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**Council of Ministers**

**REMOVAL OF OBSTACLES AT BORDER CROSSINGS**

**Report**

*This document relates to item 3 "Main discussion blocks: Removal of Obstacles at Border Crossings" of the draft Agenda for the Ljubljana Council of Ministers.*

*It is submitted to Ministers as a reference document.*

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## REMOVAL OF OBSTACLES AT BORDER CROSSINGS

### REPORT

Since 1984, the ECMT at the request of the Council of Ministers has conducted several studies relating to the difficulties encountered by carriers at border crossings. Six successive reports have thus been presented to the Council, resulting in the adoption of three Resolutions relating to the removal of obstacles at border crossings, namely Resolution No. 50 of 1984, Resolutions No. 94/5 and No. 99/2, plus Resolution No. 2002/3 dealing specifically with the problem of simplifying procedures for issuing visas. These Resolutions unarguably form part of the ECMT *acquis* approved by the Council of Ministers at the Conference's 50<sup>th</sup> anniversary.

The Council having expressed a wish for the matter to be referred to it at regular intervals, it seemed time to prepare a new report (the previous one dates from 1999) and to present it at the Council session in Ljubljana. The report aims to:

- review the difficulties encountered and the recommended solutions for remedying them;
- evaluate the progress made in applying Resolutions No. 99/2 and 2002/3;
- examine the already foreseeable consequences of EU enlargement.

The report, drafted by the Secretariat, is based principally on the results of a specific survey of member states. Other documents have also been used in preparing the report, especially studies carried out in the framework of the World Bank TTFSE (Trade and Transport Facilitation in Southeast Europe) and TTFSC (Trade and Transport Facilitation in South Caucasus) programmes, the EU CARDS programme, the UNECE visa survey, the REBIS study of the Balkans, the Baltic Sea Customs Conference (BSCC), the TTF CIS-7 initiative, the UIC's ABC programme and IRU studies of the facilitation of international road transport and waiting times at borders.

#### 1. Current situation

##### 1.1 Road transport

###### 1.1.1 Location of problems

Following the establishment of the Single European Market, carriers no longer encounter any problems crossing borders within the European Union with the exception of the Mont Blanc crossing and the Austrian borders, where waiting times may occur. The same also applies to North-South traffic via Switzerland.

The main difficulties mentioned are concentrated in the east of the European continent and chiefly concern border crossings with the **Russian Federation, Ukraine** and above all **Belarus** where the difficulties mentioned notably in the last Activity Report of Corridor II, are such that they result in traffic

diversions either toward the road itineraries which pass through the Baltic States in the north or the Ukraine in the south, or toward the maritime channels. These difficulties create extremely long waiting times at border crossings, reaching:

- 12 to 48 h at the border between Poland and Belarus,
- a maximum of 20 to 48 h at the border between Finland and Russia,
- over 24 h at the border between Ukraine and Belarus,
- 12 to 72 h at Latvia's borders with Russia and Belarus,
- 10 to 20 h at the border between Estonia and Russia.

Very long waiting times have also been noted at the Belarus-Russia and Poland-Ukraine borders where passing the border crossings requires a minimum of 10 hours or much longer, according to the last Activity Report of Corridor III.

As already mentioned in the previous report, **Poland** is a key country for border crossings because of its geographical situation and its borders with both the current EU and the CIS. Apart from the difficulties mentioned above at borders with CIS states, lengthy waiting times have also been noted at the borders between:

- Poland and Germany (up to 10 h),
- Poland and Lithuania (up to 8 h).

In **Central Europe and Southeast Europe**, the most acute problems concern the borders between:

- Hungary and Austria (up to 10 h),
- Hungary and Romania (up to 15 h),
- Hungary and Slovakia (up to 12 h),
- the Czech Republic and Germany (3 to 5 h),
- the Czech Republic and Slovakia (8 to 10 h),
- Bulgaria and Romania (up to 8 h),
- Bulgaria and Turkey (up to 48 h at weekends).

In the **South Caucasus**, waiting times as noted by the TTFSC programme are also relatively long:

- up to 9 hours at the borders of Azerbaijan, even though the control process lasts only one hour,
- 6 to 7 hours at the borders of Armenia, even though customs controls as such last no longer than one hour,
- up to 10 hours at the borders of Georgia, including 4 hours for the control process.

**Beyond continental Europe**, border crossings with Asia can also be highly problematical, especially between:

- Turkey and Iraq (up to 72 h),
- Russia and the countries of central Asia.

Attention should also be drawn to the fact that border crossing times can increase enormously at certain times:

- Weekends and public holidays, especially as a result of driving bans in certain countries (Germany, Switzerland, Austria) and the non-harmonisation of such bans, and weekend leave for certain customs and border guard officials. This problem is particularly acute at the border between Turkey and Bulgaria. It has also been observed at the border between Poland and Germany;
- Holiday periods, again with the effects of certain driving bans. Crossing borders can be extremely difficult during the summer period in the Balkans and in Greece.

Detailed information about average waiting times for HGVs at the main border posts as noted by the IRU from 1998 to 2003 is contained in Annex 1 to this report.

### *1.1.2 The problems encountered*

The main obstacles at border crossings have their origins in:

- infrastructure,
- procedures,
- staff.

#### *a) Infrastructure*

The inadequacies mentioned include:

- **the unsuitability and insufficient capacity of border posts:** border infrastructure is often under-sized in relation to the rapid growth of traffic. This type of problem is encountered especially at the borders of Albania, Bosnia-Herzegovina, Bulgaria, Germany, Romania and the Balkan countries along Corridor X. It also arises at crossing points between Italy and Switzerland (at Chiasso-Strada), Poland and Slovakia, Hungary and Slovakia, and Turkey and Iran. In addition, it appears that the infrastructure at border crossing points between CIS member states utterly fails to meet the criteria required by the volume of international traffic. The problems are somewhat less acute at crossing points between the CIS and other European countries, though the facilities still leave a great deal to be desired. Forthcoming EU enlargement has led the 10 accession countries to give priority to modernising their border posts with the countries that will not belong to the enlarged EU. As a result, the border infrastructure of these 10 countries is temporarily ill-adapted to trade both between each other and with the current EU. The problem, mentioned by Hungary and the Czech Republic in particular, is likely to recede with EU enlargement;

- **obsolete and poor quality facilities** for phytosanitary and veterinary controls, a problem which particularly affects transport in the Balkans and between Poland and CIS countries (Russia, Ukraine and Belarus). As an IRU survey shows, all transport within the CIS also runs into this kind of problem;
- **inadequate equipment:** many border posts lack effective computer equipment and the right systems for processing documentation, a shortcoming mentioned by Bulgaria and Romania in particular. Likewise, border posts are generally ill-equipped with X-ray inspection equipment, and instruments for weighing vehicles are often unsuitable (Poland, Romania);
- **the absence of separate lanes** for transit traffic and empty vehicles; this problem crops up in a very large number of answers to the ECMT questionnaire and thus seems widespread.
- **under-sized access roads** to border posts (especially in Albania) and insufficient parking space at borders: these shortcomings are found at Russia's borders with Finland, Lithuania and Poland, at the borders between Ukraine and Poland and in the Balkans, where vehicle parks are often not equipped with water and electricity supply points. They also appear at Basel-Weil border between Switzerland and Germany.

*b) Procedures*

Delays at border crossings are attributable amongst other things to:

- **the inefficiency of** often over-complex **control procedures**, whether customs controls, transport authorisation controls, vehicle controls, visa controls (a UNECE document, TRANS/SC.1/2003/6, contains a particularly revealing list of visa issuance procedures) and police document controls. The delays inherent in this situation, linked to the increase in the number of documents to be produced, are compounded by the fact that the organisation of work leaves much to be desired. The procedures applied at the Russian, Belarus and Ukrainian borders are considered especially complicated. Likewise, the controls carried out at the Polish-German border seem to be a major cause of delay;
- **insufficient computerisation** of control procedures, meaning that various paper forms have to be used. These are often filled out by the controlling officials themselves (!), implying the establishment of direct, personal relationships between controlling officials and carriers which in turn provide fertile ground for negotiations between them and all the abuses that may ensue;
- **systematic control** of all vehicles and the non-use of controls based on risk management techniques. Systematic controls were in general use at Russia's borders until recently. According to the TTFSE programme, the level of physical controls of customs declarations even after the programme had been in operation for two years was still very high: close to 100% in FYROM, Moldova and Romania, over 70% in Albania and almost 40% in Romania. This situation is due to:
  - the reluctance of customs administrations to introduce computerised control systems;
  - the laws in force, which do not allow customs officials to carry out sample checks;
  - systematic police intervention which prevents customs officials from making sample checks (such a procedure being immediately suspected of irregularity);

- a strong belief in the deterrent effect of systematic controls.
- procedures for **weighing vehicles**, which are complex and whose purpose often seems contentious. The procedures applied by Poland are the target of particular criticism in this regard, since they often require complete unloading of the vehicle, especially at the border with Lithuania. The procedures applied by Hungary, the Czech Republic, Romania and Russia also constitute an obstacle to border crossings, especially as the equipment used to weigh vehicles is unsuitable (see above). The main complaints include repeated weighings and frequent and unexplained differences between measurements for the same vehicle in Belarus, Ukraine and Russia;
- control procedures linked to **illegal immigration**, which particularly affect ferry traffic between Greece and Italy;
- the absence of non-stop **veterinary and phytosanitary controls**, especially in the countries of former Yugoslavia and the CIS countries. It is regrettable that all too often a list of goods subject to such controls is not provided at borders;
- the introduction of **additional controls** of doubtful necessity, such as radioactivity controls at the borders of Serbia and Montenegro;
- **the lack of coordination between the customs administrations** of the various countries, and in particular the insufficient exchange of information. Control procedures at border crossings often differ considerably from one country to another and are consequently less effective than they could be. This applies equally to controls of drivers, passengers and vehicles, the transport operation itself and the goods transported. It also applies to the documents to be produced. Although a recurring problem in eastern and central Europe, it is much more serious in other regions. The efforts made by national and international authorities to promote harmonised, simpler, quicker border crossing procedures have not so far been effective enough. Border post opening times are not always harmonised, there are not enough joint controls (especially within the CIS), and mutual recognition of protocols for vehicle weighing and inspection does not go far enough. Exchanges of information on best practice (benchmarking) and the in-depth use of risk assessment techniques remain the exception. The lack of coordination between the regional administrations and harmonisation of procedures at the internal administrative borders within the certain countries (Russian Federation, Ukraine, etc) constitutes a problem as well;
- **insufficient cooperation between the authorities responsible for controls** and the very large number of officials involved in a single border crossing event: too often, border guards re-inspect consignments after customs officers. As well as causing delays, this dual control demonstrates a lack of trust between the two agencies and the lack of any real cooperation between the national authorities concerned. This problem is all the more important in that responsibility for customs operations is sometimes divided between several bodies (eg, customs department, special legion and border guard in Georgia), leading to a proliferation of controls by agencies that cannot always be identified and demands for superfluous documents (eg, TIR carnet and specific transit document). The TTFSE study also points out that direct border police involvement in customs activities frequently leads to conflicts of competence and creates a climate of mutual suspicion which is counter-productive and contributes to the demoralisation of customs services;

- **non-compliance with TIR procedures**, with regular inspection at border crossings of consignments shipped under the TIR system, or even the unloading of vehicles (Belarus). The control procedures applied by the customs authorities in this regard are not always very rational, since many countries fail to differentiate between types of customs operation or to physically separate road vehicles according to type of load or customs transit regime. In most countries, for example, there is no specific treatment for loads of perishable goods or live animals;
- **the failure to provide information to the professionals, private sector, etc** about the procedures applied and the documents required, information asymmetry being a feature of relations between administrations and users. In some cases, this may be reflected in the non-existence of any official publication in the appropriate languages containing the relevant commercial legislation, rules and procedures (in the South Caucasus states, for example), which can only encourage arbitrary decisions and abusive demands for payment of duty or fines;
- **changes without notice to the procedures** used, the introduction without prior notice of new requirements and the lack of clear information about changes in national legislation. The fluctuating nature of the rules and the lack of stability in customs regulations are especially pronounced in CIS countries, where in some cases there may even be a total absence of legislation on certain matters. Although this can be explained by the need to adapt to a market situation in these countries that is itself changing very rapidly, it should not lead to such frequent changes, which are all the more difficult for transport operators to track in that information about them is not always provided or they are applied retroactively;
- **compulsory convoys** of vehicles with customs or police escorts: this requirement, which causes both delays in forming the convoys and additional costs (up to as much as \$3 per kilometre), is criticised by many countries and is regarded by many carriers as contrary to the principles of the TIR Convention. It mainly affects vehicles crossing Russia, Belarus and Georgia (in the latter this procedure was recently abandoned);
- **the imposition of compulsory pay services** using "commercial" structures established at border crossing points or in their immediate vicinity which offer no useful service to carriers; examples include the compulsory use of "organised" parking areas for which exorbitant fees are charged (Belarus), compulsory additional insurance (Georgia), the compulsory use of customs intermediaries or commissioners (Ukraine) or the abusive imposition of an escort;
- **the proliferation of taxes, duties and fees**, the lack of transparency in rules for payment in some cases and the need to make successive payments, often at different points on the same border.

c) *Staff*

Obstacles at border crossings often originate with the border crossing officials responsible for carrying out controls. The main difficulties relate to:

- **the shortage of control personnel**, since staffing levels have not adapted to the increase in traffic. This situation has been mentioned in particular at the borders of Albania and Bosnia-Herzegovina, at the border between Finland and Russia, Lithuania's borders with Poland and Russia, and the border between Poland and the CIS countries. The problem is

particularly acute at weekends and during holidays because of staff leave. It may be compounded by strikes (at Greece's borders, for example);

- **low productivity:** personnel work slowly because procedures are complex and they are insufficiently motivated. Work is poorly organised as a result, since staff show no interest whatsoever in organising it more efficiently. According to the TTFSC study, a customs officer processes 40 to 45 declarations a year on average in the three South Caucasus states, compared with an average of around 250 declarations a year in the countries of Southeast Europe, within a bracket ranging from 80 declarations a year in Moldova to 422 in Croatia (source TTFSE);
- non-continuous **working hours**, a factor which is all the more detrimental in that working hours often differ from one side of the same border to another;
- **a lack of skills and training**, reflected in poor knowledge of the rules to be applied and the documents to be produced and of selective control techniques. This situation, which leads to inappropriate processing of documents and differing interpretations from one country to another, concerns both the TIR system (resulting in non-application of certain provisions of the TIR convention) and transport authorisations such as ECMT licences. One of the major problems in this respect is the lack of knowledge of existing instruments (sometimes due to the lack of texts in the local language) and the lack of access to them, and the lack of any genuine experience or administrative knowledge of real procedures and usual practices. Inefficient computer processing of customs and commercial documentation is mostly due to inadequate staff training coupled with a lack of equipment. Lack of qualification among control personnel is compounded by the inadequate training of drivers and carriers with regard to the use and presence on board vehicles of the transport and customs documents required for border controls. For example, many delays arising from irregularities in the documentation provided by drivers occur at the border between Germany and Poland;
- **the lack of continuity** in the management of controls due to a high level of staff rotation at all levels, which has very adverse effects on attempts to improve control agencies and does not permit a consistent line of conduct. This applies equally to directors general of customs (there were three in Albania in the first 18 months of the TTFSE programme, two in Croatia, Romania and FYROM in the same period, and eight in Georgia in a four-year period), to middle managers (their assignments last for one year on average in the South Caucasus) and border post managers (five in six months at Giurgi in Romania and one a month at pilot sites in FYROM);
- **the ethical behaviour** of officials responsible for controls: long a taboo subject because of possible reprisals, it has not often been reported either by carriers, who include it in their cost calculations, or drivers who, through their power of negotiation, turn the situation to their own advantage by keeping some of the money earmarked for the purpose. However, corruption and extortion (blackmail, bribes, etc.) at border crossings in many central and eastern European countries are denounced in an astonishingly high number of answers to the ECMT survey (answers from Bulgaria, France, Hungary, Latvia, Lithuania, Poland, the Czech Republic, Romania, Switzerland and Slovenia). The denunciation of these illicit payments is reinforced by the fact that they vary enormously, at the same border post, according to the time and the official. The TTFSE programme has denounced these practices, very widespread in Southeast Europe, but admits that it has had little success in this area. It considers that the lack of progress is directly linked to the fact that administrations refuse to introduce selective controls using procedures based on risk management techniques. This is

compounded by the organisation of work: control teams are always made up of the same officials and there is no staff rotation, which fosters corruption and the establishment of personal relations between control officials and users. The TTFSC study reports exactly the same findings in the South Caucasus.

### 1.1.2 *Recommended solutions*

#### a) *Infrastructure*

Investment in infrastructure should concentrate on:

- **improving facilities at borders:** more than customs posts per se, which in many cases have already been modernised, investment should focus on the equipment used in controls (computers, X-ray equipment and scanners, weighing machines, facilities for phytosanitary controls). In all events, infrastructure investment should focus primarily on the future borders of the EU, which should release the necessary funds and ensure that they are used efficiently. In southern and eastern Europe, investment should seek to eliminate existing bottlenecks on major arteries, especially pan-European corridors. Both customs and phytosanitary facilities are already being modernised at Poland's borders with Russia, Belarus and Ukraine, and Russia is rebuilding the border post with Poland at Bagrationovsk as well as Chernishevsky border crossing point with Lithuania. The same applies to Turkey's borders with Greece and Iran. Substantial amounts are also being invested in border posts, access roads and vehicle parks near borders in Slovenia, Croatia and Serbia and Montenegro under the CARDS, TTFSE and PHARE programmes. There are plans to create new border crossings (three between Bulgaria and Greece, one between Bulgaria and Turkey) and to build a new bridge between Bulgaria and Romania which should facilitate international trade;
- providing a sufficient number of **queues and windows** to cope with the real volume of traffic and the foreseeable increase;
- **improving access to border crossings** by widening roads and creating additional lanes (subject to space availability) and by providing vehicle parks with sufficient capacity and proper facilities in terms of both comfort and safety. Creating special lanes for vehicles in transit or empty vehicles would do much to keep traffic fluid by allowing for differentiation of customs operations. Germany already has such arrangements and many other countries and the IRU would like to see them in general use. Well-equipped, secure parking facilities at borders should be encouraged for environmental, security and road safety reasons. A great deal of corruption and illegal activity seems to take place in the queues of trucks, often several kilometres long, waiting on the public highway.

#### b) *Procedures*

In order to facilitate border crossings, many players recommend making a start by simplifying and harmonising procedures, especially by implementing the following measures:

- **the introduction of common customs posts and controls carried out jointly** by the authorities on either side of the border. In Eastern Europe, only a few countries have introduced this efficiency measure (borders between the Baltic countries, border between Moldova and Ukraine, border between Finland and Russia). If such joint action should prove impossible, particular attention should be paid to harmonising opening times for control posts on both sides of the border;

- **the general use of sample checks** carried out on the basis of non-subjective criteria using risk management techniques, electronic control procedures using scanners for containers and heavy loads, and the development of non-stop phytosanitary and veterinary controls;
- **the transfer of control procedures** to sites inside the country (especially for transit) or at the place of destination. Germany and, more recently, Russia have taken steps to this end. The introduction of an advance declaration system allowing for the pre-clearance of goods would also be a step in the right direction;
- the introduction of **new, simplified control procedures**: Russia has recently introduced a new customs code to this end. Ukraine adopted several governmental decrees aimed at simplifying the procedures and, especially, facilitating transit. A special effort should be made to harmonise the procedures and legislation applicable to vehicle and consignment controls and to promote best practice. There are already numerous international instruments (UNECE convention on harmonisation of frontier controls, ESCAP, ECLAC), recommendations (ECMT resolutions, agreements relating to certain corridors, PHARE programme) and model bilateral agreements which can serve as a reference; it is essential that as many states as possible should ratify these conventions and agreements and implement the measures they recommend. The necessary harmonisation and simplification measures should also concern the documents to be shown to controlling authorities, which should be standardised. All measures taken should seek to achieve greater transparency and stability of the applicable rules. They should also be accompanied by greater computerisation of procedures, especially customs procedures, such as the general introduction of systems like ASYCUDA (Automated System of Customs Data Management) developed by UNCTAD and recommended by the TTFSE and TTFSC programmes, or the introduction of a computerised control system for TIR carnets which an amendment to the TIR Convention could make compulsory;
- strict compliance with the provisions of the **TIR Convention** and respect of the freedom of transit as instituted by Article V of GATT, introducing if necessary a specific legal instrument for transit by road;
- simplification and harmonisation of **procedures for weighing** vehicles, with mutual recognition of vehicle weighing protocols and adoption of an international weight certificate (currently being finalised by UNECE) recognised by the CIS countries;
- improved **coordination between the customs authorities of neighbouring countries** through the promotion of permanent contacts and exchanges of information. Better coordination should include the conclusion of crisis management agreements. Cooperation could be fostered by greater use of modern means of communication such as satellites, vehicle tracking, NCTS for transit, EUCARIS for vehicle registration and driving licences and ASF for vehicle theft, which should facilitate exchanges of information and increase consultation both between national administrations and between national administrations and carriers in tackling problems like the safety of drivers, loads and vehicles and organised fraud on an international scale;
- **greater cooperation between national administrations** through a clear distribution of tasks, the sharing of information and coordination between personnel representing the various authorities at border crossings so as to avoid duplication of checks and procedures. The appointment of a single border manager supervising all the agencies present, as recommended in ECMT Resolution No. 99/2, would be an undeniable step forward. Use of arrangements

like Sweden's "Stairway" system, based on greater cooperation between customs, police and carriers, could make a useful contribution to solving this type of problem. On this point, the TRACECA project explicitly provides for greater inter-agency cooperation at national level;

- the simplification and, if possible, reduction of **taxes, fees and duties** charged at border crossings, ensuring that they are administered transparently and creating single payment points at each border so as to provide an integrated service. Experiments carried out in Romania in particular show that the single payment centre is a good idea but needs an appropriate basis in law, sufficient provision of information to users and suitable implementation and organisation measures;
- the introduction of measures to facilitate the **issuance of visas** to professional drivers in accordance with ECMT Resolution No. 2002/3, which calls in particular for simpler formalities, a limit on the number of supporting documents required, shorter times for obtaining visas, the issuance of multiple visas valid for one year and the exchange of information on best practice; implementing these recommendations would have the indirect benefit of facilitating the work of the various border control authorities;
- improved **communication with the private sector** through measures such as the creation of a website providing information about current regulations or the publication of booklets describing the procedures and rules applicable at borders;
- the harmonisation and, if possible, reduction of **the bans** which increase journey times, cause route changes without economic justification, cause considerable variations in traffic levels at borders, increase waiting times at border crossings (sometimes considerably), and cause great variations in the workload of control personnel. At the same time as these actions, better exchanges of information about driving bans would be highly desirable;
- the development of a coherent and harmonised multilateral strategy to fight **illegal immigration** and combat the organised crime which lies behind it. This strategy should replace the unilateral and uncoordinated measures in effect hitherto, which place a heavy burden of responsibility on carriers while increasing border controls.

c) *Staff*

That this is a highly sensitive area for possible action can be seen from all the taboos that emerge and things that are left unsaid as soon as the question arises. The following solutions are recommended:

- **an increase in the number of personnel**, with the assignment of enough staff to cope with the increased workload resulting from the growth of international traffic. Germany, Finland, Poland and Russia have already taken or announced measures along these lines;
- failing 24/24 opening, alignment of border post **opening times** with the pattern of traffic flows and consistent working hours between different countries and different control agencies within the same country;
- **the training of control personnel**: the lack of qualification among border staff is a source of contention and slows down the application of procedures; it is therefore essential to train personnel better both in the use of transport and customs documents and in the organisation of their work. Regular exchanges of information about best practice in this area would be a

first step forward. Staff training should include a specific module on ethical conduct, emphasising behaviour which is acceptable and behaviour which is not. Although training measures should primarily target control staff, they should also apply to drivers and the managers of transport firms, who are often ill-informed about the procedures applied and documents required at border crossings. In all events, transport firms should always ensure that the necessary documents for border controls are on board their vehicles;

- **the motivation of control officials:** increasing their qualification levels could certainly help to solve this problem but there is no doubt that better pay (they are often very poorly paid) and productivity incentives would also be powerful stimulants. Introducing productivity indicators (e.g., average time spent at the border, number of declarations processed, etc.) and setting specific targets for reducing processing times, like those mentioned in Resolution No. 99/2, would also be likely to arouse border staff's interest in the more efficient organisation of their work, especially if such a measure were accompanied by "rewards" or bonuses if the targets are met;
- **the fight against corruption:** governments should take measures to prevent corruption and illegal practices at borders (e.g., creation of mobile control units, introduction of controls after clearance, creation of anti-crime units, etc.) in accordance with the recommendations of Resolution No. 99/2 or the anti-corruption provisions of the recent WCO code of conduct. However, there is no doubt that the wages of customs officials and other control personnel (between \$75 and \$90 a month in the South Caucasus) should be substantially increased in order to create a climate of safety in which staff would be less tempted to prevaricate. It would also be helpful to review the organisation of work so as to limit as much as possible direct contacts between border personnel and users during control operations (the computerisation of procedures could make a significant contribution in this respect by reducing the discretionary power of control officials) and to rotate staff on a random basis. These preventive measures should be accompanied by provisions for very stiff penalties, especially in the event of smuggling.

## **1.2 Rail transport**

The available information on the subject is far from exhaustive. Very few western European or CIS countries replied to the ECMT survey, and the expected results of the follow-up exercise carried out by the UNECE Railways Group (in accordance with the division of work agreed so as to limit duplication) were difficult to use because of a change of methodology and delayed publication of the last report updating the collected data. Another problem with using the data arose from the fact that different countries provided contradictory information about the same border crossing.

The most reliable source of information is indisputably the ABC survey carried out under the aegis of the UIC. It has therefore been given preference, since the methodology is the same for all countries and has been applied by a group of independent experts. It gives a relatively comprehensive picture of the situation for border crossings in central and eastern Europe, but unfortunately covers neither the countries of western Europe nor the CIS countries.

### **1.2.1 Location of problems**

Certain countries (Denmark, Finland, Latvia, Luxembourg, Norway and Sweden) have said that they do not encounter any significant problems at border crossings for goods transport by rail. Germany reported that there were no problems at border crossings with its EU neighbours, with waiting times of 0 to

30 minutes. With the exception of Latvia, a country that has common borders with two other Baltic states, the countries that report no particular difficulties with rail border crossings are part of the EU or EEA.

Among **EU countries**, the only significant problems relating to trade within the EU concern:

- relations between the UK and France via the Channel Tunnel, with a waiting time of 90 minutes in the direction UK-France and 120 minutes in the direction France-UK, due mainly to security checks and measures to combat illegal immigration;
- the border between Portugal and Spain, where the average waiting time for goods trains may be as much as 150 minutes because of technical incompatibilities (braking and signalling systems) and outdated inspection procedures;
- the border between Spain and France because of the different gauge (no information about real waiting times was available).

For trade **between EU countries and neighbouring countries**, the information gathered showed that in some cases waiting times at borders could amount to as much as:

- 7 hours between Greece and FYROM,
- 360 minutes between Greece and Bulgaria,
- 340 minutes between Italy and Slovenia,
- 2 to 6 hours at Germany's borders with Poland and the Czech Republic,
- 180 minutes between Austria and Hungary,
- 140 minutes between Austria and the Czech Republic.

Border crossing times in **central and south-eastern Europe** are extremely long, amounting to:

- 420 minutes between Bulgaria and Turkey (the situation deteriorated between 2002 and 2003, with waiting times of up to 12 hours),
- 360 minutes between Poland and the Czech Republic,
- 315 minutes between Hungary and Croatia,
- 240 minutes at Serbia & Montenegro's borders with Hungary and FYROM,
- 240 minutes between Poland and Lithuania, and sometimes much longer,
- 215 minutes between the Czech Republic and Slovakia,
- 200 minutes between Romania and Bulgaria,
- 180 minutes between Hungary and Romania.

Information about the **CIS countries** is very sketchy, but the few available statistics and the remarks made by respondents to the ECMT survey indicate that border crossing times for trains are particularly lengthy. The problems are clearly most serious at the borders of the CIS, due in particular to the different gauge which often entails transshipment. Waiting times at the border between Poland and Belarus can be as much as 60 hours. Waiting times are also said to be extremely lengthy at the borders with Ukraine (up to 23 hours at the border crossings between Poland and Ukraine according to the last Activity Report of Corridor III) and at the borders between the Russian Federation and the central Asian republics. According to the TTFSC programme, it takes trains 4 to 5 hours to cross the border between Armenia and Georgia.

Within the CIS, precise information is available for a border crossing between Russia and Ukraine: 90 minutes at Suzemka, on the Russian side, and 3 to 7 hours at Zernovo on the Ukrainian side. The average waiting time for the trains at Azerbaijani-Russian and Azerbaijani-Georgian borders is 2 hours.

Waiting times for passenger trains are much shorter because inspections are often carried out on board. The longest waiting times are:

- between Poland and Belarus (up to 4 hours),
- between Bulgaria and Greece (up to 160 minutes),
- between Bulgaria and Turkey (up to 90 minutes).

The maps reproduced below, taken from the UIC's ABC survey, give a picture of where problems occur at railway border crossings in central and southeast Europe. These results are borne out by UNECE monitoring surveys of measures designed to facilitate border crossings. Plainly, the targets agreed at international level in the UNECE Agreement on Important International Combined Transport Lines (AGTC), which sets a 30-minute maximum waiting time at borders, and in UNECE Resolution No. 248 on waiting times for shuttle trains at borders, which sets a 60-minute maximum limit, are far from being attained. In its most recent border crossings survey (September 2002), UNECE indicates that even without unforeseen circumstances, official waiting times given in goods train timetables – 3 hours at 10 observed border posts<sup>1</sup> – are excessive.

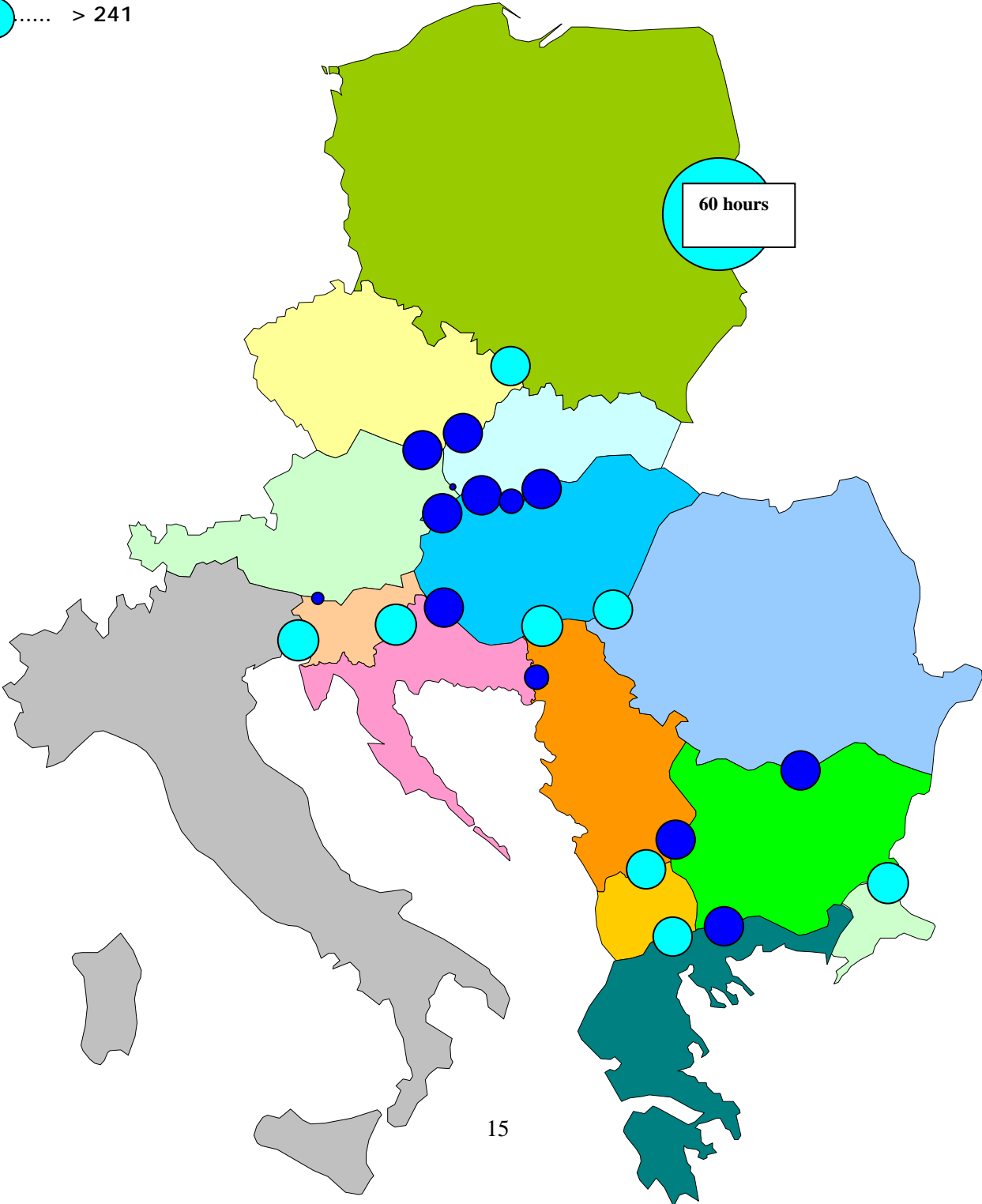
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1. Border posts in Bulgaria (3), Greece, Hungary, Romania (2), Russia, Turkey and Ukraine.

**Total maximum waiting times for goods trains at border crossings in minutes**

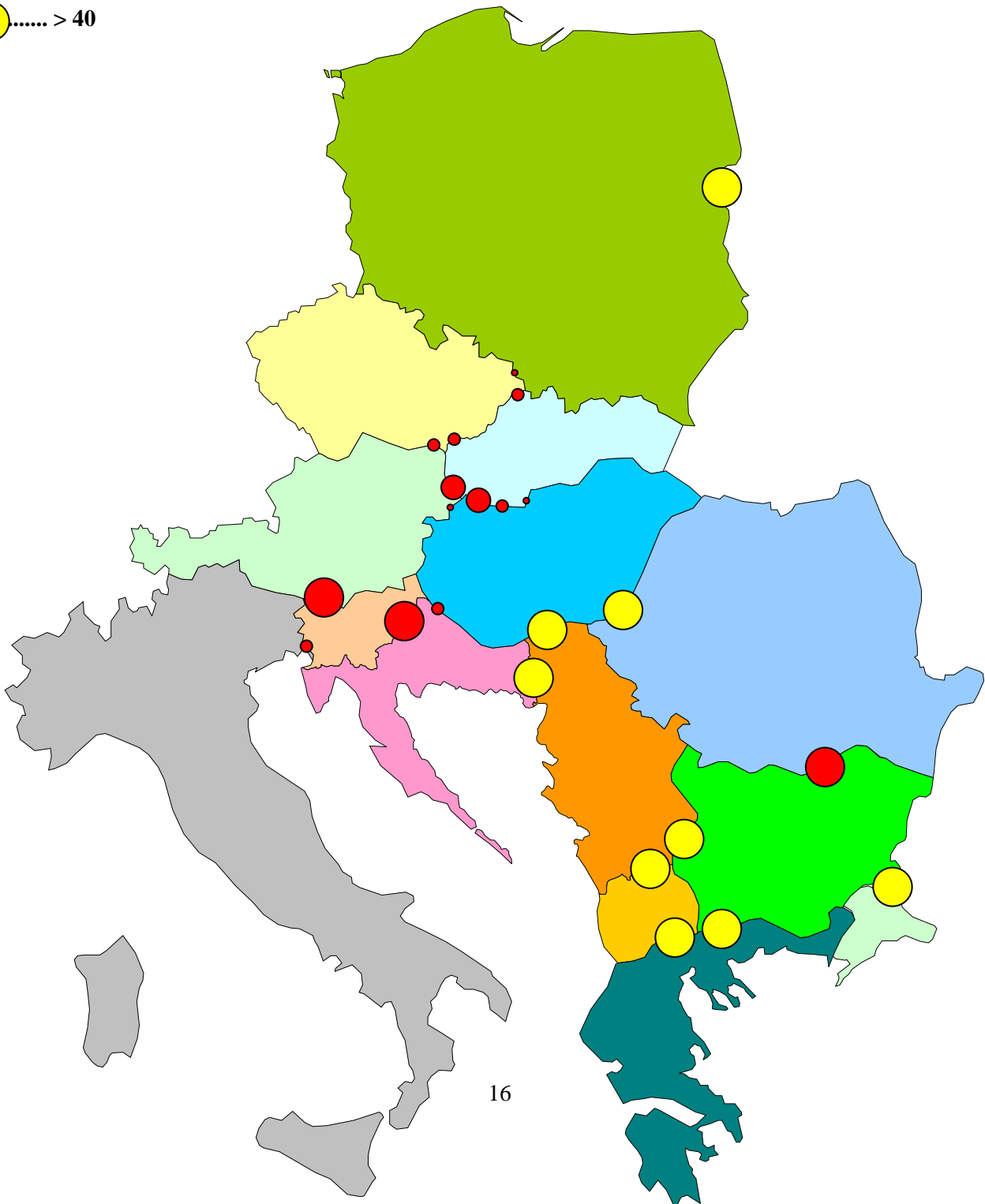
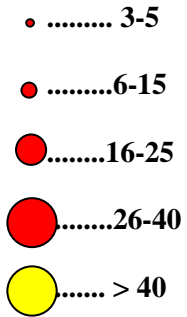
Source: UIC, ABC project, "Action Plan for Border Crossings", 2003

- ..... 40
- ..... 41-70
- ..... 71-140
- ..... 141-240
- ..... > 241



**Total maximum waiting times for international passenger trains at border crossings in minutes**

*Source: UIC, ABC project, "Action Plan for Border Crossings", 2003*



### 1.2.2 *The problems encountered*

The main obstacles at border crossings have their origins in:

- infrastructure and equipment,
- procedures,
- staff.

#### a) *Infrastructure and equipment*

- **Border facilities**, both rail and administrative, generally pose few problems and offer sufficient capacity. The biggest problems here concern:

- borders inside former Yugoslavia, especially those of Serbia and Montenegro with Croatia and FYROM,
- borders inside the CIS.

In both cases, the borders have been created relatively recently and the rail networks were not originally designed with administrative and technical inspections at these places in mind.

Other borders where serious infrastructure problems have been reported include:

- Greece's borders with the other Balkan states and the border between Turkey and Bulgaria,
- Serbia and Montenegro's border with Bulgaria.

While there is little to criticise regarding border posts and railway facilities:

- some track equipment ought to be modernised because, although in perfect working order, it is outdated (hand-operated points) or no longer compliant with current standards (eg, at the borders between Poland and the Czech Republic, Austria and Hungary, Hungary and Serbia & Montenegro);
- reports often mention shortcomings with container handling equipment and the lack of covered facilities for convoy inspections;
- police and customs posts are relatively ill-equipped when passenger controls are not carried out on board (fortunately only in a minority of cases).
- As far as **rolling stock** is concerned, a shortage of traction units in Bulgaria was reported. Otherwise the main problem, especially for border crossings between the countries of former Yugoslavia and between those countries and Hungary, Bulgaria and Greece, is the obsolescence of the rolling stock used for goods transport. This can be a source of considerable delay, because if a network refuses to accept a wagon, convoys often have to be reformed.

- The **lack of interoperability** is unarguably one of the major difficulties encountered on the railways at border crossings. It is a widespread problem which affects EU countries, central and eastern European countries and the CIS countries alike when borders have to be crossed. The fact that the lack of harmonisation of infrastructure and equipment is now almost the only obstacle to border crossings within the EU explains the European Commission's efforts to promote interoperability on the railways, for both high-speed trains (Directive 96/48/EC and Decisions of 29/7/99, 21/03/01, 30/5/02) and other trains (Directive 2001/16/EC).

The lack of interoperability mainly concerns:

- different gauges, a factor which mostly explains the sometimes very lengthy waiting times at the borders between France and Spain and, even more so, at the borders with the CIS (mainly between Poland and Belarus but also at the borders with Ukraine and Moldova);
  - electrical systems and hence traction units. Outside the EU (where there is little interpenetration of traction units and, in any event, chiefly concerns high-speed passenger trains and certain EC trains), changes of locomotives are the exception in central and eastern Europe (EC trains between Austria and Hungary, a plan for trains between Slovakia and Austria). Given that the minimum time for changing a locomotive is around 40 minutes, it is clear what a handicap this problem is for the railways. Technically, although multi-current units are a possible solution, they often run up against political or financial considerations. Furthermore, traction units are changed almost systematically in central and eastern Europe even when electrical systems are similar, because of a lack of bilateral agreements between the countries and railways concerned and because of unresolved issues relating to the insurance of equipment and staff. That is the case, for example, at the borders between the Czech Republic and Slovakia, Hungary and Romania, Greece and FYROM, and at Serbia and Montenegro's borders with Croatia, FYROM and Hungary. This touches on the "political" dimension of interoperability and the desire of recently created states to assert their existence;
  - signalling and control-command systems;
  - braking systems (e.g., at the border between Portugal and Spain), etc.
- Another factor is the absence of **cross-border communication systems** between rail networks due to incompatible information and data transmission systems. Together with interoperability (the two issues are closely linked), this is one of the major difficulties put forward to explain lengthy waiting times at rail border crossings. The problem is not confined to the eastern part of the European continent since Switzerland mentions difficulties encountered in exchanging data between networks, especially with Germany, and points out the need, in the case of transit traffic through Switzerland, for data to be entered into the computerised wagon management system twice, on entry and on exit. However that may be, the problem is widespread in the countries of central and southeaster Europe, as can be seen from their survey answers. Incompatibility between information systems may be total (as between Bulgaria and Greece, Romania, Serbia and Montenegro, or between Greece and FYROM, Hungary and Romania, between Poland and Belarus, between Austria and Slovakia) or partial (as between Austria and Slovenia, Hungary and the Czech Republic, between Slovenia and Croatia, Hungary and Italy, or between Hungary and Slovakia). Very often there is not even a cross-border pre-warning system (as between Greece and Bulgaria, between Poland and the Czech Republic, between Serbia & Montenegro and Croatia,

FYROM and Hungary) or exchange of information about delays (as between Bulgaria and Turkey).

The absence of cross-border systems for exchanging information leads to a lack of continuity in data transmission and means that data for freight trains has to be entered twice. This is another source of delay, since customs and police officials cannot be given prior information and cannot therefore start processing documents before trains arrive. Processing is often cumbersome, involving photocopying documents that are often handwritten, increasing the risk of mistakes or lost data, especially as inspection authorities are highly suspicious of handwritten corrections. The lack of harmonised information exchange systems affects not only the rail networks themselves but also communication between rail networks and inspection authorities and between different countries' inspection authorities. According to UNECE<sup>2</sup>, the absence of data exchange between customs authorities in different countries is one of the main sources of delays at rail border crossings. Another factor is the complete lack of any interface between the existing communication systems of eastern European railways and those of rail customers.

*b) Procedures*

It is apparent from all the responses to the ECMT survey that, whatever the interoperability problems mentioned above, waiting times for trains at border crossings are mainly due to the many formalities to be completed (technical inspections, customs, police, veterinary and phytosanitary controls, data entry, etc.) and the conditions under which both technical inspections and administrative controls are carried out.

- The **technical inspections carried out by the networks themselves** to enable the exchange of rolling stock, especially wagons, are largely responsible for the delays encountered at border crossings. Within the EU, most of the waiting time at border crossings is due to purely technical factors (changing traction units, technical and safety checks), since there are no longer any customs or police controls within the Schengen area. The same applies in central and southeastern Europe, though customs and police checks still exist there. Between Hungary and Romania, for example, technical inspections take three to four times longer than all other administrative controls put together. At the border between Bulgaria and Greece, technical inspections account for about half of the necessary waiting time, while police and customs checks each account for about a quarter. Between Bulgaria and Romania, technical inspections take 190 minutes, customs controls 90 minutes and police controls 60 minutes; at the border between Bulgaria and Turkey, technical inspections take 170 minutes, customs controls 100 minutes and police controls 40 minutes. According to Romania, at all its borders, technical inspections may take up to 190 minutes, compared with 130 minutes for customs controls and 60 minutes for police controls. These examples are illustrative of the scale of a problem which is all the more worrying in that it will not go away with EU enlargement. The problem is due to:
  - extremely limited use of the mutual trust handover system, even within the EU. In central and eastern Europe the system is used only for a few goods trains between Austria and the Czech Republic and between Italy and Slovenia. It may even not be used for passenger trains, as between Bulgaria and Turkey;

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2. UNECE, Working Party on Rail Transport: "Annual monitoring of the progress made in the facilitation of border crossing in international rail transport", Working Document 4, 15 September 2002.

- the need to carry out technical inspections because of the lack of a mutual trust handover system, which is all the more of a burden in that there is no harmonisation of rail documents between neighbouring countries and, above all, inspections are carried out on both sides of the border instead of jointly in a single place. That is the case at Poland's borders with Belarus and the Czech Republic, Serbia and Montenegro's borders with Bulgaria, Croatia, FYROM and Hungary, Greece's borders with Bulgaria and FYROM, Italy's border with Slovenia and Bulgaria's border with Turkey (though inspections are due to take place at a single location from 2006);
- the very poor management of refusals, meaning that trains have to be reformed, loads transferred or repairs made, causing delays. The problem is due partly to the condition of the equipment and partly to errors in the loading of certain types of goods (such as wood, according to Slovakia) and is particularly acute at all of Serbia and Montenegro's borders and at the border between Greece and FYROM. It was also mentioned by Romania.
- **Administrative controls (mainly customs and police)** seem to pose fewer problems than technical inspections. This is especially true of passenger trains, where controls are generally carried out on board. Reported exceptions concern the borders between Bulgaria and Greece, Bulgaria and Turkey (with two stops), Hungary and Romania. The only problem to be mentioned extensively in this regard concerns controls on night trains in central and eastern Europe, which are carried out in compartments and mean waking passengers (9 controls between Belgrade and Vienna, 10 controls between Budapest and Warsaw). However, this is mainly a quality-of-service problem rather than a real cause of delays at border crossings.

For goods trains, the principal causes of delay due to administrative controls are as follows.

- Cumbersome and complex customs control procedures are aggravated by the fact that they are carried out independently of technical inspections. The slowness of customs controls at Russia's borders (especially with Azerbaijan) and between the Caucasus countries seems to be a particular problem. Similar difficulties are also reported at the border between Romania and Hungary, where customs controls of imports into Romania can sometimes take 4 to 5 hours. Certain specific factors may lengthen customs controls, such as:
  - specific controls for certain types of goods, a problem compounded by the risks of fraud involving goods like alcohol and tobacco, as reported by Germany and Poland;
  - systematic controls of goods in transit, as at the border between Germany and Poland, though Poland says it has no longer carried out these controls since May 2002;
  - controls of certain trains consisting of single wagons carried hub to hub, which involves sealing the wagons, the seal number then being entered on the consignment note, which requires more detailed customs controls (problem mentioned by Switzerland).
- Police controls generally take the least time. However, the situation has deteriorated recently as a result of tighter controls in the fight against illegal immigration and terrorism. This type of control explains the relatively long waiting times for traffic between the UK and France through the Channel Tunnel. Illegal immigration measures also explain why specific controls are carried out on trains on the rolling road and on car-sleeper trains at the border between Austria and Slovenia. As far as police controls are

concerned, the Schengen agreement and its future extension following EU enlargement create certain specific problems, since they entail stricter controls at external borders. These problems are all the more complex in that the terms of the extension of the Schengen agreement to future EU members have not yet been harmonised. In all events, some future EU Member States have already tightened up their police controls at the external borders of the enlarged EU, meaning that controls take more time. That is the case for example at Slovakia's border with Ukraine.

- Veterinary and phytosanitary inspections are sometimes considered to be extremely fussy and the source of delays, especially at the Polish and Romanian borders.
- Co-operation between inspection services in different countries is insufficient or non-existent compounded by the absence of cross-border information systems. This lack of cooperation may also be found in inter-service relations within the same country, leading to successive controls which could be carried out in parallel or simultaneously (including at the same time as purely technical inspections). This situation, reflected in the lack of any joint organisation of work between the various players involved at border crossings, explains why inspections are systematically carried out at borders rather than at loading or unloading points. Another consequence is the absence of joint inspections, which implies stopping on each side of the border, with all the attendant delays. There are many examples of this kind of dual inspection, as at Poland's borders with Belarus and the Czech Republic, Bulgaria's borders with Greece, Romania and Turkey, the borders between Hungary and Romania, Italy and Slovenia, Greece and FYROM and at all Serbia and Montenegro's borders. On the plus side, there are also many examples of joint inspections in central Europe, as at Austria's borders with Hungary, Slovenia and the Czech Republic, Hungary's borders with Croatia, Slovenia and Slovakia, and the borders between Croatia and Slovenia and the Czech Republic and Slovakia.
- There is a lack of automatic document processing, especially of consignment notes and accompanying documents, photocopies still being widely used.
- Different sets of legal rules apply to transport, with interface problems between CIM and SMGS; this difficulty, which is particularly acute at the border between Poland and Belarus, means that consignment notes are not harmonised and that several sets of documents are required. Another factor is the non-application of procedures explicitly designed for international transport by some of these legal systems, especially the SMGS system (in Georgia, for example).
- Co-operation is lacking between inspection services and shippers, reflected in the absence of any interface between their various information systems. This situation, compounded by the number and complexity of the required documents, explains why the documents all too often turn out to be incomplete or erroneous, thus causing delays at border crossings. Many difficulties have their origin in the inadequate provision by administrations to shippers and shipping agents of information about the different documents to be produced for different types of goods at border crossings.

c) *Staff*

There are relatively few problems relating to staff, the main ones being:

- **insufficient numbers of staff.** This problem is most evident at the borders of the Schengen area, since it would appear that not all the consequences of the Schengen agreements have been drawn in terms of the redeployment of control personnel. Staff shortages were also mentioned in the answers from Hungary, Greece (in certain cases along Corridor X) and Romania;
- **opening hours and absence of round-the-clock service.** This difficulty was mentioned in connection with traffic between the UK and France, where the absence of round-the-clock service (24/7) for technical inspections on the French side can cause delays of up to 24 hours. Germany, Azerbaijan, Hungary and Romania also reported this problem in their answers to the ECMT survey;
- **lack of qualification of control personnel** and their insufficient knowledge of the regulations. This problem is particularly acute in recently created states, especially in the Balkans and the CIS, where train inspection procedures at border crossings are relatively new and still need to be developed by the authorities concerned. The skill shortage is compounded by the very limited interoperability of control personnel on either side of the border due in particular to communication difficulties (different languages);
- **lack of interoperability of rail crew**, especially drivers who, because they have not been suitably trained, lack the necessary skills to cross borders and operate on foreign networks;
- **labour union hostility** to the grouping of inspection tasks in a single location and the development of joint operations, because of the fear of job cuts on either side of the same frontier.

1.2.3 *Recommended solutions*

Various solutions for reducing rail convoy waiting times at border crossings and improving the railways' competitiveness in international transport are recommended, especially in Member States' answers to the ECMT survey.

a) *Infrastructure and equipment*

Apart from some targeted investment to improve border facilities and access routes (doubling of some single-track lines in Denmark, increased capacity between Austria and Slovakia, especially the Karavanken tunnel between Austria and Slovenia, electrification between Bulgaria and Serbia and Montenegro) and to modernise rolling stock, which is all too often obsolete (especially in the Balkans), action in this area should focus as a priority on two aspects.

- The first is **greater interoperability of equipment**, with the definition of suitable technical standards at pan-European level, taking an approach consistent with that of the European Commission by defining technical specifications for interoperability. The creation of favourable conditions for interoperability (harmonisation of signalling and braking systems, sufficient driver training, etc.) on the relevant network (trans-European network and corridors) is an essential feature of transport policy and rail policy at international level. In

addition to this standardisation aspect, the following steps could be taken to develop interoperability rapidly and in a practical way:

- introduction of automatic systems for changing truck-wheel gauges and the introduction of suitable rolling stock, when border crossings also involve changing the gauge. Such systems are already in operation between Spain and France, Lithuania and Poland and are due to be introduced at CIS borders, especially in Russia, Belarus, Moldova and Ukraine (since the month of December 2003 one passenger train a day links Poland to Ukraine using the new automatic gauge changing system SUW 2000 designed by the Polish). However, they could turn out to be extremely expensive given the volume of traffic involved. One valid alternative recommended by the World Bank TTF project for CIS-7 is the expansion of container transport with the creation of well-equipped container terminals at borders for the rapid transshipment of intermodal transport units;
  - the use of multicurrent locomotives so as to encourage end-to-end traction of trains (also using diesel engines if necessary);
  - the generalisation of harmonised signalling and control-command systems like ERTMS (European Rail Traffic Management System) and its train control component ETCS (European Train Control System);
  - the training of drivers so that they are capable of operating on several networks;
  - the conclusion of bilateral agreements for the interpenetration of traction units and drivers wherever there is no real obstacle to such exchanges of equipment; such an approach to the problem of interoperability chiefly concerns recently created states following the break-up of former Yugoslavia and the USSR and the partition of former Czechoslovakia.
- The second is **the introduction of harmonised cross-border communication systems**, with improved telecommunications and computer interfaces so as to facilitate transfers of operating data, enable electronic data exchanges and optimise timetables. The introduction of computerised data exchange systems chiefly concerns the railways, which should develop suitable integrated information systems for the transmission of data between networks. These systems should be implemented not on a purely bilateral basis but at least along the entire length of a corridor. With such systems, data should be entered only at the first border crossing (or even at the point of departure) and transmitted automatically to all the other border posts concerned. This would considerably reduce the need for handwritten documents, with all the attendant risks of error and loss. Any such shift towards computerised border information systems involves the adoption of a single standard for the transmission of NTCS (*New Computerised Transit System*) data for rail traffic in transit, the development and generalisation of HERMES procedures and the use of optical cables between border posts. Information systems developed by railway networks should also offer interfaces with those which will be implemented by different inspection services and by forwarders. That is a precondition not only for enabling different types of control to be conducted in parallel but also for enabling customs authorities to start documentary controls before trains arrive, thus saving precious time.

#### b) Procedures

- **Railway procedures** are one of the main causes of delays at border crossings. Speeding them up involves:

- including all railways in the existing technical system for mutual trust handover from one network to another and abolishing technical inspections by the receiving network. If adoption of the mutual trust handover system should prove impractical, the technical inspection by the visitors of the receiving network should at the very least be carried out not at the border but in the make-up yards where the trains from the foreign network are formed;
- harmonising national safety regulations, equipment certification requirements and operating rules;
- harmonising the rail documents exchanged by railways, including mutual recognition. Consignment notes should be rationalised and should include electronic identification of goods which would make them easier for customs authorities to use. Rail documentation is particularly complex at the external borders of the CIS, where the CIM regime established by COTIF meets the SMGS regime established by OSJD; the development of a single GPBRT document for block container trains between Berlin and Moscow via Poland and Belarus is a significant step forward in this regard;
- concentrating long-distance goods traffic in a small number of high-yield arteries (eg, pan-European corridors), which would rationalise many rail border crossing points, making some redundant and the most active more efficient. The ABC survey has identified over 60 rail border crossing points in central and eastern Europe alone, excluding the CIS.
- enabling railway operators to carry out end-to-end international transport under their sole commercial responsibility, which implies opening up international transport markets to competition.
- The following measures could help to speed up the performance of tasks involved in the various **administrative controls** (customs, police, phytosanitary, veterinary, etc.):
  - simplifying and rationalising control procedures, with the use of more modern technologies that require less human input. Time spent on inspections and controls could be reduced by simplifying administrative tasks as a result of introducing new working processes and by improving the transmission of data received from both railways and customers. Tasks connected with customs formalities could thus be performed pro-actively, the necessary clearance documents being sought directly from the shipper/customer;
  - reducing the number of documents to be produced and harmonising the relevant regulations and corresponding documents, which would make it easier to simplify controls. One worthwhile initiative is the use of rail documents (consignment notes) for customs controls, especially for transit traffic, as proposed by the UNECE draft convention on customs procedures for international transit for the transport of goods by rail under a SMGS consignment note;
  - optimising controls by the administrative authorities of different countries and carrying them out jointly through cross-border and customs cooperation. Export controls in particular should be relaxed as far as possible. Such international inter-service cooperation implies the introduction of appropriate systems for exchanges of information, both between the agencies themselves and between them and the rail companies;

- greater inter-service cooperation (which is absolutely essential) and the centralisation in a single place of all inspections and border checks and handover operations between railways (which is eminently desirable). Ideally, the process should involve transferring all control operations to places where they can be carried out more efficiently than at border crossing points. The most suitable sites seem to be those where railway equipment maintenance can be carried out most easily, meaning make-up yards, marshalling yards and railway nodes. Inspections should thus be carried out en route and not at borders. Centralising technical inspections and customs, police, veterinary and phytosanitary controls at well-equipped sites in this way would make it easier to carry them out in parallel, with the added advantage of facilitating data collection and entry. Grouped inspections could also extend to illegal immigration and anti-terrorist controls, which could thus be carried out at much more secure sites than border crossings, so that inspected trains can cross borders without stopping. If it was not possible to group controls in a single place, it would be highly desirable for customs operations to be transferred to internal loading and unloading points, while handovers by rail operators would take place at make-up yards rather than at border crossings;
- carrying out common administrative controls (customs, police, phytosanitary, veterinary) on board goods trains. This is an avenue well worth exploring, though putting it into practice depends to a considerable extent on technological progress;
- the general introduction in central and eastern Europe of customs and police controls on board passenger trains, in line with usual practice in west European countries. Controls in compartments on night-trains would take place only occasionally, using sampling, and cabin crew would collect identity documents as soon the train leaves and hand them over to the control authorities;
- greater cooperation with customers on the part of both networks and control authorities, including the introduction of interfaces between their information systems and proper dissemination (e.g., by means of brochures or websites) of information about the relevant regulations and the documents required for different types of goods transport.

*c) Staff*

There were relatively few problems reported on this point in the answers to the ECMT survey, so there are relatively few recommendations. Apart from action relating to motivation, ethical conduct and pay, like those mentioned in connection with road transport, the recommendations on this subject concern:

- **an increase in the number of customs and police control personnel** at certain border posts, especially those at the borders of the Schengen area, where stricter controls need to be applied;
- **vocational and in-service training** for both railway crews and administrative staff. This type of training is particularly necessary for the control personnel of recently created states, who have not yet fully mastered the procedures used. Training should also focus on the use of modern techniques for collecting and transmitting data (IT and telecommunications);
- **round-the-clock opening** of customs and police control services.

## 2. Implementation of ECMT Resolutions

As the ECMT survey showed, considerable problems remain in both road and rail transport at border crossings, especially at borders other than those within the EU, and the scope of potential measures to remedy them is still vast. However, this apparently negative conclusion should not entirely obscure the significant efforts that certain countries have made to facilitate border crossings by implementing the recommendations contained in both Resolution No. 99/2 on removal of obstacles at border crossings for international goods transport and Resolution No. 2002/3 on simplification of procedures for issuing visas for professional drivers. Even though there is still a long way to go, the measures taken to date indicate the extent of the political determination to tackle the issue. Now, even greater government commitment is needed to strengthen and extend those measures, especially at international level.

### 2.1 Implementation of Resolution No. 99/2

Some countries (Denmark, Norway, Sweden, Switzerland) said that they had already implemented all the recommendations contained in the Resolution and met all its requirements for waiting times at border crossings. Leaving aside the Resolution's purely technical recommendations, Austria and Switzerland said that they put particular emphasis on measures to encourage a different modal mix, especially by promoting combined transport. They argue that this is the best way of relieving the bottlenecks caused by HGVs at border crossing points while helping to reduce pollution in particularly sensitive regions.

For the purposes of consistency with the first part of this report, which lists existing problems and then possible solutions to them, the same presentation will be used to describe the measures taken by different countries to implement Resolution No. 99/2. Rather than following the structure of the text of the Resolution, this report will therefore look in turn at infrastructure and equipment, procedures, and staff.

#### a) Infrastructure and equipment

The most significant actions in this area are as follows:

- investment to improve **border facilities** and access to them. This has been the case in Albania, where three border posts have been rehabilitated under the PHARE programme; in Austria; in Bosnia-Herzegovina, where the construction of new border posts has been financed by the TTFSE and CARDS programmes; in Bulgaria, where six border posts have been modernised, including the construction of new access roads, buildings, sanitary facilities and road terminals; in Croatia, where seven border posts have been improved; in FYROM, where two posts at the border with Greece have been rehabilitated and a new terminal has been created at the border with Serbia and Montenegro; in Finland, where additional lanes have been created and facilities renovated; in Hungary, where border posts have been renovated and new veterinary and phytosanitary inspection facilities have been created at its future borders with the EU; in Poland, where an investment programme has been agreed with Russia, Belarus and Ukraine; in Russia, where a new customs terminal has been created at the border with Poland near Kaliningrad and work is in progress to modernise the border crossing point with Lithuania in the same region; in Slovenia, at the border with Croatia; in Switzerland, where special lanes are being built for transit traffic; and in Turkey, where there is a programme to modernise all border facilities, partly financed by the World Bank;
- modernisation of **equipment**, with the use of X-ray inspection devices at the border between Finland and Russia, the installation of very modern inspection equipment in Poland and the installation of weighing facilities and customs laboratories in Bosnia-Herzegovina;

- measures to encourage the **interoperability of railway equipment**, especially those contained in the Memorandum of Understanding concluded on 9 January 2003 by Germany, Italy, the Netherlands and Switzerland to speed up goods transport by rail on the north-south axis. One effect of the agreement has been an order for multicurrent traction units capable of operating in Italy and Switzerland;
- development of **automated data exchange systems** for rail transport. Many initiatives have been taken in this sphere, in Germany, Denmark (in the framework of the Rail Net Europe working group), Latvia (introduction of a data transmission system for the railways), Poland (introduction of the NCTS system from December 2004) and Switzerland (introduction of the NCTS system). There is also a draft agreement between Bulgaria and Turkey concerning implementation of modern data exchange technologies. The TTFSE programme has supported the development of integrated customs information systems in several countries, especially Albania, Bulgaria, Croatia, FYROM and Romania.

*b) Procedures*

The salient measures taken in this sphere are:

- **abolition or simplification of administrative control procedures.** The creation of the single European market entailed the abolition of customs formalities within the EU, while the Schengen agreements abolished police controls within the Schengen area. Implementation of the World Bank's TTFSE programme in eight southeast European countries has helped to reform customs procedures in Albania, Bulgaria, Croatia and FYROM in particular and to introduce measures designed to facilitate trade. For example, Bulgaria has introduced an advance declaration system which saves a significant amount of time. In 18 months, HGV waiting times have been cut by about 50% at six pilot border posts in Albania, Bulgaria, Croatia and Romania, even if they are still high (almost 2 hours on average). Thanks to the TTFSC programme, customs regulations have been improved in the three South Caucasus countries and a reform of the customs system has been launched. Armenia and Georgia have adopted a revised customs code. Slovakia reports that it has taken steps to simplify all border controls and abolished most controls for rail transport with the Czech Republic. Estonia and Sweden (with the Stairway system) have also introduced simpler procedures. Russia introduced a new customs code on 1 January 2004 with the aim of simplifying customs controls. Turkey's involvement in the ECO, SECI, BSEC and TRACECA initiatives has led it to simplify its border controls in line with the principles developed in the framework of these projects. At the end of May 2002, Poland ended its customs inspections of goods in rail transit, while the UK has concluded bilateral agreements with Croatia, Slovakia and Slovenia that have resulted in the abolition of road transport authorisations and hence the corresponding controls;
- **simplification of the collection of taxes and duties.** Bulgaria, Hungary, Slovenia and Romania have taken steps in this direction, with Romania creating a single payment centre for all amounts to be paid on crossing borders;
- **automation of controls.** Hungary now uses electronic identification codes, and controls based on risk management techniques have been introduced alongside other anti-fraud measures in FYROM and Romania in line with the recommendations of the TTFSE programme;

- **harmonisation of customs regulations and procedures.** Hungary has adapted its customs regulations to bring them into line with EU procedures, but the latest TTFSE implementation report shows that, in the absence of appropriate policy decisions, few solutions have been found to specific problems arising from existing customs law in the southeast European countries, though some progress has been made in Albania and Bulgaria;
- **greater cooperation between the administrations and control agencies of different countries.** Finland has reported good cooperation in the exchange of information between the Finnish and Russian authorities, the creation of a "green corridor" by the Finnish, Swedish and Russian customs administrations to facilitate clearance procedures (including advance submission of clearance applications) and the institution of monthly meetings with the border authorities of neighbouring countries in order to strengthen cooperation. The Norwegian and Swedish customs authorities have reciprocal access to each other's information systems. The customs administrations of seven countries (Germany, Estonia, Latvia, Lithuania, Norway, Poland and Sweden) co-operate with each other in the Baltic Sea Customs Conference, which has developed the "Laufzettel" project for measuring border crossing times and made various recommendations to cut waiting times. Poland and Ukraine have concluded a cooperation agreement to facilitate inspections, as has Slovakia with some of its neighbours (Hungary, Poland and the Czech Republic) and Bulgaria and Romania for the Danube border. Slovenia and Hungary have set up a joint working group which meets twice a year and proposes measures to cut border crossing times, while negotiations to increase inter-service cooperation are taking place between Hungary and Romania. The TTFSE programme has set up a steering committee which meets at regular intervals, providing a forum for exchanges of experience on best practice and the introduction of selective processes for customs inspections. The programme has also significantly improved exchanges of information between customs services;
- **introduction of joint controls** at borders, as is the case at the borders between Austria and Switzerland, Germany and Switzerland, Estonia and Latvia (for road transport), Latvia and Lithuania, Norway and Sweden, Slovenia and Austria and Hungary. Negotiations to abolish dual controls are taking place between Azerbaijan and Russia;
- **transfer of controls** to places of loading/unloading or inside countries. This is being done in Hungary (customs inspections at loading points for rail traffic to Slovenia and Romania), Latvia (for non-rail inspections applied to rail transport), Norway and Sweden, Poland (for rail traffic with CIM consignment notes), Slovakia (for rail traffic with Austria), Switzerland (for railways, non-rail inspections being carried out in theory inside the country under approved consignor/consignee procedures);
- **on-board controls** for all international passenger trains. This type of control is used extensively on international trains crossing the borders of Germany, Austria, Denmark, Finland, Norway and Sweden;
- **greater co-operation between national services** (customs, police and other administrative agencies), with the introduction of joint controls in Finland, Moldova, Poland (police and customs) and Romania (police and customs). Slovakia has set up an inter-ministerial committee with the task of coordinating the implementation of measures to facilitate border crossings and regularly monitoring the situation at border crossing points. Latvia has created a single data transmission network used equally by border control agencies and the customs administration;

- **greater co-operation between railways for technical inspections.** The mutual trust handover procedure is now extensively used within the EU, but that does not seem to be the case in central and eastern Europe. Mention is made of a cooperation agreement between the Czech and Slovak railways to reduce inspection times and Slovakia is negotiating similar agreements with Hungary (negotiations are at an advanced stage) and Poland (preparations are being made).
- **better relations with the private sector,** with the introduction of appropriate means of communication. In the South Caucasus, the TTFSC programme has initiated a dialogue between administrations and the private sector. Control agencies now issue special notices to commercial intermediaries and have created websites to inform shippers and carriers of current procedures and the necessary documents.

c) *Staff*

- **redeployment:** the most significant initiatives concern redeployment of control personnel in the 10 accession countries. Led by Hungary, redeployment will mean more staff at border posts at the external borders of the EU or Schengen area. The TTFSE report also mentions a significant improvement in the situation in Bosnia-Herzegovina and Croatia;
- **greater motivation** through the introduction of efficiency indicators like those used by the TTFSE programme. regular field monitoring of real waiting times is a powerful incentive in this respect and hastens reform at local level;
- **adaptation of opening times** so as to ensure round-the-clock service. The only significant initiative in this sphere has been Hungary's opening of the Budapest Logistics Centre for rail and combined transport;
- **interoperability of rail crews:** the MoU mentioned earlier, signed by Germany, Italy, the Netherlands and Switzerland, foresees the possibility of a mutual recognition of the admission of locomotive drivers;
- **training of control personnel:** the most significant and best structured actions are those organised under the TTFSE programme (67 seminars with almost 1,100 participants), on subjects such as customs transit procedures, commercial documents and trade facilitation;
- **ethical standards:** the TTFSE training programme includes a specific section on corruption and smuggling, but in practice these modules have rarely been included in national training programmes. The TTFSE report on its activity in 2002 specifically mentions how little progress has been made in reducing the level of corruption and smuggling, which continues to be a pervasive problem in south-eastern Europe and is not limited to customs services only. The situation is mainly due to the reluctance to introduce risk-based selective controls and computerised clearance systems which limit personal contact between carriers and control personnel. The TTFSC report notes the introduction of some anti-corruption measures, such as the creation of an anti-corruption coordination board in Georgia and an anti-smuggling unit in Armenia, which has also introduced a code of conduct for customs officers containing disciplinary sanctions. However, the same report recognises that users perceive high levels of corruption as being typical of the overall context in the South Caucasus, with all control agencies (and not just customs) making widespread demands for illicit payments.

## 2.2 *Implementation of Resolution No. 2002/3*

Few initiatives have been taken so far to facilitate the issuance of visas. The most significant ones are:

- **abolition of the visa requirement** in Bulgaria for citizens of the Schengen countries, the 10 accession countries, the UK and Ireland;
- **simplification of visa issuance procedures** for professional drivers, as in Bulgaria for Turkish drivers. Bulgaria is also planning a similar measure for Russian and Ukrainian drivers;
- **issuance of long-term or multiple entry visas**. Slovenia has said that it is presently applying this system but will have to review the position so as to comply with EU law. Switzerland issues 3-month visas which can be obtained directly at border posts.

In contrast, certain recent developments tend to run counter to the objectives set out in the Resolution:

- the Schengen countries have said that they will henceforth apply the rules of the Schengen agreement on issuing visas, which means that some will be introducing a visa requirement or tightening up existing visa requirements for certain countries;
- several accession countries have reported that their future membership of the EU has obliged them to introduce a previously non-existent visa requirement for the citizens of CIS countries. Poland has found itself in this position with regard to drivers from Russia, Belarus and Ukraine.

## 3. **Foreseeable developments in border-crossing issues**

Switzerland reported a certain number of problems, such as bottlenecks near some customs offices and extended waiting times in the morning, which might arise from the foreseeable increase in road traffic, especially north-south traffic at Basel and Chiasso and east-west traffic at St Margrethen, Schaanwald and Chiasso. Otherwise, most Member States' concerns about future difficulties relate to EU enlargement and the consequences of the Schengen agreement.

- a) As far as the **Schengen agreement** is concerned, the necessary information has not been forthcoming from the European Commission. However, considerable uncertainty remains as to the precise repercussions of EU enlargement on the conditions for applying the Schengen agreement. The UIC's ABC survey echoed these uncertainties in the following terms: "The most difficult problem posed by border controls of travellers is the one arising from the Schengen agreements and their planned extension. It is true that some future EU Member States have signed up to the Schengen agreements, but the stages on the way to full accession are not always clear. The terms of the extension do not yet appear to have been harmonised in policy terms." As far as the timetable is concerned, it is clear that from May 2004 new members will scrap only their customs controls. Police and security controls will be maintained, with the result that waiting times at borders will hardly change. It seems that the Schengen agreements cannot be extended to the new members until 2006 at the earliest, after the SIS II police computer system has been installed and accepted. The interim rules and the police controls that new Member States will be required to apply will be those in force at the external borders of the Schengen area. Appropriate investment will therefore be required, for which the new Member States should be able to call on EU "Schengen facilitation" funds (963 million Euros) from 2004.

b) **EU enlargement** is likely to have a number of benefits as far as border crossing is concerned:

- border controls within the EU will be abolished, which will facilitate crossings at those borders while obliging Member States to overhaul the organisation and functions of their border posts. As some countries, like Austria and the Czech Republic, will no longer have any external EU borders, they will not need as many police and customs officials as at present;
- the disappearance of customs posts at borders within the EU will not only benefit intracommunity trade but will also facilitate long-distance international transport by reducing the number of successive controls and hence time spent at borders. Belarus and Bulgaria in particular have emphasised this benefit;
- harmonisation within the enlarged EU of procedures and documents to be provided, combined with simplification and greater transparency of taxes and duties to be paid at borders, should also facilitate border crossings even if the introduction of new duties by certain countries (Germany, Austria, Switzerland), requiring the installation of relatively expensive electronic payment equipment on board vehicles, may encourage some carriers to opt for manual payments at borders, thus causing bottlenecks.

EU enlargement could create some new obstacles at border crossings. However, no country has reported any specific difficulties arising from the foreseeable increase in traffic following the closer integration of the 10 new EU members. Germany has said that the likely increase in cross-border traffic with the accession countries does not justify a special infrastructure investment programme. In view of current traffic levels and on-going infrastructure projects, the utilisation rate for the infrastructure affected by cross-border traffic is not expected to exceed 60-70 percent in 2015.

Some of the difficulties are only temporary:

- looking forward to enlargement, the accession countries and current EU Member States have tended not to invest in border posts that will ultimately be located at borders within the EU. This may result in a temporary lack of capacity or equipment which can cause delays (Austria, Germany, Hungary, Poland, Czech Republic);
- for several new members, the temporary maintenance of certain controls during the transition phase may cause delays at border crossings. This is the case with vehicle weight controls in Hungary for example;
- In relation to the TIR system, the IRU has indicated its concerns about the lack of practical support measures in the 25 Member States of the enlarged EU. In particular, it cites establishment of a list of customs offices authorised to carry out TIR operations, appointment of a TIR coordinator within each customs administration, establishment of clear and uniform rules for managing TIR procedures and revision of administrative arrangements relating to operation of the TIR system within the EU. The aim of these measures is to guarantee, in all security, the continuous operation of the TIR system in the European Union, and to prevent criminal organisations from taking advantage of enlargement and the disappearance of certain internal borders to imperil the TIR system and all transit regimes in general. There is no doubt that the European Commission will respond to the IRU's concerns in the near.

Other difficulties seem to be more permanent:

- controls at the EU's new external borders will be tightened, especially between Poland and Belarus, Hungary and Romania, Slovakia and Ukraine as well as at the borders of Croatia and Serbia & Montenegro. This could mean longer waiting times than is presently the case at the border posts in question, compounded in some cases by the specific controls provided for by the Schengen agreements, visa requirements for the citizens of certain countries previously exempt and stricter measures to counter illegal immigration. Greece, for example, has pointed out that where a non-EU country is situated between two Member States, the EU's external borders would be crossed twice in the course of a single journey, entailing two in-depth controls on a relatively short route. The Russian exclave of Kaliningrad, which will be henceforth entirely surrounded by EU Member States, also poses a specific problem in this respect;
- one of the consequences of EU enlargement will be to displace most controls to the borders of members of the enlarged EU which hitherto had relatively small-scale control activities due to the existence in many cases of preferential bilateral relations with their neighbours. In addition, changing the EU's external borders may well displace bottlenecks to other border posts outside the EU which currently have very limited capacity, as is the case with almost all those of Serbia and Montenegro. An effort must be made to ensure that all border posts facing an increase in activity are well-equipped and staffed with a sufficient number of well-trained officials. Many countries on the fringes of the extended EU mentioned the problem in their answers, especially Bulgaria, Estonia, Greece, Hungary, Lithuania, Romania, Slovenia and Slovakia. Greece drew particular attention to the vital need to modernise border crossing points on Corridor X;
- with the abolition of internal borders within the enlarged EU, the only remaining problem for the 10 new Member States concerning international goods transport by rail with the other EU countries will be that of rail safety inspections. Already a significant obstacle to border crossings, the problem will be greatly magnified. In the absence of true interoperability and the general introduction of the mutual trust handover procedure, it will be necessary to speed up the production of compatible and mutually accepted documents and electronic data transfers between railway operators by means of consignment notes with electronic identification of goods, HERMES standards for data relating to goods trains, etc.

**ANNEX 1**  
**Average border waiting times in hours for trucks in years 1998 – 2003**  
 (Source: IRU monthly statistics)

Border crossing	Year					
	1998	1999	2000	2001	2002	2003
<b>Linken-Lubieszyn (D-PL)</b>						
to Linken (D)	1.3	1.1	1.6	1.6	-	-
to Lubieszyn (PL)	2.6	1.5	1.5	1.5	-	-
<b>Pomellen-Kolbaskowo(D-PL)</b>						
to Pomellen (D)	2.1	1.7	2.6	2.6	1.3	3.2
to Kolbaskowo (PL)	2.4	0.7	0.8	0.8	0.9	-
<b>Schwedt- Krajnik Dolny(D-PL)</b>						
to Schwedt(D)	5.4	0.6	3.0	2.6	2.1	-
to Krajnik Dolny(PL)	6.4	0.9	1.8	1.9	2.9	-
<b>Frankfurt/Oder Autobahn-Swiecko(D-PL)</b>						
to Frankfurt/Oder Autobahn(D)	11.6	9.6	13.8	12.0	5.7	10.4
to Swiecko(PL)	6.1	4.9	8.0	7.7	7.2	7.9
<b>Guben-Gubin(D- PL)</b>						
to Guben(D)	8.9	7.2	10.6	10.6	2.5	-
to Gubin(PL)	4.5	3.9	4.4	4.4	2.4	-
<b>Forst-Olszyna(D-PL)</b>						
to Forst(D)	9.9	9.9	12.1	12.1	1.8	-
to Olszyna(PL)	8.8	7.4	9.7	11.3	1.9	-
<b>Ludwigsdorf Autobahn-Jedrychowice(D-PL)</b>						
to Ludwigsdorf Autobahn	3.1	3.2	4.3	4.0	2.9	4.5
to Jedrychowice(PL)	2.5	2.6	3.5	3.4	3.1	3.6
<b>Zittau - Sieniawka(D-PL)</b>						
to Zittau(D)	0.7	1.3	3.2	3.0	1.4	2.9
to Sieniawka(PL)	0.7	0.9	2.2	0.8	1.8	2.6
<b>Neugersdorf - Jirikov (D-CZ)</b>						
to Neugersdorf(D)	3.3	1.6	4.0	3.0	4.0	3.0
to Jirikov(CZ)	2.3	2.3	3.7	2.9	3.6	2.3
<b>Zinnwald-Cinovec(D-CZ)</b>						
to Zinnwald(D)	5.0	5.6	6.6	4.9	4.0	1.9
to Cinovec(CZ)	4.7	5.1	5.6	3.8	2.8	1.2
<b>Kudowa Slone-Nachod (PL-CZ)</b>						
to Kudowa Slone(PL)	10.5	8.2	8.2	8.0	6.8	6.3
to Nachod(CZ)	2.8	4.0	5.0	5.1	5.6	5.3
<b>Schönberg-Vojtanov(D-CZ)</b>						
to Schönberg(D)	2.2	1.8	2.3	2.1	2.9	2.2
to Vojtanov(CZ)	1.8	1.5	2.3	2.1	2.7	2.4
<b>Schirnding- Pomezi(D-CZ)</b>						
to Schirnding(D)	2.3	2.0	2.7	2.9	4.3	3.6
to Pomezi(CZ)	2.0	1.9	2.3	2.8	3.5	2.7

<b>Waidhaus-Rozvadov(D-CZ)</b>						
to Waidhaus(D)	3.1	3.6	4.1	4.3	5.4	5.0
to Rozvadov(CZ)	2.6	2.8	3.3	3.4	4.2	3.3
<b>Furth-im-Wald-Folmava(D-CZ)</b>						
to Furth-im-Wald(D)	2.8	2.3	2.3	2.5	3.7	3.5
to Folmava(CZ)	2.0	1.9	2.1	2.2	2.8	2.3
<b>Philippsreut - Strazny(D-CZ)</b>						
to Philippsreut (D)	1.2	0.9	1.1	1.3	1.7	1.6
to Strazny(CZ)	0.4	0.4	0.6	0.9	1.7	1.2
<b>Wulowitz- Dolni Dvoriste(A-CZ)</b>						
to Wulowitz(A)	0.3	0.4	1.3	1.5	1.8	1.5
to Dolni Dvoriste(CZ)	0.1	0.3	1.1	1.2	1.7	1.3
<b>Chalupki - Novy Bohumin(PL-CZ)</b>						
to Chalupki(PL)	0.2	1.0	0.9	1.0	0.6	0.7
to Novy Bohumin(CZ)	0.2	0.8	1.0	1.0	0.4	0.4
<b>Ciesyzn-C.Tesin(PL-CZ)</b>						
to Ciesyzn(PL)	6.6	7.5	8.3	8.2	4.9	3.6
to C.Tesin(CZ)	1.8	3.8	6.9	7.9	6.5	6.7
<b>Trstena - Chyzne(PL-SK)</b>						
to Trstena(PL)	5.0	7.2	4.6	5.9	7.1	6.6
to Chyzne(SK)	4.2	5.3	4.6	6.4	7.7	9.1
<b>Mosty u Jablunkova- Svrcinovec (CZ-SK)</b>						
to Mosty u Jablunkova(CZ)	0.4	0.3	0.6	0.7	0.7	2.1
to Svrcinovec (SK)	0.4	0.6	0.9	0.9	0.8	1.5
<b>Horni Becva - Makov (CZ-SK)</b>						
to Horni Becva(CZ)	1.1	0.6	1.5	1.4	1.7	2.5
to Makov (SK)	0.8	0.7	1.2	1.2	1.3	1.7
<b>Strelná - Lysa pod Makytou(CZ-SK)</b>						
to Strelná(CZ)	0.4	0.3	1.1	1.3	2.0	1.7
to Lysa pod Makytou(SK)	0.5	0.3	0.7	0.9	1.5	1.6
<b>Stary Hrozenkov - Drietoma (CZ-SK)</b>						
to Stary Hrozenkov(CZ)	1.6	1.1	1.7	1.8	2.3	1.9
to Drietoma (SK)	2.6	1.2	1.5	1.7	2.2	2.1
<b>Hodonin - Holic (CZ - SK)</b>						
to Hodonin(CZ)	1.6	2.1	2.7	2.9	2.5	0.4
to Holic (SK)	3.2	3.2	3.6	3.9	3.1	0.3
<b>Lanzhot (Breclav)-Kuty (CZ-SK)</b>						
to Lanzhot (Breclav)(CZ)	1.6	1.5	2.1	1.9	2.8	2.3
to Kuty(SK)	7.2	3.0	2.1	2.3	3.6	3.8
<b>Drasenhofen-Mikulov (A-CZ)</b>						
to Drasenhofen(A)	0.3	0.5	1.5	1.1	0.8	0.5
to Mikulov (CZ)	0.1	0.1	0.3	0.3	0.7	0.3
<b>Haugsdorf - Hate (A-CZ)</b>						
to Haugsdorf(A)	0.4	0.1	0.4	0.4	0.8	0.8
to Hate (CZ)	0.2	0.2	1.0	0.7	0.9	0.3
<b>Berg - Petrzalka (A-SK)</b>						
to Berg(A)	1.7	1.5	2.3	2.3	0.8	1.0
to Petrzalka (SK)	0.8	1.4	1.3	1.3	0.7	0.6

<b>Rajka - Rusovce (H-SK)</b>						
to Rajka(H)	0.7	0.4	1.2	1.1	2.2	2.0
to Rusovce(SK)	1.7	1.4	3.2	1.8	2.1	1.5
<b>Nickelsdorf - Hegyeshalom (A-H)</b>						
to Nickelsdorf(A)	1.8	2.0	3.7	2.8	3.1	-
to Hegyeshalom (H)	0.2	0.1	1.6	2.0	3.0	-
<b>Vámosszabadi - Medvedov (H-SK)</b>						
to Vámosszabadi (H)	0.9	0.5	1.4	1.5	2.3	2.3
to Medvedov(SK)	0.8	1.1	2.7	2.0	1.5	1.5
<b>Parassapuszta-Sahy (H-SK)</b>						
to Parassapuszta (H)	0.6	0.5	1.3	1.3	1.6	1.4
to Sahy(SK)	0.8	0.9	1.9	1.9	1.3	1.0
<b>Klingenbach-Sopron (A-H)</b>						
to Klingenbach(A)	1.0	1.4	2.8	2.0	1.8	-
to Sopron(H)	1.2	0.4	2.2	1.4	2.8	-
<b>Heiligenkreuz- Rabafüzes (A-H)</b>						
to Heiligenkreuz(A)	0.3	0.4	1.6	1.4	1.7	-
to Rabafüzes (H)	0.5	0.3	1.5	1.0	2.2	-
<b>Dolga Vas - Rédics (SLO- H)</b>						
to Dolga Vas(SLO)	1.1	1.6	1.8	1.6	1.3	-
to Rédics(H)	0.8	0.5	1.0	1.1	1.8	-
<b>Gorican - Letenye (HR-H)</b>						
to Gorican(HR)	0.7	0.5	0.5	-	2.0	-
to Letenye(H)	0.2	0.1	1.0	-	-	-
<b>Tompa- Sprski Sor (H-SCG)</b>						
to Tompa (H)	-	-	-	-	-	-
to Sprski Sor(SCG)	0.7	-	-	-	-	-
<b>Röszke- Horgos (H-SCG)</b>						
to Röszke (H)	0.3	-	0.3	0.3	-	-
to Horgos(SCG)	1.7	0.8	1.5	1.4	-	-
<b>Nagylak-Nadlac (H-RO)</b>						
to Nagylak(H)	-	0.1	1.1	1.5	2.4	2.6
to Nadlac(RO)	0.6	0.3	1.6	1.6	1.7	1.6
<b>GSCGla - Varsand (H-RO)</b>						
to GSCGla(H)	-	-	2.5	2.3	1.3	1.4
to Varsand(RO)	0.9	-	2.0	1.6	1.3	1.2
<b>Artánd- Bors (H-RO)</b>						
to Artánd(H)	0.3	-	2.0	2.1	1.6	1.6
to Bors(RO)	1.4	1.0	3.9	2.8	2.7	1.6
<b>Bezledy- Bagrationovsk (PL-RUS)</b>						
to Bezledy (PL)	2.1	2.8	3.0	3.0	18.8	-
to Bagrationovsk(RUS)	2.3	0.7	2.2	2.2	14.6	-
<b>Budzisko- Kalvarija (PL-LT)</b>						
to Budzisko(PL)	5.1	3.2	5.5	5.5	5.7	4.2
to Kalvarija(LT)	2.4	1.0	0.5	0.5	9.3	-
<b>Kuznica - Bruzgl (PL-BY)</b>						
to Kuznica(PL)	5.0	5.9	4.4	4.4	-	-
to Bruzgl(BY)	8.1	2.0	0.5	0.5	-	-

<b>Bobrowniki- Berestovica (PL-BY)</b>						
to Bobrowniki(PL)	3.1	4.8	-	-	6.0	-
to Berestovica(BY)	8.4	1.0	-	-	3.3	-
<b>Terespól (Kukuryki)- Kozlovichi (PL-BY)</b>						
to Terespól (Kukuryki)(PL)	9.5	10.3	5.6	6.3	10.5	-
to Kozlovichi(BY)	24.5	6.2	1.7	3.1	16.8	-
<b>Dorohusk - Iagodin (PL-UA)</b>						
to Dorohusk(PL)	1.9	1.0	1.3	1.3	-	-
to Iagodin(UA)	2.1	2.7	3.5	3.5	-	-
<b>Hrebenne - Rava-Ruskaia (PL- UA)</b>						
to Hrebenne (PL)	0.3	0.7	-	-	-	-
to Rava-Ruskaia(UA)	0.4	2.1	1.2	1.2	-	-
<b>Medyka - Mostys'ka(PL-UA)</b>						
to Medyka(PL)	0.3	0.2	0.5	0.5	2.9	-
to Mostys'ka(UA)	0.4	0.4	0.4	0.4	4.6	-
<b>Barwinek - Vysny Komarnik (PL-SK)</b>						
to Barwinek(PL)	0.4	1.9	2.0	2.2	1.5	1.4
to Vysny Komarnik(SK)	0.7	1.2	2.6	2.5	1.5	1.7
<b>Vysne Nemecke-Uzhgorod (SK-UA)</b>						
to Vysne Nemecke(SK)	2.8	2.2	-	-	0.7	1.2
to Uzhgorod(UA)	1.7	1.5	1.0	-	0.8	3.7
<b>Tornyosnémeti - Milhost (H-SK)</b>						
to Tornyosnémeti (H)	0.8	1.1	0.9	0.9	0.6	1.0
to Milhost(SK)	0.9	1.1	1.0	0.8	0.6	0.7
<b>Záhony- Chop (H-UA)</b>						
to Záhony (H)	-	-	-	-	-	-
to Chop(UA)	0.3	-	-	-	-	-
<b>Mokranaje - Bregovo (SCG-BG)</b>						
to Mokranaje(SCG)	0.4	0.3	-	-	-	-
to Bregovo(BG)	0.1	0.1	-	-	-	-
<b>Calafat- Vidin ( RO- BG)</b>						
to Calafat(RO)	0.4	1.0	0.4	0.3	0.6	0.7
to Vidin (BG)	0.3	0.6	0.1	0.1	0.7	0.7
<b>Vrashka Tchuka-Vrashka Tchuka (SCG-BG)</b>						
to Vrashka Tchuka(SCG)	0.2	0.6	-	-	-	-
to Vrashka Tchuka(BG)	0.1	0.2	-	-	-	-
<b>Gradina- Kalotina (SCG-BG)</b>						
to Gradina(SCG)	0.1	0.1	0.1	-	0.1	0.2
to Kalotina (BG)	-	0.5	-	-	0.2	0.2
<b>Deve Bair-GSCGeschevo (MK-BG)</b>						
to Deve Bair(MK)	0.1	1.3	0.1	0.1	0.1	0.1
to GSCGeschevo(BG)	0.1	0.4	0.1	0.1	-	0.1
<b>Delcevo- Stanke Lissitchkovo (MK-BG)</b>						
to Delcevo(MK)	0.1	0.9	0.2	0.3	0.1	0.1
to Stanke Lissitchkovo(BG)	0.1	0.3	0.1	0.1	0.1	0.1
<b>Novo Selo- Zlatarevo (MK-BG)</b>						
to Novo Selo(MK)	0.1	1.4	0.6	0.7	-	0.2
to Zlatarevo(BG)	0.8	0.6	0.1	-	-	0.1

<b>Promahon- Kulata (GR-BG)</b>						
to Promahon(GR)	0.8	0.8	0.6	0.7	1.0	1.5
to Kulata(BG)	1.3	1.5	0.3	1.8	1.2	1.1
<b>Giurgiu- Russe (RO-BG)</b>						
to Giurgiu(RO)	0.2	-	0.1	0.1	0.9	1.1
to Russe (BG)	0.3	-	-	-	0.9	0.8
<b>Kalarash - Silistra (RO-BG)</b>						
to Kalarash(RO)	-	-	-	-	-	-
to Silistra (BG)	-	-	-	-	-	-
<b>Kapitan Andreevo - Kapu Kule(BG-TR)</b>						
to Kapitan Andreevo(BG)	0.1	-	0.1	0.1	-	0.6
to Kapu Kule(TR)	0.1	0.1	0.4	0.2	0.7	0.1