablement diminué dans les pays d'Asie centrale suite aux diverses restructurations du secteur ferroviaire.

Selon Amos (2005), le trafic ferroviaire du Kazakhstan a augmenté de 40% entre 1999 et 2002 et la main d'œuvre du secteur est passé de 182 000 en 1990 à 114 000 en 2002 d'où une augmentation notable de la productivité.

	Unités	
Longueur des lignes	km	13 597
Densité des lignes	km/000 km <sup>2</sup>	5,0
Volume du trafic	Pass-km+tonne-km (000)	143 537
Pourcentage de passagers	% du volume du trafic	7%
Densité du trafic	Volume du trafic/km de lignes(000)	10 557
Employés	nombre	113 688
Productivité	Volume du trafic/employés (000)	1262

Source : Amos P (2005)

Les principaux indicateurs en 2007 montrent qu'il y'a une nette amélioration de la productivité pour les quatre pays du tableau ci-dessous.

### Principaux indicateurs des chemins de fer en 2007

	Main d'œuvre			Transport fret		Transport voyageurs		Trafic	
	Agents par Km de ligne (en unités)	VK+TK par agent (en milliers)	TK par Km de ligne (en milliers)	TK par agent (en milliers)	VK par Km de ligne(en milliers)	VK par agent (en milliers)	VK+TK par Km de ligne(en milliers)	Gross-tonne-km <sup>1</sup> (en milliers)	TK par Wagon (en milliers)
Kazakhstan	7.0	2068	13459	1,930	958	137	14418	211508	2113
Kirghizistan	11.9	164	1,803	152	145	12	1947	31438	321
Ouzbékistan	11.6	467	4814	416	584	51	5398	128132	1155
Turkménistan	5.2	738	3402	649	468	89	3870	59271	4258

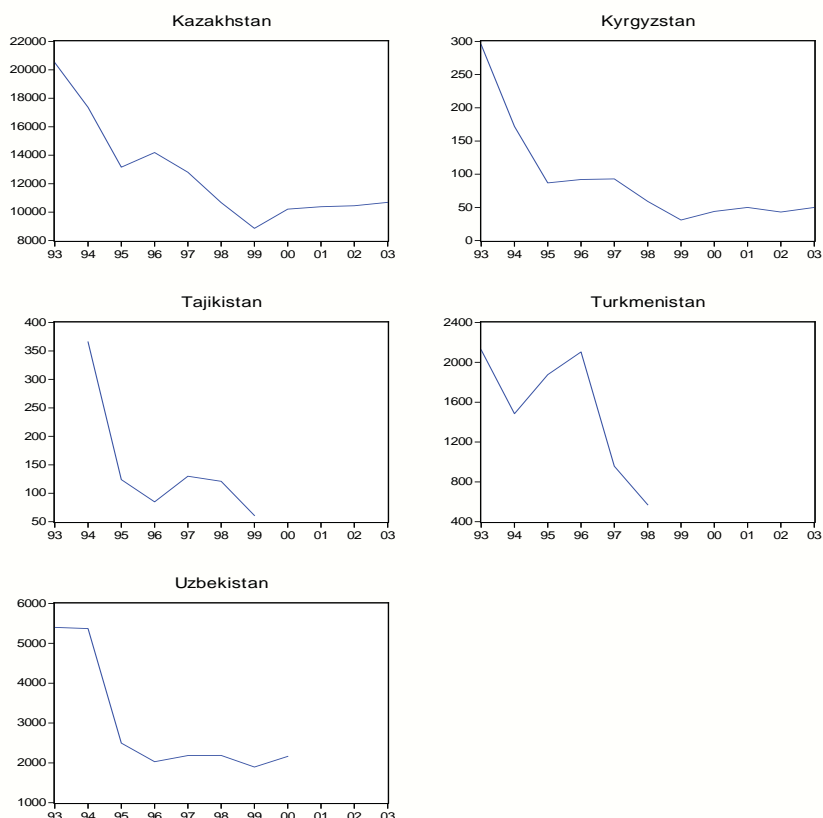
1. Les données sont calculées sur la base du total gross-tonne-k.
2. TK = Tonnes-Kilomètres; Tkm = Tonne-kilomètres.
3. VK = Voyageurs-Kilomètres; Pkm = Passager-kilomètres.

Source: Statistique Internationale des Chemins de fer, UIC, Paris

Les performances des chemins de fer du Kazakhstan sont plus importantes que ceux des autres pays ; que ce soit au niveau de la main d'œuvre, du transport fret ou du transport voyageurs. Le KTZ (Kazakhstan Temir Zoly) a déjà lancé un vaste programme de séparation des infrastructures et de l'équipement (locomotives, wagons et services) afin de s'ouvrir la concurrence du privé.

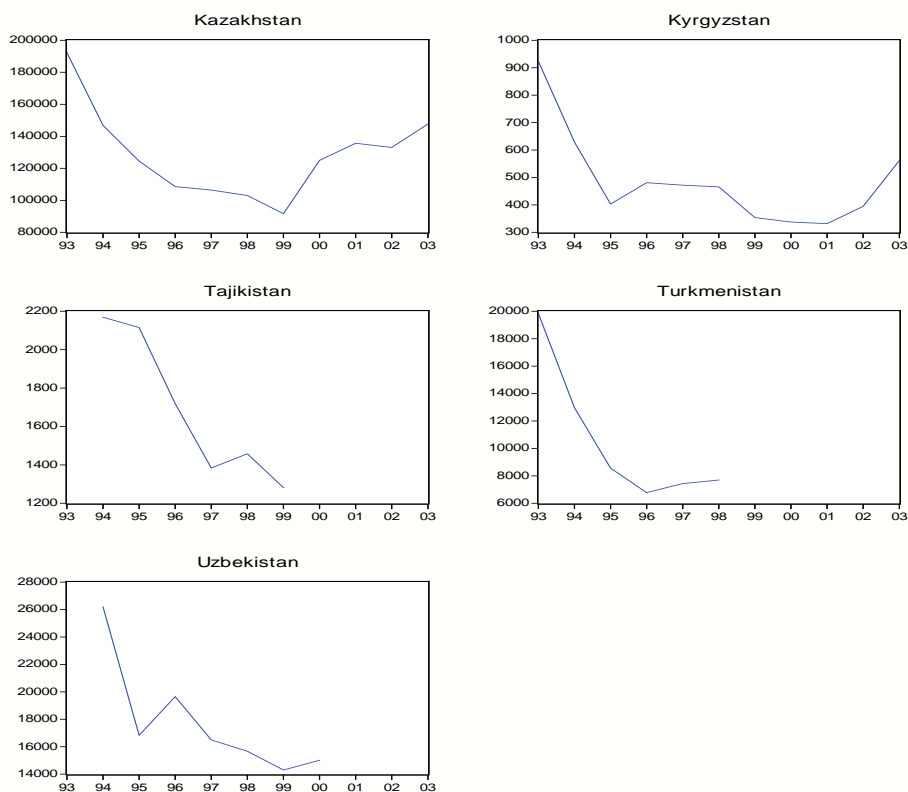
Le nombre de passagers-km par rail a diminué pour l'ensemble des pays au profit du développement de l'usage des transports routier et aérien.

Nombre de passagers.kilomètres par rail (millions)



Si les marchandises transportées par le rail (en tonne-km) ont baissé à la fin des années 1990, l'on constate un net redressement à partir de 2000 notamment pour le Kazakhstan et le Kirghizistan.

Marchandises transportées en Tonne-km (millions) non compris wagons vides



Pour le Kazakhstan, la part du rail est primordiale et prépondérante par rapport à celle de la route, soit respectivement 84,4% en 2000 contre 15,6% la même année selon Raballande et al (2005). Les principales exportations du pays étant des ressources minières (pétrole, cuivre et fer), l'on peut dire que l'essentiel de l'économie du pays repose sur le développement du ferroviaire.

Le coût du transport d'un wagon (50 à 60 tonnes de métal) du Kazakhstan vers l'Europe de l'Ouest s'élève à 4000 US\$ soit un pourcentage de taux de fret d'environ 6% de la valeur d'exportation ; ce qui reste relativement acceptable (Raballande et al, 2005).

Les coûts de fret sont cependant exorbitants pour les petits et moyens exportateurs qui n'arrivent pas à profiter des tarifs de gros. Pour ces opérateurs, la route reste également chère étant donné le nombre de passages payants et les délais causés par la lourdeur des procédures.

La situation d'enclavement engendre donc des coûts de transport considérable pour l'économie du pays. Et Jensen et Tarr (2007) ont démontré que l'accession du Kazakhstan à l'OMC lui fera un gain sur sa consommation d'environ 6,7% dans le moyen terme et jusqu'à 17,5% dans le long terme.

### Facilitation et logistique

Malgré la participation des pays d'Asie centrale à plusieurs mécanismes de coopération régionale et d'instruments juridiques internationaux dot la Convention TIR, le franchissement aux frontières laisse à désirer dans la plupart des cas.

Molnar et Ojala (2003) ont souligné la cherté des formalités d'entrée et de transit : Tadjikistan (1,3US\$ par km), Ouzbékistan (0,7US\$ par km) et Turkménistan (0,61US\$ par km).

Grafe et al (2008) utilisent un modèle de régression des indices de prix de plusieurs denrées et produits alimentaires pour montrer que les variations de prix entre les pays sans littoral d'Asie centrale ne sont pas très différentes des variations à l'intérieur d'un même pays. Ils trouvent d'après leur modèle que les frontières de l'Ouzbékistan sont relativement plus difficiles à franchir que celles du Kazakhstan ou du Kirghizistan.

Une importante littérature s'est développée élaborant des indicateurs de performance logistique pour les différents pays en tenant compte de plusieurs aspects dont le niveau de corruption, la transparence, l'efficacité des opérations de transport et les formalités administratives et douanières etc.

Les retards dans les transactions se traduisent par un coût économique exorbitant.

De P (2006) a démontré que le poids des coûts de transaction (y compris les coûts de transport) est plus significatif pour le niveau des échanges que le poids des tarifs douaniers.

Shepherd et Wilson (2006) élaborent un modèle gravitaire avec des distances routières entre 128 villes de 27 pays d'Europe et d'Asie centrale. Ils trouvent que le commerce intra régional peut augmenter de 30% si l'on améliore l'infrastructure routière dans trois pays : Albanie, Hongrie et Roumanie.

Le tableau ci-après montre que les pays d'Asie centrale doivent encore fournir beaucoup d'efforts pour réduire les coûts aussi bien à l'importation qu'à l'exportation.

Pays	2005		2006		Coût à l'export	Coût à l'import
	Durée export	Durée import	Durée export	Durée import		
Kazakhstan	93	87	93	87	2780	2880
Kirghizistan	nd	127	nd	127	nd	3032
Ouzbékistan	nd	139	44	139	2550	3970
Tadjikistan	nd	nd	72	44	4300	3550
Turkménistan	nd	nd	nd	nd	nd	nd

Source : Shepherd et Wilson (2006)



## Annexe : Carte des lignes AGC dans les pays d'Asie centrale



Tableau : Retards à l'exportation et à l'importation (en jours) et coûts à l'exportation et à l'importation (USD)  
(Source : Banque mondiale, 2005 & 2006)

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# POOR BORDER CROSSING DESIGN




# TRANSPORT DELAYS

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Delays at border crossings generally culminate from two main sources - poor procedures, or the application thereof, or inappropriate design of the border facilities. Whilst the former is being addressed by international organizations, such as the World Customs Organization through the application of the Revised Kyoto Convention and by national authorities, the latter is often not being resolved with the same urgency. In many developing countries, trade is still being compromised by long queues at the borders with neighboring countries, with landlocked states being worst affected.

The main problem is often a lack of understanding as to the core principles of border design. These land borders are essentially processing areas and should be treated as such when planning optimal layouts of facilities. The first design stage should be to prepare detailed processing diagrams/flow charts that set out the existing border activities taking into account processing times, ergonomics and the relative sizes of individual traffic flows. The next stage is to attempt to re-engineer these processing activities into a logical sequence and re-evaluate the effect of potential changes by means of a revised processing diagram/flow chart. Active consultation with those parties present at the border in agreeing the future processes sequences and anticipated 'dwell times' is critical, because in the end they will be the parties responsible for the day-to-day running of the final facility.



Only on finalization of an agreed design brief should the architect be introduced to design the infrastructure which will form a 'shell' over the process. Design of the 'form' should reflect the specific environment and may make a statement about the country, as it is the first or last point of contact with a country, thus image is often important. However, the 'form' should always be subservient to the 'function'. In designing the infrastructure the consultation process with the 'users', mainly Customs and immigration, should continue in order to finalize and mutually agree the layouts. Only after following this consultation procedure should the proposed development go forward for final approval and funding.

This design approach is often referred to as 'form follows function' because the 'form' (infrastructure) follows the 'function' (processes) and is commonly used in the design of transport-related structures. This simple logic is often ignored in both developed and developing countries who focus principally on the form – design of impressive structures – and then try to fit the processes around structures that bear little regards to their functionality. This sometimes occurs as a result of the ways in which border crossings are designed.

Traditionally centralized governments, in particular, tended to contract out the design of their border crossings to 'design institutes' or universities. The Customs or another party were responsible solely for producing historical records of traffic flows and the 'demand' was calculated on the basis of pre-set processing norms, that often bore little relation to actual practice. These traffic records often failed to provide a detailed traffic profile sufficient to identify peak flows and daily/seasonal variances. The institute proceeded to design an impressive structure, which was then built with almost no consultation with the end-users. The result was that many of these high image crossings were often difficult to operate with resulting delays negating that image. A common phenomenon is that part of the border crossing is overloaded with queuing whilst another part is virtually unused, because there was no in-built design flexibility.

Whilst the practice of external design without consultation has largely been stopped, this practice is still present in some Central Asian, West African and even South East Asian states. Major facilities are continuing to be developed, but fail to reduce crossing times and thus achieve their fundamental design goal. The designing of border crossings is not a common practice as most countries have a relatively small number of crossings and they are only changed infrequently, thus national design institutes or local architects rarely have any previous experience of the type facility they are being called upon to design. Even internationally, there are few experienced border designers. Therefore, it is recognized that the design process is difficult and hence the importance in adopting an established methodology to overcome these caveats.

Another key issue has been to concentrate solely on the border crossing as an infrastructure solution within the 'control zone', rather than addressing the crossing of the border as a logistical transit activity. This wider remit includes consideration of the approach roads as an integral part of the border. In many developing countries, the approach road is often a greater cause of congestion than the 'control zone' activities. The approaches are blocked and resemble a street market with no segregation between transit traffic and localized commercial activities. For example, one of the major constraints to implementation of the TIR system in many Central Asian countries was that road congestion meant that trucks that were subjected to expedited processing, such as TIR, but could not physically reach the 'control zone' because the road was not wide enough to allow priority lanes. Thus, the benefits of being under TIR could not be fully realized because service levels were no better for TIR transit than for other carriers.

One of the core functional considerations is whether to incorporate freight transfer facilities, such as warehousing, as this will have a major impact on the overall size of the site. Under development programs in Eastern Europe and the Commonwealth of Independent States, the strategy has generally been to refuse funding for such freight terminals on the basis that a border should be a transit, rather than a transfer, point. In principle such a strategy should be supported, but this is more difficult where countries do not have road transit agreements, for example between India and Pakistan. Goods are transferred at the border or held in border warehouses and may be traded on ex-border warehouse terms. Even where there is a road transit agreement, transporters may not wish to cross the border because traffic imbalances are such that it is not profitable for them to do so. Thus, there are occasions whereby border freight stations could be essential.

Assistance from the international donor and funding organizations to improve border crossings in developing countries has not always helped the situation as intended. The main international funding organizations, such as the World Bank, European Commission and Asian Development Bank, are often not adequately geared for the development of modifications to primary and new secondary border facilities. The internal procedures within these organizations mean that it is very difficult to fund small developments under US\$5 million. Indeed,

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the internal cost of organizing the soft loans can almost exceed the loan itself, unless the loan is of a certain size. As a result, larger and more expensive border developments than are needed are being promoted. In most cases the border facilities being funded have to be new, rather than modifications to existing facilities. This results in major new border crossings being constructed that do not reflect the processing demand. Border development should not necessarily be expensive. Indeed, one of the primary needs is to upgrade small crossings with the objective of promoting localized inter-regional trade. For example, new borders are being constructed under assistance programs in South Asia and West Africa that are clearly over-specified and will never be fully utilized.

The international funding organizations also tend to favor the application of a 'standard' design solution. This is principally because it is easier to 'administrate' in terms of costing and contracting. Unfortunately, there is no such thing as a 'standard' border design because every border has individual functional characteristics, although there are a number of standard principles, such as segregation of inbound and outbound traffic, of passenger traffic from freight traffic and separation of processing and administrative areas. Thus, it may sometimes be possible to have a 'model' incorporating these principles which can then be adapted to reflect the individual characteristics of that particular border.

The funding of modernization of border crossings is critical, especially in promoting international trade and transfer of peoples. However, a new approach may need to be considered as to how these could be financed. The current system of grants and loans does not always fit well with the specifics of border crossings. Given that the redevelopment cost per border is often quite low, the present solution tends to be to combine the demand into a regional program, similar to the European Commission in the Cross Border Program covering Eastern Europe/CIS and their current trade facilitation program in West Africa or the Asian Development Bank in South Asia or World Bank in Afghanistan. These programs are vital in providing funds to countries to enable them to upgrade their primary borders, which tend to be more expensive developments.

The major concern is how to fund development of secondary border crossings. Incorporating them in the regional programs tends to result in over-specification and resultant poor use of resources. One solution may be to try to provide a 'micro' development program which uses simplified application, processing and approval methodologies to overcome some of these difficulties. Many of these institutions have active SME (Small to Medium Enterprise) programs providing small loans and grants. Adaptation of this type of approach could be worth considering in order to enable developing countries to address secondary border needs.

The key issue under any assistance program is that its goals are achieved and this may require innovative approaches. The current 'large scale' development approach has not always represented best value for money, for either the donor or the users. Moreover, it can promote poor design techniques which often attempt to maximize the 'form' and limit proper consideration of the 'function' aspects. Unfortunately, border crossings tend to be far from the capital cities and therefore do not always attract priority national investment. Improvements in trade facilitation processing, as promoted by the Revised Kyoto Convention, will still be dependent on having the right physical environment in which to implement them – the modern border crossing. Unfortunately, border crossing delays remain a perennial problem and, other than when there is a downturn in trade, the incidence of border delays has shown limited reduction over recent years, despite the increase in investments.

# Development of the Hungarian logistics market with a special focus on the EU accession

*Mr. Gergely Gecse, Senior Counsellor, Ministry for National Development and Economy, and Dr. Zoltan Bokor, Associate Professor, Head of Department, Department of Transport Economics, Budapest University of Technology and Economics*

This paper aims to assess the main characteristics of the Hungarian logistics market. It also examines how the EU accession of 01.05.2004 has influenced transport and logistics trends. The time period analysed is 2002-2007 due to data availability and the reliability of conclusions.

## **General features of the Hungarian economy**

The volume of Hungarian GDP – at current prices – grew from 59.5 in 2002 to 90.0 billion € in 2007. The growth rate (measured in HUF) was 4.2% in 2002, 4.8% in 2004 but fell to 1.1% by 2007 (and negative value is expected for this year). Regarding the composition of GDP, no relevant changes could be observed between 2002 and 2007: the ratio for the processing industry was 21.9% while 4.6% for the building industry, 4.0% for agriculture, and 8.2% for transport, warehousing, post and communication (2007).

After the EU accession Hungarian exports (in €) were duplicated with considerable rearrangements in their structure: the ratio of EU-15 had fallen by 15 percentage points to 59.0% while the ratio of new member states and of non-member states had grown to 14.2% and 17.2% respectively. The volume expansion could be attributed mainly to the significant increase in machinery exports within which the ratio of high-tech products is considerably high in comparison to other European countries.

## **Transport and logistics policy regulation**

Three transport policy documents can be identified in the examined time period: the transport policy approved in 1996 and replaced by the transport policy of 2003-2015, as well as the *Unified Transportation Development Strategy* (UTDS) issued in 2008. The UTDS pays special attention to the consequences of EU accession and revises mainly the infrastructure development plans by taking (also) these influencing factors into account.

The transport related elements of the EU *acquis communautaire* were taken over and implemented by the national regulation. Their practical application, however, is sometimes (e.g. in the case of rail liberalisation, etc.) relatively slow – similar to the majority of member States.

It is not common in European countries to elaborate a dedicated national logistics strategy – these considerations are generally included in transport policies. Nevertheless, Hungary has its separate, mid-term (2007-2013) logistics strategy which is in line with the actual transport policy on the one hand, but is governed by economic development priorities on the other. The strategic goal of the national logistics policy is for Hungary to become one of the leading regional centres in Central and Eastern Europe (CEE), offering high quality transport-logistics services with special regard to serving the international trade between Asia and Europe. To reach this goal, three main intervention areas have been identified:

1. Improving the regulation to make transport-logistics service providers more competitive;
2. Co-financing transport-logistics related investments of the private sector (in case of market failures, e.g. promoting intermodality or supporting SMEs);
3. Conducting a pro-active international diplomacy and marketing in the field of transport-logistics.

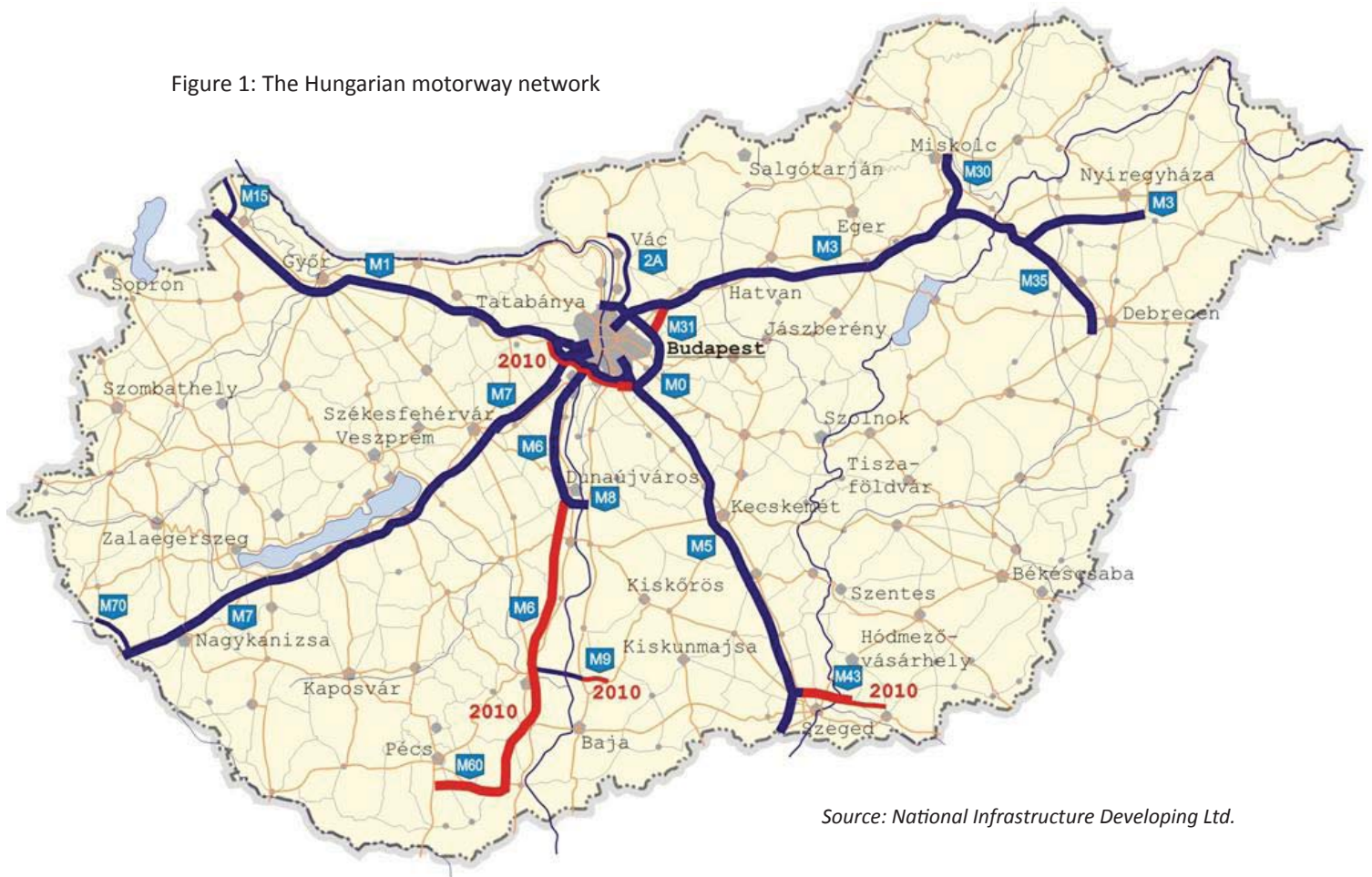
## **Infrastructure development**

The transport network of Hungary is influenced by the special features of the country: central location in CEE, 4 pan-European (IV., V., VII., X/B.) and 2 ERTMS (E, D) corridors. Romania and Bulgaria as new member States are accessible – within the territory of EU – through Hungary only. It is also noteworthy that Hungary became a full member of Schengen at the end of 2007.

Additional motorways reaching the borders were built by 2008 (M5 – Serbia, M7-M70 – Croatia/Slovenia)

while other developments concentrated on improving the quality of existing road network (e.g. ensuring the 11.5 t axle load capacity as the corresponding derogation expired in 2008). The investments could be accelerated by making use of the available EU funds – ISPA, then Cohesion – but PPP financing constructions have been used too. The length of motorways was 533 km in 2002 and had increased by about 70% by 2007. Figure 1 shows the existing motorway network and the ongoing developments scheduled for completion by 2010.

Figure 1: The Hungarian motorway network



Three new bridges over the Danube (North-Budapest, Dunaujvaros, Szekszard) and 1 over the river Tisza (Polgar) were also built by 2008.

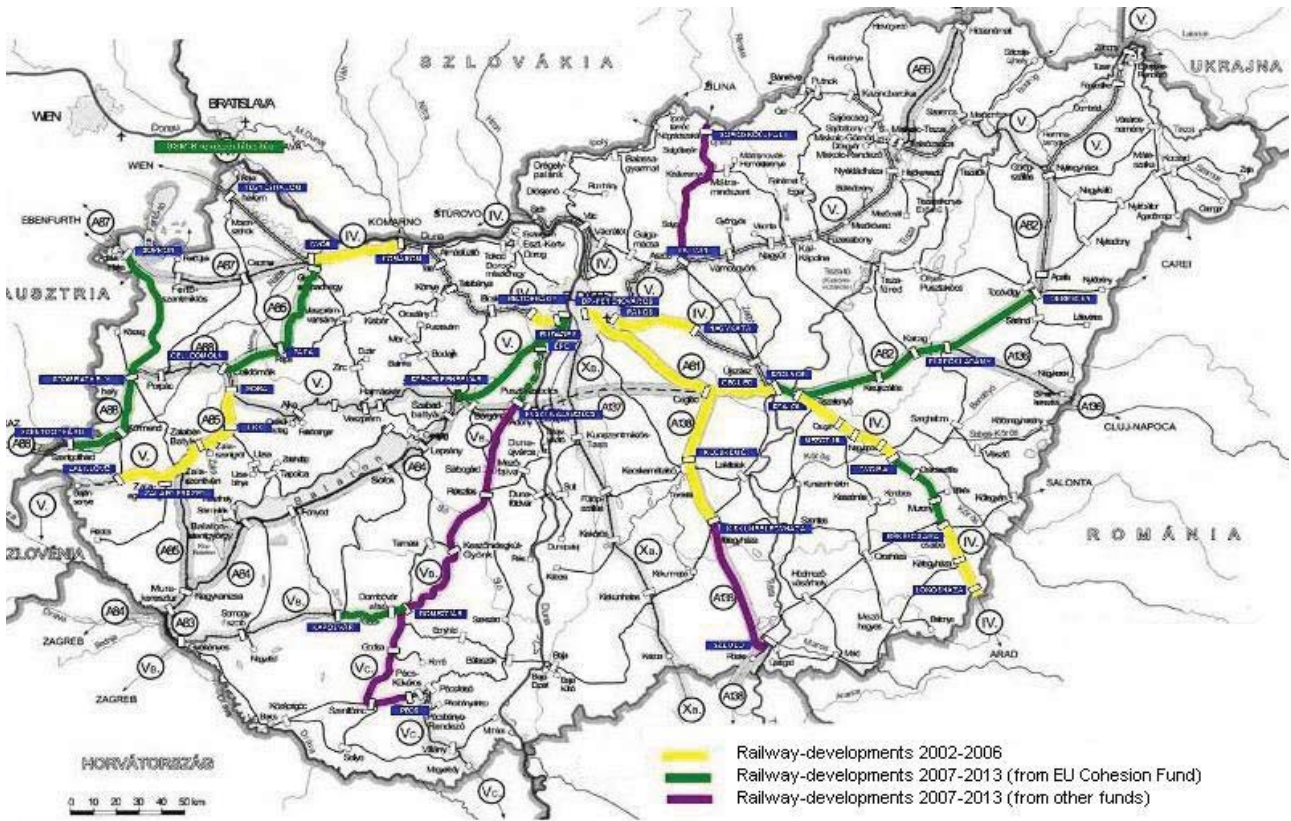
Improvements in the rail network had been concentrated mainly on the 4<sup>th</sup> Helsinki-corridor. The 5<sup>th</sup> Helsinki-corridor will get greater emphasis in the near future and the Sopron-Szombathely-Szentgotthard line – after its development – will partially take freight traffic from the Semmering line (see Figure 2).

Warehousing is concentrated mainly in the capital and its surrounding area. According to Jones Lang LaSalle's data the capacity of this warehouse network grew from 0.6 (2002) to 1.4 million m<sup>2</sup> (2008). Warehouses are built in the countryside too, but their storing capacity is considerably lower than in the central region.

### Freight transport performances

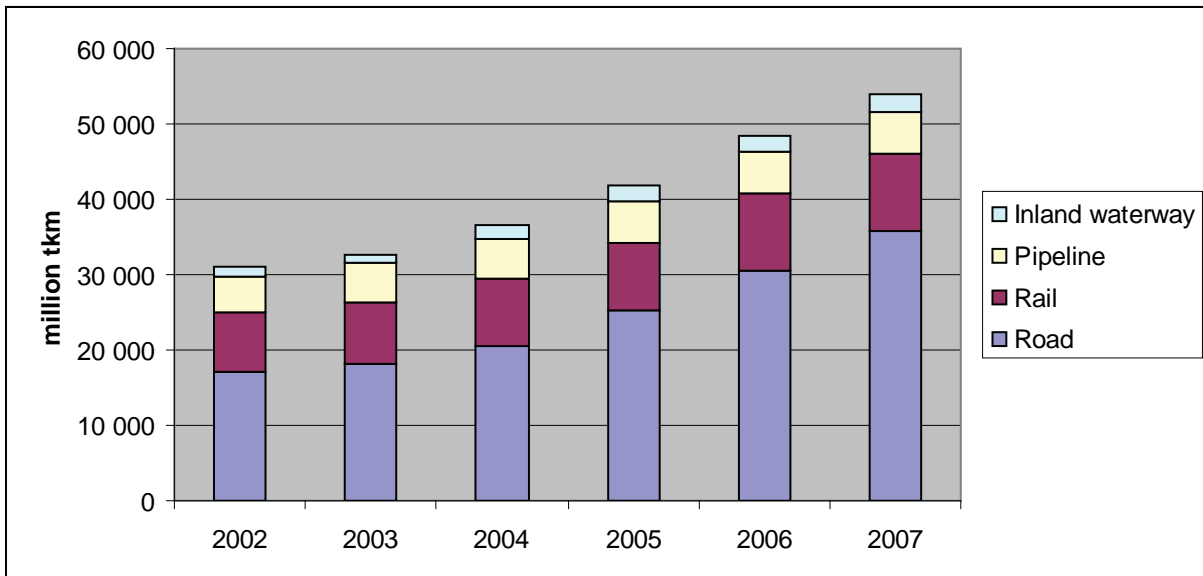
During the time period of 2002-2007 the performance of freight transport grew by 74.2% and reached the value of 53.9 billion tkm (see Figure 3). The volume of transported goods was 331.5 million tonnes in 2007 and had increased by 12.8%. About 75% of total goods transport performances are international. Although a continuous expansion could be observed the level of performances is still below the peak of the early 90's. The main generator of performance growth is the international transport, in particular the international road haulage: its performance became 3.5 times (in tkm), or 4.4 times (in tonne), higher. It resulted in a significant change in the modal split (measured in tkm): the ratio of road transport increased from 55.4% to 66.5% while the ratio of rail transport decreased from 25.1% to 18.8% (it is still higher than the EU average value!). Goods flows, however, can hardly be recorded since the EU accession as the data collecting procedures performed by the border guard authorities have mostly been terminated.

Figure 2: Railway infrastructure developments in Hungary



Source: MAV

Figure 3: Freight transport performances in Hungary



Source: Hungarian Central Statistical Office (HCSO)

## Intermodal transport

Before the EU accession, 4,950 international road transport licences (corresponding to the number of vehicles) were used. They were owned by 907 companies. After the accession the number of licences has expanded significantly: 7,197 EU licences (corresponding to the number of companies) applied to 32,861 vehicles in 2007 (based on National Transport Authority). It has influenced mainly the volume of RoLa transport: the peak was in 2003 with 110,000 transported lorries, while currently only 35-40 thousand vehicles are moved. Moreover, this lower performance level can only be maintained by providing 3-4 million € in State grant per year. At the same time, the volume of non-accompanied intermodal transport grew from 3.3 (2002) to 3.6 million tonnes (2007). The largest intermodal terminal in CEE, the Budapest Intermodal Logistics Centre (BILC), was launched in 2003. Here, 135,000 TEU intermodal units were handled in 2007.

The complex development programme of the Zahony logistics region based on the local terminal network connecting the standard- and the broad-gauge rail lines (coming from Ukraine) has just started with a total budget of 140 million €. The programme consists of several elements like rail and road infrastructure improvements or the establishment of an industrial-logistics zone with a territory of 160 hectares. The container shuttle trains running between Beijing and Vienna are transhipped in Zahony terminal, too.

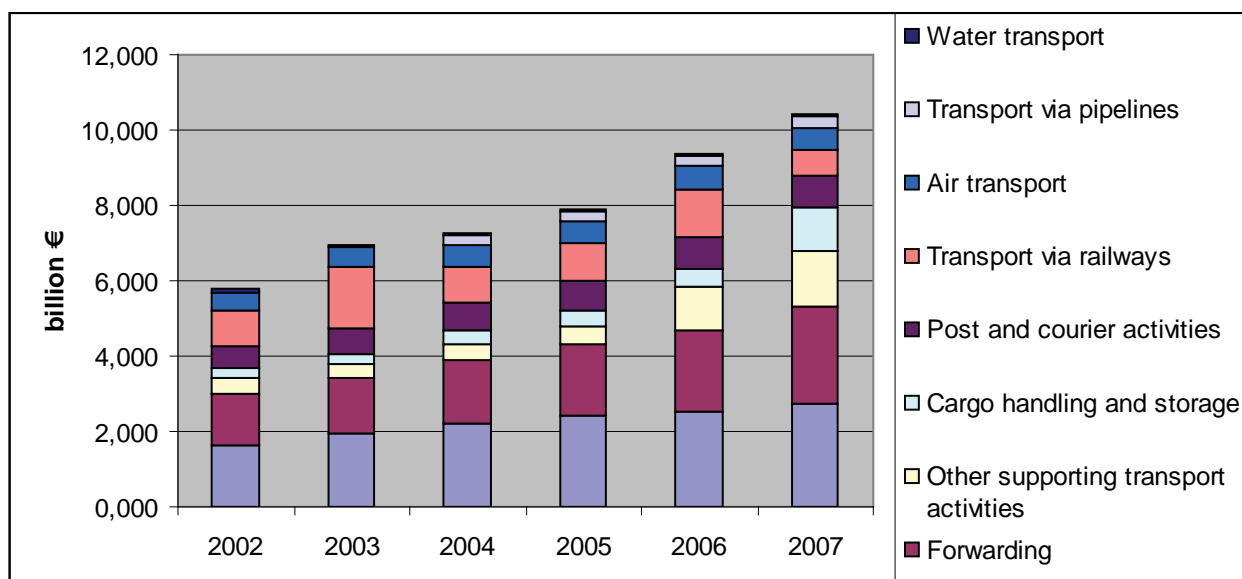
## Logistics service providers

Enterprises belonging to the economic sector NACE Rev. 2. H – transport and warehousing excluding passenger transport – defined by the 1<sup>st</sup> annex of 1893/2006/EC directive are regarded as logistics service providers. According to this categorisation 14.4 thousand partnerships and 15.7 thousand sole proprietorships were registered in Hungary as logistics service providers in 2007. The number of sole proprietorships fell by 22.4% between 2004 and 2007. It was compensated by the 12.2% growth in the number of partnerships. About ¾ of the enterprises are carriers of which 60% are sole proprietorships. Approximately 10% of logistics service providers are forwarding agents while about 6% of them run courier and parcel services. It is important to note that according to HCSO only 75% of the registered enterprises operate effectively in Hungary.

Figure 4 illustrates the turnover of Hungarian logistics service providers (partnerships only) between 2002 and 2007 differentiated by the main activity subcategories. The turnover of logistics service partnerships had grown by 81.2% from 5.8 up to 10.5 billion €. Cargo handling and storage, furthermore the supporting transport activities had grown at the highest pace: their turnovers of 2007 were 4.6 and 3.7 times higher than in 2002 (by the way the basis was relatively low in both cases).

Looking at the examined time period it can be concluded that the average ratio of road haulage in the Hungarian logistics market was 28.5% while of forwarding 23.3%, of rail freight transport 14.3%, of supporting transport activities 8.5% and of post and courier services 9.6%.

Figure 4: Turnover of Hungarian logistics service providers



Source: Hungarian Tax and Financial Control Administration



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The main domestic actors that also have a regional role in the logistics market are Waberer's and MASPED groups. Other service providers with a considerable market share are DELOG, Revesz, Szemerey, Bertrans, BI-KA and Kelet-Trans groups, as well as Horvath Rudolf company. Multinational firms which have affiliated companies in Hungary registered in the TOP-200 turnover list are the following:

- Austrian: Hödlmayr, Lagermax, DDSG, Gebrüder Weiss;
- German: DPWN, DB-Schenker, Logwin, Dachser;
- Dutch: (TNT, Vos);
- French: Geodis, Giraud;
- Italian: Catone, Prioglio;
- American: Expeditors, UPS;
- British: Wincanton, Eurogate;
- Swiss: Kühne-Nagel.

The most important changes of the market structure can be identified in the rail sector. Here, the liberalisation of the freight transport market segment has resulted in a growing number of carrier companies. However, the dominant actors are still the incumbent MAV Cargo and GySEV (about 85% and 10% market share respectively). 16 new incomers are also operating (or at least they have operating licences).

The competition in the road freight market segment has grown significantly since the accession (see the changes in the number of operators before). After the expiration of cabotage prohibition (01.05.2009) the competition may be even stronger.

Four considerable privatisations were carried out in the examined time period:

- MAV Cargo was bought by Rail Cargo Austria;
- Malev (the national air transport company) was partly taken over by Vneshekonombank with a strategic partnership of Aeroflot;
- Budapest Airport belongs to Hochtief (with a long run lease contract);
- Freeport of Budapest is controlled by Waberer's group.

### **International comparison**

According to the Logistics Performance Index (LPI) of the World Bank – measuring the logistics competitiveness of countries – Hungary was ranked 35<sup>th</sup> in 2006. If we take the Cushman & Wakefield location comparison matrix – measuring the establishing conditions of logistics centres – into account, real improvement in Hungary's situation can be observed: 8<sup>th</sup> place in 2003, 7<sup>th</sup> in 2005 and 3<sup>rd</sup> in 2007.

### **The near future**

The current financial and economic crisis will probably affect trends in the Hungarian logistics sector too. Road haulers were negatively affected by the low HUF/€ exchange rates and the high fuel prices even in the middle of 2008. Although these factors have changed in a positive direction, the demand for transport-logistics services fell significantly by the end of the year. At the same time the decrease in demand has solved such problems as driver shortage or the lack of carrying capacities. Currently the main problems are the low capacity utilisation of freight vehicles and the falling service prices – these problems have emerged even in the case of rail and intermodal transport. Supply chain operators based on maritime navigation and CEP (courier, express, parcel) service providers have had the biggest losses so far.

Mainly small and medium sized logistics enterprises (carriers, forwarders) may go bankrupt which probably leads to further consolidations (mergers, etc.) in the market. Besides, small enterprise service companies working for automotive, building or electronic industries, or depending on relatively few customers, may have notable difficulties. The others can maintain business with about 10-20% losses in their turnover. It may also require some reorganisational steps (temporarily decreasing capacity), which support cost savings.

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# Breaking down logistics bottlenecks will facilitate international trade and stimulate economic development

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Many of the products that we use in our everyday lives are made far from where we live and work. Academics and politicians have engaged in a long standing debate on the reasons for producing goods far from where they are consumed. Most of the participants in this debate agree that international trade is an important driver for economic development. Promoting export and import with developing countries is an important element in development strategies of countries and supranational institutions, such as the Worldbank. In this article, we will argue that breaking down logistics bottlenecks will facilitate international trade and stimulate economic development. The Netherlands together with national and international partners are working hard on new ways to improve efficiency and information exchange processes within Europe and the world, in order to break legal barriers and costs. Some promising and hopefully inspiring examples will be discussed.

## **Crossing borders**

International trade involves physical operations such as cargo handling, transportation, storage, inspection and checking, and transactional activities such as buying and selling, financial arrangements, transport booking and so on. One of the most complicating elements in international trade and transport transactions is to move products across borders and bring them in free circulation in another country. As a result, the effort it takes to move these products from one country to another, across borders, and by means of various modes of transport, is substantial.

International trade and transportation of goods requires the alignment of ordering, payment, insurance, logistics, inspection and transportation processes. Solving this complex process imperfectly leads to goods flows that are delayed, goods that go missing, the wrong goods being shipped, and so on. In addition, the complexity of international trade makes it, paradoxically, an easy target for organised crime. Document forgery, unlicensed transport operators, and tampering with the goods along the way are all difficult to detect.

## **Legal barriers and costs**

Complexity in international trade results from border crossings. A border is a boundary between legal jurisdictions, much more than a boundary between cultures, languages or monetary units. The legal jurisdiction addresses areas such as customs procedures, inspection levels, legal arrangements for liability and contracting, requirements for documentation and pricing. A regime on these elements in one country may be very different from the regime in another country. International transport chains that cross multiple borders are especially affected by this.

The Worldbank report 'Doing Business' catalogues some of these items for different countries, and translates them in costs per unit of cargo. In the Netherlands, the costs related to processing import documentation in 2007 was estimated to be € 1005 for a container. This is more expensive than northern European countries,

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but cheaper than southern European countries. Best in class countries are Singapore, Germany and Finland, with costs less than half of the Dutch figure.

### **Efficiency**

The report also estimates the time it takes to go through all import and export procedures. Here the Netherlands is best in class in Europe, just after Denmark, with 6 days. The larger European economies of UK and France require twice as much time, and in eastern European countries, import procedures can take up to 40 days. The average in the OECD is 14 days, and in Africa 58 days.

Another interesting indicator for border crossing efficiency is the number of signatures required for a typical export transaction: in Singapore: 2; in the USA: 5; in some Asian and African countries: around 40. These simple statistics show that countries can differ substantially in terms of their trade related procedures, and that choices from which country to import, or through which country to enter the European market may have an important impact on lead time, reliability and costs in the logistics chain.



### **Trade logistics**

The analysis in the 'Doing Business' report was recently taken further by Professor Hau Lee of Stanford University. In his acceptance speech for an honorary doctorate at Erasmus University Rotterdam end of 2008, he gave an overview of his research on efficient trade logistics. His claim is that inefficiencies in logistics can be a barrier to international trade. Many of his indicators of logistics efficiency measure the efficiency of the border crossing stage in the transport chain. In addition to the indicators listed above, Professor Lee also mentioned time and cost related to security programs (for instance, the American Container Security Initiative (CSI)), ship and cargo handling efficiency in ports, and the efficiency of the inland transport system.

### **RFID and other information items**

Radio Frequency Identification (RFID) has been promoted as a solution for many of these bottlenecks, since it provides, potentially, real time alerting and notification of the status of the container, and of tampering with the container. After the first tests with RFID on sea containers in 2002/2003, several studies have been published that showed that clear logistic improvements could be achieved by having real time notification at various stages in the logistics chain. These improvements are in terms of less safety stock (which frees up working capital), less inspections (which saves time), and more confidence in the chain due to higher reliability and predictability.

RFID is, however, only one possible solution. There are other information needs that help to relieve border crossing bottlenecks that need to be solved in other ways. For instance, RFID does not provide tracking and tracing, in the sense of continuous monitoring of the movement of the goods. Furthermore, a RFID tag may

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record tampering with the container, but does not provide information on the nature of the tampering. This information will have to be captured from another source. Other interesting information items are the record of security compliance of parties involved in the chain, and the expectations of when the cargo should be where. Visibility, defined as the ready access to timely, accurate and complete information, is a combination of existing, better and new information on the movement of goods in international logistic chains.

### **Reducing bottlenecks**

Much of the border crossing problems observed above can be solved by bringing more visibility into the chain. Having information available in a timely fashion can help reduce many of the border crossing bottlenecks: advance notification will avoid waiting times of ships, advance notification to customs agencies will help in speeding up the documentary process, having accurate information on the location of cargo at all time, combined with information on previous inspection activities in other countries may reduce inspections in the country of import.

### **Port community system**

Ports are generally the focal points for import and export operations in international logistics chains. Many visibility requirements therefore originate in ports. In the case of the Netherlands, the arrival of a ship in the Port of Rotterdam is the first instance that information is provided to customs on goods that need to be brought into the common European market. This first preliminary declaration on the basis of the ship's manifest is later amended with more elaborate information by the importer or a legal representative party. The port of Rotterdam is fairly unique in the sense that the port community system also plays an important role as the single customs portal for the Dutch Customs agency. This port community system is therefore *the* visibility platform for all parties active in the port.

Visibility in international supply chains is gaining importance due to the development of secure gateways into important consumer markets, such as the United States and Europe. These economic regions are more and more concerned with the security and integrity of cargo flows, and are creating 'green lanes' for trusted parties that will not be subjected to intense scrutiny at the moment of arrival of the cargo in ports. The development of these green lanes is tightly connected with the initiatives of developing certification systems for trusted parties, such as the Authorised Economic Operator regime in Europe, and visibility in the chain.

### **Visibility platforms**

The European Union, through its research programme for the period 2001-2013 is sponsoring initiatives that aim to build visibility platforms in the entire international container logistics chains. Such visibility platforms take the development of visibility solutions in ports one step further.

One of these initiatives is the project INTEGRITY, in which ISL Bremen and Erasmus University/Rotterdam School of Management cooperate with container terminal operator Hutchinson Port Holdings and other business parties that are active on the corridor China – Europe. The goal is to build an open access platform that can be used by so-called chain communities, consisting of shippers, factories, importers, logistic service providers, freight forwarders, terminal operators, shipping lines, and other transport service providers, to capture information in the chain in an early stage, exchange information in a timely and accurate way, and provide information to inspection bodies if required.

The INTEGRITY platform will be tested on the corridor Yantian – Rotterdam (ECT)/United Kingdom (Felixstowe). The aim is to demonstrate the information exchange process in a so-called living lab, and to calculate the benefits for all parties involved in terms of time savings, money savings, performance improvement and efficiency gains.

### **Great potential**

The potential of this approach, however, goes beyond the application in one particular corridor. Much of the current trade flow exists between countries where the border crossing bottlenecks are surmountable: exporting from China to Europe is, in fact, relatively easy. Much bigger benefits, from substantially reducing lead time to creating entire new trade lanes are to be expected in developing countries in Asia and Africa.

In these countries, that are developing, but where development is hampered by outdated institutions and procedures, the introduction of global information exchange platforms with data capture at the first point of stuffing of the container, may be the incentive they need to actually become engaged in international trade. Key items that platforms such as INTEGRITY can provide is a digital exchange of documents, reuse of data for multiple purposes and multiple border crossings, generating advance information for inspection agencies. All these items will contribute to the development of global transport without borders and, we believe, to economic development and growth.

# Development prospects of the transport and customs infrastructure in Ukraine

Oleksandr Fedorov, Deputy Chairman, State Customs Service of Ukraine

## Перспективы развития транспортной и таможенной инфраструктуры Украины

Украина - одно из крупнейших государств Восточной Европы:

- Территория – 603,7 тыс. кв.км
- Население – около 48 млн. человек
- Сухопутная граница – более 7 тыс. км
- Морская граница – более 1,3 тыс. км
- Таможенных офисов – 185
- Пунктов пропуска на границе – 237, из них 146 международных
- Таможенных служащих – 18 тыс. Человек

**Основные транспортные связи, проходящие через Украину:**

страны Центральной Европы – страны СНГ;  
страны Южной Европы, Ближнего Востока, Африка – страны СНГ;  
Индия, страны Центральной Азии, Дальнего Востока – страны Балтики, Скандинавии;  
Китай, страны Закавказья, Средней Азии, Дальнего Востока – страны Западной Европы, Балтики, Скандинавии.





В соответствии с этими направлениями в Украине ведется работа по созданию **транспортных коридоров**, по решению Второй Панъевропейской конференции министров транспорта европейских стран включенных как составная часть в сеть международных транспортных коридоров:

коридор № 3 - Берлин (Дрезден) - Вроцлав - Львов - Киев;

коридор № 5 - Триест - Любляна - Будапешт (Братислава) - Львов;

коридор № 7 - Дунайский (водный);

коридор № 9 - Хельсинки - Санкт-Петербург - Минск (Москва) - Киев - Кишинев (Одесса) - Димитровград (с продлением до Александрополиса).

Технологические мощности транспортной инфраструктуры Украины дают возможность каждый год перевозить по железным дорогам, внутренним водным и автомобильным транспортом и перерабатывать в портах свыше 60-70 млн. тонн, а также доставлять трубопроводным транспортом около 200 млн. тонн транзитных грузов.

Фактические же объемы транзита составляют лишь около 200 млн. тонн, т.е. имеющийся транзитный потенциал Украины используется на 70 процентов, а на транспорте общего пользования (без трубопроводов) - лишь на 50 процентов.

Изучая вопрос транзитного потенциала Украины, следует учитывать, что существуют **объективные предпосылки для увеличения объемов транзитных перевозок через территорию Украины:**

удобное географическое положение Украины на пути основных транзитных потоков между Европой и Азией;

наличие незамерзающих черноморских портов;

наличие развитой сети железных дорог;

наличие развитой сети автомобильных дорог;

наличие развитой системы трубопроводов в широтных и меридиональных направлениях.

Уделяя значительное внимание перспективам своего становления как транзитного государства, за период своей независимости с 1991 года Украина присоединилась к ряду международных конвенций, регулирующих транзит, основными среди которых являются:

Таможенная конвенция о международной перевозке грузов с применением книжки МДП (Конвенция МДП) 1975 года;

Международная конвенция о согласовании условий проведения контроля грузов на границах 1982 года;

Конвенция Организации Объединенных Наций о международных смешанных перевозках грузов, Женева, 1980 год;

Конвенция о договоре международной дорожной перевозки грузов (КДПГ) 1956 года, с изменениями, внесенными протоколом 1978 года;

Конвенция о договоре международной автомобильной перевозки пассажиров и багажа (КАПП) 1973, с изменениями, внесенными протоколом 1978 года.

Имплементация требований этих соглашений в национальное законодательство – залог успешного продвижения к поставленным целям.

В современных условиях экономического развития Украины и выхода ее на широкую международную арену особенное значение в системе органов государственного управления имеет таможенная служба – основной механизм реализации таможенной политики Украины.

Таможенными органами, которые непосредственно занимаются организацией таможенного контроля и таможенным оформлением являются:

специально уполномоченный центральный орган исполнительной власти в области таможенного дела (Государственная таможенная служба Украины с резиденцией в столице Украины городе Киеве);

региональные таможни и таможни.

Также в состав таможенной службы входят лаборатории, экспертные учреждения, кинологический центр, учебные центры и Академия таможенной службы.

В 2008 году Государственная таможенная служба Украины перечислила в Государственный бюджет около 20 млрд. дол. США в виде налогов с внешнеторговых экспортно-импортных операций.

**Насегодня таможенные органы Украины работают в унисон с таможенными администрациями других государств, двигаясь в перспективном направлении унификации и упрощения таможенных процедур, предусмотренных международными соглашениями.**

Но для успешного продвижения и адаптации к современным условиям недостаточно избрать одно или несколько перспективных направлений.

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Главная необходимость - оценить ситуацию и утвердиться в принятом решении о необходимости модернизации деятельности таможи.

Целью модернизации является переход на качественно новый этап развития таможенной службы Украины в направлении удовлетворения экономических, социальных, духовных нужд общества и получение Украиной надлежащего места в мировом сообществе.

Выполнение задач по достижению этой цели не исключает обязанностей относительно полного и качественного выполнения других государственных задач, возложенных на таможенную службу Украины.

К ключевым задачам относятся:

- 1) приведение к международным стандартам деятельности, связанной с выполнением контролируемых функций;
- 2) обеспечение кадровой возможности качественного выполнения задач в условиях внедрения международных стандартов деятельности;
- 3) создание организационно-правовых предпосылок для развертывания системной и результативной научной деятельности в таможенной службе.

**Основными направлениями работы по выполнению поставленных задач являются:**

Нормотворческая деятельность

Разработка и внедрение законодательных и нормативно-правовых актов, обусловленных присоединением Украины к Международной конвенции об упрощении и гармонизации таможенных процедур (Киотской конвенции). Как кажется, эта мера есть наиболее определяющей для успешной реализации всех иных мер.

Деятельность по упрощению процедур таможенного контроля и таможенного оформления

Внедрение унифицированных технологий таможенного контроля и таможенного оформления, охватывающих всю последовательность движения товаров и транспортных средств во время пребывания их под таможенным контролем. Постепенная адаптация технологий к работе с информацией о товарах и транспортных средствах.

Разработка и внедрение в практическую деятельность унифицированных форм отчетности о результатах таможенных досмотров, направленных прежде всего на усовершенствование информационного наполнения систем анализа рисков и пост-аудит-контроля. Это даст возможность, с одной стороны, обеспечить обоснованность выборочных досмотров, а, с другой стороны, повысить их результативность.

Унификация и полнота требований, предъявляемых к информации и документам, подаваемым или образующимся при прохождении унифицированных технологий. Это даст возможность полноценной реализации процедуры электронного декларирования как неотъемлемой части Рамочных стандартов безопасности Всемирной таможенной организации.

Организационно-управленческая деятельность

Завершение начатого в 2006 году размежевания оперативной и управленческой деятельности между уровнями центрального аппарата и таможенных органов. В первую очередь это касается выполнения таможенной службой функций по применению таможенного законодательства и контроля за его соблюдением. Это позволит центральному аппарату сосредоточиться на формировании и реализации решений стратегического характера.

Результатом исполнения региональными таможнями контрольно-координирующей функции станет оптимизация внутренней структуры таможенных органов и структуры их географического расположения. Это даст возможность обеспечить рациональное использование кадрового потенциала и материально-финансовых ресурсов.

Взаимодействие таможенной службы

**Взаимодействие с государственными, правоохранительными и контролирующими органами,** задействованными в процессах таможенного контроля, должно приобрести направленность на создание единого информационного пространства для принятия согласованных решений относительно перемещаемых товаров и транспортных средств. Это даст возможность определить место и роль каждого органа не только в будущем, но и в предусмотренных к внедрению в ближайшее время унифицированных технологических схемах таможенного контроля и таможенного оформления.

**Взаимодействие с участниками внешнеэкономической деятельности**

**(ВЭД)** должно приобрести направленность, во-первых, на согласование их обязанностей и прав в пределах унифицированных технологических схем, и, во-вторых, на определение их реальных способностей относительно перехода на информационные технологии. Это даст возможность таможенной службе с самого начала формировать максимально бесконфликтные унифицированные технологические схемы, а участникам ВЭД - заблаговременно планировать расходы, связанные с будущим переходом на информационные технологии.

**Международное взаимодействие таможенной службы** должно приобрести направленность, во-первых, на обеспечение непротиворечивости информационного пространства таможенной службы международным стандартам, и, во-вторых, на поиск и реализацию взаимовыгодных и наиболее



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эффективных путей долгосрочного сотрудничества в оперативной деятельности. Это даст возможность таможенной службе предотвратить проблемы вхождения ее в международное информационное пространство.

#### Кадровая деятельность

На уровне оперативной деятельности таможенной службы должен начаться процесс формирования и внедрения стандартных должностных обязанностей как составных унифицированных технологических схем. Это даст возможность, одновременно со снижением влияния личностного фактора на принятие решений, начать постепенное обретение должностными лицами таможенных органов привычек жестко регламентированной деятельности в условиях Рамочных стандартов.

В образовательной и учебной деятельности таможенной службы должны быть сделан акцент на место и роль информации в оперативной и управленческой деятельности должностных лиц таможенной службы. Это даст возможность постепенного привыкания к будущим изменениям в характере профессиональной деятельности.

#### Научная деятельность

Должны быть заложены организационно-правовые основы для становления и дальнейшего развития таможенной науки - создано научное (научно-исследовательское) учреждение, создана систематизированная база отечественных и зарубежных научных знаний по таможенному делу, регламентированы процессы заказов и выполнение научных работ.

В первую очередь, должны быть разработаны современные теоретические основы для моделирования реальных процессов в оперативной и управленческой деятельности таможенной службы в условиях соответствия Рамочным стандартам.

**Одна из важнейших задач, которую необходимо решить Государственной таможенной службе Украины в ближайшей перспективе - это внедрение международных норм и правил, которые позволят перейти к применению единых стандартов в области таможенного дела и решить вопросы, связанные с присоединением к ряду международных конвенций по упрощению таможенных процедур а также осуществить поэтапное сближение таможенного законодательства и таможенных процедур, применяемых в Украине и странах Евросоюза.**

Отдельно следует выделить работу, направленную на усовершенствование и упрощение таможенных процедур, проводимых на таможенной границе, в частности, шаги к внедрению «электронной таможни» – многофункциональной комплексной системы, объединяющей информационно-коммуникативные технологии и совокупность механизмов их применения. Она дает возможность повысить качество администрирования с целью обеспечения таможенной безопасности Украины, путем:

технологического обеспечения непрерывного потока, накопления и обработки электронной информации между таможенными администрациями, органами государственной власти Украины и субъектами внешнеэкономической деятельности;

внедрения новейших современных электронных процедур таможенного контроля и их сопровождение;

создания и поддержки организационно-технических систем для функционирования всеобъемлющих автоматизированных процедур оценки качества исполнения таможенного дела;

информационного обеспечения правоохранительной деятельности и контроля за перемещением товаров.

В свое время государства-члены ЕС приняли решение действовать в рамках структуры «Электронной Европы» и утвердили Решение Совета относительно простой и безбумажной среды для таможни и торговли.

ЕС разработал многолетний стратегический план, рассчитанный на внедрение до 2013 года. Для его реализации планируется внесение изменений в Таможенный кодекс ЕС, главной целью которого является использование информационных технологий вместо бумажных.

Украина в свою очередь также поддерживает и декларирует необходимость создания «Электронного Правительства».

Так, постановлением Кабинета Министров Украины от 24.02.2003 № 208 установлено, что одной из приоритетных задач развития информационного общества является предоставление гражданам и юридическим лицам информационных и других услуг путем использования электронной информационной системы «Электронное Правительство», которая призвана обеспечивать информационное взаимодействие органов исполнительной власти между собой, с гражданами и юридическими лицами на основе современных информационных технологий.

С целью реализации этих задач Государственной таможенной службой Украины разработаны и внедряются в повседневную деятельность электронные документы, необходимые для целей таможенного контроля. В частности, предприятиями, имеющими «режим содействия», уже в течении длительного периода успешно используется механизм подачи предварительного уведомления о

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намерении ввезти товары на территорию Украины (ПП) исключительно в электронном виде.

Полученный позитивный опыт используется также в иных разработках. Приведем следующий пример.

Как известно, в случае транзита грузов железнодорожным транспортом на участках, на которые распространяется сфера применения Конвенции о международных железнодорожных перевозках (КОТИФ), таможенным органам подается накладная ЦИМ (СИМ). При транзите железнодорожных грузов на других участках таможенным органам подается накладная СМГС.

Исторически сложившийся барьер на пути трансграничных перевозок не позволял максимально использовать ресурсы транспортной отрасли, приводил к длительным задержкам грузов при переоформлении перевозочных документов. Но совместными усилиями государственного и частного секторов этот барьер был преодолен.

Единая унифицированная накладная ЦИМ/СМГС была разработана в течение 2003-2006 года по инициативе Государственной администрации железнодорожного транспорта Украины (Укрзалізниця). Введение такой накладной упрощает пограничные процедуры и сокращает срок доставки грузов в международном сообщении, поскольку ее смогут использовать страны, в которых действует разное транспортное законодательство:

СМГС – Соглашение о международном железнодорожном грузовом сообщении;

ЦИМ – Единые правила по договору о международных перевозках грузов.

В разработке документа принимали участие специалисты транспортной отрасли – железных дорог Украины, Германии, Польши, Беларуси, Латвии, России и Литвы, при поддержке Комитетов ОСЖД (Организации Сотрудничества Железных Дорог) и Международного комитета железнодорожного транспорта.

Решение о внедрении единой накладной ЦИМ/СМГС было принято на 34-й сессии Совещания Министров транспорта ОСЖД, которая состоялась 13-15 июня 2006 года в Софии.

Официально накладная вступила в действие с 1 сентября 2006 года. После ее внедрения грузовые поезда получили возможность следовать через границу без задержки на переоформление документов.

#### **Два транспортных права - один перевозочный документ.**

Первый поезд с грузом, оформленным по унифицированной накладной ЦИМ/СМГС, отправился 21.07.2006 со станции Ясиноватая Донецкой железной дороги по маршруту Ясиноватая – Цайтхайн – Рорверг (Германия) без дополнительных переоформлений. Груз экспериментального поезда – свыше 1120 тонн проката черных металлов.

Сейчас единой накладной могут пользоваться 25 стран Азии и Европы, которые являются членами ОСЖД. В частности, это такие страны, как Китай, Северная Корея, Вьетнам, Монголия, а также все страны Востока, имеющие ширину пути 1520 мм.

Определенной новацией и, одновременно, существенным аспектом развития транспортной системы Украины является использование так называемых контейнерных перевозок, которые предусматривают перевозку автопоездов на специальных железнодорожных платформах

По подсчетам экспертов, такие перевозки менее затратны во временном измерении, а, в некоторых случаях, и в денежном. Кроме того, оформление документов на границе требует намного меньше времени, чем при пересечении непосредственно автотранспортом.

В феврале в 2003 года по маршруту Ильичевск (Украина) – Клайпеда (Литва) начал курсировать первый контейнерно-контейнерный поезд комбинированного типа «Викинг» в направлении Черное море – Балтийское море и обратно.

С 2007 года такие же перевозки осуществляются на маршруте Одесса-Клайпеда.

Кроме того, перевозчиками эксплуатируется поезд комбинированного транспорта «Ярослав» с международным сообщением Киев (Украина) – Славкув (Польша). Дело в том, что через пункт пропуска «Изюв» на украинско-польской границе пролегает единственный в Украине железнодорожный путь шириной 1520 мм, выходящий за пределы территории Украины, который тянется почти до немецкой границы. В советское время он планировался как стратегический. А сегодня, принимая во внимание еще и экологический аспект, этот маршрут используется с целью удешевления стоимости грузовых перевозок, ведь не нужно тратить средства на перестановку поезда на европейскую, «узкую» колею. Да и водители грузовиков чувствуют себя безопаснее в купе вагона, чем во время длительных, изнурительных рейсов по дорогам Украины и Польши.

С целью организации взаимодействия железных дорог и таможенных органов Украины при обеспечении доставки транзитных товаров, перевозимых железнодорожным транспортом, Гостаможслужбой разработан нормативный документ относительно **применения унифицированной накладной ЦИМ/СМГС в качестве таможенной декларации, подаваемой в электронном виде.**

Такая постановка задачи является приемлемой и привычной для таможенных органов

Украины.

На протяжении последних десяти лет нами осуществлялось применение новейших информационных технологий, усовершенствование уже существующих построенных автоматизированных систем и развитие собственных информационных ресурсов.

В результате создана центральная база данных электронных копий грузовых таможенных деклараций, автоматизированы процессы контроля доставки грузов и таможенного оформления, создана внутренняя электронная почта и транспортную сеть спутниковой связи, начато построение ведомственной телекоммуникационной сети и комплексной системы защиты информации.

Следующий этап включает создание современных механизмов, реализующих информационные технологии таможенного оформления и контроля за таможенной деятельностью.

Фактически создание и организация электронной информационной среды в таможенный службе - это переход от информационного хранилища к информационно-справочной системе, которая, в свою очередь, нуждается в превращении в автоматизированную исполнительно-контрольную систему.

Краеугольным камнем, на котором базируется вышеприведенная система, и есть уже упомянутая «Электронная таможня», составными элементами которой являются такие подсистемы, как:

- электронное декларирование;
- электронный документооборот;
- анализ рисков и управление ими;
- контроль за транзитом;
- единая межведомственная автоматизированная система сбора, хранения и обработки информации, в том числе от разных ведомств;
- автоматизированное осуществление всех видов контроля;
- унифицированная база нормативных и справочных документов, используемых в таможенных целях;
- информационное обеспечение пост-аудита и правоохранительной деятельности.

**То есть вместо придатка к таможенным процедурам она должна стать не только ядром таможенных технологий, но и инструментом управления таможенной деятельностью, главным механизмом обеспечения таможенного контроля.**



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Вызовы третьего тысячелетия показывают, что осуществление таможенного дела и эффективная деятельность Государственной таможенной службы Украины возможны лишь при условии обеспечения таможенных органов современной компьютерной техникой и использования современных телекоммуникационных сетей для организации автоматизированного информационного обмена как в пределах таможенной службы, так и с другими министерствами и ведомствами Украины, а также с органами зарубежных государств.

Со времени создания таможенной службы Украины большое внимание уделяется разработке и внедрению Единой автоматизированной информационной системы таможенных органов (ЕАИС), назначение которой – выполнение функциональных задач таможенных органов с использованием передовых технологий передачи и обработки информации с помощью средств вычислительной техники и связи.

Еще 27 июля 1993 года принята концепция создания ЕАИС и план ее реализации. Целью создания ЕАИС является повышение эффективности формирования и осуществления единой таможенной политики государства и деятельности таможенных органов во время выполнения основных и вспомогательных функций с помощью современных средств электронной техники, средств передачи данных, математических методов, перспективных компьютерных технологий.

ЕАИС за короткое время превратилась в уникальный инструмент реализации основных таможенных информационных технологий на всех уровнях: от таможенного поста до центрального аппарата таможенной службы Украины.

Аналогичные системы созданы и создаются за рубежом практически во всех таможенных службах развитых стран. Например, в США, Англии, Франции, Германии такие системы создавались свыше 20 лет в соответствии с национальными таможенными правилами.

Для того, чтобы осуществлять контроль за экспортом, импортом и транзитом грузов на достаточно большой территории государства, а также эффективно обмениваться необходимой информацией, нами создана широкая телекоммуникационная сеть, связавшая между собой более 7 тысяч компьютеров во всех таможенных органах. Одна из ее составляющих – более 250 станций спутниковой связи.

Данная телекоммуникационная система имеет трехуровневую архитектуру «Клиент-Сервер» и позволяет как производить обмен электронными файлами, так и использовать голосовую телефонную связь.

На сегодня ЕАИС состоит из пяти основных, подсистем:

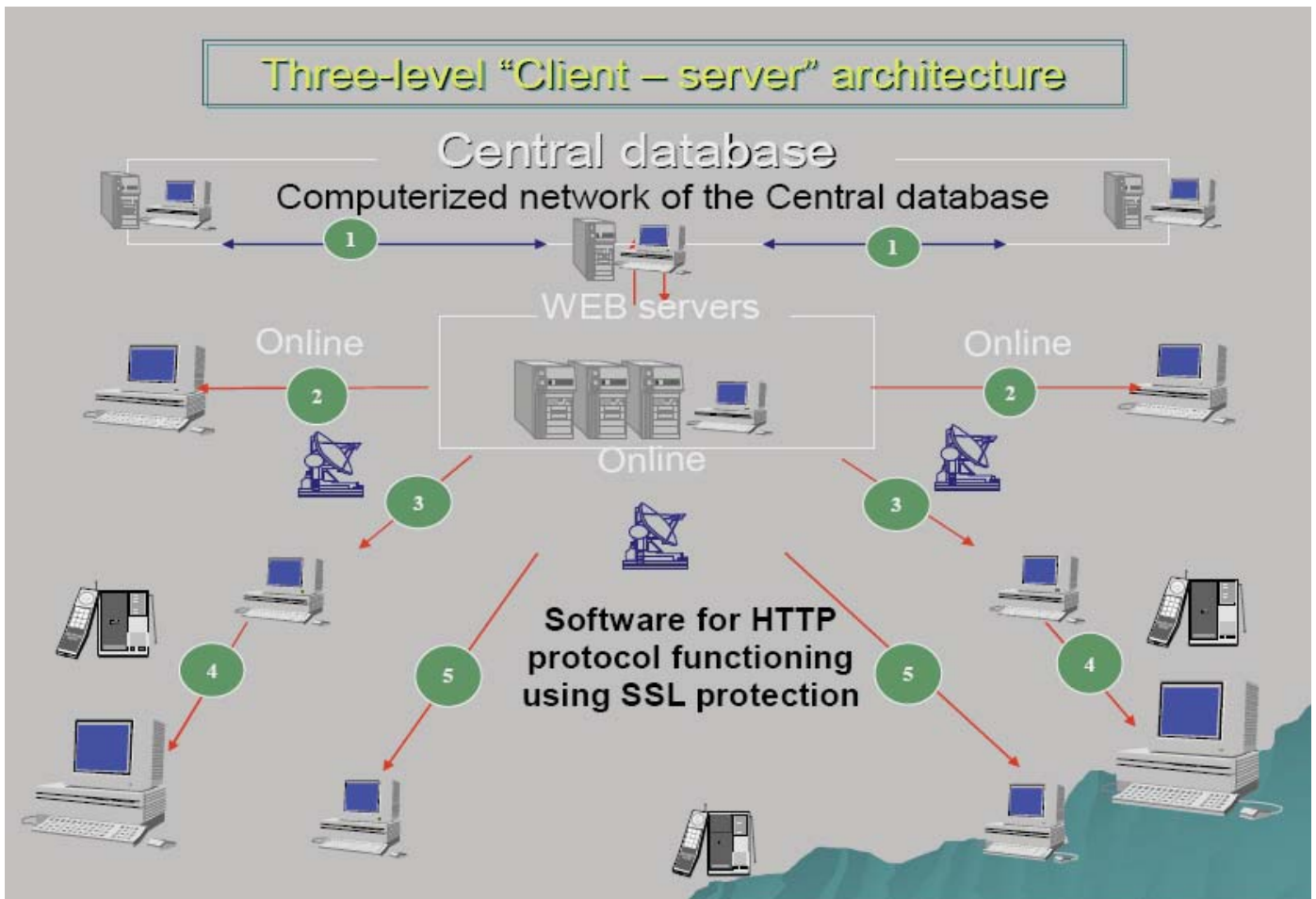
- 1) автоматизированная подсистема таможенного оформления;
- 2) таможенная административно-правовая подсистема;
- 3) таможенная подсистема информационной безопасности;
- 4) таможенная внешняя информационная подсистема;
- 5) таможенная телекоммуникационная подсистема.

Создание ЕАИС призвано решить такие основные задачи:

- формирование объективной таможенной статистики с максимальным временем задержки информации не большее 12 часов;
- обеспечение информационного взаимодействия соответствующих подразделений таможенной службы в вопросах борьбы с контрабандой и нарушением таможенных правил, доведения регламентирующих документов до исполнителей и контроль за их выполнением, поддержка в актуальном состоянии нормативно-справочной и отчетной информации как в центральном аппарате, так и в подчиненных таможнях;
- глубокая и всесторонняя автоматизация процессов таможенного оформления, учета таможенных платежей; учета кадрового состава; бухгалтерского учета; финансового обеспечения; учета распределения и пополнения материальных ресурсов; учета и контроля исполнения решений на всех уровнях системы;
- обеспечение автоматизированного информационного обмена с другими министерствами и ведомствами а также с зарубежными организациями;
- переход на современные информационные технологии и международные стандарты, а также разработка материальной базы для эффективного использования таможенных экспертных систем.

Описанные выше нововведения необходимы для координации направлений развития таможенных органов Украины, которые должны быть основаны на информационных технологиях и в основном совпадать с принципами деятельности и механизмами реализации функций таможенных служб ведущих стран мира, базироваться на международных конвенциях и рекомендациях.

Это также важно для воплощения в жизнь международных стандартов качества (по типу серии ISO), которые являются эталоном для создания и оценки систем качества, в том числе качества выполнения таможенного дела, что, в свою очередь, является базой для оценки таможенной безопасности Украины.



# International networks and global supply chains: a UK end-to-end perspective

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## Background

In its response to the *Eddington Transport Study* and the *Stern Review of Climate Change*<sup>1</sup>, the UK Department for Transport explicitly recognised the importance of focusing policy on whole journeys rather than the more traditional, mode-centric approach to policy development. As a result, the Department has reorganised itself around three priority sets of networks; city and regional networks (in particular congested urban networks), national networks (particularly strategic inter-urban corridors), and international networks (key international gateways for passengers and cargo, as well as their associated hinterland connections).

As an open economy and a trading island, the importance of reliable, efficient, resilient and sustainable international end-to-end journeys are critical to supporting the competitiveness and productivity of the UK economy. Congestion and delays in and around ports and airports as well as on key hinterland routes impose significant costs on UK consumers and businesses and are a deterrent to inward investment.

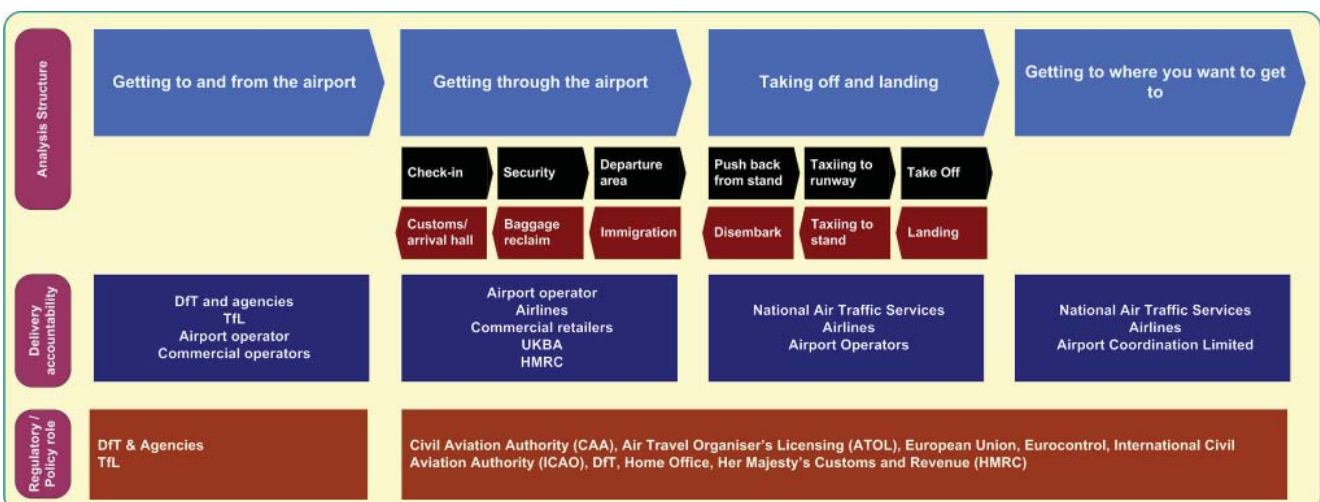
Improving the movement of passengers and freight across their end-to-end journeys and understanding where pinch points exist is essential to ensuring that interventions are targeted at those measures which will be most effective in delivering improvements for transport users. A key step to achieving this is to develop a systematic understanding of the journeys of both freight and passengers from an end-to-end perspective.

## The challenges of a network approach

The performance of a transport network is only as good as the weakest link of the chain. Ultimately transport user experience and behaviour are determined on the basis of the aggregate characteristics of whole journeys, such as speed, cost and reliability, rather than on the individual attributes of single modes.

For example, a passenger flight from London Heathrow to Frankfurt will typically take around 90 minutes. However a passenger's journey from an office in central London to Heathrow Airport, through the airport, and on to Germany will involve multiple stages, multiple modes of transport and will on average take around 5 hours.

The diagram below illustrates the multiple parties responsible for delivering a passenger journey to, through and from London's Heathrow airport:



1 As set out in *Towards a Sustainable Transport System*, October 2007

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In most cases, for both passenger and freight transport, there is significant fragmentation, with multiple organisations involved in the end-to-end journey and potential risk of ‘failure’ at the numerous interfaces such as intermodal connections or interaction between different regulatory authorities.

Vertically integrated transport providers internalise the end-to-end journey to a greater or lesser extent, but even the most integrated business models in the logistics sector involve multiple actors, with the potential for inefficiency at the interfaces between different stages within the supply chain.

The international gateways and networks serving the UK operate in a liberalised market environment, with global operators and service providers and little direct involvement by national government. It is important for both the Department and industry stakeholders to recognise that the level of influence the Government has over each stage of the journey varies, and in some cases is limited.

Increasingly, the Department is adopting a coordination and informing role rather than taking ownership and control of each stage, requiring close collaboration between Government and industry.

Given that the various organisations in the journey chain, including government agencies with responsibility for such important functions as security, immigration checks and customs controls, will optimise performance on the basis of the legs that they control, the resulting outcome could be sub-optimal from a whole journey perspective.

By adopting a network approach to policy development, overlapping across modes of transport and organisations in the chain, the Department will be better able to take a holistic view of the world and effectively perform the co-ordination role. End-to-end analysis provides the potential for optimisation across the whole journey.

### **Benefits of End-to-end analysis**

End-to-end analysis is an important tool for understanding where there are pinch-points in supply chains. Such pinch-points will often occur at the interface between different modes in the end-to-end journey or at other points where responsibility falls to different agencies. For international networks, border crossings present an additional set of interfaces. End-to-end analysis enables processes such as customs, immigration and security procedures to be explicitly incorporated into mainstream analysis alongside. Similarly, end-to-end analysis recognises the importance of effective hinterland connections as a key part of competitive international networks.

As well as providing a holistic overview of pinch points, the end-to-end framework is capable of providing a comprehensive analysis of a range of potential policy interventions. It can be used to encompass infrastructure performance, intermodal connections and interoperability, border crossing procedures, security requirements and other potential solutions to system inefficiency along the journey or supply chain. Potential interventions along the supply chain can be appraised on a consistent basis to ensure that the value of potential improvements across the journey is maximised.

The analysis can be used as an effective tool for demonstrating the potential for optimisation across the supply chain, enabling mutually beneficial improvements to be achieved through enhanced coordination between players, with or without government intervention to facilitate cooperation. Indeed, building long-term relationships with stakeholders across the end-to-end journey is a key element and benefit of the approach.

In summary, by thinking end-to-end both private and public sector organisations can focus resources on those improvements which offer the most effective outcomes for the journey as a whole to the benefit of both transport users and transport providers.

### **UK End-to-End analysis**

Working with key industry stakeholders, the Department is developing an evidence base that enables analysis of the end-to-end, multi-modal journey of passengers and freight through the UK’s key international gateways. The Department has drawn on this emerging evidence base in a suite of documents which focus on the end-to-end journeys through a number of the UK’s major international gateways.

With regard to passengers, the air passenger experience through the UK's top 5 airports has been analysed:

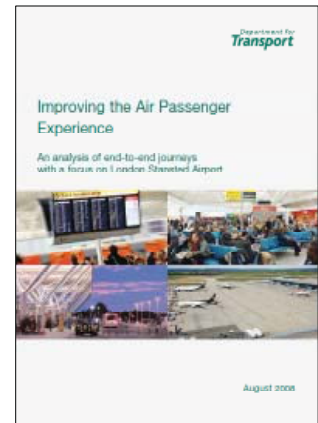
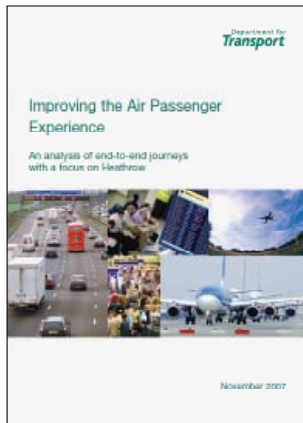
Heathrow Airport (November 2007)

Luton Airport (August 2008)

Manchester Airport (August 2008)

Stansted Airport (August 2008)

Gatwick Airport (planned publication February 2008)

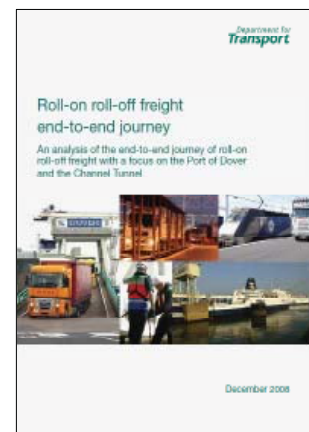


Freight end-to-end analyses consider the journey of key freight types through the major international gateways applicable to each:

Containerised freight (December 2008)

Roll-on roll-off freight (December 2008)

Air Freight (planned March 2008)



The documents lay out some of the quantitative and qualitative data collated by DfT and our strategic partners to give a picture of what the end-to-end supply chain journey looks like. The data provides a series of snapshots through the journey, rather than a continuous assessment of an individual container's movement.

In addition, the studies have highlighted areas where the existing evidence base is either incomplete or does not allow for data to be analysed on a consistent basis across gateways or across modes. These evidence gaps will inform future strategy regarding data and indicators.

### Applications of end-to-end analysis in policy development

Evolving UK transport strategy<sup>2</sup> reflects the end-to-end journey approach that the Department is adopting for international networks.

The end-to-end analysis produced to date has already been instrumental in driving forward a number of important policy initiatives, some of which are already delivering benefits for passengers and businesses;

- Enhanced co-operation between the Department for Transport and the Borders and Immigration Agency to deliver new challenging targets and performance for immigration queues at UK airports, including London Heathrow;

<sup>2</sup> As set out in *Delivering a Sustainable Transport System*, November 2008





- Speeding up the delivery of key schemes to improve transport links to some of the UK's most important airports and ports, including:
  - road access to Felixstowe, Harwich and Immingham ports;
  - road improvements on key routes between Felixstowe (UK's biggest container port) and the main logistic operations in the Midlands;
  - improved road access to Manchester airport; and,
  - rail access to the Thames Gateway, London and Haven ports.
- Underpinning reforms in the economic regulation of airports – “to improve the passenger experience;
- Increased passenger surveys to better understand perceptions of passengers using UK airports;
- Technical analysis into the resilience of runways and practical techniques to improve operational performance – plus work to understand the optimum resilience;
- Improved working relationships with stakeholders across the delivery chain

End-to-end analysis is an important addition to the Department's evidence base, and will become a crucial tool for supporting future policy development, both in terms of 'quick-win' improvements and longer term strategy.

### **Future applications**

The analysis to date has largely focused on the economic efficiency of international networks, but it is clear that the approach also has applications in addressing the other key challenges which the Department is facing; climate change, safety, security and health, quality of life and equality of opportunity.

The Department's end-to-end analysis has focussed on the UK legs of journeys and supply chains to, from and through key gateways. Development of a consistent set of international indicators would enable end-to-end analysis to be applied to international links, allowing policy options to be appraised across borders as well as within them.

Future work on a bilateral or multilateral basis could look at developing similar analysis for key international corridors, such as London-New York, Europe-Asia or the European Union Trans-European Networks or other corridors of particular economic importance.

# Romanian logistics market: the road infrastructure hamper the development of logistics

*Marilena Matei, General Manager of Trafic Media SRL, The Publisher of Tranzit and Logistica magazines*

The Romanian logistics market has developed greatly since 2007. Most of the main logistics operators in Europe are present in Romania, developing modern warehouses and logistics processes together with local companies which are able, in some specialized segments, to compete equally with the multinational companies. Most of the multinationals preferred to start their own subsidiaries from zero – DHL, Norbert D'Entressangle, Ceva Logistics etc. -, others bought small local companies – Willi Betz, DSV, Waberer's, TNT etc. It came as a surprise when, in 2008, DB Schenker paid around 90,000,000 EUR to the 2,000 shareholders of Romtrans SA, the oldest Romanian forwarding company with offices and warehouses spread all over Romania, to take over the activity of the local company and answer at its customers' needs in this market area.

The most attractive areas dedicated to the logistics developments are Bucharest (because of the almost 4 million inhabitants living and working here); Constanta harbour (the biggest port at the Black Sea, with real advantages in terms of time and distances in transiting goods coming from Asia towards Central and Western Europe, Timisoara and Arad) with investments in automotive and light industries; and Pitesti (where Dacia car plant bought by Renault 10 years ago helped develop a significant local transport and logistics base).

## **The biggest foreign investments focused on automotive industry**

The success of Dacia Logan in Romania and all over the world contributed to the enlargement of the production year by year, in 2008 being realized a production of over 300,000 cars and kits for other 700,000 cars produced. The plans for 2009 were aiming 400,000 cars produced in Romania and 800,000 cars produced abroad with components made in Romania, but the economical crisis hit dramatically the automotive manufacturers and also the logistics operators and transport companies involved in this business. Moreover, one of the biggest foreign investments in Romania in 2008 – Ford's acquisition of the car factory in Craiova (southern part of the country, too) produces no effect today in the logistics business, because the production plans are frozen until the automotive market is out of crisis. Ford was supposed to start in 2009 with 300,000 cars manufactured and 300,000 engines, which could have contributed significantly at the development of the logistics activity at the national level.

Other production facilities in components and tires suffer also due to the severe crisis of the automotive market.

## **Textile and wood industry cannot rely on cheap labour**

Romania is not any more as cheap as the biggest manufacturers in the clothing industry or wood industry are searching, therefore 2008 almost marked the retirement of the textiles distributors out of the Romanian market. Most of them went to Republic of Moldova, China or Egypt to continue the lohn production for the European retail network of clothes.

The situation is similar in the wood industry, Ikea being one of the European manufacturer which closed a Romanian factory last year.

The situation is similar in other business, too. Kraft and Nestle announced they will leave Romania to invest in the neighbourhood, because of the cheaper costs, but, at the same time, less qualitative work and educational level.

## **Important names who invested in Romania**

- Car producers- Renault, Ford
- Automotive - Calsonic Kansei, Honsel, Pirelli, Continental
- Electronic industry- Microsoft, Eriksson, Oracle - IT, Nokia, Solectron, Celestica
- Construction materials - Saint Gobain, Holcim, Lafarge, Heidelberg
- Metal industry - Arcelor Mittal, Samsung Steel
- Finance - Erste Bank, BRD -SG, Millenium, ING, ABN Amro
- Petrol - OMV, KazMunai

### TOP interest fields for foreign investors

- Bio-diesel
- ITC
- Construction
- Farmaceutic industry
- Finance
- Communications

### Investors interested in Romania:

- European Union
- Asia
- SUA
- Africa

### Almost 2 million sq m of class A warehouses

Starting 2007, the real-estate market has constantly increased, offering one important source of money for the national and local budgets from taxes and fees. The price per sq m of the land has doubled at least in the last two years, since the beginning of 2009 facing a correction on the market of the land price.

Meanwhile, lots of projects have been concluded in 2008 and some of them will be finalised this year. At the end of 2008 we had almost 1.9 milion sq m of modern warehouses in use all over Romania, almost half of it being developed in Bucharest – 800,000 sq m, the Capital of Romania concentrating almost 40% of the financial power of the country. Another important pole of logistics capacities is Ploiesti (250,000 sq m of logistics capacities), a city located at 60 km to Bucharest, a developed industrial area due to the biggest oil refineries in Romania, but also to lots of other production capacities: beverages, automotive industry, cosmetics etc.

Beside this important pole of logistics developments in the Southern part of the country (Bucharest-Ploiesti), other important warehousing capacities were created in the Western part of the country (Timisoara/Arad). These cities with important investments in automotive industry (Conti Group facilities, Hella etc.) and light industry totalized at the end of 2008 650,000 sq m of logistics warehouses.

For 2009 there were estimated only in Bucharest to be finalised 300,000 sq m of warehouse, but due to the economical crisis there is expected only one third to be continued. The situation seems to be more attractive in the rest of the country, again Timisoara (100,000 sq m), but also cities in the center of the city – Brasov (33,000 sq m), Sibiu (14,000), Cluj-Napoca (64,000) – try to recover the lost time. But for the moment nothing

Key Industrial Market Indicators for Bucharest, 2004-2009

	2004	2005	2006	2007	2008	Forecast 2009
Total supply (sq m)	110.000	185.000	300.000	530.000	800.000	1.100.000
Annual supply (sq m)		75.000	115.000	230.000	270.000	300.000
Annual take-up (sq m)	40.000	75.000	113.000	222.000	260.000	285.000
Vacancy rate (%)	0	0	2	3	4	5
Prime rents (€ per sq m)	6-6.5	5-5.5	4.5-5	4.25-4.5	4.2-4.5	4.2-4.5

Industrial projects completed in Bucharest Q1 2008 – Q3 2008

Project	Area (sq m)	Developer	Nationality
Bucharest West	60.000	Portland	CZE/USA
Cefin Logistics Park	45.000	Cefin	ITA
Equest Logistic Center	38.000	Equest	UK
A1 Business Park	20.000	Cefin	ITA
NordEst Logistic Park	16.000	EFG	UK
Chitila Logistic Park	11.000	UBM	AUT

Key Industrial Indicators for the Countryside 2007-2009								
	Arad	Timisoara	Brasov	Sibiu	Cluj/ Turda	Oradea	Pitesti	Ploiesti
Total supply (sq m) including owner occupiers 2007	210.000	320.000	50.000	N/A	N/A	N/A	N/A	250.000
Annual supply (sq m) 2008 (for lease)	70.000	50.000	N/A	N/A	N/A	N/A	N/A	N/A
Vacancy rate 2008 (%)	71	20	5	N/A	N/A	N/A	N/A	3
Prime rents (€ per sq m)	4-5	4-5	4-5.5	4-5.5	4.5-5.5	4-5	4.5-5.5	4-5
Annual supply (sq m) 2009 (for lease)	N/A	100.000	33.000	14.000	64.000	17.000	32.000	35.000

is certain about the announced projects, lots of them being already given in (in Bucharest, Constanta or Brasov).

#### **The road infrastructure - Achilles' heel**

Even if there were huge investments in Romania in the last 2-3 years, the Romanian authorities were unable to set up a viable strategy for ensuring the development of the road infrastructure, absolutely necessary to support the economy. With huge expenses and lots of fights between the political parties, Romanian Governments after 1990 were able to conclude only 270 km of highways, not even these being now in good conditions.

Romania has a network of about 80,000 km of roads, from which 20% are national roads. The number of roads is the same for about ten years.

#### **The transport companies struggle the fiercest times**

Romanian transport companies develop tremendously in the last ten years, when the local authorities implemented immediately all the European regulations and directives. This caused the rapid renewal of the national fleet of commercial vehicles. At the moment, there are almost 27,000 transport companies in Romania, with a total fleet of 122,000 commercial vehicles above 7.5 tons GVW.

Most of the transport companies have less than 10 vehicles (25,382 transport companies) and 1,800 have 10-30 vehicles. Only 68 have more than 100 vehicles, 129 companies have 50-100 vehicles and 241 have 30-50. The problem is that the economical crisis has almost burried the transport activity in Romania. The prices accepted for transpor are less than the cost/km, the market being overcapacitated. At the same time, the level of exports were always small, Romanian transport operators financing their activity by carrying imported goods. Due to the economical crisis, the imports reduced all of a sudden and everything has almost stopped on the market.

If the harsh conditions on the market will be overpassed, the biggest Romanian fleets, whose activities are supported also by some logistics activities could be saved from bankruptcy. But 2009 will be a year to remember for the transport companies in Romania who bought more trucks than needed in 2007 (almost 14,000 new heavy trucks), just to have them if some opportunity comes. In 2009, there will be few thousands of trucks repossessed by the leasing companies in Romania.

All the developments on the Romanian market – both in the transport and logistics business – are more difficult to sustain, because most of the investments done by the local companies are coming from external loans, which weighs heavily on the Romanian entrepreneurs' shoulders.

# Transporte por carretera, infraestructuras y tráfico de mercancías en las fronteras españolas

*Vicente Sánchez Cabezón, presidente del Centro Español de Logística (CEL)*

En 2007, en el prólogo del estudio del Banco Mundial sobre competitividad logística de los países, Danny Leipziger, vicepresidente y director del Network Poverty Reduction and Economic Management, descubría el nuevo incentivo que supone, tras la generalización de las cadenas de suministros globales, mover mercancías de un punto A a un punto B de forma rápida, fiable y barata.

Precisamente, la calidad de las infraestructuras y la agilidad de los trámites aduaneros son dos de los aspectos decisivos en la mejora de la eficacia logística y del aumento del comercio internacional.

El lugar geográfico e histórico que ocupa España en el Mundo nos ha permitido sentirnos punto de acceso en diversos momentos: primero fuimos puerta de acceso a Europa para invasores y comerciantes de todo tipo, bereberes, fenicios, griegos; después puerta de América para Europa, puerta de Portugal para Francia; o a día de hoy, primer paso del comercio europeo hacia África y de los envíos comerciales africanos a Europa o punto de acceso a los mercados europeos para las economías latinoamericanas, sin contar que somos el primer país exportador de frutas y verduras del mundo, más de 4 millones de toneladas anuales.

Actualmente, los principales pasos de mercancías y personas de la Península Ibérica se encuentran en las áreas costeras. Tanto en la frontera franco española: Irún-Hendaya, en primer lugar, La Jonquera - El Pertús (carretera) y Cervera del Rosselló - Port Bou (ferrocarril), aunque sin llegar a los niveles de otras fronteras europeas, entre las que destacan las fronteras Francia-Bélgica, Bélgica-Holanda, Holanda-Luxemburgo, Francia-Alemania o Francia-Suiza; como en los pasos fronterizos con Portugal, también en zonas costeras, Tui -Valença do Minho en el norte y Ayamonte - Vila Real de Santo António, en el sur.

La frontera hispano portuguesa, no obstante, registra unos flujos menos importantes, como corresponde a un espacio situado en una posición periférica en el contexto europeo, y a las circunstancias históricas de ambos países que les ha hecho vivir de espaldas en muchas ocasiones. Por otra parte, la posición geográfica del principal centro urbano y económico de la península (Madrid) condiciona la importancia de dos pasos fronterizos interiores (Vilar Formoso - Fuentes de Oñoro y Caia -Badajoz), sobre todo en lo que se refiere a transporte de mercancías.

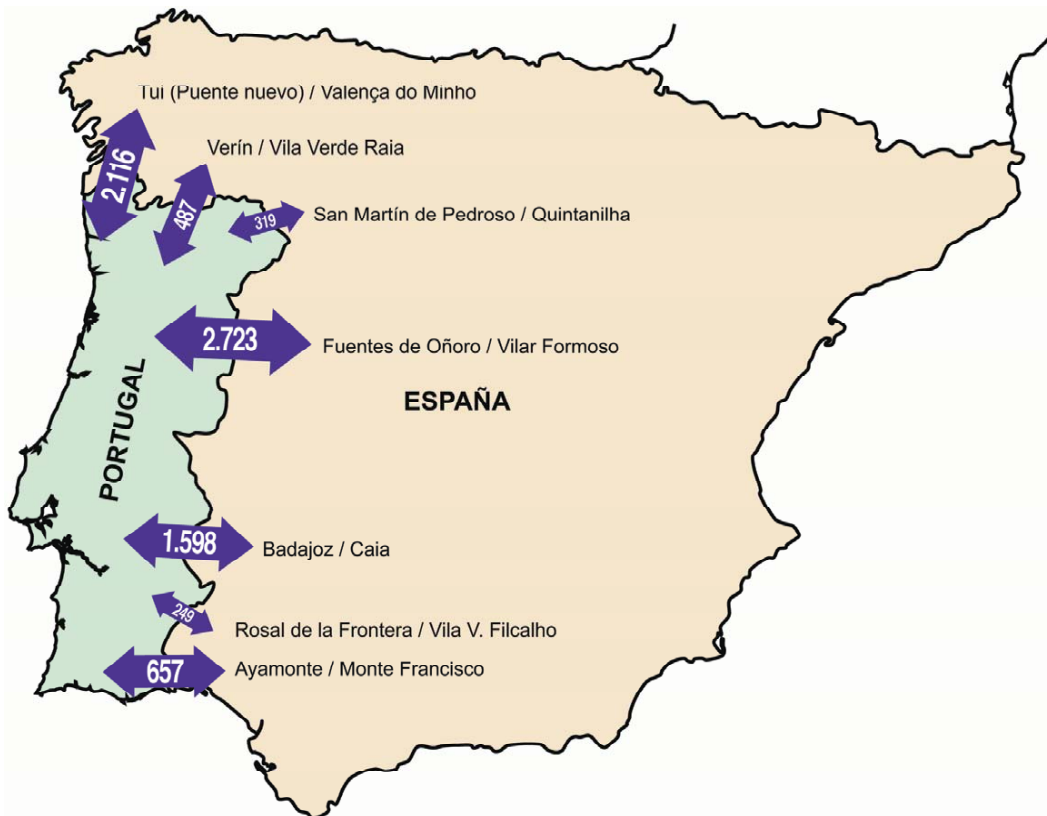
Los datos de evolución de la movilidad más recientes (2000-2005) apuntan un aumento del flujo medio anual de pasajeros a través de la frontera hispano-portuguesa del 9,8%. Aumenta, sobre todo, el tráfico de viajeros por carretera (35%) y en avión (21,4%), disminuyendo significativamente los modos fluvial y ferroviario entre los años 2004 y 2005. Entre 2004 y 2005, se estimó un crecimiento de cerca del 35% en el número de pasajeros que cruzaron las carreteras fronterizas en ambos sentidos. En el transporte de mercancías, aumentan los volúmenes transportados por carretera (11,1%) y por vía marítima (9,9%). Los volúmenes de mercancías transportados en ferrocarril experimentaron un descenso del 1,2% en el mismo periodo (2000-2005).

Los últimos datos aportados por el Observatorio Transfronterizo España-Portugal indican que el transporte por carretera mantiene una línea ascendente desde 1992, en detrimento del transporte ferroviario y marítimo. Así, durante 2004 se transportaron un total de 25,6 millones de toneladas-kilómetro entre los dos países, de las que el 82,5 por ciento viajaron por carretera (gráfico 1), el 13,6 por ciento por vía marítima y el 4 por ciento por ferrocarril.

Además, las transacciones comerciales de ambos países con otros estados de la Unión Europea aumentan de forma continuada.

El vigente Plan Estratégico de Infraestructuras y Transporte (PEIT) español, aprobado en julio de 2005 y con la vista puesta en el horizonte del año 2020, concibe las infraestructuras y el transporte como un instrumento al

**Gráfico 1 - INTENSIDAD MEDIA DIARIA DE VEHÍCULOS DE MERCANCÍAS EN LOS PUNTOS FRONTERIZOS PRINCIPALES EN EL AÑO 2004**



*Fuente: Ministerio de Fomento, España. Documento OTEP 2006*

servicio de grandes objetivos en materia de política económica y social, con la convicción de que ningún país ha crecido satisfactoriamente sin un incremento importante de su comercio internacional.

Una vez determinada la importancia para la actividad económica, trataremos de radiografiar el estado de las infraestructuras españolas de transporte por carretera y los retos a los que se enfrentan. El estudio del transporte (y en concreto de la Geografía del Transporte) ha tenido siempre una dimensión predominantemente económica. Se trata de una actividad clave para la realización de intercambios económicos y para el buen funcionamiento del sistema.

El ritmo de crecimiento de los tráficos en España desde 1960 se debe, en gran medida, al Plan de Estabilización, a los Planes de Desarrollo Económico y Social (1964-75) y al Plan General de Carreteras de 1961. Se dieron las condiciones necesarias para el lanzamiento de los tráficos a través del impulso que estos Planes dieron a las relaciones comerciales y a la integración con el exterior como fórmulas para potenciar la economía del país. El ingreso de España en la UE supuso un punto de inflexión y las ayudas comunitarias han contribuido a mejorar la red de carreteras cuyos últimos planes se plasman en el Plan de Infraestructuras 2000-2007 y el PEIT 2005-2020, que han dinamizado la actuación en infraestructuras y adecuado las previsiones a los modelos de corredores transeuropeos de transportes.

### **Frontera con Portugal**

El 23 de enero de 2009 se produjo la última reunión de alto nivel entre España y Portugal y en la agenda que trataron en la ciudad española de Zamora encontramos varias cuestiones relativas a la mejora de la red de transportes entre ambos países. Por un lado, están las cuestiones relacionadas con el enlace entre ambos países de la red de trenes de alta velocidad europea, con la licitación de los últimos tramos pendientes y el compromiso de que la línea Madrid-Lisboa-Oporto-Vigo se inaugure en 2013. Por otra parte, se analizaron una serie de reclamaciones de empresarios españoles y portugueses para mejorar la comunicación terrestre entre ambos países como la ampliación de la autovía A-11 hasta la frontera con Portugal, un puente sobre el Duero, entre Masueco (España) y Ventozelo (Portugal) o la construcción de una autopista entre Bragança y

Puebla de Sanabria (Zamora).

Las comunicaciones por carretera con Portugal han mejorado exponencialmente en los últimos 20 años. Antes de 1986 sólo había un puente entre Galicia y Portugal, diseñado por la escuela de Eiffel para el paso de automóviles y trenes, que databa de 1886. Hoy, cuatro nuevos puentes unen los territorios gallegos con Portugal: Monçao - Salvaterra desde 1987, Melgaço - Arbo desde 1998, la vía rápida Valença - Tui desde 1993 y Vilanova de Cerveira - Goián desde 2004. Es necesario recordar que existen entre los dos Estados sesenta lugares de paso por carreteras asfaltadas (gráfico 2) de competencia municipal, provincial, regional o estatal,

Gráfico 2 - Conexiones fronterizas con Portugal



con un tráfico total registrado en 2003 de casi 74.000 vehículos diarios. De ellos 63.500 corresponden a la definición de vehículos ligeros, 10.400 vehículos pesados, que a su vez se distribuyen en 10.100 camiones y 300 autobuses.

Desde el año 1986 en que España ingresa en la Unión Europea se inicia un camino hacia la apertura total en las relaciones de transporte. Respecto al tráfico con Portugal, las cifras de movilidad por carretera alcanzan máximos históricos en el periodo 1994-1999. El Plan de Infraestructuras 2000-2007, significó un incremento de la movilidad de viajeros, pero las nuevas directrices en materia de infraestructuras deberían contribuir a lograr un mejor reparto de la movilidad, con la promoción de un nuevo modelo ferroviario (líneas de alta velocidad), así como el desarrollo del transporte marítimo de corta distancia y el desarrollo de la intermodalidad.

En el momento de su adhesión a la Unión Europea en 1986, España y Portugal contaban con una red de transporte deficiente e insuficientemente conectada con las infraestructuras de los países vecinos. Con la ayuda del Fondo Europeo de Desarrollo Regional y del Fondo de Cohesión, desde ese momento las autoridades españolas y portuguesas han modernizado considerablemente la red de carreteras y, en menor medida, de ferrocarril. Gran parte de la red de carreteras de los dos países está diseñada según las orientaciones de la red transeuropea de transportes, destinada a consolidar el Mercado Único y a mejorar el desarrollo y la cohesión económica y social a escala europea.

La frontera Tui-Valença es atravesada por dos carreteras (una de ellas, autovía) y una vía ferroviaria. Además, existen dos puentes más con un tráfico apreciable no demasiado lejos de este polo de movilidad principal: las carreteras que unen Goián (municipio de Tomiño) con Vila Nova de Cerveira y Salvaterra do Miño con Monçao, además del puente entre Arbo y Melgazo. Este paso de frontera se encuentra en el principal corredor de desarrollo estructurante del Noroeste ibérico, conocido como "Eje Atlántico" y que acumula importantes flujos de personas y mercancías entre los principales centros urbanos situados cerca de la costa, entre Lisboa y Coruña-Ferrol, pasando por Oporto y Vigo. El paso de frontera atlántico de Tui-Valença pone en contacto espacios relevantes tanto desde el punto de vista demográfico como económico. Además, en este punto fronterizo se superponen flujos transfronterizos de proximidad y flujos a larga distancia (de Lisboa a Coruña-Ferrol). Por lo que se refiere al transporte de mercancías (por carretera y ferrocarril), el paso de frontera Tui-Valença pasa al tercer lugar en orden de importancia por detrás de Vilar Formoso-Fuentes de Oñoro y Caia-Badajoz. El segundo paso es el más importante, tanto desde el punto de vista cuantitativo como cualitativo, y está formado por la Autovía del Atlántico en la parte gallega (que luego enlaza con la AP-9, Autopista del Atlántico) y la A3 en la parte portuguesa. La finalización del tramo portugués a comienzos del siglo XXI supuso la posibilidad de desplazarse a través de una vía de alta capacidad desde Ferrol hasta Lisboa, permeabilizando totalmente una frontera que hasta el momento había sido muy poco accesible. En el interior existen numerosos pasos fronterizos por carretera entre los que cabe destacar el que pasa por Verín y Vila Verde da Raia, uniendo las cercanas villas de Verín (por donde pasa la autovía de las Rías Baixas, que va e Vigo y Ourense a la Meseta castellana) y Chaves. Aunque está prevista la construcción de una autovía, por ahora el acceso se realiza a través de una carretera convencional.

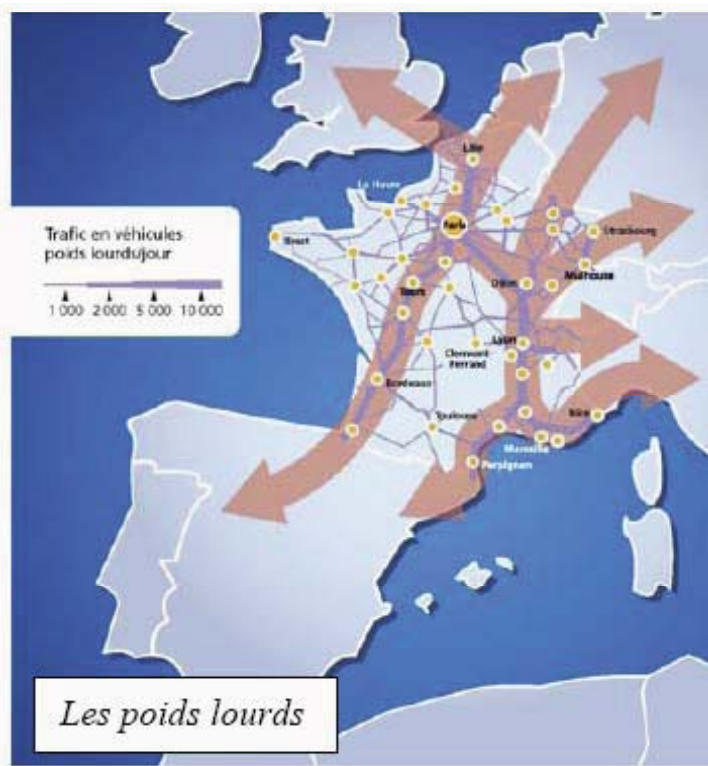
En los últimos años, el Plan Director de Infraestructuras de Galicia está contribuyendo con diversas inversiones e iniciativas a integrar y equiparar con éxito las vías de comunicación gallegas en la red nacional e internacional de infraestructuras.

#### Frontera con Francia

Al igual que en el caso de Portugal, existe un Observatorio de Tráfico en los Pirineos (OTP) creado en la cumbre franco española de La Rochelle de 1998 y en sus años de funcionamiento, ha demostrado ser un instrumento muy útil para la reflexión de las administraciones correspondientes y para el análisis estadístico del sistema de transporte que sirve al intercambio entre la Península Ibérica y el resto de Europa.

Cinco de los 30 ejes transeuropeos de transportes

**Gráfico 3 -Intensidad tráfico de vehículos pesados**

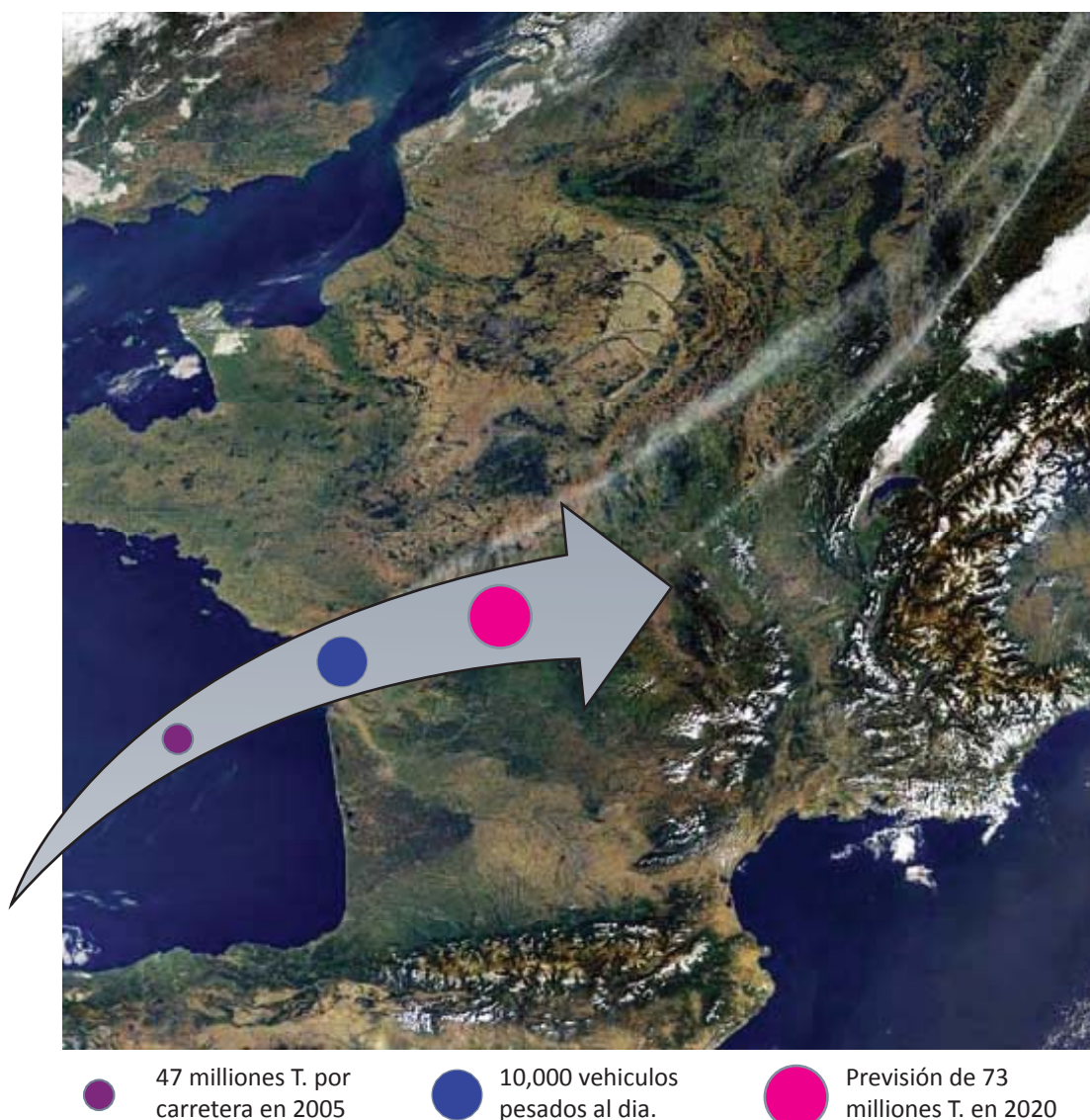




están relacionados con los Pirineos (gráfico 3). El proyecto número 3, relativo a la comunicación ferroviaria de alta velocidad en el sudoeste de Europa con dos ramas una occidental (frontera con el País Vasco y otra oriental, frontera con Cataluña). En el caso de la conexión con Cataluña, que se encuentra más avanzada, los planes más optimistas preveían la entrada en vigor de los tramos en 2009, algo que obviamente no va a poder ser por los retrasos acumulados a ambos lados de la frontera.

En el lado vasco de la frontera, los avances en la construcción de la denominada Y vasca de infraestructuras de alta velocidad ferroviaria se vienen completando con estudios acerca de su impacto en el tráfico de mercancías. Un estudio presentado en Gijón en noviembre de 2007 por Mireia Elkoroiribe, directora de Transportes del Gobierno Vasco y Coordinadora del Grupo de Transportes de la Comisión Arco Atlántico de la CRPM, avisaba de que 47 millones de toneladas de mercancías se mueven anualmente por el corredor terrestre entre el País Vasco y Aquitania (sur oeste de Francia), de los que 43 millones lo hacen por la autopista AP-8/A-63 (paso de Biriattou) y 4 millones por el corredor ferroviario paralelo. El transporte de mercancías por carretera supone

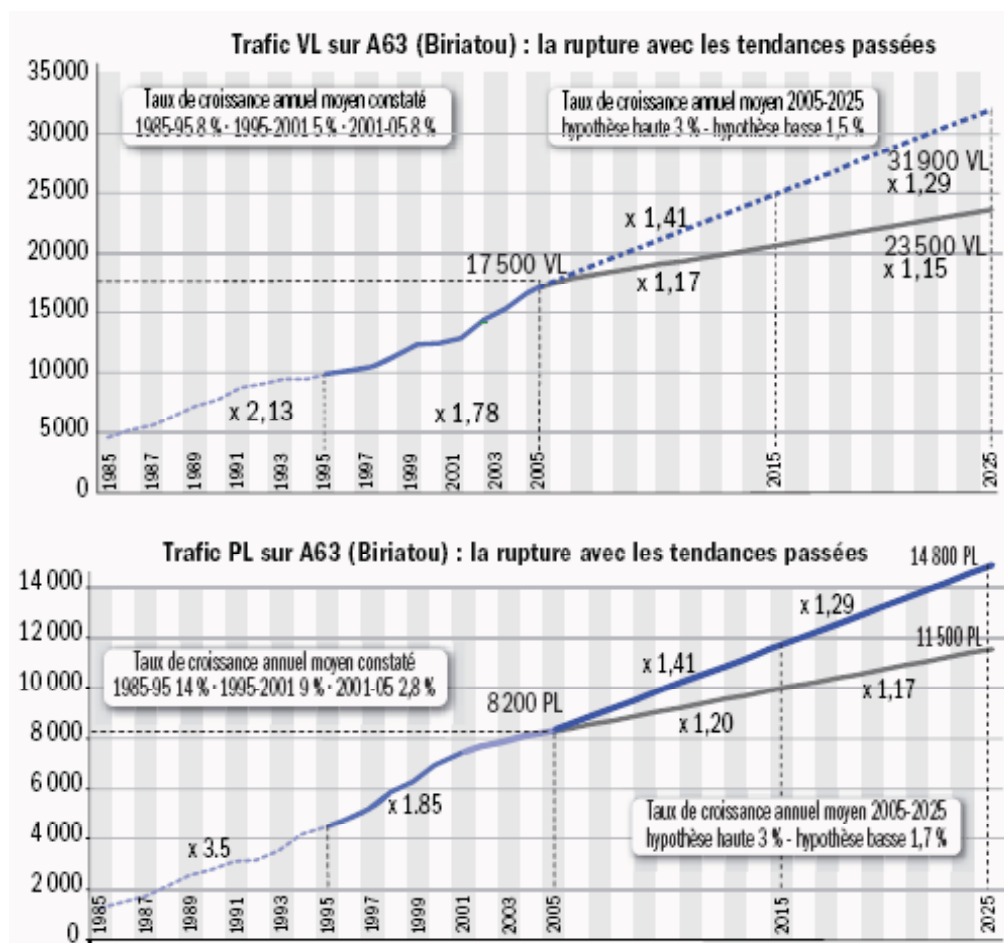
**Gráfico 4 -Tráfico de mercancías - Previsiones N° de vehículos**



unos 10.000 vehículos pesados/día en Biriattou: un 33% del tráfico total en este punto de la red (tráfico total en 2004: aproximadamente 30.000 vehículos/día) o son flujos que se desplazan entre Portugal, el centro y Sur de España hacia París y el Norte y centro de Europa (gráfico 4).

El tráfico actual por la autopista AP-8/A-63 se acerca a los 30.000 vehículos/día (10.000 de los cuales son pesados), cifra próxima a los niveles de saturación en hora punta estimados para una vía 2x2 (de dos carriles por sentido)(gráfico 5). El número de vehículos pesados en Biriattou se ha multiplicado por seis entre 1985 y 2005 (20 años), y se prevé un importante crecimiento para el período 2005-2020: se estiman entre 15.000 y

Gráfico 5 -Evolución 1985-2025 de la intensidad media diaria en la A- 63



Fuente: CERTA Cellule Économique Régionale des Transports d'Aquitaine

20.000 vehículos pesados/día en 2020, confirmando la próxima saturación del corredor.

Las ampliaciones de infraestructuras previstas en los planes comunitarios apuestan por el ferrocarril para evitar este colapso (gráfico 6). Eso supone e implica que muchos de los camiones que ahora utilizan las carreteras habrán de 'embarcarse' en un tren. El ferroustage, o transporte de camiones por ferrocarril también tiene, pese a sus ventajas en materia de sostenibilidad medioambiental y atractivos costes logísticos, algunas limitaciones.

Para promocionar el traspaso modal de la carretera al ferrocarril, se han lanzado varias iniciativas o proyectos: la SNCF tenía previsto, en principio para 2008, el lanzamiento de la autopista ferroviaria Hendaya-Brétigny, con posteriores prolongaciones hasta Vitoria y Lille. Este proyecto ha quedado aplazado hasta 2010, según se puso de manifiesto en la reunión del Grupo de Trabajo de Transportes de la Comisión del Arco Atlántico el 16 de diciembre de 2008 en Bilbao, encuentro al que asistieron miembros de la Plataforma Logística Aquitaine-Euskadi (PLAE). El proyecto, según la directora de la PLAE, permitirá transportar 453.600 semirremolques al año y ahorrar 655,3 millones de euros en costes externos.

Sin embargo, la estimación inicial era de un tren diario por sentido para transportar 30.000 semirremolques no acompañados al año. La puesta en marcha de estos servicios exige el acondicionamiento de las estaciones origen y destino, en particular la de Hendaya para facilitar la operativa de carga y descarga. Una vez construida la "Y vasca", el servicio podrá prolongarse hasta Vitoria previa la construcción de una terminal ferroviaria adecuada a la operativa del ferroustage.

Teniendo en cuenta que las previsiones de volumen de mercancías transportadas por esta frontera en 2020 es

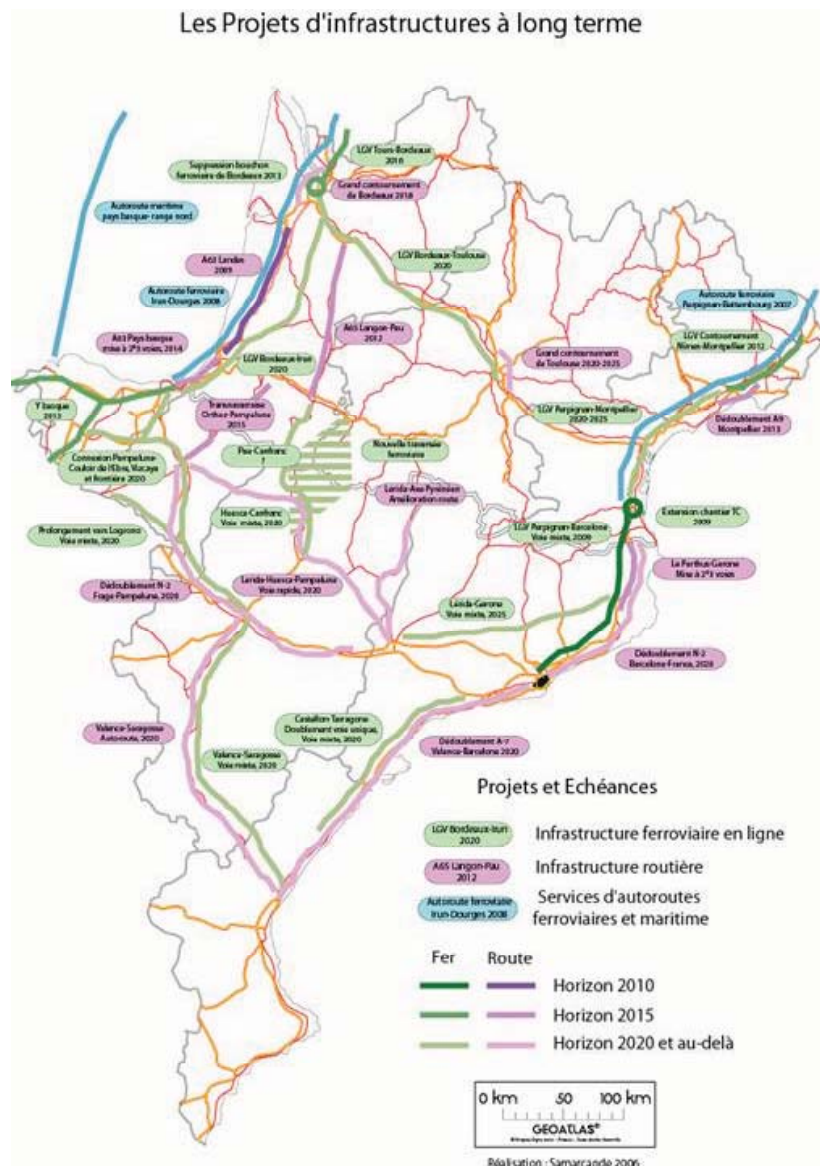
Gráfico 6 -Proyectos prioritarios de la red transeuropea de transporte en la Península Ibérica.



Fuente: Comisión Europea

de 73 millones de toneladas, los cálculos resultan demoledores para esta solución. Suponiendo la circulación de trenes de 20 vagones (vagones especiales con capacidad para dos semirremolques) con una carga media de 17 toneladas por semirremolque, al 100% de ocupación, resultan composiciones de 680 toneladas/tren en los servicios de ferroutage. Con estas hipótesis, para mantener en el año 2020 el mismo nivel de tráfico en el corredor AP-8/A-63 que en el año 2004 (47 millones de toneladas), harían falta casi 60 trenes ida/vuelta diarios (que transportarían los 28 millones de toneladas de incremento). Un nivel de oferta de 60 trenes de ida y otros 60 de vuelta diarios ha de considerarse un nivel alto, que generaría conflictos con el resto de tráficos ferroviarios y que requeriría un proceso de implantación y de adecuación de las infraestructuras

**Gráfico 7 -Proyecto de infraestructuras entre España y Francia a largo plazo**



largo, que espero que tenga reflejo en la propuesta de Libro Verde sobre la revisión de la red transeuropea de transportes prevista para el primer trimestre de 2009 (gráficos 7 y 8).

Más factible parece a día de hoy la utilización del Short Sea Shipping como alternativa. Los más de sesenta puertos de la fachada marítima del espacio atlántico, entre los que destacan Algeciras, Lisboa, Oporto, Santander, Bilbao, Nantes, Le Havre... mueven en conjunto más de 660 millones de toneladas anuales, aunque son los puertos del Norte de Europa (Amberes, Rotterdam...) los que realmente sirven de puerta de acceso a Europa (gráfico 4). El desarrollo del Short Sea Shipping (SSS), o transporte marítimo de corta distancia, representa para los puertos atlánticos una oportunidad alternativa para evitar la congestión creciente que sufre el transporte de mercancías por carretera.

En 2004, 121 millones de toneladas de mercancías se transportaron entre la península ibérica y el resto de Europa utilizando las infraestructuras del espacio atlántico. De estos 121 millones, el transporte marítimo concentró más del 60% del total: 74 millones de toneladas. A pesar de ello, en el conjunto de los puertos

Gráfico 8 -Proyectos de infraestructuras viales



atlánticos, los tráficos internos al espacio atlántico (cabotaje Norte-Sur) son aún escasos y tienen por tanto, un amplio potencial de crecimiento o utilización.

Una última frontera no menos importante es la que cada día hay que franquear para llegar al otro lado del Estrecho de Gibraltar. El proyecto de un puente entre ambos lados del estrecho es, como durante muchos siglos fue el caso del Túnel del Canal de La Mancha que une la Europa continental con el Reino Unido, una ilusión que cada cierto tiempo alientan los Gobiernos de España y Marruecos. En octubre de 2006, las sociedades públicas española SECEG y marroquí SNED, encargadas de estudiar el enlace fijo entre ambos países, cerraron un contrato con un consorcio formado por cuatro empresas: la española Typsa, la marroquí INGEMA, la italiana Geodata y la suiza Lombardi para relanzar el proyecto de túnel del Estrecho ideado en 1996. Este proyecto prevé un túnel con una parte sumergida de 28 kilómetros entre Malabata, al lado de Tánger, y Punta Paloma, en Cádiz. A eso hay que añadir 10 kilómetros más en tierra firme para que la pendiente por la que los trenes circulen por el fondo del mar sea poco pronunciada, ya que, como el Euro Túnel, sería una infraestructura para utilización ferroviaria. Aún sin túnel, en 2007 se contabilizaron 217.592 camiones transportados entre ambas orillas del Estrecho. No hay que olvidar que en 2007 Marruecos era por volumen el 23 país de destino de las exportaciones europeas y el 37 de los proveedores de la UE, según Eurostat.

Como conclusión se puede destacar que las infraestructuras existentes para el tráfico de mercancías por carretera en la frontera con Francia parecen próximas a la saturación. La solución que podría aportar la utilización del tren, aunque resuelve problemas de capacidad y sostenibilidad medioambiental, está en una fase muy primigenia de elaboración. Parece, que al menos en el tráfico hacia el norte de Europa, la solución más rápida es la que proporciona el tráfico marítimo. Respecto a Portugal, la mejora de las infraestructuras y el incremento del tráfico de mercancías no ha resuelto los problemas de un cada vez mayor tráfico de mercancías.

Además, cada día más, el impacto de las infraestructuras en el medio ambiente es un factor decisivo y nos muestra la imposibilidad de ampliar indefinidamente estas vías. La mejora del sistema de transporte de mercancías y la gestión óptima de los tráficos se aventura como el reto que debemos afrontar y superar en los próximos años.

# Issues relating to customs procedures in the Republic of Azerbaijan and their solutions

*Aydin Aliyev, Chairman, State Customs Committee of Azerbaijan Republic*

*Предоставляем к вашему вниманию краткую информацию по вопросам пересечения границ и решения в данной сфере. В дальнейшем представим более детальную информацию.*

В последние годы в Азербайджане была заложена крепкая основа в ходе которой были сделаны шаги в сфере усовершенствования таможенного дела, укрепления нормативно-правовой и материально-технической базы таможенных органов и интеграции во всемирную таможенную систему.

В настоящее время работа по развитию осуществляется по таким приоритетным направлениям как автоматизация таможенного оформления и контроля; обеспечение онлайн-передачи информации между пограничными и внутренними таможенными органами; создание системы обеспечивающей сбор информации, охватывающей товарооборот и оборот транспортных средств; информационное обеспечение борьбы с контрабандой и нарушениями таможенных правил; создание автоматизированных рабочих мест для таможенных инспекторов; проверка информации, ежедневно поступающей в центральный аппарат и создание соответствующих информационных баз, и наконец, осуществление анализа внешнеэкономических связей в автоматизированном режиме.

Для унификации законодательства в сфере таможенного дела с законодательством Европейского Союза, а также с законодательством других развитых государств, с поддержкой Европейского Союза и реализуемой Программой Развития ООН в рамках «Проекта по Модернизации Таможенной службы Азербайджана» подготовлен проект нового Таможенного Кодекса. Для упрощения процедур таможенного контроля и оформления, совершенствования нормативно-правовой и законодательной базы в данной сфере, также были внесены изменения в ряд ключевых нормативно-правых актов регулирующих различные сферы таможенного дела.

В условиях динамического развития Республики исключительно важным фактором является постоянное усовершенствование таможенной деятельности. При этом организация таможенного дела на необходимом уровне, проведение его в соответствии с международными нормами во многом зависит от широкого использования информационных технологий при осуществлении таможенного контроля.

С 1-го января 2009-го года для осуществления контроля над товарами и транспортными средствами пересекающими границу, Указом Президента в Республике была внедрена система «одного окна», а полномочия единого регулирующего государственного органа были переданы Государственному Таможенному Комитету Азербайджанской Республики. Так как Азербайджан является важной частью транспортных коридоров таких как «Шелковый путь», «Север-Юг» увеличение пропускных способностей государственных границ играет важную роль. Основной целью новых правил контроля является создание транспортным операторам благоприятных условий для пересечения пунктов пропуска, осуществления экспортно-импортных операций согласно современным требованиям. Применяя на контрольно-пропускных пунктах принцип «одного окна», интегрируя виды контроля на границах, устранив дополнительные проверки, достигается еще большее упрощение процедур пересечения границ, снижается до минимума потеря времени транспортными операторами.

В рамках принципа «одного окна», проведение над товарами ветеринарного, фитосанитарного и санитарного контроля, проверка документов на товары и транспортные средства пересекающие государственную границу, а также их ветеринарных, фитосанитарных, гигиенических и других сертификатов, уже осуществляется таможенными органами.

В целях проведения быстрого осмотра товаров используются неинтрузивные формы проведения таможенного контроля. Для этих целей были закуплены и сданы в эксплуатацию инспекционно-досмотровые комплексы позволяющие без задержек проводить досмотр контейнеров и транспортных средств в целях выявления фактов контрабанды и пресечения других видов незаконных перемещений.



Согласно «Программе развития таможенных органов на 2007-2011 годы» для развития инфраструктуры таможенных органов Республики проводится реконструкция всех контрольно-пропускных пунктов имеющих международный статус. Для создания условий для проведения грузовых операций по направлениям Север-Юг, Восток-Запад строятся терминалы и таможенные склады. Эти терминалы создают благоприятные условия для быстрого оформления и проведения погрузочно-разгрузочных операций над транспортными средствами осуществляющими международные грузовые перевозки.



Азербайджан является активным участником международной торговли по выполнению Международной Конвенции об упрощении и гармонизации таможенных процедур с использованием информационных технологий, которая рассматривает информационные технологии в качестве одного из принципов таможенного оформления, реализация которого должна способствовать упрощению и гармонизации таможенных процедур. Важными приоритетами в использовании информационных

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технологий в сфере внешнеэкономической деятельности являются внедрение комплексной системы управления рисками и развитие систем электронного декларирования. В связи с этим все таможенные управления и посты были оснащены и обеспечена эксплуатация новой версии «Автоматизированной системы таможенного оформления и контроля» (GRNAS). В результате проделанной работы 95% участников внешнеэкономической деятельности имели возможность электронного декларирования. Закончено проектирование и установка «Системы управления рисками» (RAIS). Проект включает в себя концепцию RAIS, положения, использование экспертных методов, критерии риска и соответствующие баллы, формы «первичной информации», профили риска, технологическая схема работы GRNAS и RAIS и общую функциональную схему RAIS. Также проводятся работы по созданию централизованных информационных баз и управления ими с расстояния.

Одним из приоритетных направлений таможенной службы Азербайджана является проведение кадровой политики. Эти приоритеты также отражены в стратегическом документе Азербайджанской таможенной службы в «Программе развития таможенных органов на 2007-2011 годы». Для повышения кадрового потенциала используется ресурсы Учебного центра таможенной службы Республики а также Регионального учебного центра Всемирной Таможенной Организации где проводятся семинары и тренинги с привлечением местных и международных экспертов.

# National case study of the Republic of Serbia on border crossing issues and solutions

*Veselin Milosevic, Head, Transport and Border Formalities Department,  
Ministry of Finance, Customs Administration, Republic of Serbia*

## **Geographic and strategic position**

The Republic of Serbia is, according to its geographic position, situated in south-east Europe and it occupies the central part of the Western Balkans.

Regarding its position in international transport, the Republic of Serbia has explicit transit features, considering that extremely important road directions connecting western and central Europe with its southern and eastern parts cross the Serbian territory. A part of "The Silk Road" also crosses this territory as a part of the route which has been connecting the whole of Europe with the Middle and Far East for centuries.

## **Activities at the national level**

The Republic of Serbia, conscious of these characteristics, has been undertaking and is undertaking all the necessary activities with the aim to enable that its Customs responsibility area is safe and fully equipped with infrastructure, that border crossings are qualified for the prompt traffic of people and goods and that the adequate level of control is established.

We would like to point out:

Having as a starting point the willingness of the Republic of Serbia to contribute to the safety of the region and to become a reliable partner of the European Union in the control of its borders, at the beginning of February 2006, the Government of Serbia adopted the National Strategy on Integrated Border Management as well as the Action Implementation Plan of this Strategy.

The Government of the Republic of Serbia signed the *Agreement on Stabilization and Accession* at the meeting of the Council for Common and Foreign Affairs of the EU in Luxemburg on April 29, 2008 and the National Assembly ratified that Agreement on September 9, 2008.

Regarding the need for undertaking the measures which will contribute to the harmonization of the legislation framework and practice with those in the EU, with the objective of timely preparation for acquiring the status of a "Candidate" and the full membership of the EU, the Government of the Republic of Serbia, upon the justified proposal of the Customs Administration, on January 15, 2009 adopted the Conclusion regarding the necessity for accession to the *Convention on Common Transit procedure of May 1987 and the Convention on the Simplification of formalities in trade in goods of May 1987*. The Ministry of Finance was authorized by the same Conclusion to send the *Letter of Intention for Accession* to the Head Tax Office – the European Commission in Brussels.

In order to carry out these activities, EUR 1,500,000 was approved from the IPA Pre-accession Funds. These means, which will be available in 2009 and 2010, will be used for the introduction of the New Computerized Transit system (NCTS) in the Republic of Serbia.

The document, titled "*National Programme for the Integration of the Republic of Serbia into the European Union*" which is considered to be one of the key documents of the Government in the years to come, defines the strategy regarding the steps which must be done with the aim of the Republic of Serbia being accepted in the EU.

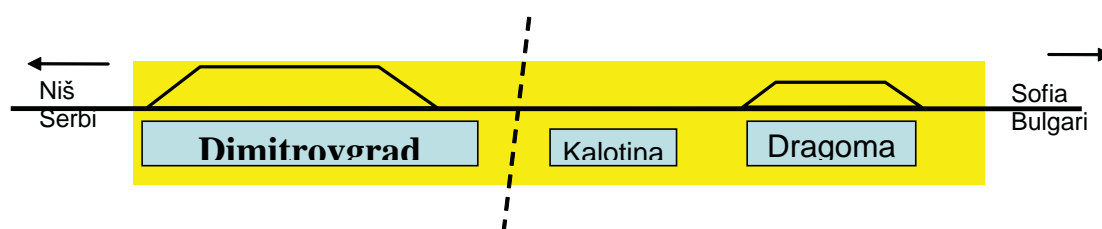


One of the defined priorities is the adopted National plan of constructing road and railway infrastructure in the Republic of Serbia for the period 2008-2012. In order to carry out the adopted plan and regarding the issues of border crossings, all the Customs offices have been working on the exemption of Customs procedures and rules, especially those concerning the pan-European Corridor X.

The Governments of the Republics of Bulgaria and Serbia signed the Agreement on border control and procedures for railway traffic. The Protocols regarding the realization of this Agreement were signed on December 4, 2006, when the application of the Agreement began as well. The effects of the application of the Agreement can be seen from the following diagram:

**Travel time from the moment of entering Dimitrovgrad (RS) until the moment of exit Dragoman (RB)**

Type of train	Travel Time (minutes)		Effects
	Before the Agreement	After the Agreement	
Freight	953	174	548%
Passanger	147	51	288%



In order to provide for efficient border crossing, the Governments of the Republics of Montenegro and Serbia initiated the Agreement on border control and procedures for railway traffic on December 15, 2008. The official discussion on the same subject has already begun with the respective representatives of the Governments of Croatia and Macedonia.

**Activities at the level of the customs administration of the Republic of Serbia**

There is an organizational unit “Section for Customs Issues in transport and border Formalities” within the Customs Administration organization, which is exclusively devoted to solving issues regarding the facilitation of people and goods transport within the Customs responsibility area of the Republic of Serbia, including the exemption from border procedures.

The Customs Administration has made it possible for many years now that all the participants in Customs procedures can submit their Customs documentation electronically. According to the statistical data taken from the “Customs Administration Statistics Bulletin”\* the following data are obtained:

Period	Total number of electronically submitted declarations	Number of transit declaration being a part of total number declarations
01.01.-31.12.2007.	66,71%	29,11%
01.01.-31.12.2008.	81,32%	61,61%
	<b>Index: +21,90</b>	<b>Index: +111,65</b>

The internal explanation of the Customs Administration, starting 1 March 2009, defined the Simplified Procedures regarding the *Imported Goods Declaration*, as well as *Exported Goods Declaration*, and the Procedure for Authorized Importer Status. The first two exempted procedures (“*Domestic Customs*”) include all kinds of Customs procedures regarding the import and export of goods as well as all means of transport.

The internal document also defined, as of 1 January 2009, the *Simplified procedure regarding the declaration of goods which are in transit in railway traffic*.

Based on the offer of the National Guaranteeing Association – the Serbian Chamber of Commerce –, the Customs Administration issued the conditional agreement for participation in the system of Security and Advance Cargo TIR Information.

The transport along the Danube which flows through Serbia for 588km (Corridor VII) is certainly the most important one for the international transport of goods along the international rivers. At the beginning of 2005, the Customs Administration participated actively in the development of the RIS (River Information Service) system, which is based on EU directive 2005/44/EC. This program, being an advanced electronic system of an international character, enables shipping companies safer and more secure river traffic, and it provides advanced supervision and control system for border offices.

The Customs Administration started in 2005, along with the above mentioned program, to develop DREWS (Danube River Early Warning System). The fundamental advantage of this system is the possibility to obtain prior information on the ship and the cargo on it, before the ship reaches the port.

**All the stated activities, at the national level as well as at the Customs Administration level, contribute to the reduction of delays at the border crossings, to the increase of passengers' safety, and at the same time they maintain the level of controls necessary for risk analysis management.**

\* According to the „Customs Administration Statistics Bulletin“ (CSB 20/2009)

## Statistical data

### International traffic by means of transport

Means of transport	period	number**
Cars	01.01.-31.12.2007.	9,863,370
	01.01.-31.12.2008.	10,720,280
		<b>index: +8,69</b>
Buses	01.01.-31.12.2007.	309,024
	01.01.-31.12.2008.	306,158
		<b>Index: -0,93</b>
Lorries	01.01.-31.12.2007.	1,634,938
	01.01.-31.12.2008.	1,794,623
		<b>Index: +9,77</b>

### Total number of Uniform Customs documents

Period	Number
01.01.-31.12.2007.	1,342,759
01.01.-31.12.2008.	1,426,401
	<b>Index: +6,23</b>

### Total number of Transit documents

Period	Number
01.01.-31.12.2007.	1,253,179
01.01.-31.12.2008.	1,296,253
	<b>Index: +3,44</b>

### Total number of transported TIR carnets

Period	Number
01.01.-31.12.2007.	284,915
01.01.-31.12.2008.	293,946
	<b>Index: +3,17</b>

### Total number of ATA carnets

Period	Number
01.01.-31.12.2007.	6,103
01.01.-31.12.2008.	6,372
	<b>Index: +4,41</b>

\* According to the “Customs Administration Statistics Bulletin” (CSB 20/2009)

\*\* The number includes: domestic vehicles arriving at the country, domestic ones going out, foreign ones arriving at and foreign ones going out

# The German Freight Transport and Logistics Masterplan

*Johannes Wieczorek, Head of Division, Freight Transport and Logistics,  
Federal Ministry of Transport, Building and Urban Affairs, Germany*

Germany has been the world's top exporting nation for the last five years. Therefore, it is no surprise that logistics is one of Germany's most important industries. The German freight logistics sector is currently the largest in Europe. The 2008 turnover is estimated to be around 205 billion euros. This is around 7 percent of German GDP. The turnover of the freight logistics sector comes third after retail trade and the automotive industry, with an estimated 2.7 million employees. The logistics market is a very vibrant market of the future, growing at a high rate - even in times of an economic crisis and especially after the crisis.

The Federal Ministry of Transport, Building and Urban Affairs has developed the country's first master plan to strengthen Germany's freight and logistics competence.

The future shape of freight transport will also decide what the transport system as a whole in Germany will look like. At the same time, it will also be crucial in deciding whether, in twenty years' time, we have a transport system that ensures mobility, prosperity and jobs while reflecting environmental concerns. And the future shape of freight transport will also decide whether transport contributes to a better quality of life or becomes a burden on humans and the environment. That is why the Freight Transport and Logistics Masterplan is a document that sets the direction for transport policy as a whole. Because passenger and freight transport are closely interlinked. People and goods use largely the same infrastructure. If goods get stuck in a traffic jam, people get held up as well. Freight transport and logistics thus play a key role in our efforts to shape our overall transport system.

It outlines specific actions on how and where to improve specific transportation corridors, upgrade logistical hubs, infuse new technology, and streamline governance systems.

For several decades, individual and public transportation have been the Federal government's main transportation priorities. In the earlier part of this decade, however, a swelling momentum of concern over national competitiveness has added freight to the political focus. There was a growing sense that freight was increasingly crucial to the country.

In the November 2005 coalition agreement the Federal Government was commissioned to directly address the issues of freight transport and logistics. In 2006, the Federal Ministry initiated the Freight and Logistics Master Planning process.

The objective of Freight and Logistics Master Plan is to enhance the competitiveness of the logistics industry and specific logistic locations in Germany.

The Federal Ministry of Transport, Building and Urban Affairs first set out how to determine the extent to which macro forces are influencing Germany and changing its logistics industry. We found these five overall challenges to be influencing this industry within the coming years:

- Globalization - intensified rise in international change and a shift in specializations/divisions of labour
- Climate change - increased need to reconcile ecological and economic aspects
- Technology - new requirements will imply innovated and more complicated logistical systems
- Demographics - migration pattern within Germany imply a change in mobility



- Human resources - the availability of skilled human resources to advance the logistics industry

The Ministry devised two-prong approach for developing the plan:

- data collection and analysis (including the development of projections to the years 2025 and 2050, and
- structured conversations with stakeholders in logistics (ports, airports, academia, unions, and others).
- 

Presentations were also given across Germany about the development of the Plan - a Plan that will have real implications on the ecological, social, and economic aspects. To improve freight and logistic hubs and transportation corridors, we argued our case under the rubric of national competitiveness: as long as Germany is playing in the first league of exporting nations it needs a transportation system that is as efficient as possible.

To help collect and analyze data, we looked to universities and logistics companies. Data was collected at the county level to gain insights on the changing demand on the road, rail, waterway, and air cargo systems. Collection also included the changing demand at Germany's logistics nodes (intermodal connections, gateways). The conclusions drawn from the analysis confirmed that demand in freight transportation will continue to increase to 2050.

The lesson learned is that Germany can expect a drastic expansion in freight transport. Increase in traffic volume by 2025:

- Moderate increase in passenger transport: +19%
- But the principal challenge is in freight transport: +71%

Particularly affected:

- Road haulage +79%
- Long-distance road haulage +84%

This means: Truck traffic on motorways will almost double:

The volume of freight transported through in Germany will increase by almost 50 percent (from 3.7 billion ton today to 5.5 billion tons in 2050).

In 2050 the volumes of freight moved in Germany will more than double, increasing from around 600 billion ton kilometres today to more than 1,200 billion ton kilometres and the movement of goods transiting through Germany will increase 160 percent in 2030 and almost 250 percent in 2050.

Using the underlying data, stakeholder inputs on needs, and the 2025 and 2050 projections, a the Plan was developed by the Federal Ministry of Transport, discussed within the Government and approved by the Federal Cabinet of all Ministers on 16 July 2008. The Masterplan includes 35 measures to improve the freight and logistics system in Germany. The implementation of these measures is on a good way.

Some interesting measures in the Plan include:

- a) implementing a national port concept;
- b) devising an integrated transportation approach;
- c) moving more traffic onto rail;
- d) increasing education levels in this sector and
- e) promoting Germany as Europe's logistics hub.

#### **a) Implementing a national port concept**

A national port concept will include aspects related to infrastructure, job placements, climate protection, and competition. Some specific recommendations within this port concept include:

- To set aside federal funds for infrastructure projects considered to be of national importance.
- Shift more goods from roadways to coast and inland waterways, making inland harbours increasingly

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- important in the distribution of goods.
  - When re-zoning port or adjacent areas for different activities, such as housing and office, local authorities must take into consideration that no negative impacts will hurt the competitiveness of the port.
  - The development of emission limits in ship traffic and integration of shipping traffic into emission trading
  - Develop new propulsion technologies and new materials for ship construction.
  - Develop a coordination group of all ministries involved in freight transport and logistics to increase efficiencies in Federal resources.

The draft of this national port concept was presented in February 2009.

#### **b) Devising an integrated transportation approach: the sustainable approach to limiting traffic**

The plan recommends the integration of transportation in the form of one transportation plan to have sustained outcomes. This therefore means,

- examining the movement of both freight and people across Germany, which has implications for national, state and city planning and budgeting decisions.
- A federal initiative to develop an environmentally friendly concepts for city traffic.
- Increased consideration of business traffic in city planning.
- Better communication planning and business actors to improve planning decisions.
- Increased investments in innovative technologies and technologies that improve existing capacity.

#### **c) Moving more traffic onto rail and inland waterways**

In an effort to increase the use of rail to move freight, the Master Plan recommends:

- To conduct an analysis that internalizes external costs (evaluation of movement of freight via truck versus rail) to identify the real costs of transporting freight. These findings should be used to adjust the amount of tolls to be paid.
- Increase development of corridors and hubs. Where necessary, separate cargo and passenger traffic. Eliminate of rail and road bottlenecks through improving timing of activities and expansions of the existing system at key points.
- Extension of combined transport possibilities. The budget for combined transport in 2009 has therefore more than doubled compared to 2008.

#### **d) Increasing education levels in this sector**

Education was included as a top action since 44 percent of the people that work in the logistics industry have no vocational education. This is almost twice the national average. With the logistics and freight occupations only to become more technologically savvy and more complicated, the Federal Ministry recommends one action to be the reduction of this educational gap.

#### **e) Promoting Germany as Europe's logistics hub**

The World Economic Forum's (WEF) Global Competitiveness Report 2007-2008 revealed that Germany is the global leader in terms of infrastructure and business sophistication. It also said that Germany is one of the top five most competitive economies in the world overall. This marked an improvement for the country, which moved up from 7th place in 2006.

Logistics companies see many advantages in the German market. Its central position in the EU makes it an ideal location for logistics hubs and distribution centres in Europe. So Germany is the ideal location for tapping into the European market with its roughly 700 million consumers, most of whom have plenty of money in their pockets. More than 231,000 kilometres of motorways and trunk roads, 41,500 kilometres of railway lines and 7,500 kilometres of inland waterways, 19 international airports and more than 15 major ports on the North Sea or Baltic Sea coasts ensure that you can reach your destinations. The Federal Government will be investing more than twelve billion euros in maintaining and upgrading transport infrastructure in 2009 alone.



The Federal Government wants to further strengthen Germany as a logistics hub. Logistics is welcome in Germany. When deciding where to locate in Europe, many commercial enterprises already appreciate the benefits offered by Germany, especially as a result of its central geographical position combined with its excellent infrastructure.

The new initiative launched by the German government in order to introduce the German logistics business and its strengths around the globe is called "Germany – Gateway to Europe" was launched in the fall of 2008.

Even in times of an economic crisis we see a bright future for logistics in Germany and Europe. Logistics as enabler for economical prosperity will always be welcome. The Masterplan process shows that Germany is preparing for the future.

The Masterplan document (in English) can be found at:  
[www.bmvbs.de/en/Transport/Freight-transport-and-logistic-,3093/Masterplan.htm](http://www.bmvbs.de/en/Transport/Freight-transport-and-logistic-,3093/Masterplan.htm)

# Single window recommendations and experience on the ground

*Mats Wicktor, Director Change Management, Managing the Trade,  
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**The following paper was presented at the Joint UNECE Trade and Transport Conference on the Impact of Globalization on Transport, Logistics and Trade, Geneva, 24 February 2009**

## **Introduction**

Swedish Customs was established in 1636 and has played its role as gatekeeper of Sweden for more than 350 years. The international movement of goods is continuously increasing and today, with a staff of 2.200, we have the task of monitoring more than 93 million border movements. This has called for development of efficient and effective working methods, the application of risk management and the use of electronic services and automated processes in order to fulfil our mission.

## **Customs and Trade Facilitation**

Sweden has a long history of being an advocate of free trade, something that is also reflected in the way the Swedish Parliament and Government manages Swedish Customs. For several years a major priority has been to facilitate trade and increase service to the Swedish business community.

Another parameter in the international trade context from a Swedish perspective is that Sweden is quite dependent on foreign trade, primarily exports, in order to achieve sustainable economic development. However, the geographical position of Sweden is somewhat disadvantageous compared to other European business communities.

In this aspect, Customs has an active role to play in order to develop and implement in close cooperation with the business community, efficient and effective logistical solutions in the regulatory part of the international supply chain.

In order to fulfil the expectations and requirements of the Swedish business community, Swedish Customs has developed a series of successful benefits based on integrated services as a mean to improve the business climate and also to decrease the Governmental expenses. Many of the services offered today are developed in cooperation with other Governmental Agencies and Coordinated Border Management and Single Window solutions are widely implemented and used.

## **Background of Swedish Single Window**

Swedish Customs started its computerization process already in 1988 and from the outset electronic communication showed great potential, especially if seamless electronic processes could be achieved. It very soon became evident that added value to the international supply chain services could be implemented through cooperation also in the area of electronic processes with other Governmental agencies. Also the business community saw great potential in electronic communication with the regulatory bodies of foreign trade and continuous requirements for new and improved services were forwarded to Swedish Customs.

## **Design and Development**

As Swedish Customs cooperates closely with the business community and other Governmental agencies, a climate of constructive dialogue exists. Therefore all efforts concerning Single Window are discussed with other partners in the international supply chain. When prioritizing new services a very basic model is used, namely to evaluate any proposal against the parameters below:



**Volumes:** a certain level of volume must exist in order to create electronic solutions as flows with marginal impact could be facilitated through other means than ICT.

**Benefits:** through business process modelling an improved situation is designed with specific focus on the benefits for all stakeholders in the supply chain impacted by any new service.

**Users:** a service must be possible to use for a “critical mass” of stakeholders as solutions for very few users cannot be considered cost-effective.

**Costs:** an estimation of the costs is always undertaken as this aspect has to be compared to the benefits.

### **Technology**

The Single Window of Swedish Customs provides solutions for three different technical areas; EDIFACT, XML and mobile solutions. The variety in technologies has been chosen in order to guarantee that no barriers occur for the users of the Single Window, primarily related to economic prerequisites but also concerning knowledge and integration needs. To the greatest extent possible, data submitted to Swedish Customs under the Single Window framework is validated and forwarded automatically to other concerned agencies in the agreed technical format.

### **Enablers**

One critical enabler for the achievements concerning Single Window is the continuous dialogue with partner regulatory bodies on risk management of the flows of foreign trade. Joined-up risk assessments are turned in to sharp risk profiles that are integrated in the Customs Information System and are up-dated a regular basis.

Another enabler that was fundamental to the levels of Declarations submitted through Single Window is the decision of Swedish Customs to abandon the paper trail. This means that no supporting document, for instance invoices or certificates of origin, are required to accompany the Customs Declaration but is to be kept by the economic operator based on the Swedish bookkeeping legislation. If and when a documentary check needs to be performed in accordance with the risk analysis system, the operator is requested to submit the relevant documents for scrutiny. This means that a full electronic flow has been achieved and that any paper documents are requested based on “need-to-have” in stead of “good-to-have”-basis.

Furthermore, due to the use of joined-up risk profiles, Swedish Customs has the power to release commodities entering or leaving Sweden without general consultation with partner regulatory bodies which leads to smooth border crossing with predictable requirements and also uniform treatment.

### **Cooperation with the business community**

When establishing measures for trade facilitation, the experience of Swedish Customs shows that it is paramount to design and develop such solutions in very close cooperation with the users, i.e. the business community. Therefore a number of Joint Committees have been established and the two most important are briefly described.

#### ALFRED – Strategic Joint Committee

This committee is chaired by the Director General of Swedish Customs with a representative from the business community as vice-chair. In the committee participates more than 20 trade organizations together with three other Governmental Agencies, Swedish Board of Trade, Swedish Board of Agriculture and Swedish Tax Administration. The committee deals with issues concerning strategic cooperation on national and international developments within the Customs domain.

#### SAMU – Joint Committee for Development and ICT-issues

This committee is chaired by the Director of Managing the Trade of Swedish Customs and has representatives from the major Swedish businesses, for instance Volvo, IKEA and Scania. In the committee participates also delegates from Swedish Board of Trade and Swedish Board of Agriculture. The committee focuses on issues related to development of working processes, solutions for facilitation and ICT-support in the international supply chain.



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## Examples

### Licenses

An example of the Single Window-concept is the handling of import-, export- and export refund-licenses. All licenses, both trade political and agricultural licenses, is handled in an automated, paperless environment meaning that confirmation of validity, securities, quantities and notations of quantities/values is made via the Custom Information System. This customer only have to contact Swedish Customs in order to receive an instant notification regarding for instance quantity left or period of validity and also that the Swedish Board of Trade and the Swedish Board of Agriculture receive electronic information regarding usage.

### Statistics

The collection of trade-statistics is made by Swedish Customs on the assignment of Statistics Sweden. This covers all statistics regarding trade with third countries where all information collected is sent electronically to Statistics Sweden who then processes the data for their needs.

### ***Use of international standards***

In the development of the Customs Information System and related sub-systems the use of international standards has been a success factor. The UN/EDIFACT-messages CUSDEC and CUSRES have been used as the carrier of data exchange between Customs, other Governmental Agencies and the business community. The use of international standards is also an enabler for expanding services to Coordinated Border Management and Single Window beyond the Swedish territory.

### **Results**

Swedish Customs processes annually approximately 7 million Customs Declarations and because of the strategic decision to make efforts within the area of electronic processes 98 % of all Declarations is submitted through EDIFACT or XML-channels. Out of these 98 %, automatic clearance is undertaken by the Customs Information System in 85 % of the cases allowing a Customs release time of 90 seconds for such Declarations with improved quality and enhanced collection as other positive results.

Furthermore, Coordinated Border Management and/or Single Window solutions have been established with eight other Swedish Governmental Services as well as with two other countries, Norway and the Netherlands.

For the business community, the application of automatic clearance is a major benefit as well as the creation of a level playing field for the foreign trade through the establishment of in practice one interface related to the international supply chain.

### **Future**

Concerning the future, Swedish Customs will carefully monitor all efforts concerning trade facilitation in general and concerning Single Window in particular. Nationally the dialogue will continue with the business community and partner Governmental agencies in order to develop and implement new services.

Continuous studies will also be undertaken regarding information management, especially related to data capture and data collection, for instance concerning various modes of track and trace in the international supply chain.



# UNDA Corner - Minsk Seminar

Virginia Tanase and Martine Sophie Fouvez



## United Nations Economic Commission for Europe Improving Global Road Safety: setting regional and national road traffic casualty reduction target

Project funded by the United Nations Development Account (UNDA)



Minsk, Republic of Belarus, 12-14 May 2009

Experts from Armenia, Azerbaijan, Belarus, Moldova, Russian Federation, Tajikistan, Turkmenistan, Ukraine and Uzbekistan exchanged national experiences on road safety, including achievements, lessons learned and remaining challenges, during a recent seminar organized by UNECE and hosted by the Government of the Republic of Belarus.

Anatoly Kuleshov, acting Minister of Interior, Antonius Broek, United Nations Resident Coordinator, and Eva Molnar, Director of Transport Division in the UNECE opened the seminar which is part of the project "Improving Global Road Safety: setting regional and national road traffic casualty reduction targets" funded by the United Nations Development Account.



Road safety practices that have brought significant reductions in road traffic casualties in countries like Spain, Poland France, UK and Australia were shared with participants, along with good practices from the UN regional commissions, the World Health Organization, European Commission, Global Road Safety Partnership and FIA Foundation, to name but a few.

While encouraging such positive developments, participants recognized that road traffic casualties are still dramatically affecting their countries. Road safety is no longer just a transport issue; it is also a health issue and a social, financial and economic hazard with negative impacts on global development.

The results of the seminar will be included in the final report of the project, which will be communicated to the Global Ministerial Conference on Road Safety (19-20 November 2009, Moscow, Russian Federation) and further promoted as guidelines to be followed by countries in all the United Nations regional commissions' geographical areas.

Similar seminars under the UNDA project will be organized by ECE on 25-27 June 2008, in Halkida, Greece ; by ECLAC: on 27-28 May, in Panama and 18-19 June, in Kingston (Jamaica) ; by ESCWA on 16-17 June, in Abu Dhabi (UAE) and by ECA on 8-10 July, in Dar-es-Salaam, Tanzania.

# EU Corner: Important EU transport news for UNECE ITC members

*Miodrag Pesut's Column*

## **Intelligent Transport Systems and Services: initiative for accelerated deployment across Europe**

In December 2008, the European Commission took a major step towards the deployment and use of Intelligent Transport Systems (ITS) in road transport. ITS can significantly contribute to a cleaner, safer and more efficient transport system. The action plan suggests a set of concrete measures and a Directive laying down the framework for their implementation.

Intelligent Transport Systems apply information and communication technologies to various modes of transport, which can make European road users safer and less likely to get stuck in traffic, which in the long run can reduce their carbon footprint. The action plan, launched as part of the Greening Transport initiative, aims to accelerate the deployment of these systems in road transport, and their interfaces with other modes of transport.

From commuters to hauliers, everybody needs reliable, real-time traffic information for better routing planning and to avoid delays caused by traffic jams. Multi-modal travel planners will allow seamless travel in and between cities and towns and across borders. Relatively small investments in Intelligent Transport Systems can allow better use of existing infrastructure. The action plan proposes strong European coordination of ITS and services in various Member States to accelerate the deployment of these systems across Europe.

Intelligent Transport Systems can substantially reduce road sector CO<sub>2</sub> emissions. The costs of traffic congestion – estimated at 1% of the European GDP – could be reduced by up to 10% through the deployment of ITS, and could prevent more than 5000 deaths in road accidents.

For more information, <http://ec.europa.eu/transport/its/>

More information on the eSafety forum and the Intelligent Car initiative, launched in 2006 to promote the use of information and communication technologies for smarter, safer and cleaner road transport, is available at:

[http://ec.europa.eu/information\\_society/activities/esafety/index\\_en.htm](http://ec.europa.eu/information_society/activities/esafety/index_en.htm)

Congestion, pollution, road accidents...Intelligent transport systems offer solutions to address these problems, through satellite navigation system, electronic tolling, traffic and travel information systems, variable message signs...However, today, ITS deployment is too slow and too fragmented in the EU. The European Commission ITS Action Plan will coordinate and accelerate the deployment of ITS in road transport and its links with other transport modes.

You can see an on-line video produced in October 2008 at: [http://ec.europa.eu/dgs/energy\\_transport/videos/transport/2008\\_10\\_its\\_en.htm](http://ec.europa.eu/dgs/energy_transport/videos/transport/2008_10_its_en.htm)

## **On track for more competitive rail freight in Europe**

The European Commission has taken a decisive step in promoting the international transport of goods by rail. In December 2008 it adopted a proposal for a regulation that would involve working with Member States to designate international rail corridors providing operators with an efficient, high-quality freight transport infrastructure. This is central to Europe's rail revival and to creating a transport system in the Community that is both efficient and sustainable.

The development of rail freight is a key issue for transport in Europe. Rail transport creates little pollution and could be a competitive alternative to transport by road. The Commission's ambition is to increase the proportion of goods transported by rail by encouraging the creation of corridors along which conditions for



freight transport can be significantly better than is the case currently. As a result, rail operators will be able to offer an efficient, high-quality service and be more competitive on the goods transport market.

In particular, the corridors linking the Member States will make it possible to:

- integrate national infrastructures on the basis of closer cooperation between infrastructure operators both on investment and actual operation;
- respond better to rail freight operators' requirements;
- manage effectively those infrastructures that are used by passenger and goods trains so that freight is no longer at a systematic disadvantage; and
- ensure better connections between the rail infrastructure and other modes of transport, which is essential to the development of co-modality.

The creation of international railway corridors for the transport of goods is not a new idea. Already in the 'logistics package' which it adopted in October 2007, the Commission signaled its intention to come up with specific proposals geared to establishing a railway network in Europe that put freight first. Coming after wide consultation of the sector and a detailed impact assessment, today's proposal is intended to put in place many of the measures required to ensure the sustainable development of rail freight.

#### **Fourth Annual Meeting of Ministers on the Development of the South East Europe Core Regional Transport Network**

Transport ministers of Albania, Bosnia-Herzegovina, Croatia, former Yugoslav Republic of Macedonia, Montenegro, Serbia and UNMIK-Kosovo met on 4 December 2008 on the occasion of the 4th Ministerial Meeting of seven partners and agreed on a time table to implement railway acquis. Full details can be found in the annex to the conclusions of the 4th annual ministerial meeting:

[http://ec.europa.eu/transport/rail/international/balkans\\_en.htm](http://ec.europa.eu/transport/rail/international/balkans_en.htm)

#### **EU tightens air pollution limits for trucks**

The European Parliament's adoption of the so-called Euro VI regulation on the exhaust emission standards of heavy vehicles will force new lorries and buses sold in Europe to meet stricter air pollution limits by 2014.

In December 2007, the European Commission proposed to reduce emissions from heavy-duty trucks and buses by 80% for NOx and 66% for PM compared to the current Euro V standard caps on pollutant emissions.

The Euro standards are part of a broader EU strategy on clean air, which aims to reduce illness and related health costs, like premature deaths related to pollutant emissions.

The new 'Euro VI' regulation lays down harmonised technical rules, which all new heavy vehicles (over 2,610 kg) will have to comply with to get market approval. The new 'Euro VI' emission limits, which will replace the current 'Euro V' emission limits in place since October 2008, will apply to new heavy goods vehicles as of 1 January 2014, nine months earlier than the Commission had originally proposed.

Next steps:

By 1 April 2010: Commission to adopt the associated technical regulation to give manufacturers time to make the necessary technical changes to vehicles.

From 1 Jan. 2014: The 'Euro VI' regulation emission limits will apply to new heavy goods vehicles. The registration, sale and entry into service of vehicles that do not comply with the standards will be prohibited.

#### **European Commission promotes clean, efficient shipping**

On 23 January 2009, the European Commission announced a series of measures aimed at greening the maritime transport sector to boost its global competitiveness.

Over 80% of world trade takes place on the ocean, making maritime transport "the backbone of international trade," according to the Commission, which insisted that shipping and related services are key to helping

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European companies to compete globally.

The package on the future of maritime transport outlines a ten-year policy strategy (2009-2018) to promote safe, secure, clean and efficient shipping, as well as plans to remove barriers for the European maritime transport sector.

The action plan includes a number of rules aimed at reducing the administrative burden imposed on shipping companies by EU and national regulations. Under the proposals, customs procedures will be simplified and inspections better coordinated to reduce delays related to plant and animal checks. The proposed measures are expected to make maritime transport a more attractive option and boost competitiveness and employment, leading to more balanced use of all transport modes and 'greening' the sector.

### **Digital tachograph for road transport: new measures to prevent fraud and equip light vehicles**

In January 2009, the European Commission adopted a package of measures aimed at detecting and preventing abuses of the tachograph system, used to record the driving time and rest periods of professional drivers. Furthermore, the new legislation permits the use of dedicated, type-approved adaptors for light vehicles that are required to comply with the Drivers' Hours and Tachograph rules.

Amendments to Directive 2006/22/EC, which deals with enforcement and checks of social rules relating to road transport activities, require Member States to develop dedicated equipment and software that can be used to analyse the data from the digital tachograph. Commission Recommendation sets out best practice guidelines for national control authorities when carrying out checks of vehicles and the recording equipment, whether at the roadside, at company premises, or at workshops.

This package of measures will significantly improve the methods and procedures used by control authorities in detecting and preventing the use of devices intended to defraud the tachograph system, whilst at the same time keeping unnecessary delays and inconvenience to law-abiding operators and drivers to an absolute minimum.

For more information see:

[http://ec.europa.eu/transport/road/social\\_provisions/social\\_provisions\\_en.html](http://ec.europa.eu/transport/road/social_provisions/social_provisions_en.html)

### **Promotion of public-private partnerships in rail infrastructure**

On 30 January, financial experts from the European Commission and the rail sector discussed ways to promote the use of public-private partnerships (PPPs) in rail infrastructure projects.

The European Commission and the European Investment Bank are undertaking a number of initiatives aimed at promoting successful PPPs. The Loan Guarantee Instrument for TEN-T projects (LGTT) aims at facilitating the setting up of TEN-T projects under PPP schemes. The European PPP Expertise Centre (EPEC), launched in September 2008, allows PPP taskforces in EU Member States and candidate countries to build PPP capacities, share experience, analysis and best practice.

More information on funding rules, Community financing Terms and conditions on rules on financial aid to the TEN-T projects could be found at:

[http://ec.europa.eu/transport/infrastructure/funding/funding\\_rules/funding\\_rules\\_en.htm](http://ec.europa.eu/transport/infrastructure/funding/funding_rules/funding_rules_en.htm)

### **Trans-European transport networks: towards a new policy for meeting future challenges**

On 4 February 2009, the European Commission adopted a Green Paper setting out the future challenges of its policy for a trans-European transport network (TEN-T). TEN-T policy needed to be realigned to contribute more effectively to objectives aimed at combating climate change and to support Europe's increasing international role through better infrastructure connections with its neighbours and the wider world. TEN-T policy also needed to be adapted to strengthen its supporting role for economic and social development within the framework of the Lisbon strategy. The integration of all transport modes and intelligent transport systems can be strengthened if TEN-T policy provided a basis guaranteeing efficient and safe transport services reflecting the future demands of citizens and economic operators. In the light of these challenges and lessons drawn from previous TEN-T policy implementation, the Commission sets out future objectives and proposes three options for TEN-T development, while stressing the need for coherence between planning ambitions and instruments for their implementation.

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A better integrated trans-European transport network is seen as the basis for efficient, safe, secure and high quality freight and passenger transport. It is crucial for contributing to common European objectives, such as the achievement of climate change objectives, providing better connections between Europe, its neighbours and the wider world and supporting economic and social development in the framework of the Lisbon strategy.

Combining all transport modes, making best possible use of fully interoperable intelligent transport systems and assimilating new transport and energy technologies are at the heart of a future-oriented network integration. These three elements support the further development of co-modal transport services for freight and passengers. In the freight sector, such a network development approach is for example vital for the expansion of logistics services which rely on the principle that each transport mode is used according to its respective advantages within the transport chain, while enhancing the efficiency of overall operations both from an economic and environmental perspective.

To support co-modal transport services for freight, infrastructure development within the framework of the future TEN-T policy needs to give particular attention to:

- the appropriate development of ports' infrastructure and more efficient hinterland connections to respond to the increasing role of maritime transport;
- the integration of fully interoperable and commercially viable rail freight corridors and of Green Corridors;
- the removal of bottlenecks on major transport axes;
- inter-modal connections, freight handling in urban areas and the potential of air freight transport;
- the application of intelligent transport systems for all transport modes and new pricing systems, stimulating efficient infrastructure use.

In parallel, necessary infrastructure for co-modal services for passenger transport (such as connections between air and rail services or integrated ticketing) need to be developed too.

The full text of the Green Paper is available at: [http://ec.europa.eu/transport/infrastructure/basis\\_networks/guidelines/doc/green\\_paper\\_en.pdf](http://ec.europa.eu/transport/infrastructure/basis_networks/guidelines/doc/green_paper_en.pdf)

### **Creating an e-Freight Roadmap for Freight Transport Logistics Background**

To set a political signal as regards the importance that the Commission attaches to the issue of e-Freight and to give representatives of the logistics and transport sectors –many of whom have developed their own in-house e-Freight systems – opportunity to contribute, DG TREN organised a conference, in Brussels on 17 February 2009.

The conference objective was to explore the commercial and policy opportunities that the implementation of e-freight can bring and thereby kick-start the roadmap for its application.

Directorate-General for Energy and Transport, on behalf of the European Commission and in line with one of the main measures of the 2007 Freight Transport Logistics Action Plan<sup>1</sup>, wants to establish a roadmap for the development of an integrated ICT application that is capable of following the movement of goods into, out-of and around the Union. This concept is entitled e-Freight and will operate within and across modes.

A key determinant of efficiency of freight logistics is the capability to draw maximum benefit from information and communication technologies. In this, e-Freight denotes the vision of a paper-free, electronic flow of information associating the physical flow of goods with a paperless trail built by information and communication technologies. It includes the ability to track and trace freight along its journey across transport modes and to automate the exchange of content-related data for regulatory or commercial purposes.

### **High level stakeholder conference on the future of transport**

Commission Vice-President A. Tajani, in charge of European transport policy, convened a High Level Conference on 9-10 March to gather stakeholders' views on the main challenges and opportunities for the transport sector in the very long term (20 to 40 years). The aim was to produce a Communication on the Future on Transport – to be adopted by the Commission in June 2009 – preparing the ground for the next White Paper planned for 2010.

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Top managers of transport operators, manufacturers and logistic companies were invited to contribute their vision alongside policy-makers, academics and representatives of Member States, European institutions and NGOs.

The Conference was centred on four workshops focusing on urban, freight and passenger transport and on the challenge of sustainable mobility. The conference was attended by around 560.

To help with the debate, a study was commissioned to collect and analyse information on transport long-term scenario forecasting, develop long-term transport scenarios including modelling work and case studies, and suggest long-term objectives for the European transport policies. Some of its conclusions can be found below. For the full report, [http://ec.europa.eu/transport/strategies/doc/2009\\_future\\_of\\_transport/20090324\\_transvisions\\_final\\_report.pdf](http://ec.europa.eu/transport/strategies/doc/2009_future_of_transport/20090324_transvisions_final_report.pdf)

### **Commission welcomes decision of the Council to adopt a new Directive on clean vehicles used by public authorities**

On 30 March 2009, the Council of Ministers adopted a new Directive promoting clean and energy efficient road transport vehicles that are in use by public authorities. The Directive aims to stimulate the market for clean and efficient vehicles and to prompt developments and investments by the industry. Increased sales will help reduce costs through economies of scale and will result in progressive improvement in the energy and environmental performance of the whole vehicle fleet. The new measures extend to all purchases of road transport vehicles by public authorities or by transport operators charged with public service obligations.

The Directive requires that energy and environmental impacts linked to the operation of vehicles over their whole lifetime are taken into account in purchase decisions. These lifetime impacts of vehicles shall include at least energy consumption, CO<sub>2</sub> emissions and emissions of the regulated pollutants of NO<sub>x</sub> (nitrogen oxide), NMHC (non-methane hydrocarbons) and particulate matter. Purchasers may also consider other environmental impacts.

Two options are offered to meet the requirements: setting technical specifications for energy and environmental performance, or including energy and environmental impacts as award criteria in the purchasing procedure. If the impacts are monetised for inclusion in the purchasing decision, common rules shall be followed, as defined in the Directive, for calculating the lifetime costs linked to the operation of vehicles.

To facilitate the implementation process, the Commission has launched an internet site on clean and energy efficient vehicles. It includes a legislation guide, a lifetime calculator, information on joint procurement and references to Community funded projects in the field.

For more information:

[http://ec.europa.eu/transport/urban/vehicles/clean\\_energy\\_efficient\\_vehicles\\_en.htm](http://ec.europa.eu/transport/urban/vehicles/clean_energy_efficient_vehicles_en.htm)

### **Commission hearing to discuss ways to help road hauliers affected by crisis**

Measures to help road haulage companies survive the economic crisis were discussed at a stakeholder hearing in Brussels organised by the European Commission in Brussels on 20 April 2009. The hearing has attracted about 100 representatives from European road haulage associations, the Commission, the European Parliament and the European Investment Bank with the aim to collect first-hand information from stakeholders on the effects of the recession and to identify ways forward. The participants reviewed the impact of the crisis, its effects in terms of employment, the role of transport innovation, and future business and policy perspectives.

### **European Commission promotes cycling as healthy way to travel**

The European Commission is promoting cycling as a healthy and safe way to travel in cities. The 15th Velo-City conference, organised by the Brussels Region opened on 12 May. The world's largest conference related to cycling brought together one thousand participants from across the world to discuss the future of cycling in cities. The closing ceremony included the signing of the Brussels Charter by various European cities committing themselves to promote the use of bicycles through concrete objectives.

Speaking at the Velo-City conference, Vice-President Tajani confirmed his commitment to presenting an action plan in the field of urban mobility this year, in which concrete actions relating to urban mobility - including

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cycling - will be presented. For more information: [www.velo-city2009.com/](http://www.velo-city2009.com/)

The Commission's Green Paper "Towards a new culture for urban mobility" helped to raise political awareness regarding urban mobility and initiated a dialogue at European level. The paper also suggested that cycling should become an integral part of urban mobility policies.

To promote safe cycling, the EU helps to fund the development of cycle infrastructure, for example through the EU' Structural and Cohesion Funds. For the period 2007-2013, an estimated budget of more than €600 million will be used to invest in cycle infrastructure in eligible regions across the EU. The STEER Programme, which promotes more sustainable energy use in transport, has provided €10 million to ten European pilot projects related to cycling.

EU funds also continue to support the development and evaluation of new approaches to safe cycling in cities through CIVITAS Initiative which helps cities to achieve a more sustainable, clean and energy efficient urban transport system by implementing, de-monstrating and evaluating an ambitious integrated mix of technology and policy based measures. The EU has co-financed the implementation and evaluation of 35 cycling-related measures across the 58 cities that participate in CIVITAS. The measures address both the demand and the supply side of transport. The activities in the demonstration cities aim to provide a better quality of life for all citizens. The number of participating cities is constantly increasing and more than 100 cities over Europe are part of the CIVITAS community.

For more about CIVITAS: [www.civitas.eu](http://www.civitas.eu)

### **Workshop on "Gigaliners"**

DG TREN will hold a workshop on 24th June at which the Joint Research Centre (JRC) will present their analysis of the various economic assessments that have been made on the weights and dimensions issue including the report made for DG TREN by the Transport & Mobility Leuven on the "Effects of adapting the rules on weights and dimensions of heavy commercial vehicles as established within Directive 96/53/EC".

The aim of the workshop is twofold. First, to present the JRC's work and second, to help develop the terms of reference for a further technical study. This study will include technical issues that need further analysis such as the effects of increasing in the size and weight of two-vehicle combination, aerodynamics and other technical improvements and all focussed on better understanding the advantages and disadvantages of particular combinations on the infrastructure wear-and-tear, safety as well as environmental performance.

### **Study: "Effects of adapting the rules on weights and dimensions of heavy commercial vehicles as established within Directive 96/53/EC"**

This study has been carried out for the Directorate-General for Energy and Transport in the European Commission and expresses the opinion of the Consortium having undertaken it, led by Transport & Mobility Leuven (Belgium) and also composed by TNO (Netherlands), Laboratoire Central des Ponts et Chaussées (France) and RWTH Aachen University (Germany).

It assesses positive and negative implications of a possible revision of the rules in force on weights and dimensions of heavy commercial vehicles, and will be one of the pieces of information that the Commission is assembling before taking a decision on whether or not to proceed with a revision to the current Directive. The views expressed in it have not been adopted or in any way approved by the European Commission and should not be relied upon as a statement of the European Commission's or the Transport and Energy DG's views. The European Commission does not guarantee the accuracy of the information given in the study, nor does it accept responsibility for any use made thereof.

The study, in English language, is available at: [http://ec.europa.eu/transport/strategies/studies/doc/2009\\_01\\_weights\\_and\\_dimensions\\_vehicles.pdf](http://ec.europa.eu/transport/strategies/studies/doc/2009_01_weights_and_dimensions_vehicles.pdf)