



TRACECA: International Road
Transport Transit Facilitation
Inception Report
December 1999



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1 PROJECT SYNOPSIS

Wider Objectives:

To assist the TRACECA states to create the most favourable conditions for road transport in terms of economic operations in line with the current UN/ECE and EU standards by establishing and equipping a regional network of permanent vocational road transport training centres. To set up the primary elements to ensure adherence to the ADR Agreement in the region and encourage the implementation of the TIR Convention in those countries which are not yet full members. Where TIR is established, to promote better management control of the TIR Convention by further development of the SafeTIR system.

Specific Project Objectives:

- To identify and prioritise transport operator licensing legislative criteria so as to encourage the professionalism of the industry through the legal requirement for operators to have internationally recognised qualifications.
- To identify and establish professional vocational training centres to be managed and operated to international standards.
- To equip the training centres with the appropriate resources including qualified trainers, course materials, lecturing equipment, examination papers, and a Business Plan.
- To monitor the standards of the training to ensure compliance with international standards.
- To identify and assist in revising the national legislation on the movement of dangerous goods by road to allow compliance with the ADR Agreement.
- To assist in introducing the TIR Convention in non-signatory countries by developing transport and guaranteeing associations, and assisting in the contractual steps towards implementation of the Convention.
- To assist in the expansion of SafeTIR by the procurement and installation of further equipment.

Target Group:

The overall project recipients will be the Partner States, their international road transport industry representatives, their controlling Ministries and State Customs Authorities.

Outputs:

- Model transport legislation for National and International operator licensing criteria.
- Eleven vocational training centres for the road transport industry offering transport operator courses to an international standard, with trained management and trainers in CPC, ADR and TIR capable of delivering approved courses.
- Resources at each centre including course materials, examination papers and equipment.
- Increased TRACECA state-adherence to the TIR Convention and the ADR Agreement.
- Enhancement of the established SafeTIR systems to enable improved response times.

Inputs:

Technical assistance consisting of 1815 person days of EU Specialists and 420 person days of local inputs, excluding Centre Managers and Trainers. The majority of the work will be undertaken in the region with regular working visits to each TRACECA state. Funding of equipment for the training centres and IT equipment to support the SafeTIR system.

Project Start Date: 06th October 1999

Project Duration: 18 months

2. ANALYSIS OF PROJECT

2.1 Project Context

Following the break-up of the Soviet Union, the CIS States were unprepared for the regulation of both national and international road freight transport in an emerging free-market economy. This was largely because under command economy conditions all transport was directly controlled by the state and operated with relatively localised transport functions. Whilst it is generally accepted that road transport tends to operate most effectively in a highly competitive deregulated environment, it is necessary to retain an element of control with regard to the issues of transport safety, the environment and passenger transport.

The opening up of the CIS to international trade has resulted in a dramatic increase in road transport with extensions into longer distance activities and a corresponding decline in rail transport. There is now regular transport from EU and CEEC operators to the TRACECA states, and from the CIS to the CEEC and EU, but there is a significant difference in the regulations in the various trading areas and in compliance requirements. This situation presents problems for transporters in the TRACECA states when travelling to the EU and will become more of a problem as the EU extends eastwards and CEEC states increasingly comply with EU Directives as an "international transport standard".

The EU Directive on admission to the occupation of road transport operator and mutual recognition of diplomas, certificates and other evidence of formal qualifications, is intended to facilitate the right to freedom of establishment in national and international transport operations. It seeks to raise the current qualitative standards on good repute, financial standing and professional competence for admission to the occupation. The CEEC member states are establishing training centres to provide compatible training to the transport industry to raise the overall level of professionalism within the sector by providing comparable internationally acceptable qualification standards for operators.

The TRACECA states recognise the need for similar training centres in order to improve the standard and image of the road transport industry, both within their own countries and internationally. The TRACECA Road Transport Services (Central Asia) project piloted such training courses in 1996 in some countries but these have not been up-dated or extended. Many of the national transport associations have requested assistance from the International Road Transport Union (IRU) in developing the industry, particularly in respect of training. This project therefore represents a response to those requests, as well as direct approaches by associations to Tacis in the TRACECA states.

The principle training requirement is directed towards transport operators, rather than drivers. It is recognised that in order to make the industry more professional it is essential to enhance the expertise of those engaged in managing transport operations, within both the private and state sectors, domestically and internationally for freight and passenger transport. This is principally in the form of providing internationally recognised certificates of competency in road transport.

Additional specialised training in the carriage of dangerous goods by road and customs regulations are also required.

It is recognised that some legislation may be necessary to ensure that operators embrace the new training initiatives and become increasingly professional. Within the EU such courses are mandatory, whereas in the TRACECA states there are either no operator licensing requirements, particularly domestically, or the legislation is not specifically directed towards qualification of transport operator's personnel. Whilst some companies are well-qualified for both domestic and international transport, others are not and do not have a mandatory requirement to raise standards. This situation is changing with some countries already in the process of developing enabling legislation to introduce qualification requirements for operators as well as drivers. This can only be achieved if appropriate vocational training facilities and courses are available to provide appropriate training.

The break-up of the Soviet Union also resulted in the need for each new republic to sign up individually to international conventions. In the field of international transport, the TIR Convention (1975) is particularly important to the facilitation of international trade by road. This has been recognised by five of the TRACECA states which have already implemented the Convention in full. The other six countries recognise the need to implement the Convention but require assistance, especially in developing guaranteeing associations. With the exception of Mongolia, TIR transportation is being used by foreign carriers from implementing states to the non-signatory states, thus technically invalidating the TIR guarantee system, it is therefore essential to ensure that all the TRACECA countries are signatories to the TIR Convention.

The ADR Agreement covers the movement of dangerous goods by road and is accepted as the international agreement on such traffic. All EU countries are signatories and most CEEC states have become or are in the process of becoming signatories. Russia and Belarus have also recently become signatories. Drivers from the TRACECA region will be required to produce driver ADR certificates to enter signatory states or they will be excluded. Most member states recognise the need to join the ADR Agreement but require assistance on the legislative changes to implement ADR and on the training required by operators and drivers for certification level.

TIR consists of a paper-based carnet system with voucher stamping by Customs at various points during international transit. In effect, TIR is a transit bonding system and there are limits to the number of bonds that can be issued at any one time. It is therefore essential that when the journey is completed and the goods are cleared at the Customs Office of Destination that the bond is released, which can only be achieved if the information that the journey has been completed can be speedily transmitted to the original carnet-issuing organisation. The SafeTIR computer system has been developed by the IRU to control and speed up data exchange to enhance the TIR system. This has also been partially in response to increased levels of fraud, especially in Eastern Europe and the CIS, by quicker transmission of information so as to be able to identify irregularities at an early stage. There is a need to extend the SafeTIR to all signatory states to make TIR better controlled and more efficient

and protect national guaranteeing associations. It is recognised that the IRU and national Customs require assistance in the purchase of equipment to support and extend the system.

Whilst Mongolia was not a member of the Soviet Union, it has been affected by the regional changes and has experienced a similar profile of rapid growth in road transport with increases in international transport to Russia and China. It also recognises the need to develop a professional road transport industry with trained operators and drivers. As a member of the World Customs Organisation, it wishes to join international conventions, particularly the TIR Convention, and introduce legislation on the movement of hazardous goods by road.

2.2 Problems and Deficiencies

The focus of the Terms of Reference (ToR) generally reflects the situation within the TRACECA member states as indicated in Section 2.1. However, since the ToR was developed there has been some progress within the region that requires some adjustment in the operational approach to be implemented.

The project consists of 3 modules:

- Module A – Creation of a network of permanent vocational Training Centres
- Module B – Adherence to ADR Agreement and implementation of the TIR Convention
- Module C – Procurement of Equipment for the Customs Offices of Discharge.

Module A:

Procurement of equipment for the 11 Training Centres will constitute a major element of Module A. Due to the multi-country nature of the project, the Consultant is concerned it will prove difficult to find a single supplier able to supply small amounts of furniture, electrical and training equipment over such a wide geographical area. These concerns have been raised with the Task Officer and Tacis Contracts Department.

A related issue is the specialised nature of the required ADR training equipment, comprising items such as hard hats and breathing apparatus. In this regard the Consultant believes a separate international open tender would offer the best solution.

The Consultant also recommends an Informal Consultation to be conducted in each country in parallel, and this forms the basis of the proposed Procurement Strategy, as outlined in Appendix 4. In order to make an early start on this Informal Consultation process, the Consultant recommends that the next round of visits, commencing in region on 17th January 2000, should be the starting point for this activity. Agreement will therefore be needed from the Task Officer by that date.

A Special Fund for the reimbursable expenses for procurement will need to be organised by the Consultant and the Client.

Most of the TRACECA region countries have some road transport training organisations, however, these are principally focussed on the training of drivers, particularly in respect of international transport. In many states, there is legislation that indicates that international operations require a licensing system based on some element of training. Again, this is principally based on training of the driver rather than the transport operator. In all legislation evaluated to date, there are no specific training requirements for domestic or international transport operators and in many cases no domestic operator licensing system.

The legislation is complex, as road transport can be the subject of numerous laws, decrees, regulations and rules other than the specific road transport legislation itself. For example, there is legislation on labour protection, privatisation and entrepreneurship, dangerous goods and the environment, all of these have implications on the legal status of road transport and how it is operated and controlled. While the principle legal focus of the project is on operator licensing and the movement of dangerous goods by road, other legislation has to be evaluated. Problems are being experienced in collecting and analysing the legal data because it is rarely obtainable from a single source or Ministry. A number of countries are also in the process of introducing new legislation and are unwilling to provide access until those drafts have been completed and consulted on at Ministerial level.

This situation indicates that the legal evaluation period will need to be extended from the 4th month target to the 6th month. There are no financial implications of this change for the project as the legal review will run consecutively to the rest of the project activities.

Another issue is that of identification and translation of local laws written in local languages. Whilst it is necessary for the project team to conduct a thorough review of the available relevant legislation, the available translation budget will need to be monitored carefully.

Additional complications are the Millennium celebrations and the different Christmas/New Year holidays in the region, resulting in loss of almost one month. The project team plans to recommence visits in the region in week commencing 16th January 2000.

The establishment of the training centres often has a political dimension that can result in problems in agreeing the single (pilot) facility to be the beneficiary of the project. Whilst the Guaranteeing Association with its links to the IRU is preferred, there are problems with this approach in that:

- Not all associations have training premises or relevant training expertise
- They may represent only a small percentage of the market, particularly in respect of domestic transport
- Many are non-governmental and there are concerns at creating a “private” monopoly if legislation enforces the training requirement
- Some Ministries of Transport have their own institutes with spare training capacity.

In making the selection of the training centre, it is essential to have the support of both the Ministry of Transport and the Association. One compromise to allay concerns on monopolies may be to provide the "training the trainers" programme to other organisations other than the selected training centre. This would not affect the capability of the centre but would extend the resources to other training organisations or the organisations who will regulate and enforce the operator licensing system, such as the Ministry or Transport Inspectorate.

A summary list of the training centres for evaluation in the TRACECA region is provided in Appendix 1.

Module B:

There is general recognition in the TRACECA countries of the need to implement ADR, and some of the countries have already commenced the application process. The major problem is expected to be the need to redraft national legislation to permit compliance. Most use the old Soviet legislation that, though comprehensive, is not compliant. Some delays in implementation can be anticipated because of the inherent delays in the legislative process. Some of the proposed draft legislation is also not available for inspection at this stage.

There has been some significant progress on TIR since the ToR was developed, which is detailed in Appendix 2. However, in some countries, the formation and accreditation of the Guaranteeing Association is still considered to be the main problem. There are also indications that the IRU are reticent about too rapid an expansion due to the problems of fraud in eastern Europe and Russia that are only now being resolved. Most of the proposed new entrants would involve probable transits through Russian territory and therefore have a higher risk profile. A phased programme will therefore be required.

SafeTIR has been introduced to several countries but is currently only operating effectively in Moldova and Ukraine. Several other countries have received hardware and software but are not yet transmitting data, as indicated in Appendix 2. The project will therefore have to address the technical and political issues of this situation in co-operation with IRU, as well as introducing SafeTIR to newly joining states.

The ToR indicates the need to train Customs in both TIR and SafeTIR. The IRU are responsible for the integrity of both TIR and SafeTIR and have indicated that training of Customs is their responsibility to ensure compliance. The Project will assist in this process but will not train Customs officers in either TIR or SafeTIR, unless specifically requested to do so.

A similar situation exists in relation to hardware, as the IRU need to configure the hardware for the SafeTIR system. This is undertaken in Geneva with the servers being shipped out to the Customs and Guaranteeing Associations. Under Tacis purchasing regulations, financial support for these base units cannot be undertaken. Following discussions with IRU, the Consultant suggests that the project should only provide support equipment in the form of computers and faxes for Offices of Destination, which will resolve the problem of password security arrangements for IRU. This is discussed further in Section 3.4

Module C:

Procurement of equipment for the Customs Offices of Discharge will constitute a major element of Module C. Due to the multi-country nature of the project, the Consultant is concerned it will prove difficult to find a single supplier able to supply computer equipment and provide the required service back-up to the equipment over such a wide geographical area. These concerns have been raised with the Task Officer and Tacis Contracts Department.

The Consultant recommends an Informal Consultation to be conducted in each country in parallel with an International Open Tender, and this forms the basis of the proposed Procurement Strategy, as outlined in Appendix 4. In order to make an early start on this Informal Consultation process, the Consultant recommends that the next round of visits, commencing in region on 17th January 2000, should be the starting point for this activity. Agreement will therefore be needed from the Task Officer by that date.

A Special Fund for the reimbursable expenses for procurement will need to be organised by the Consultant and the Client.

The potentially most difficult problem relates to purchasing strategy. This consists of 350,000 Euro on equipment for the training centres and 425,000 Euro on equipment for Customs, to be spread over eleven countries involving different suppliers according to the nature of the equipment. Initial enquiries indicate an unwillingness on the behalf of potential suppliers to be committed to an eleven country programme with the associated after sales guarantees. The Tacis international tendering procedures were not specifically designed for such a complex multi-country multi-product purchasing programme and may represent a more expensive option, given the substantial delivery costs.

General:

There are a number of other issues that relate to the project:

Mongolia:

The Consultant has been advised that the level of understanding of the Russian language is limited in Mongolia. This has raised a number of issues with regard to the requirement to translate and interpret material into Russian for dissemination:

- Documentation produced by the Consultant in Russian or English will not be widely accessible to Mongolian counterpart organisations and Ministries
- Training courses delivered in Russian and English will similarly have problems of accessibility – this will apply both to those courses run in Mongolia and the Training of Centre Managers course to be run in the UK.

The Consultant suggests three options for resolution of these problems:

- Translation of material into Mongolian
- Training to be delivered in Mongolian language
- Centre Managers to be limited to individuals fluent in either English or Russian

The implications for the project for the first two of these options is that there will need to be a substantial increase in the translation and interpretation budget to cover these changes to the TOR. The implication for the project for the third option is that the success of the project may be very limited in Mongolia, which as a state new to TRACECA membership would not prove to be a welcome outcome.

Tadjikistan:

The Consultant did not visit Tadjikistan during the inception period, following the written advice of the Task Officer, due to the unstable situation in the state. Members of some Tadjik organisations were brought to Almaty to meet with the Consultant during the Inception visit, which, whilst proving an acceptable alternative, the Consultant does not believe to be a sustainable compromise for the remainder of the project for the following reasons:

- Representatives from some organisations were unable to make the visit to Almaty, and it is to be expected that this would continue to be the case for future occasions
- The cost to the project, whilst reasonable for a one-off occurrence, would soon prove to be prohibitive
- The Consultant is not able to change plans mid-visit, or take any advantage of being in-country to visit at short notice

The Consultant has requested in writing a revision to the restriction on a visit, and have included within forthcoming travel plans a one week visit to Tadjikistan.

Steering Committee:

The Consultant requested the formation of a Steering Committee, and gave the Task Officer a list of suggested organisations for inclusion on the committee prior to the commencement of Inception Visits in the region, following the recommendation in the proposal methodology. However, as the Inception Period has been completed without a Steering Committee, the formation of such a committee at this stage may not prove to be useful to the project for the following reasons:

- Logistical problems of where and when to meet
- The numbers of interested parties who would wish to be committee members
- The greater ability of the project team to conduct in-country meetings as necessary and co-ordinate with the European Commission and IRU

Summary:

The table on the following page summarises the issues raised above and the action required by the Client's Task Officer.

2.3 Situation of the Local Operator

The current situation relating to legislation and training institutes has been indicated in Section 2.1-2.2. The situation relation in relation to TIR and SafeTIR is described in Appendix 2, and ADR in Section 2.1-2.2.

2.4 Target Groups

The target groups are as follows:

- Module A – The Road Transport Industry, via the provision of vocational training centres
- Module B – The Road Transport Industry and State Customs, by the implementation of and adherence to international Conventions
- Module C – State Customs Authorities

2.5 Commitments

Relationships have been established between the Project Team and the Ministries of Transport, or their equivalent, in each of the. Counterparts have in some cases been provided in relation to the legal elements of the project. Relationships have also been established with all the international road transport/guaranteeing association where they exist. In addition, a point of contact has been agreed with all Customs Authorities.

As this is not a project that requires the establishment of local offices, in effect, the training centres will be the beneficiaries and direct contact will be transferred to them, other than in relation to the Customs-related elements. The Consultant has its own resident administrators in each country and have access to local experts as required.

The Ministries of Transport and the Transport Associations are committed to the development of training centres to make their road transport industries more professional and competitive in the international market and have given their support for the project. Equally, the State Customs appreciated the potential benefits of the project and have given their active support.

Table 1: Summary of Issues raised in Section 2.2:

Issue	Suggestion Resolution Options	Action for Task Officer
Procurement	Prepare international tender documents and source local options	Agree Informal Consultation by 17th January 2000
Legal Review	Move report deadline from 4 th to 6 th month	Approval by beginning January 2000
Local legal text translations	Careful monitoring of translation budget	None at this time
Christmas and Millennium celebrations	Re-commence in-country visits w/c 16/01/00	None at this time
Training of trainers programme	Make course accessible to other institutions	None at this time
Implementation of TIR and ADR, and introduction of SafeTIR	Continued dialogue with IRU to find compromises mutually acceptable to both the Client and IRU	None at this time
SafeTIR servers	IRU to provide servers IRU and the project to provide servers The project to provide servers that cannot communicate with IRU	Indication of preferred option by January 2000
Mongolia	Translation of material into Mongolian Training to be delivered in Mongolian language Centre Managers limited to individuals fluent in either English or Russian	Indication of preferred option by January 2000
Tadjikistan	Visit restriction on Tadjikistan to be lifted	Agreement by January 2000
Steering Committee	Steering Committee not established	Agreement by January 2000

3 PROJECT PLANNING

3.1 Relationships with Other Projects

The TRACECA programme has recognised the increased demand for road transport in the region and the need for the development of legislation that provides for the appropriate control of the industry within a deregulated operating environment. Previous projects have focussed on the specific needs of the industry in both the Caucasus and Central Asia. In some respects, this project follows up on previous projects by concentrating on training and legal aspects.

The Transport Legal and Regulatory Framework Project in 1996-7 provided technical assistance and database support in the field of transport legislation and created a legal and institutional environment conducive to establishing good management practice by:

- Drafting new harmonised transport legislation for road, rail and maritime modes
- Assisting each government in the enactment of such legislation
- Introducing EU-compatible transport legislation
- Promoting membership of international transport organisations
- Developing and encouraging implementation of transit agreements.

It was always recognised that positive results from the project would take some time to be realised due to the inherent lead times in changing legislation. This has been compounded by economic difficulties in many countries that resulted in transport legislation not being prioritised. However, many of the countries involved in the project have now joined the recommended international Conventions, such as TIR, become members of international organisations such as IRU and FIATA and some have used the model legislation in developing new road transport legislation.

There were two Road Transport Services Project, one for the Caucasus and the other for Central Asia. The projects in 1996-7 were intended to:

- Study the levels of activity in the trucking industry and relevant ownership
- Evaluate the structure and capabilities of the supplies industry
- Enter into contract with potential enterprises and entrants to the industry to mount pilot projects
- Formulate regulatory controls, such as licensing and certification
- Conduct seminars and tours
- Establish business linkages across the region.

A summary of the position of the TIR and ADR situation in all the TRACECA countries, including the three (Moldova, Mongolia and Ukraine) that were not involved in the previous TRACECA region legal project is provided in the table on the following page:

Table 2: A summary of the TIR and ADR situation in the TRACECA region as at December 1999:

Country	G'tee Assoc	Carnet Issue since	Contracting Party since	Int. System since	G'tee since	ADR action to date
Armenia	AIRCA	Not yet	June 94	Not yet	None	
Azerbaijan	ABADA	Nov. 97	Aug. 97	Nov. 97	None	
Georgia	GIRCA	Nov. 95	Sept. 94	Nov. 95	None	
Kazakhstan	KAZATO	Mar. 96	Jan. 96	Mar. 96	None	
Kyrgyzstan	Kyrgyz AIA	Not yet	Oct. 98	Not yet	None	
Moldova	AITA	Mar. 94	Nov. 93	Mar. 97	None	
Mongolia	Not yet	Not yet	Not yet	Not yet	None	
Tadjikistan	ABBAT	Not yet	Mar. 97	Not yet	None	
Turkmenistan	THADA	Not yet	Mar. 97	Not yet	None	
Ukraine	ASMAP	April 95	Sept. 91	April 95	None	
Uzbekistan	AIRCUZ	Dec. 96	Mar. 96	Dec. 96	None	

The road transport industry was significantly different in each region and this resulted in different focuses between the projects. In the Caucasus project, the emphasis was particularly on establishing linkages with European manufacturers to enable transporters to have access to modern equipment, whereas in Central Asia the emphasis was on development of skills, particularly training. That project provided professional training for transport operators in the form of CPC courses that are still be provided today by local trainers in Uzbekistan.

The Trade Facilitation project in 1996-7 was designed to harmonise documentation and simplify customs procedures by:

- Collating currently used international trade documentation
- Proposing simplified systems and improving co-operation between Customs and freight forwarders
- Investigating the introduction of EDI in the trade facilitation environment
- Analysing the principle surface control points and common problems
- Providing assistance in creating trade and freight forwarding associations

The project, again by its nature, was expected to have a longer term implementation profile because of the need for changes in legislation, particularly Customs Codexes. There has been progress on harmonisation of customs documentation and procedures and increased use of EDI systems including ASYCUDA and SafeTIR.

The specific aspects that this project progresses from these three previous projects are:

- Legislation in respect of operator licensing, initially covered within the Legal Framework and Road Transport projects

- Legislation in respect of dangerous goods by roads, initially covered within Legal Framework project
- Training for road transport operators in professional competency, initially covered within the Road Transport Services (Central Asia) project
- Implementation of international Conventions, initially covered by the Legal Framework and Trade Facilitation projects
- Increased use of EDI in Customs environment, initially covered by the Trade Facilitation Project.

In addition, several international and road specific agreements have been signed that have the objective of developing the road transport opportunities within the region. The main agreements are as follows:

- Multi-Lateral Agreement, developed by The European Commission
- ECO Transit Transport Agreement, developed by UNCTAD
- Transport Union Agreement being proposed by the Integration Committee
- Consent Policy in Transport and Communication being proposed by the Interstate Council
- Interstate Transport Agreement being proposed by the CIS Executive Secretariat
- Customs Collaboration Agreement
- Sarakhs Agreement on Transit Conveyances.

The TRACECA Multi-Lateral Agreement has been developed by the European Commission, the objective of which is to facilitate the transport and trade by harmonisation of regulations. Development of a Joint Commission to implement this Agreement is the subject of a current project. Links between this project and other Tacis national projects, particularly on legislation and development of Ministries of Transport, are being established.

3.2 Project Goals and Objectives

Module A:

Objective:

to assist the TRACECA countries to create the most favourable conditions for road transport in terms of economic operations in line with current UN/ECE and EU standards.

This is to be achieved by ensuring each country has a suitably equipped vocational road transport training centre and instructors in each country trained to provide courses in:

- Internationally-recognised road transport Certificate of Professional Competency (CPC)
- Transportation of dangerous goods under ADR Agreement
- Customs procedures, including TIR and SafeTIR

To ensure the sustainability of either full or part time Training Centres it is necessary for the project to provide:

- Experienced managers for the Centre
- Trained trainers with proven expertise by successfully passing an exam
- Course curricula and course material meeting international standards
- A realistic business plan to create the basis for a sustainable training centre
- Examinations that comply with international standards
- access to international co-operation, including amongst others the IRU Academy.

Although the goal of this module is to create a single vocational training centre in the eleven countries, it does not necessarily infer that the selected training centre should be the only one. Under this project, it should be seen as a model for other training centres capable of running training programmes for the road transport sector. It is recognised however that in the countries with a relatively small road transport sector or few individual operators that a single centre with the capability of providing external courses around the country may be the optimum solution.

To support the need for increased professionalism within the road transport haulage industry, it is accepted that changes in national road transport legislation may be necessary in respect of operator licensing. The project will propose and assist in the implementation of drafting of appropriate model and actual legislation and the implementation priorities so as to introduce qualification standards for operators in co-operation with the relevant Ministries responsible for drafting such legislation.

Module B:

Objective:

to set up the basic elements to assist in the adherence to the TIR Convention and the ADR Agreement by:

- Assessing the current situation on contracting to these agreements and the necessary legal steps towards implementation
- Assessing the ability of the respective Transport Associations and Customs to implement TIR in the non-implementing countries and assisting in that implementation process
- Training of Customs and Guaranteeing Associations in SafeTIR.

The goals for this module is that all the TRACECA countries should either have fully implemented TIR, ADR and SafeTIR or are in the process of doing so by the completion of the project. The situation varies in each country and therefore the rate of progress on achievement of these goals nationally will vary.

Module C:

Objective:

to promote the efficient operation and enforcement of the TIR system by the provision of equipment to Customs Offices of Destination.

This will enhance the ability of national Customs to collect information more rapidly from the points of loading and discharge of TIR cargoes by using electronic data transfer, instead of the current reliance on the physical collection of the vouchers. This information can then be transmitted directly or via the Guaranteeing Association to the IRU in Geneva, thus improving the control of TIR and clearing the bond earlier or identifying irregularities at an earlier stage than is possible by relying on receipt of the used carnet.

The goal is increased national coverage using either computers or faxes in those countries that have tripartite agreements between Customs, the Guaranteeing Association and the IRU implementing SafeTIR.

3.3 Project Approach

The overall project approach has not substantially changed from that in the proposal methodology Section B4 and B6.

The following section describes the overall approach and identifies any changes between the proposed approach and that indicated in either the ToR or the Proposal.

Module A:

The proposed approach is as follows:

- Inception Visit – to present the project to relevant organisations, establish contacts, appoint local specialists and the initial identification of transport law in respect of operator licensing and of potential training centres
- Preparation of Tender Dossier for International Open Tenders for Training Centre equipment and ADR training equipment
- Informal Consultation process in each country for comparison purposes with International Open Tenders to provide best value to the Client
- Assessment of Legal Base – to evaluate the transport law relating to operator licensing, discuss with legal specialists and present draft model laws incorporating the requirements for certification of operators as part of an operator licensing system
- Assessment of Training Centre – to evaluate and select one training centre in each country and establish its procurement needs in terms of equipment and possible refurbishing
- Training of Training Centre Management – to select two managers from each Centre for training in UK on Training Centre management, including the required organisational framework
- Selection of Trainers – to select 12 trainers in each country with the appropriate skills to instruct operators in CPC, ADR and Customs Procedures
- Development of Business Plans – to develop Business Plans to an agreed format to ensure the future sustainability of each of the Centres
- Equipping of the Centres – to supervise and procure equipment for each centre and refurbish classrooms, if necessary

- Delivery of Training Courses – to provide courses to trainers in each country to enable them to deliver national training courses in CPC, dangerous goods by road and Customs procedures
- Monitoring and Evaluation – to ensure that the courses are delivered to an international standard.

This is in line with the ToR and the Proposal with the following exceptions:

- The ToR proposed the option of a “kick-off” seminar. Due to the different interests of the parties involved, it was decided to conduct meetings with each organisation separately. The benefit of this approach was in being able to establish a closer relationship and understanding that those parties than would have been possible in a general forum. Some of the personnel were already known to the project team from previous projects
- The ToR did not specifically discuss in the procurement section the necessity to procure specialised training equipment necessary for delivery of ADR courses. The procurement strategy included in Appendix 4 discusses this and the need to make the recipients aware from the outset that items to be procured need to be prioritised. The recipients also need to be aware from the outset that not all the equipment on the original list may constitute the final equipment delivery
- The Proposal Methodology could be seen to infer that the approach to be used would be based on 5 separate Missions. Due to the significant difference between the situation in the various countries, the approach needs to be adjusted to reflect the different needs. It will now consist of a series of visits, mainly within the indicated Mission timeframes, that will undertake the work that was envisaged within each Mission. The benefit of this approach is that the tasks within each Mission can be undertaken concurrently, rather than consecutively, thus producing early results in some states, which may be looked upon by other states as models. This will result in the more effective use of specialists through the change in emphasis to some project elements. There will be more time spent by the Consultant in supporting those countries not yet ready for training delivery and the needs of each state will be understood more fully enabling the Consultant to tailor project activities to required needs
- The report on the legal framework operation and co-ordination was scheduled in the ToR for month 4 (target). For the reasons described in Section 2.2 and 3.6 this target date is considered to be too early to include all 11 countries. It is proposed that it will be included within the 1st Progress Report due in month 6. This will not effect the timing of the outputs relating to model legislation or delay the overall programme.

Module B:

The proposed approach is as follows:

- Confirmation of ADR/TIR status – to establish the current signatory status
- Assessment of the legal base – to establish the current situation on legislation in respect of TIR and the movement of dangerous goods by road

- Assistance in extending TIR – to assist the Governments, Trade Associations and the IRU in promoting and introducing TIR to the non-signatory states
- Assistance in extending SafeTIR – to assist Customs in extending the SafeTIR in the signatory states
- Assistance in implementing ADR – to assist in developing the appropriate legislation on dangerous goods by road that is compatible with the ADR Agreement.

This is in line with the ToR and the Proposal with the following exceptions:

- As in Module A, there was no “kick off” meeting as proposed in the ToR, but specific discussions were held with both Customs and the Trade/Guaranteeing Associations in respect of the current situation and the objectives of the Module
- The Report on the current situation on TIR has been included as Appendix 2 of this Inception Report, rather than as a separate report
- The training programme for Customs in respect of both TIR and SafeTIR is considered by IRU to be their responsibility as part of the implementation process. Some allowance is made for funding of IRU travel costs as per the ToR. The Consultant suggests that the project should only provide training to Customs as requested by either IRU or in response to requests by Customs with the agreement of IRU. This suggestion is viewed positively by the recipients in country.

Module C:

The proposed approach is as follows:

- Preparation of Tender Dossier for International Open Tenders for computer equipment supply and service
- Informal Consultation process in each country for comparison purposes with International Open Tenders to provide best value to the Client
- Prioritisation of Customs Offices of Destination – to agree the contents of a purchasing programme with priorities
- Purchase and installation of equipment – to manage and monitor the installation of equipment in the various locations.

This is in line with the ToR and the Proposal with the following exceptions:

- The TOR suggests a single purchasing programme whereas the proposed approach is that of a rolling programme following installation of SafeTIR within Central Customs and the Guaranteeing Association. This is expected to extend throughout the project period. IRU support this approach. Subject to the results of the discussions with the Takis Procurement Department, the reporting schedule therefore will need to be adjusted. If a rolling programme is agreed, it is proposed that a status report is included within each Progress Reports
- The TOR indicates a figure of \$12,000 per computer and a more powerful unit within Central Customs. This infers the provision of servers, rather than standard PCs. It has been agreed with the IRU that they will provide the servers from Geneva to both the

Central Customs and Guaranteeing Association as they are responsible for the security of the system. The project will concentrate on the provision of PCs and faxes for installation at the Offices of Destination

- The specifications for equipment in the ToR were a provisional list only and have now been revised and agreed with IRU. The agreed specifications are contained in Appendix 3
- The training element of the programme assumed training in CUTE and CUTWISE, which is the responsibility of the IRU as part of the SafeTIR installation process. The PCs at the Offices of Destination may be equipped with CUTE but this can be implemented by provision of user manuals.

Reports:

A number of the Tacis Co-ordination Units have advised that the proposed allocation of reports is excessive. Each CU has indicated its requirements and copies will be supplied accordingly. Many CUs requested e-mail copies as they have limited storage facilities in their offices.

Conclusions:

These alterations to the project approach are not significant, apart from the proposed changes in purchasing strategy, and are designed to enhance the achievement of the objectives and goals of the project based on information gained during the Inception Period.

3.4 Project Outputs

The results of the project will be as follows:

- Model transport legislation incorporating operator licensing criteria that includes the requirement for certification based on international standards of professionalism
- Vocational training centres for the road transport industry in each TRACECA country delivering transport operator and driver courses to an international standard and providing trained management and trainers in CPC, ADR and TIR
- Resources at each Training Centre, including course materials, examination papers and equipment to enable the effective delivery of the courses
- Increased TRACECA state adherence to and implementation of both the TIR Convention and the ADR Agreement
- Enhancement of SafeTIR in compliant countries to enable improved response times and the effectiveness of the control systems by extending the system to major Offices of Destination.

The only change to the results is in respect of Module C where the TOR indicated the results as being the creation of pilot working systems. IRU consider this to be their specific role and should not be undertaken by the project. This would move the emphasis of the project to the Offices of Destination as indicated in the ToR title of the Module. The associated problem is

one of server compliance, the system required by IRU is one reliant upon a 9 stage password protection compliant server.

There are three options for the project in this change in emphasis:

- Option 1 - IRU take responsibility in full
- Option 2 - The Consultant and IRU complete this element as a joint team
- Option 3 - The Consultant completes this element with non-compliant servers

The outcomes of each of these results are as follows:

- Option 1 – there is a saving in the project budget which can either be retained by Tacis or spent on more equipment in the Offices of Destination
- Option 2 – Tacis procurement rules will not be able to accept this compromise which will involve a supply of equipment to IRU in Geneva, then onward transit to the destination country. The period of onward transit is likely to be at the risk of the Consultant which is not an acceptable risk
- Option 3 – the Consultant purchases servers which can only talk to the Guaranteeing Associations, which will be required to relay information onward to IRU in Geneva through their password compliant servers. The anticipated problem is that Customs will be reluctant to use this method.

This issue will need to be resolved prior to the issuing of the tender notice for international procurement in February 2000.

3.5 Project Planning

The overall planning for the project has been described in Section 3.3 Project Approach with the relevant timings shown in Form 1.4. In summary, this is as follows:

Module A:

- | | |
|---|------------------------------|
| ▪ Inception Visits | Completed |
| ▪ Assessment of Legal Base | January 2000 – April 2000 |
| ▪ Preparation of Tender Dossiers | January 2000 |
| ▪ Client Approval of Tender Dossiers | January 2000 |
| ▪ Special Fund for Procurement | January 2000 |
| ▪ Informal Consultation Process in each country | January 2000 – February 2000 |
| ▪ Issuing of International Open Tenders | February 2000 |
| ▪ Evaluation of Tenders | April 2000 |
| ▪ Recommend award | May 2000 |
| ▪ Assessment of Training Institutes | February 2000 – May 2000 |
| ▪ Training of Managers in EU | June 2000 |
| ▪ Selection of Trainers | May 2000 – June 2000 |
| ▪ Development of Business Plans | May 2000 – November 2000 |
| ▪ Equipping of Centres | April 2000 – January 2001 |

- | | |
|--------------------------------|---------------------------|
| ▪ Delivery of Training Courses | June 2000 – January 2001 |
| ▪ Monitoring and Evaluation | January 2000 - March 2001 |

The extended timeframe on some of these tasks reflects a rolling programme of establishing the training centres throughout the region. Initial prioritisation will be on mobilising those countries with established Training Centres which may be able to deliver courses earlier within the overall programme. This may produce some issues regarding available budget with which to pay the training centre managers, and will be addressed again in the project Progress Report.

Module B:

- | | |
|-----------------------------------|--------------------------|
| ▪ Confirmation of ADR/TIR Status | January |
| ▪ Assessment of Legal Base | February - May |
| ▪ Assistance in extending TIR | March – January |
| ▪ Assistance in extending SafeTIR | February – February 2001 |
| ▪ Assistance in implementing ADR | May – January 2001 |

The extended timeframe on some tasks reflects the potential inherent delays anticipated in tasks that will involve changes in national legislation. The implications for the project are positive however and include:

- Logistics may be made easier
- Purchasing strategy may be able to be phased in

Module C:

- | | |
|--|-------------------------------|
| ▪ Preparation of Tender Dossiers | January 2000 |
| ▪ Client Approval of Tender Dossiers | January 2000 |
| ▪ Special Fund for Procurement | January 2000 |
| ▪ Informal Consultation Process in each country | January 2000 – February 2000 |
| ▪ Issuing of International Open Tenders | February 2000 |
| ▪ Evaluation of Tenders | April 2000 |
| ▪ Recommend award | May 2000 |
| ▪ Prioritisation of Customs Offices of Discharge | January 2000 - October 2000 |
| ▪ Purchase & Installation of Equipment | February 2000 – February 2001 |

The extended timeframe on some tasks reflects the rolling programme of implementation of SafeTIR as states come “on-stream”.

The Inception Visits were principally to present the project to relevant organisations, establish contacts, appoint local specialists and the initial identification of transport law in respect of operator licensing and of potential training centres. However, the following tasks have also been undertaken:

Module A:

- Presentation of papers on CPC, ADR and TIR to Ministries of Transport
- Collection and translation of some legal texts
- Completion of Legal Questionnaires in all countries
- Pre-assessment of Training Centres in Georgia, Kazakhstan, Moldova, Mongolia, Ukraine and Uzbekistan.
- The Consultant is building a database of possible local suppliers of equipment in each country

Module B:

- Confirmation of ADR/TIR Status – None of the TRACECA countries are signatories to the ADR Agreement. Ukraine is the only country to submit an application in October 1999, but has yet to implement. Both Moldova and Ukraine have draft legislation being finalised with the objective of implementation in early 2000. The TIR situation is described in Appendix 2

Module C:

- Specification of equipment has been agreed with the IRU and is shown in Appendix 3
- The problems associated with its purchase and installation are discussed in section 3.4
- The Procurement Strategy is set out in Appendix 4.

In addition, the project has assisted in the formation of a Freight Forwarding Association in Armenia by attending the inaugural meeting and providing Articles of Association, Model Memorandums of Association and Bylaws.

3.6 Constraints, Risks and Assumptions

The following constraints have been encountered and appropriate action taken to resolve the situation:

- As some of the organisations seen were unfamiliar with the concept of operator licensing (CPC), hazardous chemical handling (ADR) and international transit systems (TIR), it was necessary to provide a brief overview note of each topic. Time has been taken to explain the terminology involved so as to establish an understanding issues and discussion has taken place on the potential approach towards changing the legislation
- Meetings with IRU, Customs and the Guaranting Associations generated conflicting information. Review meetings with IRU in Geneva and Moscow are programmed in December 1999 to clarify issues and ensure a continuing co-ordinated approach. The

timing of the introduction of TIR and SafeTIR to new countries will mainly be dictated by the IRU and the project can only provide a supporting and promotional role

- Some Customs Headquarter offices were difficult to access and organise meetings, despite ample notice, but these issues were overcome with the help of the Tacis CUs
- It was planned to provide the training in the EU for Training Centre Managers in English. However, the English language skills of some of the potential candidates will not be sufficient to participate in the training programme without interpretation. The Consultant may have interpreters available in the UK, but some interpreters may also have to be flown from the region for the course

The Risks and Assumptions contained within the ToR all remain relevant, though the level of risk varies significantly between countries. The risks associated with Module C relating to non-compliance is negligible as equipment is only being provided to the Offices of Destination. In practice, most Offices of Destination supply data to the Central Customs in CUTE-type format prepared manually so theoretically any modern PC with a modem or fax is suitable.

3.7 Planning for the Next Period

The Plans for the next period – Months 3-6/ January-March 2000 – in relation to the tasks in each Module is as follows:

Module A:

- Procurement Strategy
- Assessment of Legal Base
- Assessment of Training Centre

The Procurement Strategy is set out in Appendix 4.

Teams will visit the region throughout the next period with the following specific objectives:

- Finalisation and technical analysis of the questionnaires
- Legal discussions with representatives of the relevant Ministries on potential changes in national legislation and presentation of draft model legislation in relation to operator licensing criteria
- Assessment of Training Centres and agreement with Ministry of Transport and the Trade Associations on selection of the Training Centre to be the beneficiary of the project
- Identification of training equipment requirements
- Submission of quotations for refurbishment of classroom(s), where appropriate
- Translation of all training materials.

This work will be undertaken by the Project Manager, together with the legal and training specialists. All countries will be visited within the next period to ensure continued active involvement in each country.

Module B:

- Confirmation of ADR/TIR Status
- Assessment of Legal Base
- Assistance in extending TIR
- Assistance in extending SafeTIR

Teams will visit the region throughout the next period with the following specific objectives:

- Finalisation and technical analysis of the questionnaires
- Legal discussions with representatives of the relevant Ministries on potential changes in national legislation and presentation of draft model legislation in relation to the carriage of Dangerous Goods by Road
- Promotion of the TIR Convention to achieve initial contract signature and facilitate negotiations to implement the system so as to be able to issue carnets or operate SafeTIR
- Resolution of outstanding technical problems where SafeTIR has been provided.

This will be undertaken in combination with Module A with the Customs Specialist and a legal specialist with experience of ADR legislation. The IT Specialist may also be required to address some of the identified SafeTIR problems. Liaison meetings will be conducted with the IRU to ensure a co-ordinated programme with their specialists. It is expected that all countries, including Tadjikistan will be visited, depending on authorisation being received from the Task Officer.

Module C:

- Procurement Strategy
- Prioritisation of Customs Offices of Destination
- Purchase & Installation of Equipment

The Procurement Strategy is set out in Appendix 4.

Teams will visit the region throughout the next period with the following specific objectives:

- Agree the purchasing priorities
- Purchase and installation of equipment, subject to agreement of purchasing strategy.

This will be undertaken by the Project Manger and the Customs Specialist.

In addition, liaison meetings will be held with the Task Manager in Brussels, the TRACECA Co-ordination Units, Takis CUs, the Monitors and the IRU.

FORM 1.4 : OVERALL PLAN OF OPERATIONS

No	MAIN ACTIVITIES	TIME FRAME												INPUTS													
		1999						2000						2001		PERSONNEL	EQUIPMENT AND MATERIAL	OTHER									
		10	11	12	1	2	3	4	5	6	7	8	9	10	11				12	1	2	3	EC Consultant	Local Personnel			
		1	2	3	4	5	6	7	8	9	10	11	12	1	2	3											
2	<u>Module B</u>																										
	Calendar months	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3											
	Project months	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18								
2.1	Confirmation of ADR / TIR status					X																					
2.2	Assessment of legal base					X	X	X																			
2.3	Assistance in extending TIR					X	X			X							X										
2.4	Assistance in extending SafeTIR					X	X			X	X									X							
2.5	Assistance in implementing ADR						X	X		X																	
3	<u>Module C</u>																										
3.1	Procurement Plan			XX	XX																						
3.2	Prioritisation of Customs O/D			X									X														
3.3	Purchase & installation of equipment						X	X		X	X	X			X	X	X										
	Reports		X																								
	Project co-ordination	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX
		TOTAL																		610	1170						



FORM I.5: OVERALL OUTPUT PERFORMANCE PLAN

<p>Project title : TRACECA International Road Transport Transit Facilitation</p>	<p>Project number : TNREG 9802</p>	<p>Countries : Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Mongolia, Tadjikistan, Turkmenistan, Ukraine, Uzbekistan</p>	<p>Page : 1 of 1</p>
<p>Planning period : October 1999 – March 2001</p>	<p>Prepared on : December 1999</p>	<p>EC Consultant : Scott Wilson</p>	
Outputs	Agreed Objective Verifiable Indicators		
<p>Evaluation of existing legal framework Establishment of Road Transport Training Centres Provision of Business Plans for Training Centres Trained Course Administrators Trained Course Trainers Equipping the Centres with training materials Provision of CPC and ADR Courses Implementation of TIR Convention throughout region Implementation of ADR throughout the region Installation of SAFETIR Provision of SAFETIR related equipment to Customs</p>	<p>Legal Assessment Report Commissioned Training Centres Business Plan for each Centre Completion of Training Course in EU Completion of Training Courses in region Equipment installed at each Centre Courses completed, approved and monitored All countries signed and implemented TIR Convention All countries signed and implemented ADR All countries with TIR implement SAFETIR Internal network extended by communications equipment</p>	<p>Constraints and Assumptions Availability of legislation containing operator licensing Lack of existing specialised training centres Limited supporting data Finding suitable personnel Identifying suitable trainers Establishing dedicated training unit to retain equipment Potential longer term quality control Problems in establishing Guaranteeing Associations Government willingness to join and implement Use of SAFETIR as internal control system Availability of power at all Offices of Destination</p>	

Form 1.6. PLAN OF OPERATIONS FOR THE NEXT PERIOD (Work programme)

Project Title : TRACECA: International Road Transport Transit Facilitation Prepared on : January 2000 - March 2000		Project number : FNREG 9802		Countries : Armenia, Azerbaijan, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Mongolia, Tajikistan, Turkmenistan, Ukraine, Uzbekistan		Page : 1 of 1				
		Prepared on : December 1999		EC Consultant : Scott Wilson						
		Project objectives : To assist the eleven countries of the region to create the most favourable conditions for road transport in terms of economic operations in line with the current UN/ECE and EU standards.								
No	ACTIVITIES month	TIME FRAME						INPUTS		
		2000						PERSONNEL		EQUIPMENT AND MATERIAL
Project		January	February	March	6		man days			
		4	5					FC Consultant	Local Personnel	
1	Module A	xx	xx	xx	xx	xx	xx			
1.1	Procurement plan	xx	xx	xx	xx	xx	xx	50	40	
1.2	Assessment of legal base	x	x	x	x	x	x	50	100	
1.3	Assessment of training institutes	x	x	x	x	x	x	50	100	
1.4	Training of managers in EU									
1.5	Selection of trainers									
1.6	Development of business plans									
1.7	Equipping of centres									
1.8	Delivery of training courses									
1.9	Monitoring and evaluation									
1.10										
2	Module B									
2.1	Confirmation of ADR / TIR status	x						5	10	
2.2	Assessment of legal base		x	x	x	x	x	15	100	
2.3	Assistance in extending TIR							10	35	
2.4	Assistance in extending Safe TIR							20	50	
2.5	Assistance in implementing ADR									
3	Module C									
3.1	Procurement plan	x	x	x	x	x	x	21	40	
3.2	Prioritisation of Customs O/D							5		
3.3	Purchase & installation of equipment							10	50	
	Project co-ordination	xx	xx	xx	xx	xx	xx	50		
TOTAL								286	525	

APPENDIX

1

TRAINING ESTABLISHMENTS TO BE EVALUATED

Armenia	Road Transport Engineering Department of the Technical University
	The Transport Faculty at the Yerevan University
Azerbaijan	Azerautonaghiyyat
	Technical Training Centre for Engineers
	The Technical University
Georgia	Transport Consulting and Training Centre (TC&TC)
	Transport of the Technical University Faculty
	State Customs Academy
Kazakhstan	KAZATO
	Scientific Research Institute of Road Transport (AO NIAT),
	Ministry of Transport
Kyrgyzstan	Kyrgyz Technical University (KTU)
	Kyrgyz AIA
	Automobile College
Moldova	Centre for Training International Road Operators
	Technical University of Moldova
Mongolia	Mongolian Technical University
	Ministry of Infrastructure Development
Tadjikistan	ABBAT
Turkmenistan	Ministry of Motor Transport Training Centre
Ukraine	ASMAP Training Centre
	Ukrinteravtoservice Training Centre

	Ukraine State Road Transport Research Institute
Uzbekistan	AIRCUZ
	TADI

APPENDIX***2******TIR/SAFETIR SITUATION REPORT***

The following is a summary of the current situation in the TRACECA region in respect of the implementation of TIR and SafeTIR. The information is based in interviews with Ministries of Transport, State Customs and Trade Associations in each country, as well as from the International Road Transport Union (IRU) in Geneva. Whilst the information from some of the parties does not exactly correlate, it reflects the general situation and indicates the initial programme to be undertaken under Modules B and C in respect of TIR. Further discussions will be needed with the IRU and ASYCUDA to determine the precise action required by them.

Armenia

Armenia became a contracting party to the TIR Convention in June 1994. The Armenian International Road Carriers Association (AIRCA) has been established as a national Guaranteeing Association for the issuing of carnets but the organisational structure, office location and funding, has still to be established. At this time it remains an integral part of the Ministry of Transport.

In May 1999 three persons from Customs visited the IRU in Geneva, where they were advised as to how the TIR system functioned.

There are no Armenian International Road Carriers operating under Armenian license plates. This is due to roadside delays that would occur in Georgia and the ban on Armenian vehicles in Azerbaijan (a lucrative market). A few Russian built vehicles were identified operating from Georgia and working from the branch offices of Armenian companies.

Customs currently discharge approximately 1,200 incoming loads under the TIR regime of which 80-90% are discharged at the Ararat Customs House in Yerevan. After clearance, the carnet is returned to the driver and IRU are only advised of the completion by the normal paper-based system.

Customs allow TIR traffic to be cleared at only 4 points – Yerevan, Gyumri, Vanadzor and Sisian. This would simplify the initial stages of implementation of SafeTIR, in due course. There are 11 Customs points – Offices of Destination – so a complex network would not be required. However, one of the main problems is the weak communication network. There was a proposal for a World Bank loan to establish a Customs Communication network by satellite

but this offer was rejected. An alternative system based on land-lines is being considered. Currently communication of data is by tapes conveyed in cars on a two-weekly rota basis.

Armenian Customs have implemented the ASYCUDA computerised clearance system and therefore the introduction of SafeTIR, in due course, should not present any significant technical problems.

Action Plan

The initial task is to facilitate the establishment of AIRCA as the Guaranteeing Association such that it can issue carnets. This should then allow Armenia to implement TIR. Only after that should the SafeTIR issues be addressed.

Meanwhile contact will be established with ASYCUDA to establish if such a joint approach would be possible in the future.

Azerbaijan

Azerbaijan has been a contracting party to the TIR Convention since August 1997 and has been issuing carnets since November 1997. A new agreement was signed in April 1998 between Customs, ABADA and the IRU to introduce SafeTIR but the system is not working due to technical difficulties.

The Azerbaijan International Road Carriers Association (ABADA) were given a server by the IRU in 1998. However, they have had communication problems in connecting with IRU, following an unsuccessful trial in March 1998. Some of the difficulties are connected to software problems and others to the violent voltage fluctuations experienced that seem to cause the computer to crash.

The Customs also have a server that has not been working since it was delivered in June 1999. Although the Head Inspector of Customs has been trained in Geneva, they claim it is ABADA that have control of it and the password access. It would appear that there may also be a software problem with CUTE. They expect to have to report to ABADA for transmission of all data to Geneva rather than to deliver the data direct using CUTE.

Customs have 10 fax machines (provided with the help of IRU) at the main points of discharge (there are 12 points of discharge out of 14 points in all) and receive daily reports of cleared TIR deliveries. These are filed in date order but no further action is taken with them or the information they contain.

Main points of discharge are:

Baku	60-70%
Sumgayit	15%
Eulakh	10%
Gyanginski	5%
Tovuzski	5%

In addition, a few are discharged in Ali-Bairamu and Bolokanski. They clear 2,000 to 3,000 TIR each year and have been advised by IRU that an average of up to 30 a month may be easier to deal with by fax.

Action Plan

The initial task is to attempt to resolve the current transmission problems. This may be possible with a voltage regulator and UPS but further IRU technical assistance appears necessary. Following the stabilisation of the system, it could be that the in-feeds from the Offices of Destination could be enhanced by the provision of additional equipment.

Georgia

Georgia has been a contracting party to the TIR Convention since September 1994 and has been issuing carnets since November 1995. Negotiations were commenced in 1998 on the potential implementation of SafeTIR, but it is not yet fully operational.

The Georgian Road Carriers Association (GIRCA) has installed a computer provided by IRU in 1996. An operator was given additional training in its use in Geneva in December 1998.

Since 1996, a total of 2,000 carnets have been issued and recorded to Geneva at an average of 40-60 per month. On discharge of the load abroad the driver returns with the TIR carnet to GIRCA, who then notify Geneva by computer communication. Since 1st October 1999 transmission from GIRCA to IRU has been daily. Only national carnets are recorded due to lack of data from Customs in respect of other carnets.

Customs do not appear to have agreed to implement TIR but do not impede the process. Customs do not have a computer for SafeTIR.

Customs do not seem to be involved in inbound TIR cargo in that they treat all cargo the same, issuing their own transit or destination certificate at the border. This is cleared at the Customs Office of Destination. They claim not to break the TIR seal but escort vehicles in convoy to destination at a fee of \$10 per truck. TIR vehicles are in theory exempt from payment but failure to pay can result in delay (such as 5 days from Germany to Georgia and a further 4 days from Georgia to Armenia).

Inbound cargo on Turkish vehicles is about 30,000 vehicles a year of which 15,000 are TIR. Inbound on Bulgarian vehicles is about 500 a year of which 450 are TIR.

The problems of installing computerised systems within the Customs environment are demonstrated by the delayed implementation of the ASYCUDA system, compounded by high staff turnover. Similar difficulties are probable with SafeTIR, despite the system being relatively simple to operate.

Action Plan

The initial action plan is to examine with Customs as to how data can be transmitted to GIRCA and then re-open negotiation on SafeTIR. It is not intended to purchase any equipment until the position in Central Customs is clarified. It should be noted that were Customs to agree to communicate all TIR detail to GIRCA, then the computer (server) needed by Customs would not need to be installed and password protected by the IRU.

Kazakhstan

Kazakhstan has been a contracting party to the TIR Convention since January 1996 and has been issuing carnets since March 1996. Unfortunately, due to irregularities at the Guaranteeing Association – the Union of International Road Carriers of the Republic of Kazakhstan (KAZATO) - they were suspended, by the IRU. The difficulties have now been resolved and a new management is in charge, so they are again issuing carnets. A new agreement was signed between the Customs, KAZATO and IRU in December 1998 to introduce SafeTIR.

KAZATO is in direct communication with IRU Geneva working on Cute and Cutewise on a server provided by IRU.

Customs Headquarters is now located in Astana, rather than Almaty. This may present some problems in that Almaty is the commercial centre where most TIR movements occur, whereas Astana is the administrative capital. No server has yet been delivered for Customs, but it has been established that one should be delivered in November 1999.

The concept of computers being located at the main Offices of Discharge is understood, and Customs will provide a definitive list of Customs Offices of Discharge as soon as possible. It is likely to be similar to the detail in the ToR but will include 4 border points with China where 70% of TIR cargoes are discharged as road vehicles are limited to transit 3 miles either side of the border. Customs currently use fax machines at the main border points of transit for communication with headquarters in Astana.

Action Plan

The initial action plan is to monitor the installation of SafeTIR within Customs and ensure its implementation with test transmissions. Purchasing of additional equipment will only proceed when the system is working with quality transmissions. This should be achieved early 2000.

Kyrgyzstan

The TIR situation in Kyrgyzstan is somewhat confused. Unfortunately the key Government representative was not available during the Inception visit in order to clarify the situation. It is believed that while they are signatories to the Convention they have not implemented it. Kyrgyzintrans who are the International Road Carriers Association (Kyrgyz AIA) confirmed slow progress was being made on implementing TIR and were in correspondence with IRU, but some issues remain unresolved. Customs also seemed uncertain of their requirements.

The Secretary General signed the TIR Deed of Engagement in July 1999 and the "Rules" were signed in January 1999. Insurance issues are still being resolved. It should be noted that Kyrgyz transporters have been using carnets issued under an arrangement with ASMAP in Moscow. As a result they are experienced in TIR and implementation delays have not affected trade.

Customs want a computer system operating at the 8 major Customs posts and preferably all 15 posts. Initial indications are that the larger offices should have computers and the others should have faxes, as the lower volume offices will not justify computers. It will be important to clarify that SafeTIR is not an internal control system but is principally for external control, though other countries have installed add-on packages for internal systems.

Action Plan

The initial task is to facilitate the final arrangements so that the Convention is implemented and carnets can be issued directly by Kyrgyz AIA. Following this, negotiations should commence to install SafeTIR, possibly with a pilot Customs office in Bishkek.

Moldova

Moldova has been a contracting party to the TIR Convention since November 1993 and has been issuing carnets since 1994. A new agreement was signed between the Customs Control Department, AITA and IRU in April 1999 to introduce SafeTIR. An addendum defining the details for the national telematic network has also been endorsed.

Computers have been installed at the Guaranteeing Association (AITA) and Central Customs with CUTE. Customs have placed computers in the 9 regional offices and 8 other Offices of Destination and the system is therefore fully implemented nation-wide. Current volumes are around 10,000 transmissions per year with an average transmission period of only 11 days.

Central Customs relay the information to AITA for transmission to the IRU in CUTE-type format but not using CUTE, so AITA have to adjust before sending to Geneva. Customs, with AITA, operate an internal certification system for transit between the border and the Office of Destination that duplicates the TIR, but is considered to give greater control nationally. As a result, there is substantially more data being transmitted between the Offices of Destination,

Customs and AITA. AITA have therefore upgraded to a 512mb server but Customs still have the original 64mb server which is now considered too small because of the extra data. As the system control of SafeTIR is the responsibility of IRU, AITA are unable to reconfigure their new server and therefore have to download from their server into the old server to transmit to Geneva. The IRU may wish it to stay that way.

Action Plan

The next task is to examine with IRU the potential options to reconfigure the AITA server and provide a larger configured server to the Central Customs.

Mongolia

Mongolia is not a contracting party to the TIR Convention. The Minister of Foreign Affairs indicated in 1998 his commitment to joining the Convention as part of the membership of the World Customs Organisation. No negotiations have yet commenced with the IRU.

Discussions suggest that the Government will agree to sign the Convention but the main problem is expected to be the lack of a Guaranteeing Association. At this stage there is limited international transport, there are only 15,000 transits per annum, and few large transport companies.

The Customs have a national volet system similar to TIR for international traffic and therefore operational implementation of TIR should not present problems. They have ASYCUDA operational with a transit module, so later implementation of SafeTIR should also not be difficult.

Action Plan

The next task of the project will be to assist in establishing a Transport Association that can later be developed into a Guaranteeing Association. Given the undeveloped state of the industry this will not be easy and will require the active support of the Ministry of Transport and IRU. The project has agreed to provide support materials on forming a Transport Association. In addition, it is considered that direct negotiations between the Government and IRU should be promoted.

Tadjikistan

Tadjikistan has been a contracting member to the TIR Convention since March 1997 but it has never been implemented. The Tadjik Association of International Carriers (ABBAT) became an IRU member in 1996.

Due to the current problem of access for the Consultant's personnel on Taxis projects, representatives were brought to Almaty, although direct access with all parties was not therefore possible. It was indicated that an agreement on SafeTIR should be signed between Customs and ABBAT by end November 1999. However, since Tadjikistan is not an implementing party any decision regarding the implementation of SafeTIR is a decision for the IRU.

There is ongoing correspondence between IRU and ABBAT who are waiting to find out what else they need to do to comply in order to issue carnets. It is clear that a visit to clarify outstanding issues is required to enable the TIR Convention to be implemented.

Action Plan

Permission is sought from the Task Manager to make a direct visit, if possible with an IRU representative, to recommence direct negotiations, subject to the security situation. An alternative strategy would be to arrange a meeting in either Tashkent, or Almaty.

Turkmenistan

Turkmenistan has been a contracting member to the TIR Convention since March 1997 but it has never been implemented. The Turkmen Association of International Road carriers (THADA) has been established as the Guarantee Association for TIR and an agreement has been signed between Customs, THADA and the IRU.

However, it remains to conclude a final agreement between IRU on TIR. Papers were sent to IRU in May 1999 and a response from IRU is still pending. One of the outstanding issues is the insurance aspect, which is also still pending with the State Insurance Company.

It is clearly necessary to attempt to resolve both the internal constraints in relation to insurance and external between IRU and THADA in order to implement TIR. Only when this has been completed should consideration be given to SafeTIR.

Action Plan

The initial programme is to identify all the outstanding internal and external issues and to promote active negotiations both within Turkmenistan and with the IRU. Preferably a visit with the IRU would assist in this process.

Ukraine

Ukraine has been a contracting party to the TIR Convention since September 1991 and has been issuing carnets since April 1995. A new agreement was signed between the Ukrainian Customs Service, AIRCU and IRU in November 1997 to introduce SafeTIR. Transmissions commenced in May 1998.

Computers have been installed at the Guaranteeing Association (AIRCUCU) and Central Customs with CUTE. The IRU, through AIRUCU, provided \$100,000 of funding for installing the system and all 57 main Customs offices have computers and transmit data back to Central Customs so that the system is therefore fully implemented nation-wide. Current volumes are around 175,000 transmissions per year making it the third largest country in terms of transmissions after Russia and Germany. The average transmission period is only 9 days with a 1% missing rate.

Central Customs relay the information to AIRUCU daily for transmission to the IRU in CUTE-type format and AIRUCU have to adjust to CUTE-format before sending to Geneva. From May 1999 an additional new internal control system has been developed. The consignee fills in a document of preliminary information, which is given a number and logged in the Customs central computer. When the truck arrives at the border the driver gives the number and the border Customs extract and print two copies. Both are stamped by Customs and driver retains one copy. This provides proof that shipment has crossed the border and works as an independent control system. As a result, there is substantially more data being transmitted between the Offices of Destination, Customs and AIRUCU. Experience on the Taxis CBC Programme indicates that this system results in delays at the border because the consignee has not entered the necessary data at his local office in time and the truck cannot cross unless it is entered with a number in the system.

Delays can occur between the 175 points of discharge and the 57 offices as the information is transferred from one to the other by means of the stamped vouchers, i.e. a paper-based system. If more offices were connected then the information flow would be faster. Customs are also keen to have more information on TIR movements and be able to obtain information direct from IRU. They do not have CUTEWISE and possibly this would enable them to undertake this interrogation requirement.

Action Plan

Ukrainian Customs Service agreed to supply the project team with a SafeTIR Development Plan in December 1999 listing both purchasing requirements and priorities to enable a phased implementation programme. This will include connection some of the 175 points of discharge by computer and others by fax.

Uzbekistan

Uzbekistan has been a contracting party to the TIR Convention since March 1996 and has been issuing carnets since December 1996. SafeTIR has not yet been introduced although computer equipment was provided by the IRU for transmission to start.

A suitable server was provided by the IRU to AIRUCUZ, the Uzbekistan Guaranteeing Association, but no transmissions have been undertaken. AIRUCUZ advised that the hard drive had been damaged but that it was sent to Geneva for repair and is ready for collection. It was to have been collected in November 1999.

The issues that need to be resolved stem from a Decree from the President requires Customs to operate a system that keeps control of all cargo movements at the borders. They give a foreign driver a route and 72 hours to get to where the load is to be discharged and then having discharged, a further time to exit the country. Customs considered that SafeTIR would provide national control of such movements by connecting border posts with regional and central Customs. It has been explained that this is not the primary objective of SafeTIR, though it can run in parallel with a national system as in Moldova and Ukraine.

Uzbekistan Customs have relevant experience of computers and therefore the introduction of SafeTIR should not present technical difficulties. An initial task would appear to reaffirm the role of SafeTIR as exclusive to the recording of TIR movements originating in or leaving the country and that it is not used for transit traffic or to control movements within a country. However, additional programmes could be developed to provide such functions.

Action Plan

The initial task is to check that servers with CUTE are established in both Central Customs and AIRCUZ and to support test transmissions. The role of SafeTIR needs to be clarified with all parties and the options to extend the system initially to main Offices of Destination should be examined.

Conclusion:

It can be seen that the proposed action consists of the following five-stage phased programme:

1. Promotion of the TIR Convention to achieve initial contract signature – (Armenia, Mongolia)
2. Negotiations to implementation of system to be able to issue carnets – (Kyrgyzstan, Tadjikistan, Turkmenistan)
3. Negotiations to implement SafeTIR – (Georgia)
4. Resolution of outstanding technical problems where SafeTIR has been provided – (Azerbaijan, Kazakhstan, Uzbekistan)
5. Extension of SafeTIR by purchasing of new equipment – (Moldova, Ukraine).

It is expected that during the project that each country will gradually progress towards Stage 5.

APPENDIX

3

EQUIPMENT SPECIFICATION FOR PROCUREMENT

Module A:

The following is an indicative list of equipment for each Training Centre:

Photocopier	Fax	Video
TV set	Overhead Projector	Screen
Flip Chart	2 PCs	Printers
Software	Classroom Furniture	Refurbishment of Rooms
Accessories	ADR training materials	

An indicative list of equipment for ADR Training Courses is currently being prepared, and is likely to include hard hats, breathing equipment and protective clothing.

Module C:

The following specification has been agreed with the SafeTIR Department of the IRU in Geneva. Any PCs supplied under Module C will conform to the specification below for standalone PC's.

1. Hardware Platform:

PC:	Pentium II 450 Mhz 128 Mb Memory 10 Gb Disc Drive CD-ROM Floppy Disc Drive Graphic Card/Colour Monitor Keyboard/Mouse
UPS:	300VA U.P.S. (Power Input - Country dependant)
MODEM:	External Analogue Modem 19.2 baud or greater (Local Telecom dependent)
PRINTER:	Ink Jet Printer & Cable (Epson Stylus 740 or equivalent).

2. Operating Platform:

NT Workstation (Version 4) – Includes Remote Access Services
SQL Server (Desktop licence) Version 7.0
Drivers for all hardware above

3. Application Software:

CUTE software, to be supplied by IRU

To Enter and Transmit TIR information at destination/termination points

4. Delivery, Installation and Commissioning :

The costs should include the Delivery, Installation and Commissioning of all the Hardware and Operating Platform Components.

5. On Going Maintenance:

The costs should also include on going on site maintenance for both the Hardware and Operating Platform Components

General:

The Recipients should be aware that these lists are only indicative lists at this time, and inclusion of any or all items in tender documents does not imply that these items will be included in the final procurement package for each TRACECA state.

Appendix

4

Procurement Strategy

There are essentially two procurement elements for this project:

- Module A: equipment for training centres, including ADR training equipment
- Module C: equipment for Customs Offices of Discharge

A number of issues and potential problems are envisaged in procuring the necessary equipment for this multi-country project, which were raised with the EC Task Officer and Tacis Procurement Unit in October 1999. The Consultant has not yet received a response to the discussion document, although it is our understanding that an Open Call for Tender according to Tacis Procurement Guidelines is the preferred option of the Client. The main issues raised in the document are as follows;

- Tacis procurement rules do not differentiate between national and multi-national programmes in terms of contract valuations
- the multi-country nature of this project may produce major practical problems and significantly reduce the value of the technical assistance to the intended beneficiaries
- using an international supplier may significantly raise costs, involve compliance problems or delay implementation
- there may be no after-sales guarantees or maintenance in all countries, which may result in a single purchase order with a single delivery.
- the need for a supplier to provide maintenance, -service and back-up for computer equipment

Although the equipment required for each of the eleven Training Centres is straightforward, the fact that each centre is located in a different country has meant that the normal criteria for scoping bid packages has had to be reviewed. Whilst the Consultant believes that to let separate contracts based on homogeneity of equipment for training centres and computer equipment would make the contract values unattractive, even given the logistical difficulties associated with supplying, installing and supporting comparatively low value items in eleven countries, the Consultant recommends that there are three separate Calls for Open Tender in accordance with Tacis Procurement Guidelines as follows:

- Tender Dossier 1: Training Centre Equipment
- Tender Dossier 2: ADR Training Equipment
- Tender Dossier 3: Computer Equipment

The tender documents will include the evaluation criteria, an important element of which will be access to support for the computer equipment and peripherals, and the requirement for phased deliveries in line with the programme to bring centres on stream consecutively.

Whilst the Consultant believes that there may be a satisfactory response to such Open Calls for Tender, we have some reservations, based on the logistical difficulties associated with supply and service conditions in an 11 country region, as to whether the bids received will offer best value for money, as suppliers will necessarily have to price the costs and risks associated with delivery, installation and support over a very wide international area.

To address these concerns, the Consultant recommends that consideration be given to undertaking an Informal Consultation in each country for the training centre equipment and computer equipment as separate packages. The Informal Consultation procedure, which is applicable for values of less than 50,000.00 Euro, will enable the Consultant to offer the Client the benefit of a comparison to international tenders. However, the Consultant is aware that the Informal Consultation process will only be of benefit if bids are received in each of the 11 TRACECA states and can be seen collectively to be more beneficial than the Open Tender.

It is suggested that the Informal Consultation could be conducted during the next round of visits in January and February 2000, and will be undertaken with the intention of securing at least 3 compliant quotations. The Consultant recommends that the Informal Consultation be run in parallel with the Call for Open Tenders to ensure that the overall project timetable is maintained. This process can be run with minimal impact upon the current commitments of the project team because the tender dossiers prepared for the Open Tenders can be easily modified for the Informal Consultation.

If the Informal Consultation is run subsequent to the Call for Open Tenders, the project timetable will be put back by approximately 3 months

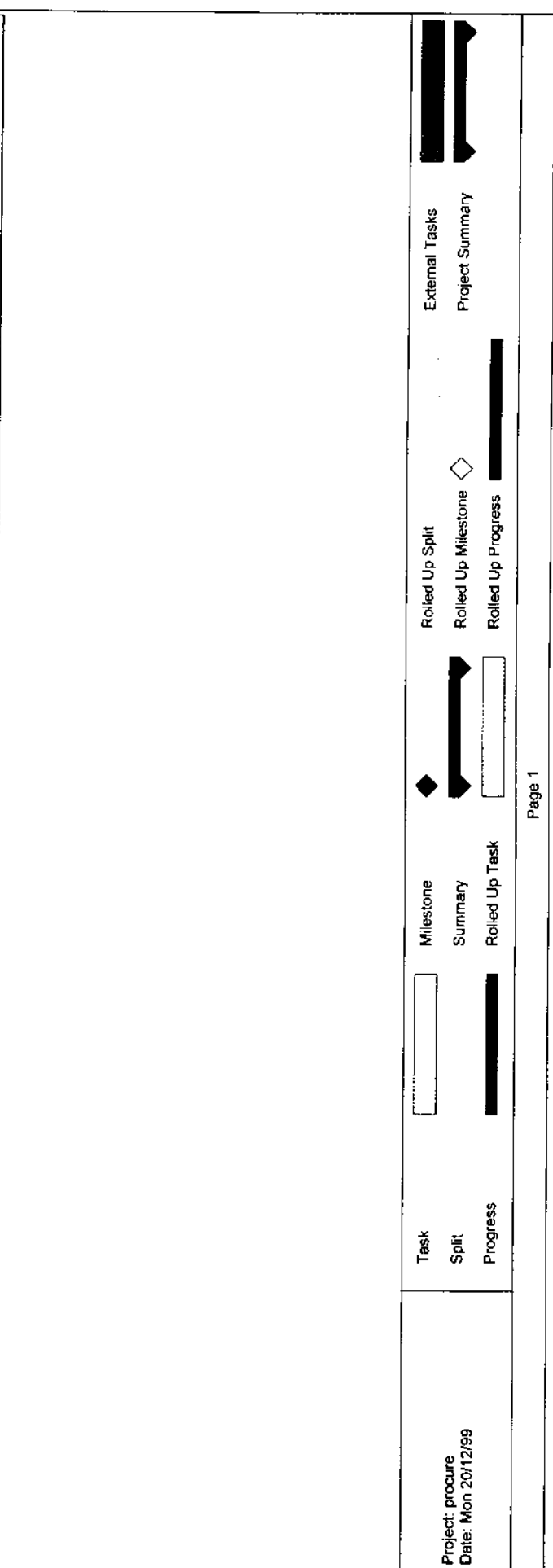
The Consultant will require the approval of the Client by January 2000 to go ahead with this Consultation process.

The Special Fund for Procurement will need to be set up in January 2000.

The intended programme for the procurement exercise is shown on the following page.

An indicative list of equipment for SafeTIR and the training centres is provided in Appendix 3. A list of equipment for ADR training materials is currently being prepared. The Recipients should be aware that these lists are only indicative lists at this time, and inclusion of any or all items in tender documents does not imply that these items will be included in the final procurement package for each TRACECA state.

ID	Task Name	10/01	17/01	24/01	31/01	07/02	14/02	21/02	28/02	06/03	13/03	20/03	27/03	03/04	10/04	17/04	24/04	01/05	08/05	15/05	22/05	29/05	
1	Procurement Strategy Plan Approved by Client																						
2	Set up Special Fund for Procurement																						
3	Prepare Tender Dossier for Open Tender																						
4	Approval from Client for Informal Consultation																						
5	Client approval for Tender Notices																						
6	Advise Open Tenders in Official Journal of the EC																						
7	Conduct Informal Consultation																						
8	Receive and Evaluate Informal Consultation																						
9	Bidding Period for Open Tender																						
10	Receive and Evaluate Bids																						
11	Compare Open Tender Bids with Informal Consultations																						
12	Issue procurement recommendations to Client																						
13	Approval from Client for procurement recommendations																						
14	Award Contract																						
15	Approve Delivery Schedule																						
16																							



Project: procure
Date: Mon 20/12/99

Task
Split
Progress

Milestone
Summary
Rolled Up Task

External Tasks
Project Summary
Rolled Up Split
Rolled Up Milestone
Rolled Up Progress

Appendix

5

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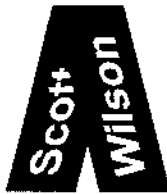


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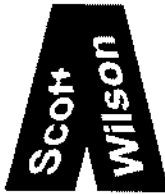


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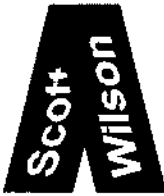


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