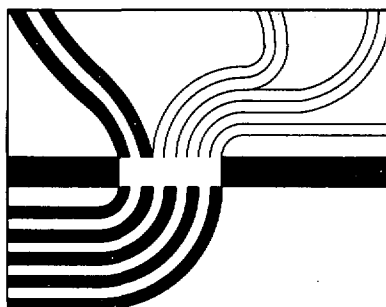


COMMISSION OF THE EUROPEAN COMMUNITIES

**Experts report
on difficulties encountered
in international road,
rail and inland
waterway transport**

April 1982



P R E F A C E

At the Council meeting of 26 March 1981, the Transport Ministers twice discussed the question of the facilitation of the crossing of frontiers. In the first place, this question was included among the ten priorities in the programme of priorities adopted for the period 1981-1983. In the second place, the Council requested the Commission to submit a report on waiting times at frontier crossing-points and possible ways of reducing them, taking into account necessary controls and the nature of the goods carried.

In November 1977 the Commission asked the Advisory Committee on Transport to investigate in detail possible ways of removing frontier barriers, and to give an opinion on the subject. The Committee's report on the basis of its investigations was finalized at the end of 1981. In addition to a detailed list of the various problems that arise at frontiers, and an analysis of these problems, the report contains a number of proposals for bringing about a considerable improvement at frontier crossing-points.

The overall approach followed by the Advisory Committee in its report provides a complete answer to the Council's request; in view of this the Commission thinks it useful to submit the report as it stands to the Council although it does not necessarily endorse all the suggestions and proposals made by the independent experts. However, the Commission believes that this detailed analysis of the problems can play a positive and constructive role in the Council's discussions concerning the draft Directive on the facilitation of formalities and inspections in respect of the carriage of goods between Member States that the Commission is submitting to the Council at the same time.

DIFFICULTIES ENCOUNTERED IN INTERNATIONAL TRAFFIC

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REPORT BY THE ADVISORY COMMITTEE ON TRANSPORT
ON DIFFICULTIES ENCOUNTERED IN INTERNATIONAL TRAFFIC

1. Introduction

1.1. Terms of reference

In a working paper of 3 November 1977 (VII/106/77), the Commission came to the general conclusion that, in spite of the fundamental progress made towards a Customs Union (1) there were still certain difficulties impeding international traffic between the Member States and to and from neighbouring non-Community countries.

In view of the current lack of economic integration at Community level - as witness the border controls relating to the carriage and flow of goods - the Commission regards the removal of the barriers and difficulties arising at borders as an urgent priority.

Against this background, and since one of the aims of the Treaty of Rome is integration, the Commission requested the Advisory Committee to make a detailed study of ways and means of removing frontier barriers and to provide answers in the form of in-depth analyses to the following questions :

1. What problems are encountered in international traffic ?
2. How significant is each barrier to international traffic ?
3. How should the Common Transport Policy's role and aims be shaped and, taking into account the different problems emerging from Question 1 above, what procedure should be followed in removing barriers ?

(1) The following should be mentioned in this connection :

- . Introduction of the Common Customs Tariff on 1 July 1968 (1 July 1977 for the United Kingdom, Denmark and Ireland).
- . Introduction on 1 January 1970 of a Community transit procedure whose provisions, dispersed in various Regulations adopted since then, were consolidated in 1976 in Council Regulation (EEC) No. 222/77 of 13 December 1976 and Commission Regulation (EEC) No. 223/77 of 22 December 1976 (OJ No. L 38 of 9 February 1977, pp. 1 and 20).
- . The advance entry into force of the Technical Annexes to the revised TIR Convention of 1975 and the new specimen TIR carnet in the Community by Council Regulation (EEC) No. 3237 of 21 December 1976 (OJ No. L 368 of 31 December 1976) and the approval of that Convention by the EEC in Council Regulation (EEC) No. 2112/78 of 25 July 1978.

However, the date of entry into force of the TIR Convention in the EEC has not yet been fixed.

1.2. Working method

To begin with, the Committee concentrated on the Commission's request for the fullest possible catalogue of existing barriers to international traffic. The Committee was asked to differentiate between problems arising from transport and those not arising directly from international freight transport.

In the course of this cataloguing exercise, the Committee discovered that it was difficult to formulate a generally comprehensible definition covering all frontier barriers. It did, however, note a number of disruptions, controls, examples of inadequate information, more or less opaque bureaucratic procedures and certain illogicalities in international traffic which impeded the crossing of frontiers, and which vary considerably from country to country and border post to border post and are sometimes attributable to transport-related factors and sometimes to causes outside transport.

In addition, certain types of inspection are carried out only at certain borders or border crossing-points.

In order to have a uniform basis for the study, the Committee agreed to use, as the basic criterion, the time spent at the border by vehicles crossing the border. In this, the Committee is following the line of thought of the Commission which regards the very fact of having to cross a border as a significant hindrance, in that it frustrates the efforts to reduce the "economic transport distance" (1) and hence has an adverse effect on transport costs and rates.

In fact, the number and variety of controls applied to road and inland waterway transport, and to some extent even to rail transport as a result of certain restrictions still cause frontier delays which impose on international traffic costs that contribute neither directly nor indirectly to the net product.

(1) The term "economic transport distance" covers all the cost factors arising in international transport as a result of the distances, time and, last but not least, administrative requirements involved.

In order to have some sort of basis on which to begin enquiries, the Committee therefore started from a principle that can hardly be disputed, namely that unnecessary costs should be avoided.

This guiding principle meant that it was possible - in the course of the investigations - to highlight the role of goods transport as an integrating factor, in accordance with the Commission's expectations in this respect. It is generally accepted that goods transport can make a greater contribution to the level of trade if the service is cheap (taking its total economic costs into account) and if the operation is completed without significant delays and hindrances. This includes cutting down the time spent at borders and avoiding other costs arising at border crossings.

With reference to the question as to what constitutes an appropriate transport policy, this basic approach led the Committee to relate existing border holdups to international traffic as a whole. After consulting the Commission, however, the Committee limited its investigations mainly to goods transport. On certain points it also considered international passenger transport by bus.

Nevertheless, it unanimously considered that the investigation should cover not only the border problems affecting the carriage of goods by road and rail (as originally envisaged) but also by inland waterway (including inland ports insofar as barriers originate there).

After a preliminary oral report, the Advisory Committee on Transport requested the Working Party to include border problems arising in ferry operations and in Ro/Ro traffic between the Community's island States. Any investigations required in this connection would have to be made afterwards.

2. Specific remarks on the definition of the term "frontier barrier"

In cataloguing the border problems, the Committee adopted as a guiding principle that a basic aim as regards international trade is that it should be subject to the same conditions in and for all Member States.

This objective entails not only facilitating the passage of goods across borders (e.g. by simplifying customs formalities), but also facilitating transport (e.g. concerning vehicles crossing the frontier, concerning crew members and concerning the accompanying documents). In this respect, promoting the international division of labour both within the European Community and as regards non-Community countries.

The Committee considered not only the question of improving the pre-requisites for further harmonization of transport matters and turnover-tax systems, but also the free movement of goods.

It seemed open to question, however, whether the Committee should develop its own views on the last point, which comes under the heading of facilitating trade. The Committee felt that, to begin with, it would be necessary to point out specific border problems arising in international trade only insofar as they related to and hampered transport. It supports the efforts to facilitate trade, e.g. by the international Chamber of Commerce in Paris, the general aim being to separate the customs treatment and inspection of goods from the actual transport operation, transferring these tasks to customs offices in the country of residence of the exporter or importer. This would allow vehicles to avoid frontier delays arising from customs and goods inspections, but would not rule out inspections to guarantee the security of trade, and the integration of transport.

2.1. Community and non-Community aspects

Particular mention should be made of the fact that the problems arising at borders with non-Community countries - mainly Austria, Switzerland and Yugoslavia (1) - are to be considered as well as those encountered at borders within the Community. In this connection, the following agreements are of relevance, particularly as regards the carriage of goods by road :

- Bilateral administrative agreements between Member States of the Community concerning transport.
- Bilateral agreements between Member States and non-Community countries.

The agreements concluded or planned between European railway companies could also create possibilities for simplifying frontier crossings for wagons, goods in transit or the requisite information.

(1) As a result of Greece's geographical location, special attention must be paid to relations with Yugoslavia. Further details are given in Annex A.

2.2. Delineating the problems

The Committee finally agreed to differentiate as follows between the various frontier barriers :

- (a) Frontier barriers arising from transport ;
- (b) Frontier barriers affecting the movement of goods, not arising directly from transport but hampering it ;
- (c) Frontier barriers affecting crew members.

This distinction is made throughout the report.

In the attempt to make the fullest possible catalogue of frontier problems a further differentiation was made entailing an examination of whether compulsory or optional checks were responsible for the barriers and whether these checks were necessary or not.

2.3. Source of difficulties

The Committee also felt it was important to differentiate between the barriers according to their sources and to raise the question whether and to what extent the barriers were caused by legislation adopted by Member States or at Community level.

Another related question is to what extent the operators themselves contribute towards frontier problems and whether they have done all in their power to prevent them. It may be possible for those concerned to do something to eliminate difficulties.

3. Scope for eliminating difficulties

As guiding principles for the complex task of sorting out the various proposals for eliminating border difficulties, the following three criteria were adopted :

- (a) Barriers can be dismantled by simplifying existing arrangements.
- (b) Barriers can be eased or dismantled by harmonizing conditions and provisions relating to international transport.
- (c) Barriers can be removed by means of appropriate measures taken by the Community, the Member States or the operators concerned.

4. Structure of the report

The report is divided into two parts :

- Part one describes the present situation as regards international freight traffic in the Community. Those aspects arising in connection with trade with non-Community countries are also mentioned. It should be pointed out here that this does not mean that frontier barriers to trade with non-Community countries will always be the same as those to intra-Community trade. There are, in fact, market differences, which should be taken into account if measures are envisaged.

- Part two covers possible ways of eliminating the difficulties and seeks to discuss the general and specific aspects of legislation or administrative measures which might be introduced at Community or national level, or measures which could be taken by operators to help international traffic flow more freely. An attempt is made to describe the practical effects of the various frontier barriers and to assign them levels of priority in the context of the Common Transport Policy.

Where it appears necessary to make the various questions easier to grasp, the report groups individual frontier barriers together if a generally comprehensible criterion is available.

PART I

Catalogue and analysis of frontier barriers

1. Present position

1.1. Extent of the problem

In order to give some idea of the extent of the problem, some figures on goods transport in the Community countries are shown below, by mode of transport and traffic link (see Table 1).

The figures are not complete where the United Kingdom, Denmark and Ireland are concerned, as the relevant statistics are not all available. Nevertheless, the following can be deduced :

- The volume of international road haulage within the Community has increased by leaps and bounds.
- Inland waterway vessels carry more goods than the railways.

Further interesting information is obtained by breaking down the international traffic of the Member States into intra-Community traffic and traffic with non-member countries.

Table 2 : Traffic trends in the Community (million tonnes) (1)

Mode of transport	Year	Traffic between Member States	Traffic to and from non-Community countries		
			Received	Sent	Total
ROAD	1965	35.4	6.6	6.9	13.5
	1976	121.5	20.7	23.0	43.7
INLAND WATERWAY	1965	114.5	2.9	10.5	13.4
	1976	178.7	4.7	12.6	17.3
RAIL	1965	66.3	13.5	19.4	32.9
	1976	75.7	26.9	28.6	55.5

(1) No figures were available for 1977 when this report was written.

Source : Statistical Office of the European Communities, Luxembourg and Brussels.

- The railways have achieved a dominant position in traffic to and from non-Community countries, but international road transport to and from non-Community countries is also growing.
- Whereas in 1965 the volume of goods transported in trade with non-Community countries amounted to only about a quarter of intra-Community trade, the proportion had changed by 1976. Trade with non-Community countries has now reached approximately one-third of intra-Community trade.

TABLE 1 : Goods transport involving the Community countries, by mode of transport and origin/destination (mill. t.)
(Excluding transit traffic involving no reloading)

Mode of transport	Country	National traffic					Received from abroad					Sent abroad				
		1965	1970	1975	1977	1978	1965	1970	1975	1977	1978	1965	1970	1975	1977	1978
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Rail	D	242	289	239	235	246	25	36	31	32	36	31	41	36	33	31
	F	187	192	170	163	163	18	20	18	20	20	30	33	26	26	25
	I	26	28	19	20	19	21	24	19	24	24	10	11	10	11	12
	NL	16	12	6	6	6	6	7	5	4	5	5	7	6	7	7
	B	41	41	31	30	33	14	16	11	11	12	8	13	12	13	14
	L	3	5	4	4	4	8	8	7	5	5	4	4	3	3	4
	UK	232	209	174	169	170			0	1	1			0	0	0
	IR DK			3 3	4 3	4 3			0 2	1 2	1 2			0 0	0 1	0 1
Road	D	1629	2113	2031	2159	2396	16	25	40	47	51	9	17	33	44	47
	F	1123	1432	1357	1385	1349	8	17	25	30	30	10	21	26	31	35
	I	743	877				3	6	10	14		4	7	11	15	
	NL	256	305	328	337	347	6	12	16	21	22	7	11	17	20	21
	B	216	299	314	292	301	7	14	23	31	35	9	21	30	35	36
	L	9	6	15	18	19				1	1	1	1	1	1	1
	UK		1610	1602	1422	1494		2	5	6	7		1	4	5	6
	IR DK						1	2	3	4	4	2	3	4	4	5
Inland waterway	D	98	102	79	79	80	57	76	86	86	94	32	49	51	53	59
	F	58	67	53	51	50	9	13	11	12	11	15	22	22	20	22
	NL	82	93	79	98	92	28	43	44	49	52	60	81	88	93	101
	B	29	34	21	26	24	24	33	34	38	40	15	17	21	30	28
	L	-	-	-	-	-	-	1	2	1	1	-	1	1	1	1
	UK			4	4	4			0	0				0	0	
Sea	D	2	3	4	5	5	79	106	100	104	105	18	23	28	32	35
	F	9	13	16	18	16	110	169	195	214	216	20	25	41	43	45
	I	26	45	46	53	52	114	201	199	218	224	24	35	30	36	44
	NL	-	-	-	-	-	118	203	243	248	246	24	64	81	77	73
	B	-	-	-	-	-		71	50	58	59		29	35	39	38
	UK	66	66	70	84	93	157	201	179	161	156	36	49	51	78	91
	IR		2	2	1	1			22	19	17		14	12	9	10
	DK	5	8	7	7	6	23	32	30	33	35	5	7	8	7	8

Source : Statistical Office of the European Communities, Luxembourg and Brussels

The volume of international traffic to and from non-Community countries is constantly increasing in terms of its significance as regards transport.

1.2. The differences in integration levels as they affect freight traffic within the Community

In cataloguing border problems, the Committee was first forced to the general conclusion that frontier barriers are strongly influenced by particular (sometimes topographical) conditions at certain border crossing-points. In this connection it became clear that there are hardly any bottlenecks at the frontiers between certain Community countries, e.g. the Benelux States. At other frontier crossings, e.g. at Padborg on the German-Danish border or in the triangle at Thionville formed by France, Belgium and Luxembourg, clearance facilities have been created and these have contributed significantly to speeding up international traffic. It should, however, be examined whether the Community customs offices might not be becoming a law unto themselves, with adverse results.

On the other hand, there are bottlenecks such as those affecting freight transport to and from Italy on the Brenner route, or on the Mont Blanc-Entrèves passage, where there have frequently been severe difficulties.

The example of Community trade with Italy makes it particularly clear that some frontier crossing-points can no longer cope with the increasing goods traffic. The Community customs office on the German-Austrian border at Kiefersfelden, which was built ten years ago, was designed to handle an annual traffic of 120.000 road transport vehicles. Today, an average of 350.000 road trains and 80.000 empty vehicles a year have to be cleared.

Infrastructure bottlenecks exist in rail goods transport and on inland waterways. However, these difficulties are not of the same sort as those experienced in road-haulage. The Annex to Part I gives some indication of the problems arising from local (infrastructure) phenomena. British ports are taken as an example.

Because of the considerable differences in the throughout of the different Community frontier crossing-points, certain differences occur which are advantageous to a carrier benefiting from a quick frontier crossing, but disadvantageous to carriers affected by disruptions.

Such advantages and disadvantages do not merely affect the flow of goods but - and this is very important - the economics of transport as well. Every hour's delay at the frontier entails considerable costs for the vehicle and the transport operations alike, which the operators inevitably pass on in their charges. One hour's frontier delay to a commercial road train, for instance, will cost roughly 22.7 ECU. Time and motion studies of the border clearance of lorries in the Community show that frontier delays could be reduced by 30 to 50 % through the introduction of appropriate measures. It is certainly not unrealistic to estimate that unnecessary frontier transit costs incurred in intra-Community road haulage alone amount to 370 million ECU, not including the costs of administration, customs clearance, auditing agencies, etc. (1).

The problems connected with the differences in levels of integration cannot yet be tackled according to uniform criteria, since no uniform plan for solving them has yet emerged in the Community. It would certainly be interesting to analyse more closely how much of the frontier transit costs for all modes of transport, in particular the railways and the inland waterways, can be avoided.

2. Determining the barriers for the various modes of transport

In cataloguing the individual frontier obstacles, the Committee has assumed that frontier problems affecting road haulage should be examined first, partly because of the heterogeneous structure of international haulage, which is hindered by delays and unnecessary frontier stoppages, and partly because of infrastructure congestion at frontier crossing-points, attempts at harmonization at Community level and energy policy problems. Unlike inland waterway transport or international rail traffic, international road haulage is subject to a series of compulsory customs checks the cumulative effect of which is such that they are a basic cause of delay at frontiers.

./.

(1) Based on the following assumptions :

1977 : roughly 310 million tonnes of freight carried by road between the Member States

- Average load per journey = approx. 13 tonnes
- 310 million tonnes divided by 13 tonnes = 23.8 million journeys or frontier-crossings (excluding journeys unladen)
- Plus journeys unladen (approximately 30 %) = 7.1 million journeys or frontier-crossings
- Frontier-crossings by lorries = approx. 31 million
- Average frontier time for all crossings = 80 minutes (min.)
- 31 million frontier-crossings at 1.3 hours = 40.3 million hours frontier time
- 40.3 million hours frontier time at 22.7 ECU = 916 million ECU
- 40 % of which are unnecessary frontier transit costs = 366 million ECU

to which should be added the expense of unnecessary administrative work well as transport-user costs.

In the case of international rail transport also, certain administrative controls have adverse effects on the length of frontier stops. In addition some frontier stops for railway traffic could be eliminated by greater cooperation between the European railway companies.

Optional frontier checks predominate in inland waterway transport ; most Community traffic is carried on the Rhine. Traffic on the Rhine is not subject to restrictions and no problems arise at frontiers.

2.1. Frontier barriers affecting road haulage within the Community

2.1.1. Frontier barriers arising from transport

The Committee has drawn up the following list of obstacles inherent in transport :

(a) Compulsory border checks

- (a1) Checking and levying duty on fuel for private and commercial vehicles
- (a2) Checking the fuel for the power units of compressors and refrigeration units, etc.
- (a3) Vehicle tax, road tax, transit tax and value-added tax on transport rates
- (a4) Checking international transport authorizations
- (a5) Checking national goods transport authorizations
- (a6) Statistics

(b) Optional border checks

- (b1) Vehicle certificate
- (b2) Vehicle roadworthiness testing and recognition of vehicle licensing : internal provisions
- (b3) Type approval in accordance with ADR and ATP
- (b4) Weights and dimensions

- (b5) National authorizations for passenger transport
- (b6) Passenger list
- (b7) Provisions concerning working and driving time
- (b8) Driving licence

These different elements call the following comments :

Re (a) Compulsory border checks

Re (a1) Checking and levying duty on fuel for private and commercial vehicles

All Member States permit the duty-free importation of fuel carried in normal fuel tanks in private cars.

In the case of commercial vehicles, Direction 68/297/EEC of 19 July 1968 currently applies and under this at least 50 litres of fuel may be imported tax-free into another country. In practice, seven Member States generally apply the rules for private cars to commercial vehicles and permit the latter to import tax-free any fuel contained in their fuel tanks.

Two Member States proceed differently, however. The Federal Republic of Germany only permits the tax-free importation of 50 litres of fuel. For scheduled-service buses and motor coaches, this amount has apparently been increased to 100 litres. France allows the tax-free importation of 200 litres of fuel for commercial vehicles but only 70 litres for motor coaches.

Since 1 July 1978 the amount of diesel fuel allowed tax-free into Austria in commercial vehicles engaged in bilateral or transit traffic is only 30 litres.

The standard checking of the amount of fuel carried and the clearance of fuel for each commercial vehicle causes a considerable loss of time at border crossing-points.

Neither the transport operator nor the crew can calculate in advance the amount of time that will be lost through these checks. In addition, the administrative costs connected with the customs formalities in the countries responsible for checks will probably be high.

When the fuel clearance procedure is rigidly applied at certain border posts during peak traffic periods, the disruptions are at times so great as to bring traffic to a complete halt.

These statements are based on import checks. However, the recent introduction of the restriction on the export of diesel fuel from Italy (200 l) has shown that the same delays occur with export checks.

Re (a2) Checking the fuel for the power units of compressors and refrigeration units etc.

In 1976, vehicles with refrigeration units using dyed diesel fuel for their compressors experienced difficulties at the German border, because the Federal Republic of Germany had introduced new regulations for the dyeing of light fuel oil. However, dyed diesel fuel is used and permitted in refrigeration units in France and Belgium. Vehicles from these countries were therefore checked at the German border. At the request of the Commission, the Federal Republic of Germany agreed to suspend its regulations until such time as a Community solution was found. German commercial vehicles, however, are required to comply with the new regulation on dyes.

Re (a3) Vehicle tax, road tax, transit tax and value-added tax on transport rates

Vehicle tax

On the basis of bilateral exemption agreements most Member States waive the right to levy vehicle taxes or other taxes covered by such exemption agreements on vehicles from other Member States.

However, where no exemption agreements exist, a tax is levied on entry, e.g. on Irish vehicles entering the Netherlands and Belgium and on Dutch vehicles entering Italy.

Road tax (transit tax)

However, the introduction of a new road toll in Austria on 1 July 1978 made it perfectly clear that these bilateral exemption agreements are no substitute for a joint European settlement on the taxation of commercial vehicles. The introduction of the new toll in Austria caused considerable disruptions in traffic between the northern Member States and Italy.

The transit tax on lorries in Yugoslavia has also caused similar problems and disruptions.

Value-added tax on transport rates

With regard to the frontier stops which are caused by the collection of value-added tax on transport rates, the Committee can confirm that international traffic within the Community is largely exempt from VAT, as the following table shows.

However, because of the lack of harmonization in this sector, there are considerable uncertainties which may lead to disruptions of international traffic.

- In January 1979, Italy amended the turnover-tax law in such a way that, from 1 April 1979, freight rates for import traffic are taxed if the freight-rate payer is resident in Italy. Formalities and collection have been modified. Problems arose at frontier crossing-points in the initial phase, partly because no advance information had been provided.
- Some countries impose value-added tax on international bus passenger services for the distance covered on their territory. The resulting frontier delays have been considerably increased as international passenger transport is subject to the general obligation to pay value-added tax, as emerges from the Council Decisions on the Sixth VAT Directive.

TAXES ON TRANSPORT

(Including turnover taxes, service and value-added taxes or similar taxes on transport revenue)

Country Road Transport (for hire or reward)

EEC 6th VAT Directive	<u>Passengers</u> : taxes on national and international carriage with current exemptions and zero rates maintained <u>Goods</u> : tax on national carriage ; international carriage exempt
Belgium	<u>VAT</u> <u>Passengers</u> : 6 % on transport rates in Belgium For international transport see footnotes 1, 2 & 3 <u>Goods</u> : 17 %
Danmark	<u>VAT</u> <u>Passengers</u> : exempt <u>Goods</u> : 20.25 %
Federal Republic of Germany	<u>VAT</u> <u>Passengers</u> : less than 50 km - 6.5 % more than 50 km - 13 % <u>Goods</u> : 13 %
France	<u>VAT</u> <u>Passengers</u> : 7 % (4) - transit traffic exempt <u>Goods</u> : 17.6 % (4) - stamp duty of F 0.35 per consignment
Ireland	<u>VAT</u> <u>Passengers</u> : exempt <u>Goods</u> : 10 %
Italy	<u>VAT</u> <u>Passengers</u> : 14 % <u>Goods</u> : 14 %
Luxembourg	<u>VAT</u> <u>Passengers</u> : 5 % ; international carriage exempt <u>Goods</u> : 10 %
Netherland	<u>VAT</u> <u>Passengers</u> : 4 % <u>Goods</u> : 18 % ; ambulances exempt
United Kingdom	<u>VAT</u> <u>Passengers</u> : exempt <u>Goods</u> : 15 %

Source : Commission of the European Communities, Brussels

- 1) Where there is no tax representative : non-scheduled transport of less than 6 passengers : F 30 ; from 6 to 10 passengers : F 75 ; from 10 to 20 passengers : F 150 and more than 20 passengers : F 300 ; scheduled-transport : F 600
- 2) Stamp tax on tickets, luggage registration and left-luggage up to F 10 : no charge ; from F 10 to 50 : F 0.35 ; from F 50 to 100 : F 0.75 ; for more than F 100 : an extra F 0.35 per F 100
- 3) Stamp tax on parcels, consignments : F 0.35 ; agricultural consignments and newspapers exempt up to 50 kg
- 4) Own-account transport is taxed in the same way as transport for hire or reward.

Re (a4) Checking international transport authorizations

In accordance with Regulation (EEC) No 3164/76, journeys conducted under a Community authorization must be entered on a record sheet. As the provisions stand at present, the holder of the authorization is obliged to have the document stamped by the last frontier customs office. The German authorities at Kiefersfelden also stamp the record sheets for transit traffic. This does of course involve a delay when crossing a frontier.

Treatment of ECMT authorizations varies according to country.

Journeys with a Community or ECMT authorization should not be confused with international journeys between the Member States (or in transit) or with national authorizations issued under bilateral agreements. These documents must be stamped every time a frontier is crossed, unless traffic has been liberalized.

Re (a5) Checking national goods transport authorizations

Some Member States (e.g. France and the Federal Republic of Germany) still check the national documents for journeys liberalized under the First Directive. The record sheet and journey sheet must be presented on crossing the frontier.

Re (a6) Statistics

Statistics concerning the carriage of goods by road within the Community and between Member States and non-Community countries are collected on the basis of Council Directive 78/546/EEC of 12 June 1978 (OJ L 168 of 26 June 1978, page 29). This Directive does not stipulate a standard collection method but allows the Member States to choose the method they consider most appropriate for obtaining the information requested. Article 4 expressly states that "Member States shall take account of the need to simplify the formalities connected with movement of goods within the Community as much as possible, especially the formalities to be completed at frontiers between Member States." Statistics should therefore generally be collected by means of measures which do not require special formalities at the frontier. However, at present at least one Member State still collects this information at the frontier.

Re (b) Optional border checks

In general, it can be said that the customs authorities and other frontier authorities adjust the number of inspections to the existing facilities and the density of traffic, so as to avoid long waiting periods. Nevertheless, the police checks and the intricate formalities of crossing a frontier repeatedly produce queues and delays which prolong frontier stops beyond their normal length. Checks are considered particularly burdensome when vehicles from Member States re-enter the Community from non-Community countries.

Re (b1) Vehicle certificate

In general, there do not seem to be any special difficulties within the Community as regards the checking of vehicle certificates.

However, the Committee points out that there is no extensive harmonization of the technical specifications for commercial vehicles in the Community and that accordingly there has been no unification of the legal provisions for the licensing of vehicles.

Other problems currently existing in this sector are mentioned elsewhere. What should be stressed here is the problem of standard terminology in the licensing certificates of the individual Member States of the EEC. There are no standard Community definitions for the various technical specifications. In France, for instance, vehicles are licensed in accordance with their total weight. In other Member States there are different concepts and terms concerning licensing and entries in the motor-vehicle certificate.

Because of the different concepts and terminology, considerable delays may arise during the checking of motor-vehicle certificates as the persons responsible must ascertain what the terms involve.

Re (b2) Vehicle roadworthiness testing and recognition of vehicle licensing : Internal provisions

The approximation of the administrative provisions of the Member States concerning the roadworthiness testing of vehicles, a matter largely regulated at national level important in the context of the development of a common transport policy. Although the Member States stated in the Council on adoption of the Directive in December 1976 that they would no longer carry out roadworthiness tests on vehicles at border posts, such tests are not excluded.

Re (b3) Type approval in accordance with ADR and ATP

In this connection, a particular example arising from the provisions of the ADR and the ATP must be singled out. The approvals issued for vehicle types under these agreements are not standardized. This means that another check is necessary, when a frontier is crossed, to determine whether the vehicle and type approval are in fact in accordance with the regulations.

These checks occur in particular in the case of abnormal loads, as there is no reciprocal recognition by the Member States of national operating licences for special-purpose vehicles to carry indivisible loads.

Re (b4) Weights and dimensions

Although the weights and dimensions of vehicles could be checked anywhere, for example by a mobile unit in a parking area, they are in fact also checked at frontier crossing-points (e.g. Kiefersfelden in Germany and Coccau in Italy).

This often takes the form of checks of the vehicle's total weight or maximum permitted load or of checks of the maximum permitted length of vehicle combinations, due to the widely varying licensing rules and varying interpretations of the regulations. These checks - particularly weight checks - always entail considerable delays, since there is usually only one weighbridge available and a long line of vehicles forms at it.

Re (b5) National authorizations for passenger transport

There are generally no difficulties if international passenger transport is performed within the framework of Community regulations.

The Committee also points out that a distinction must be made between bus and taxi or rented-car transport, where the international carriage of passengers is concerned. International bus transport is covered by Community law. An agreement with non-Community countries, seeking to make it easier to cross frontiers.

Re (b6) Passenger List

In non-scheduled international bus traffic, particularly closed-door round trips, a passenger list or journey sheet is compulsory, even for bus services where the outward journey is made with passengers, and the return journey is made without passengers.

Although the principle of "as few checks as possible" is largely employed in Community transport policy in respect of non-scheduled traffic, and seven Member States no longer conduct compulsory inspections, checks still cause some delays at a number of frontier crossing-points, for instance in Italy and France.

However, in France those delays are due less to the inspection of the passenger lists than to value-added tax. For traffic liable to value-added tax it is still necessary to have documents stamped on entry and departure.

The lack of harmonization concerning turnover-tax systems, rather than the keeping and inspection of the check lists, is therefore responsible for the frontier checks of non-scheduled passenger transport.

Re (b7) Provisions concerning working and driving time

The application of social provisions relating to road transport can be checked on the transport undertaking's premises or en route. The checks en route can be carried out anywhere, i.e. including frontier crossing-points. This is the case, for example, in the Federal Republic of Germany. Where this is the case, such checks have a cumulative effect on delays to the vehicle and the goods being carried.

Re (b8) Driving licence

Checks on driving licences, which are carried out only sporadically, do not generally cause any problems.

2.1.2. Frontier barriers not arising directly from transport

During its examination of the various causes for frontier delays in international road transport, the Committee realized that a considerable proportion of the delays was due either to the checking of documents and other papers relating not to the vehicle but to the goods carried or to checking for other legal or customs purposes.

It is not possible to quantify these "not directly traffic-related" frontier delays or compare them quantitatively with the "traffic-related frontier delays" as all the clearance procedures when crossing frontiers are carried out together. The "not directly-traffic-related" frontier delays are thus on a par with the "traffic-related" delays.

No distinction is made between compulsory and optional frontier checks in this case as the Committee was not meant to examine the various customs or customs transit problems. It will make only general comments on this problem.

The Committee will discuss the following items in detail :

- (a) Activities of forwarding agents ;
- (b) Green insurance card (third-party insurance)
- (c) International customs pass
- (d) Health, veterinary and plant-health inspections, quality inspection, inspection of dangerous substances
- (e) Value-added tax (on the goods transported and on repairs carried out in a foreign country)

- (f) Duty-free importation of goods by persons travelling between countries
- (g) European passport
- (h) Foreign currency
- (i) Customs offices
- (j) Duty-free entry of removal effects
- (k) Infrastructure situation and problems at customs posts
- (l) European summertime
- (m) No lorry-driving on Sundays and public holidays.

Re (a) Activities of forwarding agents

The activities of border agents and customs brokers are often cited as one possible reason for the delay of lorries at the border. Their business, in this respect, concerns not only customs clearance (preparation of customs documents, obtaining of customs forms, supply of information), but also the preparation of goods for export or import in addition to managing transport operations. This work can prolong the delays for vehicles going through customs.

However, the forwarding agents do not carry out any checks of their own, and do not intentionally delay border crossings. Their presence at frontier posts is, as a general rule, the direct result of the fact that certain areas of customs control are badly organized, and that as a result whilst crossing the border, enormous difficulties can crop up, not only for the goods, but also for the vehicle and drivers. It is at this point that the agents intervene in order to overcome the difficulties encountered in each individual case and thus speed up, in the interests of their clients, the movement of goods over the frontier. In so doing they act as middle-men between the customs officers and any other interested parties. In this respect the work of the agents can help reduce the amount of time spent at the border.

At the same time the fact that the agents and customs brokers have permanent offices at frontier posts often means that they can use the stopping of goods and vehicles at the border for the redistribution or reforwarding of the goods. Such work can prolong the delay at the customs post and contribute to considerable delays if the everyday formalities in crossing frontiers usually take a much shorter period. The stopping time of a vehicle at the frontier is thus transformed into a pointless prolonging of the transportation time, often with the result that the statutory working and driving times are exceeded.

It would be worthwhile, in the study of possible measures aimed at eliminating obstacles to the crossing of frontiers to determine to what extent the activities of border agents have aggravated or eased delays to date.

Re (b) Green insurance card (third-party insurance)

Since 15 May 1974 the Member States have ceased to check the third-party insurance card for vehicles ordinarily based in Europe.

However, this exemption from checking does not apply to vehicles only registered temporarily for a specific period (temporary customs plates). This is because the insurance associations in the Member States are not able to provide insurance giving the same cover as for vehicles with normal registration plates.

Re (c) International customs pass

This is a customs document under which motor vehicles can be temporarily imported. It is generally issued and checked at the border.

When motor vehicles are temporarily imported to carry goods under the Community transit procedure, some Member States still require presentation of this document in certain cases.

However, there may be difficulties in the case of vehicles, such as trailers or semi-trailers, which do not have to be registered in some Member States.

However, the information enabling the customs office to establish identification must feature on the Community transit declaration if these vehicles are used to carry goods under the Community transit procedure ; in the case of vehicles liable to registration, this will be the vehicles own registration number or the official registration number of the tractor ; if the tractor is changed, the official registration number of the new tractor is to be entered under heading 54 of the T document.

The Community transit document is thus a certificate for the proper use of the vehicle at least until the point at which Community transit ends.

Subsequently, there are a number of possibilities : the vehicle may continue to its unloading point, drive unladen to a loading point or return to the frontier or else return to the frontier with a load. In the latter case, a Community transit document (where applicable a TIR carnet) should be drawn up for the vehicle. In the other two cases, customs control of the vehicle is suspended from the point at which Community transit ends. Customs authorities which wish to issue a document for this control must therefore draw up this document at this point.

Re (d) Health, veterinary and plant-health inspections, quality inspection, inspection of dangerous substances

It has been noted time and again that frontier health and plant-health inspections lead to considerable delays in forwarding. The time lost at a frontier crossing is largely due to the fact that the authorities of the importing country frequently do not recognize the quality controls of the exporting country. This means that a second quality control is often necessary at the customs post at the point of entry (often it is mainly a matter of health and plant-health inspections). In some Member States (e.g. Denmark, the Netherlands and the United Kingdom) it is possible to avoid health and plant-health inspections at the frontier if these could be carried out inside the country.

It has been noted particularly that inspections of this type, especially for traffic to and from Italy, regularly lead to long delays to vehicles and goods at the frontier or frontier customs office. The following circumstances frequently aggravate the situation :

- The competent officers are not always available.
- Hours for health and plant-health inspections frequently vary considerably from the general office hours of the customs post.
- Not enough veterinary staff are available. The veterinary surgeons sometimes have to travel a long way to carry out their duties at the frontier crossing-point.

The following is an example of the effects of difficulties in veterinary or plant-health clearance : a consignment of fresh meat taking the Brenner route from Munich to Verona takes 26 hours to reach its destination, including customs clearance in the Federal Republic of Germany, in Austria and in Italy; a consignment of scrap taking the same route and passing through the same customs posts takes 4 1/2 hours.

Re (e) Value-added tax (on the goods transported and on repairs carried out in a foreign country)

VAT on goods can prove to be a frontier barrier.

Difficulties at customs posts are also constantly being reported in connection with the tax-free importation of spare parts for vehicles that have broken down en route. Problems are also encountered with the repayment of VAT, particularly when the administrative procedures are complicated.

Re (f) Duty-free importation of goods by persons travelling between countries

Inspections to check compliance with the provisions governing the duty-free importation of certain types of goods by persons travelling between Member States often hamper border crossings.

Re (g) European passport

Agreement in principle has been reached on the introduction of a European passport in the Member States. There are still technical obstacles to its final introduction, e.g. the question of the language in which the passport should be issued. These technical problems are not particularly significant as regards frontier barriers because it makes little difference whether a national or European passport is checked. Only the abolition of identity checks would constitute a step forward.

Re (h) Foreign currency

Currency legislation plays a particularly significant role in traffic to and from some non-Community countries. In road haulage operations to Greece, for example, drivers may have to take with them more Yugoslavian currency than is allowed under the currency regulations in order to pay transit charges and to buy fuel in Yugoslavia. Drivers who are ignorant of the currency regulations of a particular country, especially when the amount which may be imported or exported changes, run the risk of encountering a delay or break in their journeys.

Re (i) Customs offices

There are undoubtedly many ways in which customs clearance could be improved, not only as regards the present procedures used by customs offices but also the basic legislation on international road transport.

Many problems have been encountered by international freight traffic at Italian border crossing-points (e.g. in Sterzing vehicles generally have to wait over 9 1/2 hours on entry and approximately 4 1/2 hours on exit).

Some of the reasons for hold-ups and delays in customs clearance are as follows :

- Customs offices are not open round the clock.
- Lack of harmonization of working hours at individual frontier customs posts.
- Bunching of vehicles at frontiers caused by sporadic rather than continuous clearance by the customs posts on the other side.
- Delays in issuing documents.
- Lack of information between the parties concerned.

In this context it would be worth looking at the European Parliament's recent remarks on the development of the customs union and the internal market (1).

(1) European Communities - European Parliament : working documents 1977-1978 - Doc. 557/77 of 3 March 1978; Report on the development of the customs union and the internal market (doc. 356/76 - PE 49.695/fin.).

Re (j) Duty-free entry of removal effects

In Italy, certain types of removal effects, e.g. colour television sets, require specific authorization to be exempted from duty. This authorization is extremely difficult to obtain. If duty exemption has not been granted, the object in question usually has to be left at the customs office. This delays removal transport considerably.

Re (k) Infrastructure situation and problems at customs posts

There are frontier crossing-points without sufficient lorry lanes, so that when there are delays or long queues, the passage of other vehicles is impeded. Because the customs facilities are inadequate, lorries which are not yet due for customs clearance sometimes block the passage of other vehicles which could, in fact, go through in 5-10 minutes since they are using the Community transit procedure or the TIR carnet.

Furthermore, the customs-clearance facilities at some frontier crossing-points are out-of-date and incapable of meeting the present demands of international road traffic. In certain cases the access and exit roads are insufficient to allow the free flow of traffic on arrival and departure.

Re (l) European summertime

Further delays and frontier stops occur because not all European countries have introduced standard summer time. (Within the Community agreement has now been reached on the starting date for summertime, though the end of summertime has yet to be harmonized). The resulting time differences disturb not only the rate of customs clearance but also international road haulage operations. It is mainly the drivers who suffer.

Re (m) No lorry-driving on Sundays and public holidays

The bans on lorry-driving on Sundays and public holidays in the Member States of the European Community mean that, at the end of the period in question, large numbers of commercial vehicles build up at the frontier crossing-points and temporarily overload the customs posts.

Whereas an attempt has been made to avoid a build-up of cars at frontier crossing-points by coordinating holiday periods at international level, no measures of this type have yet been considered for road freight.

However, it should be borne in mind, where criticism of the bans on lorry-driving is concerned, that they serve the general interest and are sometimes necessary to keep car traffic flowing smoothly. Consequently, they should be regarded as causes of "traffic-related delays" rather than as examples of the "not directly traffic related" border problems.

2.1.3. Frontier barriers affecting crew members

It can be assumed that hold-ups at borders for road haulage traffic are not usually attributable to impediments created by the crew themselves.

We may even assume that crews do not find waits at borders a pleasant experience because it upsets their work schedule.

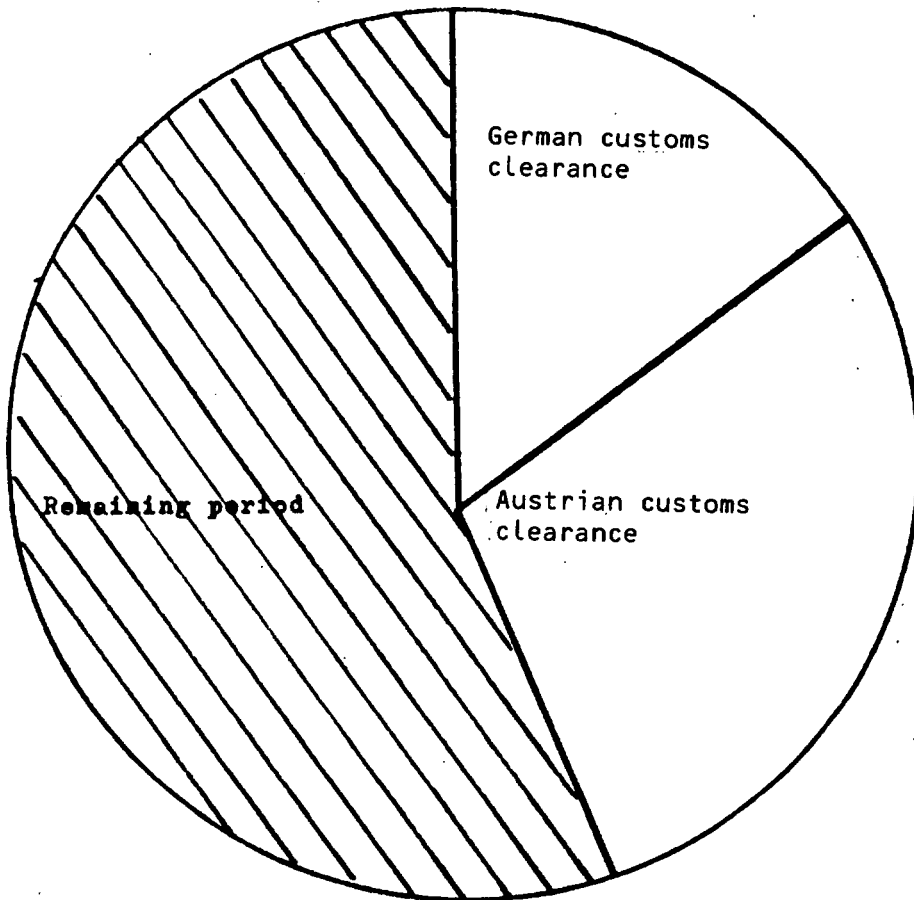
In view of present difficulties a driver knows that he will have to stop at the border, but he cannot predict how long he will have to wait or how much time he will lose. Consequently he cannot divide up his driving time in such a way as to plan an optimum work schedule in terms of time and kilometres. He inevitably takes more or less time for certain stretches than he would if he was working to a perfect schedule, because he does not know how long he will have to wait at the border.




An example from the German-Austrian joint customs post at Kiefersfelden (Federal Republic of Germany) shows what stress drivers are subjected to during frontier stops (1). It normally takes a vehicle 82 minutes to cross the frontier. The driver has to walk almost twice the length of the customs post area. He has to perform the following activities, which are divided up according to the time taken. A distinction is made between the time needed and the time which could be saved. (See the following diagrams).

(1) While this report was being prepared steps were taken to improve the situation at the joint German-Austrian customs post at Kiefersfelden/Kufstein. In February 1981 "fast lanes" were opened to expedited customs clearance of vehicles and goods using the Community transit procedure in particular. This has shortened the frontier delays there ; the chief beneficiaries are crew members.

Time taken for the clearance of an international lorry load at the German-Austrian joint customs office at Kiefersfelden travelling from the Federal Republic of Germany to Austria (previously cleared T 2)

Exit. Total time taken 82'



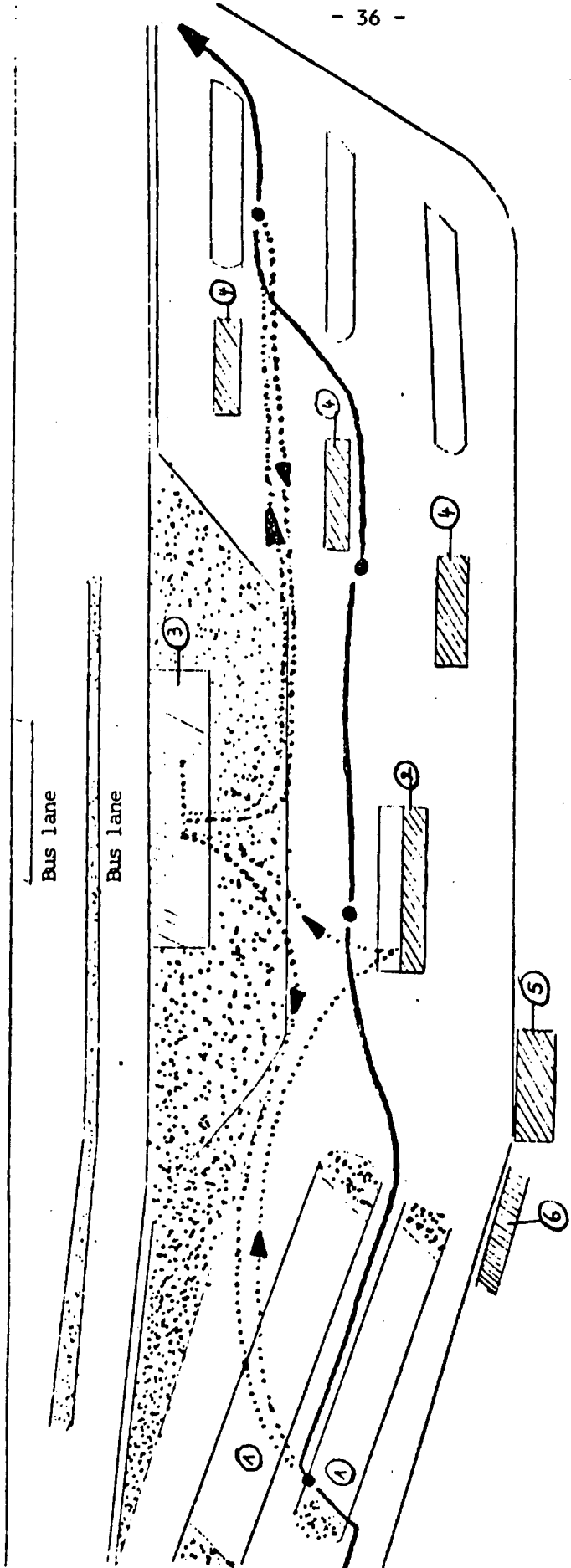
	German customs clearance	11'
	Austrian customs clearance	23'
	Remaining period	48'

The driver's normal activities and waiting periods during customs clearance at the German-Austrian joint customs post at Kiefersfelden.

Driver's activities		Total time taken	Necessary time	Possible time saving
1.	Arrival in the customs area at 23.30 hours			
2.	Entry into a parking lane	15'		15'
3.	Walk to weighbridge (to fetch a record sheet)	3'	3'	
4.	Further walk to customs clearance building	1'		1'
5.	Clearance by the BAG	3'	3'	
6.	Clearance by German customs	4'	4'	
7.	Back to the weighbridge (Bavarian police, Austrian police)	2'	2'	
8.	Back to the lorry	3'		3'
9.	Drive to Austrian sealing facilities	24'		24'
10.	Sealing	2'	2'	
11.	Parking the lorry after sealing	2'		2'
12.	Walk to the customs clearance building	2'		2'
13.	Clearance by the Austrian customs	7'	7'	
14.	Clearance by the Austrian cash office	10'	10'	
15.	Return to lorry	2'	2'	
16.	Departure from the customs office	2'	1'	1'
Clearance for the direction D-A (Germany → Austria with previously cleared T2)				
		82'	34'	48'

5.11.1978

A



Border clearance
sequence for an
international lorry
consignment
(previously cleared
T 2) at the German-
Austrian joint
customs office,
Kiefersfelden

- November 1978)

1. Parking lanes
2. Weighbridge (Bavarian frontier police, Austrian police)
3. Clearance building (German, Austrian)
4. Sealing
5. Restaurant
6. Forwarding office

It should be noted, in particular, that a wait at a border is virtually never a proper break. If drivers only have to wait for a short time they never really stop working. If, on the other hand, they have to wait for a longer time, what was simply a loss of time becomes an annoying delay which in the long run means a loss in productivity and leisure time.

Generally speaking, a driver's job is to transport goods - preferably as quickly as is possible and permitted - to their destination and not to spend hours waiting without actually working. Drivers cannot alter the time they will have to wait ; they are forced to stop for the goods they carry to be cleared by the customs and are subjected to clearance procedures for at least as long as it takes to check the goods.

At first sight, it may seem justified to conclude that the drivers of international road haulage vehicles cannot at the moment do anything to reduce the time they spend waiting at borders.

It might, however, be useful in individual cases to look at the various barriers encountered at borders to see whether crossings could be eased and speeded up by suitable action by drivers. It might, for example, be better, as regards veterinary checks in Italy, to revert to the previous practice, whereby the driver can apply himself for a veterinary check without having to use a customs agent. The various customs clearance formalities and procedures could also be designed to reduce waiting times for drivers.

2.2. Frontier barriers affecting rail freight traffic within the Community

In international rail freight traffic, it is obvious that the railway companies in the Community are facing a number of complicated problems arising from the organic structure of their obligations and administrative organization and associated with the development of a common transport policy. Elimination of any frontier barriers to rail freight traffic within the Community depends not only on bilateral or multilateral cooperation between the Member States of the European Community but also on increased cooperation between the railway companies.

As for road haulage, delays represent the biggest problem international rail transport. Wagons are held up for fairly long periods of time at the border on almost all European routes, in exceptional cases for several weeks. All the railways companies in the Community are affected by these hold-ups. According to the International Union of Railways (UIC), 65 % of international wagons were held up at the border for more than six hours and 49 % for more than twelve hours in 1976 (1).

However, the delays vary from one frontier station to another in the individual countries, from an average of five hours in Quévy (on the Belgian/French border) to an average of 45.5 hours in Vallorbe (on the Swiss/French border). Average stoppages for general Community freight transport at the frontier crossing-points Kaldenkirchen (DB), Padborg (DSB), Flensburg (DB), Roedby (DSB), Puttgarden (DB), Basel Bad (DB), Aachen West (DB), Montzen (SNCF), Forbach (SNCF), Apach (SNCF), Erquelinnes (SNCF) and Domodossola (FS) generally amount to ten hours and more.

The frontier crossing-points at Innsbruck/Brenner (ÖBB), Arnoldstein (ÖBB), Chiasso (SBB), Brig (SBB) and Geneva (SBB) are particularly critical points for international rail freight transport (see table overleaf). This shows very clearly that the biggest difficulties and longest delays occur in traffic with and through Switzerland and Austria with which the EEC has negotiated free trade agreements making goods traffic between those countries and the Member States subject to conditions equivalent to those governing intra-Community trade. The considerable delays at frontiers are therefore probably due less to problems over customs than to traffic-related problems. Transit traffic through Switzerland and Austria seems to be particularly subject to hindrances. However, the real causes of these problems may be connected with the infrastructure of the Italian railways.

(1) Apart from some slight variations, these figures are still more or less valid in 1981 when this report was finalized.

Stoppages in international rail freight traffic
at selected frontier crossing points used by European railways
- 1975 -

Frontier crossing-point	Direction	Total wagons in sample	Average stoppage
1. Venlo (NS)	NS - DB	1.708	3 hours 15 min.
2. Kaldenkirchen (DB)	DB - NS	1.369	6 hours 15 min.
3. Rosendaal (NS)	SNCB - NS	1.030	3 hours 30 min.
4. Essen (SNCB)	NS - SNCB	864	2 hours 30 min.
5. Igel (CFL)	DB - CFL	1.336	6 hours
6. Wasserbillig (DB)	CFL - DB	1.258	4 hours
7. Padborg (DSB)	DB - DSB	731	19 hours
8. Flensburg (DB)	DSB - DB	665	10 hours
9. Roedby (DSB)	DB - DSB	1.747	20 hours
10. Puttgarden (DB)	DSB - DB	1.196	16 hours
11. Kufstein (ÖBB)	ÖBB - DB	1.387	6 hours
	DB - ÖBB	2.465	5 hours
12. Basel Bad (DB)	CFF - DB	2.827	12 hours
13. Aachen (West) (DB)	SNCB - DB	3.521	11 hours
14. Montzen (SNCB)	DB - SNCB	6.235	17 hours
15. Forbach (SNCF)	DB - SNCF	1.788	13 hours
	SNCF - DB	1.066	10 hours
16. Apach (SNCF)	DB - SNCF	3.043	10 hours
	SNCF - DB	3.362	12 hours
17. Quévy (SNCB)	SNCF - SNCB	1.926	5 hours
18. Erquelines (SNCB)	SNCF - SNCB	959	12 hours
19. Fortezza/Brenner (FS)	FS - ÖBB	1.847	6 hours 50 min.
20. Innsbruck/Brenner (ÖBB)	ÖBB - FS	2.667	25 hours
21. Pontebba/Tarvisio (FS)	FS - ÖBB	1.667	3 hours 50 min.
22. Arnoldstein (ÖBB)	ÖBB - FS	2.479	36 hours
23. Chiasso (SBB)	SBB - FS	5.618	25 hours
	FS - SBB	2.726	20 hours 15 min.
24. Domodossola (FS)	SBB - FS	2.155	36 hours
25. Brig (SBB)	FS - SBB	1.170	34 hours 45 min.
26. Kornsjø	NSB - SJ	93 - 120	12 hours 45 min.
	SJ - NSB	175 - 243	12 hours 45 min.
27. Genève	SNCF - SBB	374	31 hours 15 min.
28. Vallorbe	SNCF - SBB	359	45 hours 30 min.
Total		<u>62.496</u>	

Source : International Union of Railways (UIC), Paris

The wagons are further delayed because of additional waits at the previous stations (often a considerable distance way from the crossing-point) as these stations can provide only a limited service each day. These stations may be marshalling yards, or destination stations where international traffic is cleared.

In the United Kingdom, where in 1977 a special analysis of frontier barriers to international rail freight transport was carried out, wagons can be held up at the border for four to five days, particularly in Harwich and Dover. One of the most important points is that the main responsibility for delays in transport operations lies in some cases with the consignors. The following criticisms were made about these crossing-points :

- Customs clearance was said to take 4 to 5 days at the UK sea frontier.

Some wagons probably did take up to 5 days to clear the sea frontier but the delay was not caused by customs procedures. Customs procedures took less than 12 hours for the vast majority of train ferry wagons, with a minimum of 2-3 hours. A small number of train ferry wagons were selected for examination and, as a result, delayed for up to 24 hours, but even that time could be decreased by more rapid presentation of the units in the examination sheds. Speedy customs clearance depended on consignors and importers making adequate arrangements for the transmission of the information required for the customs declaration.

- UK inland clearance facilities were said to be inadequate.

The allegations were not substantiated - in fact the existing inland clearance depots were not used to capacity. Customs would approve any new depot established on a satisfactory basis if it had sufficient traffic to provide work for an economical number of customs staff, but the traffic so far had not justified applications by British Rail for additional depots.

- It was alleged that UK customs refused to accept declarations from customs agents.

The allegations was not substantiated - customs did not refuse to accept declarations from agents, and British Rail acted as agents in 85 % of train ferry wagon traffic cleared at Harwich (1).

While showing that customs were not responsible for delays the investigation identified a number of ways in which transit times could be improved. These included improved and faster transmission of data by consignors and importers for Customs declarations ; increased use of procedures for clearance at the importer's premises and clearance of certain high volume traffic at railhead ; increased use of computers for Customs clearance ; extension of the Community Transit function of CIM documents beyond the UK port of importation to other places of inland clearance ; extension of inland clearance facilities for export cargoes.

Customs and British Rail agreed to set up a working party to study these developments in more detail and to examine problems arising from existing practice. The working party began to operate in February 1979 with the following terms of reference :

"To examine existing customs/British Rail operational procedures with the aim of removing unnecessary obstacles to the rapid clearance of goods imported or exported by rail ; to coordinate future developments on both sides ; to consider ways and means by which British Rail can take maximum advantage of procedural developments ; and to report on progress".

This working party is mainly concerned with long-term developments and is not expected to produce quick results.

As for road haulage, there are marked differences in integrational levels affecting the passage of international rail freight across frontiers. Whereas, for example, border crossings are effected comparatively swiftly on routes between the Benelux countries, there are considerable delays affecting traffic between the United Kingdom and the Continent, between Denmark and the southern Community Member States and in particular on the north-south routes to Italy, making the services concerned more expensive.

(1) See also Annex B to Part I.

2.2.1. Frontier barriers arising from transport

The operating structures of the railway companies and the factors determining the course of operations in the railway system play a decisive role in the frontier barriers arising from transport.

Because of the unity - from the point of view of production capacity - of permanent way and operation, special attention must also be paid to the fact that some of the reasons for transport delays relate to inadequate railway infrastructure and the frontier stations.

As the railway companies are state undertakings, it would seem inappropriate to subdivide transport-related frontier barriers into compulsory and optional classes. It seems more appropriate to examine the traffic-related frontier barriers in relation to operating difficulties and infrastructure problems. The regulations governing international railway traffic are taken into account. In particular, the problems are as follows :

(a) Operating difficulties

- (a1) Exchange of wagons
- (a2) Inspection of wagons
- (a3) Change of tractive units at the border
- (a4) Marshalling and train formation
- (a5) Labelling of the consignment
- (a6) Issue of brake records
- (a7) Carriage of accompanying documents
- (a8) Inspection of freight documents

(b) Infrastructure difficulties

- (b1) Frontier stations
- (b2) Access and relief lines
- (b3) Particular aspects of infrastructure planning

The following comments can be made on these points :

Re (a) Operating difficulties

Re (a1) Exchange of wagons

The regulations governing the reciprocal use of wagons in international traffic (RIV) lays down rules concerning the type and manner of inspections where the wagons of one railways company cross over to the network of another railway company.

The exchange system established in this way allows there to be a normal flow of traffic throughout the normal-gauge networks of Europe and the Middle East. Pools of the most usual vehicles have been set up to facilitate re-use of empty wagons belonging to foreign networks (the EUROP Pool).

As far as the present situation with regard to transferring wagons from one network to another is concerned, a wagon-transfer certificate is issued, mainly to establish the time of transfer, for internal accounting purposes. This is frequently carried out on both sides (i.e. twice), and there is a certain amount of delay before the wagons continue their journey.

The following tasks - apart from the issue of a wagon-transfer certificate - arise : under the RIV and related provisions.

- container transfer certificates have to be completed ;
- certificates for the transfer of loading equipment and pallets have to be completed ;
- the C 1 accompanying forms have to be stamped ;
- EUROP wagons have to be recorded ;
- the record of the transfer of pool pallets has to be completed ;
- the record of the transfer of box pallets has to be completed.

It is characteristic of the international rail freight situation that, where two railway companies have several common frontier points, they do not cooperate directly. One railway may issue the transfer certificate at a different frontier crossing-point from the other railway. This holds up the wagons considerably.

Re (a2) Inspection of wagons

The wagons of other railway companies are inspected on acceptance. Although the RIV states that the same wagon must generally be inspected twice at frontiers (by the staff of both the owner and the foreign railway company), most rail authorities employ a system of trust whereby the accepting company takes over the wagons from the transferor without a second technical inspection. Several wagon inspections may be carried out on journeys of 100-150 km, and the inspection staff are sometimes required to be rather strict, since the national network may be liable if an accident happens on its territory.

The delays entailed are characteristic of the present situation as regards international cooperation between railway companies. There is as yet no question of a normal trusting relationship which ought to exist under the RIV and the UIC recommendations.

Re (a3) Change of tractive units at the border

With passenger trains, the tractive units of the transferor railway are sometimes used to haul the train far beyond the border, but this rarely happens with freight transport. It is regrettable that in such cases the railway companies do not at least make available enough "penetration" sections to enable freight trains to proceed across the border and directly to their destination.

Even if there are other reasons for a freight wagon being held up at the border, frontier delays could be reduced if the tractive units of the transferor railway were to continue to haul the train. In addition, there are not enough locomotives which have transformers installed thus enabling them to haul trains on electrified sections of foreign railway networks.

Re (a4) Marshalling and train formation

Train formation is a rather complex structural problem.

As the choice of route is left to the consignor, there is a considerable fragmentation in the routing of goods to be carried to the same or neighbouring destinations. As a result, the transferor railway needs to marshal and group the wagons according to frontier exit points without being able to take into account the subsequent destination. Marshalling is again needed, when the wagons arrive on the network of the accepting railway, in order to fit the consignments into its network of routes (for the resumption of the wagon's journey) in accordance with its timetables. There are cases where groups of wagons are left on holding tracks for several days.

The resulting delays can be quite considerable, but are typical not only of international railway freight traffic but also of the railway system as a whole.

One feature is the almost total lack of international agreement or coordination as illustrated in the following list of duties relating to international traffic :

Duty	Settled on an international basis	Settled on a national basis
Determine routing method		X
Find out wagon schedule or routing plans ; enter in carriage document		X
Tag wagons in accordance with international wagon schedule		X
Monitor goods wagons	X	
Make daily traffic reports to relevant centre		X
Marshal trains	X	X
Draw up list of wagons	X	X
Draw up brake label	X	X

Source : International Union of Railways (UIC), Paris.

One special aspect arises from the insular position of the United Kingdom which can only be connected with the continental network of the European railways (the TEEM network) - on which most of the international rail freight traffic is carried - by crossing the Channel.

The unique combination of the British method of customs clearance and the need to form ship loads in conformity with maritime regulations covering considerations of trim and space on board, make a break of transit very difficult to avoid. Add to this the very limited space at Dover, and special drills have to be employed for the smooth operation of the connections between trains and boats.

It is important to remember that the handover point between BR and SNCF/B is the continental port and British Rail practice only applies in one direction, that is inwards.

This gives rise to the following problems which are specific to the United Kingdom :

"Routing" BR is a terminal railway and therefore does not have to worry about onward frontier crossing points except for a very small proportion of land-bridge traffic. Routing for wagons is automatic, determined by the TOPS computer, which shows a tag number and sets up a route by indicating the train by which the wagon should go forward. Normally the tag is for a Speedlink train unless for technical reasons the wagon has to travel on lower grade services. All this is automatic and takes no time at all.

"Wagon Schedule or Routing Plans" One again this is by TOPS and routing is not entered on the consignment note as no frontier crossing is involved. For export traffic, routing is done at the sending point and as there are only two frontier crossings points for exports this presents no difficulty.

"Tag Wagons" Details in Britain are input to TOPS when the wagon is handed over at the continental port by either SNCB or SNCF. As TOPS offices do not run for 24 hours in Dunkirk or Zeebrugge, there are sometimes slip-ups here but they do not seriously inhibit movement.

"Monitoring" As yet there is no real international monitoring of freight wagon movements. Various UIC committees are studying the problem of automatic data transmission and message content, but the main inhibition is the difference in the nature of the various national surveillance systems. An automatic link between TOPS and the French CCTM system will improve matters somewhat for wagons routed to Dunkirk.

"Traffic Reports" and "Marshalling of Trains" There is a plan to get the SNCF and SNCB to marshal according to the BR outbound train schedule from the British ports. This is a complicated question because Dover cannot accept wagons for which papers are not available. One of the big problems is the traditional priorities ascribed to certain types of traffic. Perishables, which are a notoriously unstable market, always have priority and general traffic trends to suffer as a result. It is necessary to get from customers and railways alike new forecasting procedures and commitments to help regulate the inbound mix of traffic.

"Drawing up Wagon Lists" Manifests for ships are done manually, and it is an area we are having to review to see whether or not it can be done automatically by TOPS. Lists of wagons on trains are done by TOPS. There are no problems here.

"Wagon Labelling" Here there is a profound difference between continental and British practice. BR are attempting to do without labels and to rely on TOPS. Labels are changed at the ports in both directions.

Re (a5) Labelling of the consignment

At present the labelling of wagons is a particular problem. When handed over, the wagons are issued with a new wagon record sheet. This may also cause additional delays. An international labelling procedure is gradually being brought in.

Re (a6) Issue of brake records

Mention should also be made of one of the main aspects of the technical inspections ; at present a brake record is issued each time tractive units are changed at the frontier. Depending on the situation, the work involved can in practice cause delays.

Re (a7) Carriage of accompanying documents

Most railway companies take the view that there are considerable shortcomings as regards the carrying of accompanying documents and that these very often cause considerable delays to wagons in international rail traffic.

These shortcomings have a particularly significant effect on trains with short border stops.

What is specifically involved here is the carrying of the following accompanying documents and information : international consignment note (waybill, duplicate of waybill, despatch note, receipt), international despatch note for express parcels, accompanying documents for containers and pallets, customs papers (international customs declaration, Community transit document, health certificates for health inspections, veterinary authorizations, health certificates for plant-health inspections, import permits), authorizations for the transport of dangerous goods. If all the necessary information is not simultaneously available at the border for immediate clearance of the wagons, transport operations are necessarily delayed. This is frequently the case when customs clearance takes place at the border.

These delays arise not only in conventional rail freight transport but also in combined transport, in which case the other carriers involved in the combined freight-transport operation are also affected.

Re (a8) Inspection of freight documents

The variety of charging systems in use for international rail freight traffic means that the various technical and organizational checks required for the purposes of accounting for and allocating receipts are applied very strictly. They include : finding out wagon schedules and making entries in the transport documents (including making corrections if the stations of destination are insufficiently described), entering the border fee in the waybill, calculating the through freight rates, making entries in the waybills and coding at the border station, checking the through freight rates and coding, photocopying relevant sections of the international waybills and sending them to the data gathering centre daily.

It is clear that these accounting operations are affected, depending on the intensity of the official controls relating to the system of transferring wagons and the onward forwarding of goods.

However, some of the activities result from insufficient information being provided by the consignor.

In this connection, the Committee is of the opinion that the current diversity of the tariff structures of the various networks has a considerable effect on the length of frontier stops and that, when looking for ways in which to cut down these stops, some benefit could be obtained from increasing the number of through international tariffs. The Committee also feels that use should be made of opportunities provided by the Commission in the provisions concerning intra-Community rail freight rates.

The crossing of frontiers could also be improved considerably by adopting measures to encourage customs clearance of goods at places situated within the country and to avoid onward forwarding from the frontier. Through freight charges might make things easier in this respect.

Re (b) Infrastructure difficulties

Re (b1) Frontier stations

It is certainly not incorrect to assert that, as a result of their equipment and installations, certain major frontier stations in the European rail freight traffic network are a source of infrastructure difficulties affecting the acceptance and clearance of trains. At certain times, at all events, congestion leads to refusals to accept wagons not only at frontier stations but also on access and relief lines, and this can lead to considerable bottlenecks.

However, the equipment at the frontier stations is rarely the cause of delays, except where differences in track gauge entail a transfer of load or a change of wheel-sets (France-Spain).

In general, the Committee takes the view that specific infrastructure adjustments at frontier stations would be justified only at certain frontier points in the Community where there are no marshalling facilities. Basically, it should be possible to overcome difficulties by taking suitable measures concerning the administration and inspection of operations.

As the analysis of frontier delays in European rail traffic indicated, the biggest problems concern traffic with non-member countries (Austria and Switzerland). Improvements have been made to increase the throughput capacity of the border stations concerned. Although frontier formalities are still quite considerable, they have been reduced in recent decades, permitting a better throughput capacity at certain critical frontier crossing-points as a result of changes in working methods (see the following table).

Numbers of railway wagons handled at critical frontier stations in the European railway network

- 1975 - (1)

Year	Station : Kufstein (DB/ÖBB)			Station : Salzburg Hbf (DB/ÖBB)		
	Number of wagons handled			Number of wagons handled		
	Direction DB/ÖBB	Direction ÖBB/DB	TOTAL	Direction DB/ÖBB	Direction ÖBB/DB	TOTAL
1932	9458	38213	47671	20902	14703	35605
1937	6545	52632	59197	26563	37506	64069
1951	74882	75512	150394	87806	123511	211317
1969	110262	106824	217086	109325	101433	210758
1974	123543	85413	208956	142020	89027	231057
Change from 1937 to 1974			+ 253 %			+ 261 %
Change from 1951 to 1974			+ 38 %			+ 9 %

Year	Station Modane FS/SNCF		
	Number of wagons handled		
	Direction FS/SNCF	Direction SNCF/FS	TOTAL
1961	47000	120600	167600
1965	79300	143800	223100
1971	118900	203800	322600
1974	131200	230600	361800
Change from 1961 to 1974			+ 116 %

Source : International Union of Railways (UIC)

(1) The figures are still valid in 1981

Re (b2) Access and relief Lines

While the infrastructure conditions at frontier stations are not regarded as a particularly significant cause of frontier barriers, the question of access and relief lines is more significant. In particular on tracks leading to frontier stations, considerable delays arise as a result of congestion on the lines available, sometimes bringing to a halt the flow of trains at the frontier stations or at the first large station before the frontier crossing-points.

Re (b3) Particular aspects of infrastructure planning

Big transport delays are encountered on the Italian railways. This is partly attributable to the scarcity of frontier crossing-points in the Alps, and partly to insufficiently developed or inadequate line capacities.

It therefore seems justified to include infrastructure planning in the context of the analysis of frontier barriers arising from rail traffic (1).

The Committee is therefore tackling this aspect in order to show that possible measures to overcome the operating or administrative difficulties must be separated from those concerning infrastructure problems and also from the infrastructure-adjustment measures already planned or agreed on in the context of cooperation between the railways. This applies in particular to new or extended lines fulfilling European requirements.

(1) See also Annex C to Part I.

In the past when the transport infrastructure of the Member States was being planned or extended, not enough allowance was made for the development of international goods traffic. This lack of foresight with regard to infrastructure planning by government departments must be included among the reasons for the bottlenecks at certain frontier crossings. The lack of consultation and coordination with regard to infrastructure measures is a particularly regrettable example of inadequate planning, but this could be made good through the expanded system of consultation between the Member States on these matters. The Committee considers that the removal of the worst infrastructure bottlenecks affecting rail freight traffic (and other types of traffic) deserves priority under the expanded consultation system.

2.2.2. Frontier barriers not arising directly from transport

In its investigation of frontier barriers not arising directly from the railways' operating systems, the Committee has relied on its own analyses and information from the UIC. The following problems are considered :

- (a) Activities of forwarding agents
- (b) Provisions concerning the law of carriage
- (c) Customs posts
- (d) Health and plant-health inspections, quality inspection, inspection of dangerous substances
- (e) Matters specifically concerning combined rail/road transport as regards veterinary inspections.

The following picture, which is not claimed to be complete, emerges concerning the individual problems :

Re (a) Activities of forwarding agents

Problems also arise with the intervention of forwarding agents concerning the routing of wagons. As part of their duties relating to the merchandise they sometimes cause the wagons to be held up because a number of formalities are not complete - or still to be done.

It can happen that a national waybill is made out to cover goods up to the border and only there is the international waybill made out for the onward journey in another country. Frequently, goods are consigned with instructions that they are to be sold en route, and are held in wagons at the border until the final decision is taken.

Fluctuations in prices and exchange rates are important factors where goods are reforwarded.

As in road haulage and carriage by inland waterway, forwarders basically operate in the capacity of agents in that they generally act on behalf of clients. The fact that they take advantage of all the practical and legal possibilities indicates their efficiency. Nevertheless, in connection with the exemption from demurrage, the question arises whether the procedures for clearing goods and vehicles at borders are organized very efficiently for the railways.

The extent to which forwarding agents intervene varies from one country and border post to another. The involvement of forwarding agents in customs clearance at the border amounts to only 1.5 % in the case of the NS, for example, compared with 4 % for the OBB and as much as 30 % for the SBB which are not part of the Community area. At border points, it is striking that in Modane (SNCF) the rate of involvement of forwarding agents in customs procedures is 2. %, but only one per cent in Feignies. Similar differences also arise for the DB ; at the frontier crossing at Aachen, border agents are involved in import clearance operations for only 1.8 % of the wagons handled, compared with 21.4 % at the frontier crossing at Apach. (See also the table below).

It should be mentioned that at certain border points most wagons can cross without formalities while at others, sometimes for reasons which are not clearly recognizable, wagons can be held up at the customs for as much as 12 to 18 hours. In addition, the forwarding agents do not work on Sundays and somestimes also on Saturdays and evenings after a certain time. Taking into account also the limitations imposed by the business hours of the customs, wagons can be blocked for as long as two days at some frontier stations.

Involvement of border agents/railways in import clearance operations								
	Border point	Total wagon arrivals	Crossing without clearance		Customs clearance at the border by the railway		Customs clearance or reconsignment by the forwarding agent	
DB	Aachen West	3.521	2.430	69,0	1.022	29,0	69	2,0
	Apach	3.362	2.404	70,5	239	7,1	719	21,4
	Basel Bad DB	2.827	2.205	78,0	137	4,8	485	17,2
	Flensburg	665	627	94,3	27	4,1	11	1,6
	Forbach	1.066	735	69,0	271	25,4	60	5,6
	Kaldenkirchen	1.757	1.299	74,0	402	22,8	56	3,2
	Kehl	641	326	50,9	284	44,3	31	4,8
	Kufstein	1.387	1.141	82,3	36	2,6	210	15,1
	Puttgarden	1.198	1.107	92,4	69	5,8	22	1,8
	Wasserbillig (Igel)	1.258	698	53,9	580	46,1	---	---
FS	Brenner/Fortezza	2.667	1.304	48,9	1.363	51,1	---	----
	Chiasso	5.613	2.430	43,3	2.365	42,1	818	14,5
	Domodossola	2.155	1.058	49,1	900	41,8	197	9,1
	Tarvisio-Poncebba	2.479	865	34,9	1.614	65,1	---	----
NS	Roosendaal	1.072	963	89,8	109	10,2	---	----
	Venlo	1.467	1.154	78,7	276	18,8	37	2,5
ÖBB	Arnoldstein	1.667	1.281	76,8	235	14,1	151	9,1
	Innsbruck	1.947	1.798	97,3	11	0,6	38	2,1
	Brenner	2.456	2.345	95,5	70	2,8	41	1,7
SBB CFF	Domodossola	1.170	699	59,7	150	12,8	321	27,5
	Chiasso	2.479	1.805	72,8	77	3,1	597	24,1
	Genève	974	403	41,4	197	20,2	374	38,4
SNCF	Erquelines	959	716	74,7	234	24,4	9	0,9
	Essen	364	742	85,8	122	14,2	---	----
	Montzen	6.235	5.253	84,9	484	7,8	458	7,3
	Quévy	1.926	1.812	94,1	112	----	2	0,1
SNCF	Apach	3.043	2.349	77,2	584	19,2	110	3,6
	Bellegarde	282	257	91,1	15	5,3	10	3,6
		1.123	867	77,2	245	21,8	11	1,0
	Forbach	1.788	464	26,0	1.284	71,8	40	2,2
	Jeumont	3.487	1.547	44,4	1.873	53,7	67	1,9
	Kehl	591	459	77,7	126	21,3	6	1,0
	Modane	2.227	1.422	63,8	309	13,9	496	22,3
	Vallorbe	90	48	53,3	13	3,2	29	14,5

Source : International Union of Railways (UIC), Paris, 1975

Detailed analysis of the clearance procedures at particular border stations shows that the delays due to the clearance of consignments (excluding technical and administrative checks on wagons) are fairly short for relatively short distances, and fairly long for longer distances.

Re (b) Provisions concerning the law of carriage

It is a striking feature of international rail traffic that forwarding agents have a preference for certain frontier crossing-points. However, not all forwarding agents prefer the same ones. Not infrequently, two wagons to be conveyed from the same place of departure to the same place of destination will take different routes.

This is because, under the CIM, consignors are able to choose for themselves the routes for their consignments. Though this constitutes a restriction of this freedom of choice, forwarding agents frequently refuse to accept new routes. The provisions of the CIM, under which the restriction must be operated according to countries, is ineffective in practice, as there are often several routes from one country to another.

This leads to the fragmentation of routes, which has already been mentioned, as has the lack of international coding of consignments.

Probably one major reason for the fragmentation of routes is insufficient cooperation between forwarding agents.

Re (c) Customs posts

As a result of the introduction of simplified procedures, cooperation between the railways of the Community Member States and the customs authorities has steadily improved. A major contribution to this improvement has been the Community transit procedure, as a result of which customs documents have been dispensed with. Mention should also be made of the fact that the Austrian and Swiss railways have been using the Community transit procedure since 1 January 1974, thus bringing to twelve the number of European railways using this procedure.

The International Union of Railways (UIC) regards the customs procedures of other railways - which do not apply the Community transit procedure - as being liberal, and practical for the railways' purposes. The following methods tend to be used for international rail freight traffic :

- (a) customs clearance at internal customs offices ;
- (b) customs clearance at customers' premises (consignor, consignee) and in private sidings ;
- (c) charging to account in respect of imports and exports ;
- (d) simplified procedures on the basis of various bilateral agreements.

To sum up, the customs clearance procedures in force in the Member States for the railways are not entirely uniform. There is also a problem where the use of forms and papers is concerned. Although transport documents contain the information required by the customs, customs documents have not generally been dispensed with for customs purposes since transport documents are not customs documents. It should also be pointed out that national procedures relying exclusively on national customs papers are no longer of relevance for customs clearance.

The TIF form has lost its previous significance. It is now used only by British Rail for exports, and by the Italian railways for the carriage of perishable goods as it facilitates the procedure.

Most customs clearance procedures relating to intra-Community rail traffic have been transferred to internal customs offices, except in the United Kingdom, Belgium and Luxembourg where most customs clearance relating to outward traffic is done at the border. For transit traffic, the United Kingdom, Italy, France and Luxembourg have maintained customs clearance on entry, and the United Kingdom, Italy and Luxembourg have also maintained it on exit. Where imports to carry out customs clearance procedures at the border.

Finally, other Member States, such as the Federal Republic of Germany and Belgium, still carry out customs clearance at the border for certain cargoes - mainly for food in the Federal Republic and for specific goods in Belgium.

On the other hand, facilities for completing customs clearance procedures at customers' premises exist in all Member States. Most of these procedures are carried out at consignees' premises and in private sidings, except in the United Kingdom, where customs clearance is not carried out at the consignor's or consignee's premises or in private sidings, and in Denmark where the facilities for customs clearance at consignors' premises are limited.

Customs procedures at internal railway stations should be assessed according to different criteria. The delays encountered affect incoming longer than freight traffic and are in many cases if customs procedures are completed at the border. For instance, whilst customs procedures are completed at fast crossing points in 4-7 1/2 hours on average, they take 24-40 hours at the DB's internal stations. Not all types of goods are affected, however. Also, additional marshalling operations are required at inland stations.

As the delays at the railways' internal customs posts are not to be regarded as "frontier barriers", the Committee did not investigate the causes of these delays. However, the fact that delays to wagons at Dover and Harwich, for instance, can run to several days because the relevant customs and forwarding documents are completed in London, indicates the root of the problem, namely the inefficient organization of international freight traffic.

Delays to wagons, for instance at Dover and Harwich, can sometimes run to days when the wagons arrive at the ports ahead of their documents, which agents may make out centrally and send to the ports by post. This illustrates the core of the problem of securing efficient coordination of the various processes which affect international freight traffic.

Problems also arise from the "prohibitions and restrictions" imposed by other administrative authorities which they verify themselves, or for which the customs perform certain tasks at the border in an agency capacity. Customs clearance formalities proper are simple if the goods are dealt with at an internal customs post or only have to be carried through the customs territory. Apart from the Community transit procedure, the TIR Carnet procedure in rail/road transport or the ATA Carnet procedure guarantee the quick completion of border clearance and short border stoppages on all routes, including those to and from non-member countries. This means that with most rail freight consignments customs formalities do not cause border delays.

To summarize, therefore, it may be said that —with a few exceptions — customs posts do not cause insuperable difficulties for rail freight traffic at border crossings. The difficulties encountered have other causes.

Border customs posts are continually affected by the fact that the "other administrative authorities" think they ought to carry out checks at the border because wagons and consignments are held up there anyway, and particular concerns, such as health matters, have to be safeguarded at borders. These activities should not and must not be confused with the duties of the customs authorities as this might easily discredit the latter.

Re (d) Health, veterinary and plant-health inspections, quality inspection, inspection of dangerous substances

A first step forward has been taken in this sector thanks to the decision of the Council of Ministers of the European Community to adopt Revised Resolution No. 212 of the Economic Commission for Europe (1) in order to facilitate health and quality inspection in international rail freight traffic between the Community and non-Community countries. As a result, unnecessary interruptions can be dispensed with at frontier crossing-points in the case of perishable goods imported from non-Community countries and in transit through the Community.

(1) Resolution No. 212 (revised) of the Economic Commission for Europe relating to the facilitation of health and quality inspection in the international carriage of goods by rail as regards traffic between the Community and third countries signatories to the Resolution.

In addition, the Committee points out that Directive 72/462/EEC laid down rules concerning health and veterinary inspection problems upon importation of bovine animals and swine and fresh meat from third countries, which also resulted in the speeding-up of international rail transport.

Nevertheless, delays do arise because reciprocal recognition of health certificates has not yet been attained.

The inspection authorities required the submission of official health certificates issued by the exporting country, or else license specific slaughter houses to produce goods for export to the authorities' country, but insist on carrying out their own inspections - which are the only ones that count. There is a market tendency for the authorities concerned to base themselves as far as possible at the border in order to economize on inspection staff and because it is easier to detain goods at that point. For the transport operation the consequence is that the same goods undergo clearance twice by different authorities, once at the border by the administrative authorities and once internally by the customs - involving the opening of containers, further delays and additional idling costs.

- These delays affect imports of livestock and livestock in transit which require veterinary certificates - except in the case of live domestic bovine animals and swine from Community Member States on importation or in transit, as long as the relevant conditions are met (detailed health certificate conforming to the prescribed model). Live solipeds, on the other hand, are subject to veterinary inspection at border customs posts prior to importation or transit - but an inspection of the health certificate, or of the consignment to check the certificate would not bring to light the presence of any disease. There is no difference in the case of transport operations between the EEC and non-member countries as the veterinary officer at the border also inspects the papers thoroughly and examines the animals, which always causes delays.
- Lastly, the Committee points out that studies are under way to see how border controls with respect to livestock traffic could be relaxed. Apart from the abolition of inspections in intra-Community transport, there are also plans to equip Community border posts for veterinary inspections of livestock from non-Community countries (the Member State at whose border livestock arrives from non-Community countries could carry out the inspections for the Member State of destination). However, the problem at the Brenner frontier station, where only staff who fulfil the requirements of the South Tyrol arrangement (bilingualism) can be employed to carry out veterinary inspections, is an example of the difficulties involved.

- Another example is the importing or carrying in transit of the meat of solipeds for which a veterinary authorization is required. Here too, there are a number of exceptions which are covered in a fairly extensive regulation.

- Similar delays affect imports or transit of feedingstuffs of animal origin, for which bacteriological examination and customs control procedures are needed.

- In addition to the veterinary and health inspections, the plant-health inspections for plants, fruit and vegetables entering or crossing the country also cause further border delays. Yet it is hard to justify these inspections, especially as there is normally no reason to fear a threat to the flora and fauna of the country concerned. For example, no distinction is made between consignments transported in ordinary vehicles and those transported in special (insulated) ones. For generations, fruit and vegetables imported via Kufstein have not been subjected to plant-health clearance before arrival in Munich and in decades there have been no reports of damage to the flora and fauna of upper Bavaria. In combined transport between the Netherlands and the Federal Republic, goods destined for Munich are no longer inspected at the border station but in Munich (central market).

There are repeated delays to consignments even when all the authorizations and certificates have been presented. The goods have to be presented at the customs platforms at the border and this means additional shunting (extracting wagons from trains and putting them back), re-icing and other time-consuming jobs. The following is a typical example of the type of delay occurring in intra-Community traffic : On a given day a Dutch manufacturer of feedingstuffs consigns 25 tonnes of his product, packaged in new paper bags. The same day the competent Dutch veterinary officer issues the exporting country's document certifying that the requisite heating and salmonella-destroying operations have been carried out. The next day the consignment arrives at the German border station and is again checked for salmonella.

This process can take up to 72 hours. If the premises where samples are analysed is not near the station, the result will not be available until 4 days after the sample has been taken. Then, when the certificate stating that the feedingstuffs are free from salmonella is issued, the consignment may at last proceed to the consignee on the seventh day after leaving the manufacturer.

Quality inspection

Quality inspection is still governed by Regulation (EEC) No. 60 of 21 June 1962 (imports from EEC Member States) and Regulation (EEC) No. 80 of 31 July 1963 (imports from non-member countries). In order to ensure that inspections other than for health reasons do not cause delays to consignments, both Regulations stipulate that inspections shall be carried out at the point of customs clearance (where the goods are processed anyway) or, under certain circumstances, at the first station of destination (after the point of customs clearance).

Yet it is noticeable that the inspections authority tries to arrange things so that all inspections are carried out at the border. In support of this procedure the German authority invokes the law on the quality of goods which can be regarded as having been superseded by Regulation (EEC) No. 60 and some of the provisions of Regulation (EEC) No. 80.

It is obvious that when there is no legal requirement to carry out inspections at the border, carrying them out there merely complicates transport operations, makes them more expensive and causes delays.

Inspection of dangerous substances

The Committee draws attention to the fact that the border customs posts are also used for carrying out the examinations connected with the assessment of dangerous substances.

Re (e) Matters specifically concerning combined rail/road traffic as regards veterinary inspections

Particular situations arise in combined transport. In this connection the Committee would draw attention to piggy-back and trans-container traffic from the Federal Republic to Italy (Verona). The Italian Health Minister recently decided that veterinary inspections of animal products (milk, milk powder, etc., excluding fresh, chilled or frozen meat) carried in combined transport would no longer be carried out at the border but in the internal customs office at Verona. However, these new rules, which came into force in September 1978, relate only to trains used in combined transport and, moreover, must be implemented within a reasonable time in order to avoid the delays encountered in the past, particularly for the carriage of milk, which cause serious disadvantages and economic damage to the firms concerned.

2.2.3. Frontier barriers affecting crew members

By and large, railway staff are not particularly affected by wagon stoppages, and crew members do not experience any non-operational difficulties when tractive units are changed.

When they are changed, however, the necessary arrangements should be made well in advance to ensure that suitable staff are available for the particular types of locomotive. In this connection, it might be necessary to have close cooperation in the training of the staff to operate the tractive units and joint training facilities for railway staff.

Consequently, railway staff are not in a position to help, either personally or through appropriate organization of their activities, to remove the existing causes of frontier barriers or border stoppages for wagons and trains.

The Committee is of the opinion that not all possibilities for avoiding unnecessary frontier delays for crews have been taken advantage of in the cooperation between the railway companies of Europe. Freight traffic can easily adapt the favourable solutions adopted in international passenger traffic.

2.3. Frontier barriers affecting inland waterway transport within the Community

Rhine navigation accounts for most of the goods carried between Member States by inland waterways (80 % by volume). As Rhine navigation has been liberalized as a result of the Mannheim Convention and other agreements (e.g. the agreement on the exemption from fuel taxes for navigation on the Moselle and Rhine), administrative action or inspections at frontiers have little practical importance for by far the largest part of inland navigation between the Member States of the Community.

However, various frontier barriers still exist in the other, smaller part of Community inland navigation, mainly international traffic between Belgium and France or Belgium and the Netherlands. The Committee feels that the remaining frontier barriers should be tackled even though this is of transport policy significance for only a small proportion of inland navigation.

The advantage of this approach is that the various frontier barriers can be described in a concrete way by case-examples.

The following synopsis of problems is intended primarily as a qualitative analysis to reveal the causes and components of delays in inland navigation between the Member States of the European Community. Although it is generally imagined that transport time does not play such a major role in inland navigation as in road freight transport, frontier stops and delays in international inland navigation to represent a substantial and unnecessary cost factor to the detriment of trade.

2.3.1. Frontier barriers arising from transport

In accordance with the methodology of the report, the Committee has drawn up the following list of transport-related frontier barriers :

(a) Compulsory border checks

- (a 1) Checking and levying duty on fuel for inland waterway vessels
- (a 2) Value-added tax on transport rates
- (a 3) Licensing of vessels for the carriage of dangerous goods

(b) Optional border checks

The following comments should be made :

(a) Compulsory border checks

Re (a1) Checking and levying duty on fuel for inland waterway vessels

French border

In France, neither French nor foreign boatmen can obtain duty-free fuel.

French boatmen must make a general declaration on leaving and re-entering France. Spot checks are made. If the quantity of fuel in the tank on re-entry into France is more than it was when the vessel left France the difference is taxed. Example : there were 1.000 litres in a vessels' tank when it left France and 2.000 litres when it re-entered France ; the difference (1.000 litres) is taxed

In the case of foreign vessels, the quantity of fuel consumed in France is taxed. If a vessel has less fuel on leaving France than it did on entering France, the difference is assumed to have been consumed in France and is taxed.

Belgian border

In Belgium, both Belgian and foreign operators may purchase duty-free fuel for transit operations through Belgium or to sea-ports.

However, both Belgian and foreign vessels have to pay fuel tax for operations within Belgium.

On leaving Belgium, Belgian vessels must declare their fuel stocks and give details of fuel exported without supporting documents, i.e. the number of litres of duty-free fuel purchased and the distances covered in the transit operations must be stated. Example : On leaving Belgium stocks total 1.500 litres of which 500 are duty-free. If the vessel enters France, the 1.500 litres must be declared to the French customs. If, on leaving France, stocks are less than the amount declared, the difference on the return journey is taxed. Example : Stocks amount to 1.000 litres of which 500 were consumed in France. When the vessels leave France, the French customs will levy a tax on 500 litres. On entry into Belgium, the Belgian customs will treat the 500 litres which were declared as duty-free stocks on leaving Belgium as having been consumed and no tax will be levied.

If the duty-free stocks declared on leaving Belgium are not all consumed outside Belgium, the quantity which has not been consumed will in principle be taxed unless the return journey is a transit operation.

At the Belgian-Dutch border, the same checks are made by the Belgian customs and the Dutch customs hardly ever carry out checks.

This complicated system of taxing or not taxing fuel obviously wastes time and creates considerable administrative work.

Virtually no checks are made on foreign vessels. A simple declaration of the fuel stocks on board a vessel on entering and leaving Belgium is required.

Dutch border

Both Dutch and foreign owner-operators can buy duty-free fuel for transit operations.

Duty is levied on fuel consumed in internal operations.

There are virtually no border checks for either Dutch or foreign vessels.

German border

No duties or taxes are levied on diesel fuel and lubricants used by inland waterway vessels in the Federal Republic of Germany.

A number of documents are, however, required for their purchase and consumption :

- Applications for purchase and consumption authorizations
- Issue of authorization for the purchase and consumption of duty-free free mineral oils
- General record of consumption.

The information required in this record is extremely detailed and includes :

- The date of entry into the Federal Republic of Germany or the date of refuelling
- Stocks of lubricants or diesel fuel
- The date and place of commencement of the journey
- The times at which the engine is started up and stopped
- Consumption of diesel fuel by the auxiliary engines, heating, etc.
- Date on which journey commenced and ended
- Stocks of lubricants and diesel fuel remaining at the end of the journey or on crossing the border.

To sum up this question of fuel checks and duty, it can be said that fuel stocks are checked and taxed at various borders simply on the basis of figures, but the systems used vary from one country to another. Serious impediments to the flow of traffic may result where inland waterway vessels cross certain borders.

Re (a2) Value-added tax on transport rates

A summary table is included (see page 62) to illustrate the various value-added tax systems for inland shipping in the main Community countries with a significant volume of inland shipping and in Switzerland.

The situation in France should be mentioned as regards value-added tax on transport rates. VAT is usually charged for the French section of the journey. Exports crossing the national frontier or in transit via the French ports are excluded from this arrangement however.

In the case of imports, VAT is charged for the French section of the journey and is paid for the carrier by a customs agency on crossing the frontier.

Since 1 February 1979, however, the French customs posts have applied the Sixth Directive ; the value-added tax for the French section of the journey is therefore included in the customs value of the goods carried and the tax is charged directly by the customs offices on the goods, completely freeing the carrier from these formalities. This practice is in line with our previous recommendation. The simplified measures therefore now apply fully to consignments which are subject to national duty and which used to have to remain at the frontier for the duty to be paid ; this was a real barrier and cancelled out the advantages gained from the simplified clearance procedures between the Member States of the Community. All non-resident carriers effecting internal transport operations in France are required to pay back the value-added tax charged on these operations on leaving French territory. The transport operations in questions must be recorded on the accompanying documents (waybill) which foreign carriers receive at the French frontier. Carriers have to record information about their activities from entering until leaving the country.

VALUE-ADDED TAX SYSTEM FOR INLAND WATERWAY TRANSPORT
- as in mid-1978 -

Country Institution	Legal basis	Tax assessment basis	General rate of taxation		Goods traffic		Passenger traffic		Additional services: In connection with inland waterway transport	Other comments
			Input tax	Deduction of input tax	Internal traffic	International traffic	Internal traffic	International traffic		
FEDERAL REPUBLIC OF GERMANY	2 Umsatzsteuergesetz (Umsatzsteuer) as amended on 18.11.1973 (BBl. I, S. 169)	3 Payment for supplies and services (Art. 10(1) and Art. 11)	5 Basically tax-free (Article 4, No 6) Taxation possible on application. Deduction then possible (Article 9)	6 Completely tax-free (Article 4, No 5) Deduction possible (last sentence of Article 15(2))	7 Tax-free (Article 4, No 6) No deduction (Article 15(2), No 2)	8 Same arrangement as Internal traffic	9 The carriage, transshipment and storage of exports, transit goods and imports are tax-free if conducted for foreign customers (Article 8(1) No. 3 in conjunction with Article 4, No. 3)	10 Considerable changes are proposed in the draft law of 15.3.1978 adapting the turnover tax law to the Sixth Council Directive on the harmonization of turnover taxes		
BELGIUM	Code de la Taxe sur la valeur ajoutée (Code TVA) Law of 3.7.1969 as last amended by law of 21.12.1977	Payment made or to be made to the carrier	Basically subject to VAT. Deduction possible (see, however, last sentence of column)	Tax-free for the carriage of imports, exports or transit goods (Article 11(1) No 2-4 of the Code TVA) Deduction possible, despite tax-free character	Liability to tax for the part of the journey in Belgium. Deduction possible.	Liability to tax for the part of the journey in Belgium. Deduction possible.	Tax exemption if the services involve types of carriage exempted from taxation. Deduction possible despite exemption.	1. The charging of value-added tax depends on the rules of the country to which carriage takes place. 2. Operators, with no more than 5 vessels are exempt from value-added tax. Instead, the freight-rate payer is obliged to pay value-added tax. Operators lose the entitlement to deduction if they do not file in tax statements (Circular No. 104/76, 30/71, 102/71 and 3/73).		
FRANCE	Code Général des Impôts Titre II, Chapitre Ier Taux sur la valeur ajoutée	Business conducted in France (Article 256 In conjunction with Article 258 and the first subparagraph of Article 259(1))	Liable to 17.6% tax	International carriage is generally liable for VAT in respect of the internal part of the journey (first subparagraph of Article 259(1)) Exemptions possible on the basis of international agreements (second subparagraph of Article 259(2)). All export traffic is thus duty-free (Article 66, (b) and (c) of Annex III of the Code Général des Impôts). In accordance with the International river conventions, the carriage of goods across the frontier on the Rhine or on the Moselle between Metz and the frontier are not liable to VAT (Regulations No 87-946 of 24. 10.1967 and No 87-1212 of 22.12.1967. See also No 123.11 ter of the Instruc- tion Générale pour l'application de la TVA).	Liability to taxation at the reduced rate of 7% (Article 279 b (c)) No deduction (Article 240, Annex II of the Code Général des Impôts)	Exempt: Supply of goods and services in respect of carriage to or from foreign countries (Article 259(4)), as defined in Article 70 of Annex III of the Code Général des Impôts: e.g. loading and unloading, other handling of the goods, leasing of equipment (as laid down in No 123.41 and 123.42 of the Instruction Générale pour l'application de la TVA).	Exempt: Supply of goods and services in respect of carriage to or from foreign countries (Article 259(4)), as defined in Article 70 of Annex III of the Code Général des Impôts: e.g. loading and unloading, other handling of the goods, leasing of equipment (as laid down in No 123.41 and 123.42 of the Instruction Générale pour l'application de la TVA).			
NETHERLANDS	Wet op de oorzelsas- ting 1968 (BTW)	Payment for supplies and services (Article 8(1))	18% tax Deduction possible (Article 9(1))	Zero duty on the carriage of import- ed and exported goods Deduction possible (Article 9(2)(a))	1/2% tax (Article 9(2)(a)) Deduction possible (Article 9(2)(c)) in conjunction with Table I of the turnover tax law	Zero duty on additional services for international traffic (Article 9(2)(b) in conjunction with Table II of the turnover tax law). Other additional services are taxed normally (Article 9 (1) and (2)(a)).	No changes under the Sixth Council Directive on VAT			
SWITZERLAND	Bundesratsbeschluss über die Warenumsatz- steuer vom 29.7.1941 with several amendments	Wholesale supply of goods, construction, retail supply of goods, use (Article 15(3)) in conjunction with Article 19(2)	Not liable to turnover tax	Not liable to turnover tax	Not liable to turnover tax	Not liable to turnover tax	Not liable to turnover tax	Proposal of 15 March 1978 for a system of value-added tax (BOI 1978 I 849).		
Arrangement based on the Sixth Directive of the Council of the EUROPEAN COMMUNITIES on the harmonization of turnover taxes (OJ L 145 of 13.6.1977, p.1)	Sixth Directive applicable from 1 January 1979 (in accordance with the Sixth Directive)	Consideration for the supply of goods and services (Article 11 A. (1)(a))	Liability to tax with an entitlement to deduction. Provisional arrangement: possibili- ty of retaining carriage on the Rhine and Moselle (Article 28(3)(b) in conjunction with Annex F, No 24 of the Sixth Directive)	Tax-free with the possibility of deduction (Article 14(1) and Article 15, No 13 of the sixth Directive)	Liability to tax. Provisional arrangement: Possibility of retaining existing exemptions (Article 28(3)(b) in conjunction with Annex F, No 17	Liability to tax. Provisional arrangement as for Internal traffic.	Same arrangement as for freight traffic	The current provisions provide for taxation of goods and passenger transport services at the place where they are supplied. Under the final arrangement, passenger transport will be taxed in the country of departure (Article 20(5) of the sixth Directive)		

Re (a3) Licensing of vessels for the carriage of dangerous goods

The Member States have different conceptions about the classification of dangerous goods and the precautions which must be taken with regard to consignments of them.

Various surveys have established that vessels licensed for the carriage of certain dangerous goods in one country are not allowed to carry such goods in another. This causes difficulties for the carriers concerned, and sometimes they have to lay up their vessels. Not only does this have an adverse effect on the carrying-out of transport orders taken on, it also leads to some extent to a lengthy break in the use of the vessel.

The need for international harmonization for the carriage of dangerous goods should be given special attention, particularly as only one regulation, the ADNR (which applies only to the Rhine), is binding. The ADN is only a recommendation. The departments of the Commission have therefore drawn up, with the support of Government experts, a proposal on the technical specifications for inland waterway vessels (1). Under this proposal, each Member State would oblige vessels, including those carrying dangerous goods, to carry a Community certificate of content stating that they satisfy these requirements. Proposals on additional technical specifications for the carriage of dangerous goods are also to be drawn up in due course. Meanwhile, holders of the certificate issued under the Agreement concerning the carriage of dangerous goods on the Rhine (ADNR) are entitled to carry dangerous goods through Community territory on the conditions laid down therein.

Re (b) Optional border checks

Without at this stage going into the practical questions in detail, the Committee wishes to draw attention to other barriers, arising from certain administrative provisions which vary from one Member State to another and ought to be harmonized.

(1) OJ C 254, 8.10.1979

For example :

- police regulations (manning provisions, towed convoys 2 x 38.50 m).

The inland navigation police regulations lay down a number of rules on crews and vessels which inland waterway vessels have to satisfy before being allowed to travel in inland waterways.

Non-compliance with these rules is an offence against the inland waterways regulations and is penalized by fines or can even lead to court proceedings.

2.3.2. Frontier barriers not arising from transport

Re (a) Activities of forwarding agents

There is a view that, in certain cases, the activities of forwarding agents can delay inland waterway traffic. The Committee has not examined in detail the causes of the additional time lost, because, as with international road haulage, it is not possible to determine the exact reasons for the alleged delays. They may often result from difficulties encountered by the consignor when complying with inappropriate customs formalities and similar factors. Sometimes, however, the delay results from the fact that the forwarding agent has asked for the clearance of goods to take place while the vessel is waiting at the frontier.

Generally speaking, as the Committee notes, the request of the agent for the clearance of goods at the frontier is not always reasonable. Furthermore, it is not always clear why this delay should be used by the agents for other activities.

If the boatman himself could choose the most convenient place for clearing the goods it would facilitate transportation and passage through customs.

These factors should not be looked at in isolation but in relation to the problems which lead to frontier barriers.

Re (b) Navigation certificates and insurance matters

The question of verifying the suitability of the transport equipment is connected with the insurance of the ship's hull and the carrier's liability.

The coverage of navigation risks and the carrier's liability differ from one Member State to another according to the damage, average, etc. arising.

For this reason, some carriers hesitate to take on international business, although they would normally be covered by their insurance companies. However, it should be possible for the related questions regarding trade barriers to be resolved to a large extent by means of a Community insurance agreement (directives of 25 May 1976), the Directive on common technical specifications and the issue of a Community certificate.

Re (c) Plant-health inspections

A plant-health inspection of cereals and feedingstuffs carried on board ship is conducted on entry into Germany under a Federal Law.

This inspection is conducted free of charge by the provincial authorities. On receiving a telephone call during office hours, these authorities will send an official to the vessel to conduct the plant-health inspection.

If the cargo is recognized as uncontaminated, the official will issue a certificate which has to be presented with the other documents during the customs inspection.

In the absence of a certificate, the inspection may be conducted at the destination, but in this case the carriers have to pay a fee for the services of the plant-health inspectors, whereas these services are free when conducted as described above.

Re (d) Checking of equipment and ships' stores

New ships, ships' equipment, cabin equipment, apparatus, instruments, etc., acquired in one or other Member State of the Community, is declared, when crossing a frontier, on a clearance customs declaration and submitted for customs clearance, a procedure which is an improvement on past methods under which checks were carried out by inquiry. As ever, however, customs clearance entails hold-ups and hindrances.

Re (e) Special problems associated with the carriage of cereals

The carriage of cereals by inland waterway vessels is a good example of the frontier problems. At the same time, this example is a striking indication that the Community's national frontiers still represent a dividing line in international trade and the carriage of goods. It also reflects a phenomenon which is not in keeping with a common policy which, under the Treaty of Rome is intended to promote the integration of trade and markets. Nevertheless, as the carriage of cereals demonstrates, the establishment of Community arrangements can lead to "disintegration" which, while not desired, may develop as a result of different national systems and interests.

The system of compensatory amounts in the common organization of agricultural markets can lead to a situation which considerably impedes inland shipping. Not infrequently many vessels carrying cereals are blocked at the frontier on the consignor's orders in anticipation of improved exchange rates. As soon as this expectation has materialized and the exchange rate has changed advantageously, they are let out en masse, causing congestion and delays to a greater or lesser extent both at the locks and at the frontier crossing-points.

Re (f) European passport

Sporadic identity checks of crew members do not cause any significant hindrance as they are generally carried out in connection with other checks.

Re (g) Foreign currency

Hold-ups at frontiers or delays at the beginning or end of an inland waterway transport operation may arise because, in view of the levying of charges, carriers have to carry cash in the currency of the countries through which they pass. The sums involved are far from small, and this sometimes constitutes a real problem for the carriers.

Re (h) Customs offices

Inland waterway vessels are often delayed by the fact that the opening hours of the customs offices do not coincide with the pattern of work in inland navigation.

Whereas the Schelde-Rhine Link has around-the-clock customs clearance, 24-hour opening hours do not apply on other waterways. The fact that there is no customs clearance on Sundays is considered a particular disadvantage when there is a sufficient amount of traffic.

Like international road haulage, the inland navigation sector complains that the customs offices do not temporarily increase manning levels during peak periods. This also applies to the customs agencies which do not adjust their clearance capacity to the rate of traffic.

2.3.3. Frontier barriers affecting crew members

The Committee agreed not to go into detail concerning the frontier barriers affecting the crew of inland waterway vessels. Basically, the conclusions reached in respect of crews engaged in international road haulage also apply to the crews of inland waterway vessels (see point 2.1.3.).

3. Final comments on the analysis of frontier barriers

The Committee concludes its analysis with a few comments :

- In general, the individual frontier barriers affecting the modes of transport examined, have a cumulative effect and are to some extent inter-related. Consequently, solutions will not be found unless the problems are tackled in consultation with all the parties concerned. Attempts to speed up or improve the movement of vehicles and goods across frontiers should not relate to individual frontier barriers but to the totality of the factors which cause stoppages at borders and ultimately make transport more expensive.

This means that solutions must be found in close cooperation with the public authorities (including customs authorities), transport company representatives and staff representatives, and an institutional procedure for permanently eliminating existing delays affecting goods and vehicles at the border would be useful and appropriate at Community level.

- To a large extent, frontier barriers continue to exist because Community Member States have not yet got to the bottom of the diverse causes of these barriers or managed to take a closer look at or tackle the possible ways of overcoming them. Only in a few areas, e.g. customs law, is there a deliberate general endeavour to remove unnecessary administrative obstacles to the movement of goods across frontiers. However, the customs authorities are not yet convinced that speeding up the passage of vehicles across frontiers - and removing non-transport-related activities, which it would be more efficient and economically more sensible to carry out elsewhere, from the border - is also an integral part of the process of improving the flow of trade.
- The Committee stresses, in particular, that there are certain differences in the Community in regard to swift and slow frontier crossings. Goods can pass from one side of the border to the other fairly quickly and without major administrative formalities in some cases but not in others. In view of transport's significant role in economic integration, the situation in the common market must be regarded as a very serious problem, since the conditions with regard to international trade and the movement of goods are not the same everywhere, because of the existing border difficulties.
- Frontier barriers are particularly serious in road haulage. Some progress has been made as a result of the Community transit procedure, but this procedure is not sufficient to remove the difficulties and reduce the delays encountered by transit traffic at frontier crossing-points. Border posts should also be relieved of administrative work in the case of bilateral transport where international road haulage is concerned.
- The existing delays affecting inland navigation are also attributable to the carrying-out at border posts of administrative formalities which could be carried out elsewhere. As in the case of road haulage, a number of inspections carried out at certain border posts are unjustifiable from a Community point of view.

- The main reason for the difficulties affecting rail freight traffic is probably the lack of agreement between nationally-minded railway companies which have not yet taken the measures possible from an operating and organizational viewpoint to ensure the swift passage of wagons across frontiers in Europe (particularly in exchange traffic). Neither the customs nor any other public body is the dominant factor in border stoppages in the case of rail freight traffic. The difficulties and hindrances encountered are attributable largely to other factors.

- Lastly, investigations have shown that the organization of the infrastructure of border posts does not always fulfil the present requirements of international trade. Consequently, the extent to which infrastructure measures can help improve international freight transport must be examined at an early stage in the attempts to remove frontier barriers.

- An important and fairly far-reaching aspect concerns traffic with non-EEC countries. Undoubtedly, Austria and Switzerland in their dual role as the Community's free trade partners and transit countries for Community traffic occupy a special position under this heading. Compared with the throughput of various other borders, the border posts at the frontiers between the Community and the above countries are affected by considerable problems in the form of barriers and bottlenecks. The obvious solution seems to be to include Austria and Switzerland in the development of the common transport policy to a greater extent than hitherto and also, in building up the customs union, to adopt a more constructive approach to difficulties and inspections at their borders. As a result of Greece's accession on 1 January 1981, border problems in relation to Yugoslavia have become more significant.

- Also, traffic between Community and non-Community countries is expanding disproportionately. The experience gained should be used as soon as possible in order to eliminate the border problems encountered by Community transport operators in operations involving non-Community countries.

PART II

Ways of eliminating the difficulties

1. Introductory remarks

1.1. Guiding principle

Since this paper is mainly concerned with reducing delays which occur when vehicles (involved in road, rail, inland waterway and container operations) and goods cross frontiers (including ports) within the Community and with shortening the "economic" distances between places and regions in the Member States, it would be logical to arrange possible measures and proposals for overcoming difficulties in order of effectiveness. The different suggestions and initiatives would accordingly have to be evaluated according to the extent to which they might shorten delays and economic distances.

An approach of this kind makes sense in terms of transport policy, as the actual effects of various transport-policy measures on transport economics are often not discerned. Policy implementation, too, would benefit, however, if the priorities were listed in order of effectiveness. This approach would require a considerable amount of time and it has therefore been shelved for the moment in favour of practical solutions which are more suited to the urgency of the situation.

The guiding principle chosen by the Committee in its attempt to evaluate suitable measures is quite simple. The main criterion has been to ask what possible justification there can be for stopping and checking a consignment of fresh meat, for instance, several times between, say, Munich and Bolzano, when a similar consignment carried over the greater distance between Milan and Palermo, for example, is not subject to any checks en route.

The important point to grasp is that the parties affected by such stops and interruptions cannot calculate how frequent and how long these will be. The carriage of goods within the Community is fraught with obstacles and artificial difficulties, which do nothing to promote the harmonization of the conditions needed if further progress is to be made on integration.

The following objective must therefore be regarded as a priority as regards overcoming the problems encountered at frontiers :

- . The reduction of the waiting time and stopover time at frontiers as well as other places such as inland customs offices.

In general, the following means are suitable :

- (a) The abolition of unnecessary checks ;
- (b) The simplification, standardization, harmonization and reduction of those checks which cannot be avoided ;
- (c) The gradual transition to systematic spot-checks.

However, this must not lead to unequal conditions in the carriage of goods by the various transport modes in the Community, leading to an acceleration of procedures for some and delays for others.

1.2. Advantages

The Committee is aware that the difficulties currently encountered at frontier crossing-points cannot be eliminated overnight. Nor is there any doubt that a series of checks concerning international trade in and carriage of goods involving the Community are needed, as we move towards economic and monetary union. Such checks should nevertheless be organized in such a way as to ease transport procedures and the flow of goods, not hinder them, and to limit interruptions to a minimum. All measures should thus be scrutinized to see whether they will definitely benefit :

- transport operators and crews (by reducing delays),
- transport users (by improving trade and making it easier),
- administrative authorities (by standardizing and simplifying procedures), and
- Member States (by enhancing international cooperation),
- the Community.

1.3. Structure of Part II

In accordance with the system used in Part I, the various proposals for overcoming frontier problems should be examined to see whether they constitute :

- (i) measures which aim to simplify frontier crossings by eliminating checks, improving clearance rates, etc. ; or
- (ii) measures which aim to harmonize certain implementing provisions, conditions and regulations or make them less strict.

It should also be made clear whether the measures are to be taken at Community level and/or by the Member States, or the particular mode of transport involved.

In view of these factors, the individual proposals are arranged in a table drawn up for each mode of transport, thus creating greater transparency between Parts I and II. This summary groups the possible measures under the following headings, so that the priorities can be more readily understood :

<u>. Road haulage and inland waterway transport</u>	<u>. Rail traffic</u>
- Taxation	- Rail operations
- Transport law (including social legislation)	- Infrastructure
- Customs organization, administration and inspection of goods	- Customs organization, administration and inspection of goods
- Activities of forwarding agents	- Activities of forwarding agents
- Infrastructure	
- Miscellaneous	

Special mention should be made of the activities and leaflets of the UIC which set out schedules and movement plans (including computer supervision of operations) to keep down the amount of time it takes for wagons to cross frontiers.

Part II concludes with a brief assessment intended to provide the basis for a final answer to the Commission's question about future transport policy with regard to frontier obstacles.

1.4. Emphasis and priorities

In view of the fact that the difficulties in international transport arise from many quarters and their causes cannot simply be attributed to, for instance, transport checks, customs clearance procedures, administrative techniques or organization, the Committee has not specified exactly what relative importance the various obstacles and the proposed measures have. Analysis has provided several indications as to which difficulties are more important and which, in practice, occur infrequently. This distinction has led the Committee to give priority to some proposals and not to others. This does not mean that "secondary" proposals will not be more important in certain specific cases, however. Since the problems differ from one frontier post to another, a "secondary" measure may be the decisive one for a particular crossing-point.

Another factor to remember is that the criteria applying to the various modes of transport differ, so the arrangement of the proposals in an order of importance should only be seen as a means of enabling discussions aimed at producing proposals to be started.

2. Basic conditions

2.1. Institutional measures

Two important findings emerged from the analysis, namely that all modes have great difficulties in international operations and that the interaction between administrative departments, transport operators, forwarding agents and transport users at the frontier posts is extremely complex. It is too early, yet, to say that trade in and carriage of goods within the Community is satisfactory.

Some of the problems have been known for many years. Although Member States are trying to find bilateral solutions, all the evidence is that, while they may have reduced some problems, they have not yet really tackled the root causes. In particular, there is a lack of coordination of the measures capable of guaranteeing a uniform approach and preventing the emergence of new problems. Solutions which, for instance, benefit the bilateral carriage of goods and trading between two neighbouring countries

are not necessarily suitable for transit journeys by other operators from more remote countries. Many problems are multilateral and not exclusively bilateral.

Basically, therefore, the elimination of frontier obstacles is a multilateral task requiring Community solutions.

The carriage of goods in the Community, moreover, takes place to some extent in conditions which have been created as a result of the customs union and which form the basis for the establishment of an efficient internal market. Insofar as frontier difficulties arise from measures and provisions which originated at Community level, the relaxation of restrictions will automatically require Community solutions. However, the Committee has come to the conclusion that the institutional arrangements are still incomplete.

2.2. Improving the level of information

Hauliers operating within the Community are seldom aware that the Customs Union Service maintains a useful register of frontier customs posts with details of clearance times for Community transit procedures, etc.

The provision of important information on transport arrangements to all those involved in the international carriage of goods could still be improved considerably, and it is worth investigating whether a generally accessible information system on the international movement of goods and vehicles should be set up, telling the parties involved where a frontier can be crossed with relatively few problems. Some crossing-points between two countries allow a smooth flow of traffic and goods, while others still need considerable reorganization.

2.3. Upgrading the issue from a transport-policy angle

The Committee believes, finally, that frontier obstacles do not receive the attention in various Member States which, from a transport-policy angle and in view of the problems they cause, they would seem to merit. The need is to embody all the initiatives and possible measures to remove frontier obstacles within the general framework of the common transport policy.

The following remarks suggest how could be achieved. They seek to underline the relative importance - from a transport-policy point of view - which the Committee attaches to the problems and tasks concerning the transport of goods between Member States of the Community.

The removal of frontier barriers has a specific social-policy significance where international goods transport - particularly road haulage - is concerned. The vast majority of haulage firms operating in this sector organized on small-business lines ; their management is not always in a position to know all the details of customs clearance at every crossing-point in every Member State of the Community. A simplification, relaxation or reduction of the frontier difficulties will not only involve less costs and frontier delays for small and medium-sized transport firms, but also give them confidence in their authorities, governments and the Community bodies. The present situation at some crossing points does not appear to inspire any confidence in the development of the European Economic Community, since international road haulage operations are becoming increasingly complicated as trade increases.

The Committee is pleased to note that the problems of frontier formalities are increasingly moving out of the area of those directly affected into the political arena and are being included among the priorities in the action programme for the implementation of the common transport policy. It believes that the time has now come for the Commission to give the necessary impetus through appropriate initiatives and proposals in order that frontier obstacles may effectively be removed.

It is noteworthy in this connection that various measures in the new programme of priorities submitted by the Commission to the Council on the 21 October 1981 (1) can also directly or indirectly help to ease frontier obstacles. (See Annex D, Part II).

3. Proposals and expected advantages (direct and indirect) relating to each transport sector

3.1. General comments

In the accompanying tables, which set out the results of the Committee's deliberations, each proposal for eliminating frontier obstacles is divided as follows : sphere of action, expected advantages, urgency and geographical features. This applies to all three transport sectors.

A general indication only has been given of the expected advantages. A distinction could have been made between direct and indirect effects, but to do so would first require a comprehensive inquiry (as already indicated above), and it was felt that this was outside the terms of reference.

Three degrees of urgency have been used to indicate an order of priority for the individual proposals : urgent, less urgent and desirable.

The column headed "Geographical features" shows where the problem occurs, indicating whether measures should be taken primarily at Member State or Community level, or by individual modes of transport.

3.2. Measures for removing frontier barriers affecting road haulage

It is immaterial whether frontier stops and delays to goods and vehicles are caused by mandatory or optional checks and barriers.

Table 1 sets out the Committee's various considerations in detail. It is assumed that there is a general consensus on them. If any revision is needed, they will have to be reconciled with the relevant laws, regulations or rules in each case.

(1) O.J. n° C 171 of 11.7.1981

Table 1 : Road haulage - Possible ways of removing frontier barriers

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occurs 2) Level at which solution is to be applied
<p>1. Frontier barriers arising from transport</p> <p>1.1. Taxation and duty on fuels</p> <p>a) Duty-free import and export of fuel in normal fuel tanks (1)</p>	<ul style="list-style-type: none"> • No duty on fuel which is brought in or taken out in ordinary tanks normally incorporated by the manufacture (standard tanks) 	<p>a). Customs administration made easier</p> <ul style="list-style-type: none"> • Customs clearance generally speeded up • Flow of goods and traffic speeded up • Workload of crew members eased and better use made of available working hours 	<p>a) urgent</p>	<p>a) Community (1) Federal Republic of Germany France Italy</p>
<p>b) Duty-free import and export of fuels for the power units of compressors, refrigeration units, etc.</p>	<ul style="list-style-type: none"> • No duty on the amount of fuel in fuel containers for power units, etc. • Provisions governing the dyeing of fuel oil and diesel oil to be harmonized • A standard size to be defined (similar to that for the above-mentioned standard tanks) for the fuel containers in question, with a view to exempting a certain quantity of fuel from customs duty 	<p>b). Customs clearance speeded up</p> <ul style="list-style-type: none"> • Frontier crossings by vehicles with deep-freeze units speeded up • Workload of crew members eased and better use made of available working hours • Customs administration made easier 	<p>b) urgent</p>	<p>Special cases : Austria-Italie Austria-Germany</p> <p>(2) Community level</p> <p>b) Community (1) Federal Republic of Germany (2) Community level</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occurs 2) Level at which solution is to be applied
c) Motor-vehicle tax	<p>c). Taxation at the frontier on entry of vehicles to be discontinued under bilateral motor-vehicle-tax waivers</p> <ul style="list-style-type: none"> - Harmonization of motor-vehicle tax in the Community ; recommendation to implement the first tax directive on the approximation of tax structures with regard to commercial vehicles 	<p>c). Customs administration made easier</p> <ul style="list-style-type: none"> - Flow of goods and traffic at frontier crossing-points speeded up 	c) urgent	<p>c) Various EEC Member States, and the Community as a whole</p> <p>(1) Belgium Denmark Italy Ireland The Netherlands</p> <p>(2) Community level</p>
d) Road tax (Transit tax)	<p>d). A strong recommendation⁽¹⁾ to the Republic of Austria and the Socialist Republic of Yugoslavia to recognize the principle of nationality in vehicle taxation and the principle of tax harmonization and to discontinue the taxation at the frontier of vehicles registered in the Community</p>	<p>d). Customs administration made easier</p> <ul style="list-style-type: none"> - Customs clearance made easier - Flow of goods and traffic speeded up - Workload of crew members eased 	d) urgent	<p>d) Austria, Yugoslavia</p> <p>(1) Traffic involving Italy Traffic involving Greece</p> <p>(2) Community level</p>

(1) One member of the Committee does not agree with this recommendation

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where 2) Level at problems which solution occurs is to be applied
e) VAT on coach and bus services	e). Checks on passenger lists to be waived, if VAT is no longer charged at the French border	e). Customs administration made easier . Tourist traffic speeded up . Workload of crew members eased	e) Less urgent	a) France 1) France 2) France
f) Fuel rationing ⁽¹⁾	f). Issue of ration cards and coupons for foreign vehicles either in the country concerned or at specific places in the vehicle's country of registration (2) . Community-level provisions	f). Workload of crew members eased . Traffic flow speeded up . Easier frontier clearance . Customs administration made easier	f) Desirable	f) EEC Member States and Community 1) EEC Member States and Community 2) EEC Member States and Community
1.2. Transport law a) Community authorization	a). Stamping to be discontinued at the last frontier crossing. . If necessary, authorizations to be submitted and stamped (checked) at the destination (by the customs office of destination) (3) . Checks to be made by flying squads	a). Customs clearance made easier . Customs administration and work of other departments made easier	a) urgent	a) Community level

(1) In the event of fuel rationing, care should be taken to ensure that no new frontier barriers or difficulties arise for vehicles crossing frontiers
(2) One member of the Committee does not agree with this proposition
(3) Some members of the Committee do not agree with this proposition

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where 2) Level at which solution occurs is to be applied
b) Bilateral authorization and ECMT authorization	<p>b). Stamping of bilateral authorizations and ECMT authorizations at the frontier to be discontinued. If necessary, authorizations are to be submitted and checked (stamped) at the place of destination (by the customs office of destination) (1)</p> <p>.Checks to be made by flying squads</p>	<p>b). Customs clearance made easier</p> <p>.Customs administration and work of other departments made easier</p>	b) less urgent	<p>b) Community level and EEC Member States</p> <p>(1) EEC Member States and ECMT Member States</p> <p>(2) Member States, Community level and ECMT</p>
c) Traffic statistics	<p>c). Investigation to see whether the statistics (census forms) cannot be recorded at the customs office of destination (2)</p> <p>.Separate treatment at the frontier of traffic types subject to mandatory statistical checks (separation of transit traffic from other forms) (2)</p>	<p>c). Workload of crew members eased</p> <p>.Goods transport speeded up</p> <p>.Customs clearance made easier</p>	c) less urgent	<p>c) Community level</p> <p>(1) EEC Member States and Community level</p> <p>(2) EEC Member States and Community level</p>
d) Technical terminology : simplification of necessary police checks	<p>d). Technical terms in the relevant legal provisions of the individual Member States to be simplified and harmonized in order to make the uniform interpretation and observance of the measures easier (2)</p>	<p>d). Customs administration made easier</p> <p>.Delays and unnecessary stops avoided</p>	d) less urgent	<p>d) EEC Member States and the Community</p> <p>(1) EEC Member States and the Community</p> <p>(2) EEC Member States and the Community</p>

(1) Some members of the Committee did not agree with this proposal
(2) One member of the Committee does not agree with this proposal

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
e) Police checks in connection with technical matters and traffic law	e). Police checks at frontier crossings (vehicle registration certificate, measuring the vehicle's length, etc.) to be lessened (1)	e). Customs clearance made easier .Traffic flow speeded up .Workload of crew members eased	e) less urgent	e) EEC Member States (1) EEC Member States (2) EEC Member States
f) Vehicle Licensing certificates	f). Mutual recognition of licensing procedures for all types of vehicle (2) .Mutual recognition of certificates (2)	f). Customs clearance made easier .Administration made easier	f) urgent	f) EEC Member States and the Community (1) EEC Member States (2) EEC Member States and the Community
g) Abnormal transport operations, indivisible loads	g). Authorization procedures in several languages (2) .Mutual recognition of the licensing procedure (2) .Compilation of a data bank showing admissible routes (possibly by the Statistical Office of the European Communities) (2) .Harmonization of authorization procedures as far as possible (2)	g). Administration reduced and made easier .Customs clearance eased .Workload of crew members eased .Flow of goods and traffic speeded up	g) urgent	g) EEC Member States and Community level (1) EEC Member States and Community level (2) EEC Member States and Community level

(1) Some members of the Committee do not support the idea of lessening or discontinuing police checks at frontier crossings

(2) One member of the Committee does not agree with this proposal

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where 2) Level at problems which solution occurs is to be applied
<p>h) Type approval (model (general))</p> <p>i) ADR and ATP type approval model</p>	<p>h). Harmonization as long as no new barriers are created (e.g. harmonization of noise abatement regulations) (1)</p> <p>i). Standardization of the type approval model</p> <ul style="list-style-type: none"> • Standardization and mutual recognition of the type-approval authorization (1) • Checks at frontiers to be limited (1) • Checks made at the place of loading or unloading(1) 	<p>h). Frontier-crossings made easier</p> <ul style="list-style-type: none"> • Administration made easier <p>i). Customs clearance made easier</p> <ul style="list-style-type: none"> • Administration simplified • Workload of crew members eased • Frontier-crossings speeded up 	<p>h) Urgent</p> <p>i) Less urgent</p>	<p>h) Community</p> <ol style="list-style-type: none"> 1) EEC Member States 2) Community level <p>i) Member States, Community level, Community and other countries which recognize the ADR and ATP</p> <ol style="list-style-type: none"> 1) EEC Member States, non-member countries 2) EEC Member States in conjunction with the Community level, loaders and unloaders
<p>j) Weights (weight of load, vehicle weight, axle load)</p>	<p>j). Technical checks at the frontier on total weight or weight of load to be reduced (2)</p> <ul style="list-style-type: none"> • Weight checks by flying squads (1) • Weighting methods to be harmonized (1) • Modernization of weighting procedure (1) 	<p>j). Customs clearance made easier</p> <ul style="list-style-type: none"> • Tasks of frontier police made easier • Administration made easier • Workload of crew members eased • Flow of goods and traffic speeded up 	<p>j) Urgent</p>	<p>j) EEC Member States, Community and neighbouring non-member countries</p> <ol style="list-style-type: none"> 1) EEC Member States 2) EEC Member States and the Community

(1) One member of the Committee does not agree with this proposal.

(2) Some members of the Committee do not agree with this proposal.

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>k) Passenger lists</p> <p>l) Provisions concerning working and driving time (1)</p>	<p>k). Checks on passenger lists to be discontinued (2)</p> <p>l). Checks at the frontier on social legislation to be reduced . Checks by flying squads . Random checks only to be made . Checks to be made on firms' premises</p>	<p>k). Customs clearance made easier . Workload of crew members eased</p> <p>l). Customs clearance made easier . Workload of crew members eased . Flow of goods and traffic speeded up</p>	<p>k) less urgent</p> <p>l) less urgent</p>	<p>k) EEC Member States (1) EEC Member States (2) EEC Member States</p> <p>l) EEC Member States and Community level (1) EEC Member States (2) EEC Member States</p>
<p>2. Frontier barriers not arising from transport</p> <p>2.1. Customs organization, customs administration, and goods inspections</p> <p>a) Simplifying clearance procedures (in particular Art. 23 of the Sixth Directive on Community Transit)</p>	<p>a). Simplified procedures, e.g. simplified customs declaration, overall customs declaration, to be used more widely . Simplified procedures should also be used where not possible before (3)</p>	<p>a). Customs administration made easier . Customs clearance made easier . Frontier crossing for goods and vehicles speeded up</p>	<p>a) Urgent</p>	<p>a) EEC Member States and Community level (1) EEC Member States and Community level (2) EEC Member States and Community level</p>

(1) The Committee also draws attention to the relevant Commission reports
(2) One member of the Committee does not agree with this proposal
(3) The consignor should make more use of the Community Transit, Procedure (CTP), and more advantage should be taken of the possibilities offered to carriers by the CTP

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where 2) Level at which problems solution is to occur be applied
<p>b) The sound organization of the customs-clearance process</p> <p>c) Use of seals for "transit" traffic in accordance with Community Transit Procedure (CTP)</p>	<ul style="list-style-type: none"> . Security procedures (e.g. sealing) should be developed further in transit operations through non-member countries b). Recommendation to the governments of the EEC Member States to organize frontier customs clearance on a simple basis so that it can be clearly understood by everybody . Hints on information and organization, all information in several languages (1) . Internal processing of documents to be speeded up . Identical clearance powers on each side of the border posts c). Vehicles to be sealed if a non-member country (e.g. Austria, Switzerland or Yugoslavia) is crossed in an intra-Community transport operation . Standardization and reciprocal recognition of sealing methods 	<p>b). Frontier customs clearance made easier</p> <ul style="list-style-type: none"> . Flow of goods and traffic speeded up . Customs administration made easier . Workload of crew members eased <p>c). Customs clearance made easier</p> <ul style="list-style-type: none"> . A precondition for improved customs-clearance organization at heavily used frontier customs posts . Customs administration made easier . Flow of goods and traffic speeded up 	<p>b) Urgent</p> <p>c) Less urgent</p>	<p>b) EEC Member States (1) EEC Member States (2) EEC Member States and Community Level</p> <p>c) EEC Member States (1) EEC Member States (2) EEC Member States and Community Level</p>

(1) It would be useful to publish a compendium for all frontier and inland customs offices in the Community containing all the necessary hints on information and organization

Action needed on :	Proposals	Expected advantage	Urgent	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>d) Separation of previously cleared CIP traffic from other traffic at the frontier crossing-point separation of traffic for special treatment from other traffic</p>	<p>d). Previously cleared traffic to receive preferential treatment . Clearance to be carried out at the ramps without the driver having to get out of the vehicle . Special, priority treatment can be given to certain types of traffic, e.g. vehicles transporting perishable goods or live animals</p>	<p>d). Flow of goods and traffic speeded up . Customs clearance at the frontier made easier . Workload of crew members eased . Administration simplified</p>	<p>d) Urgent</p>	<p>d) EEC Member States (1) EEC Member States (2) EEC Member States in consultation with the Community at Community level</p>
<p>e) Customs working hours</p>	<p>e). The business and working hours of the customs and other authorities on both sides of the frontier to be coordinated . Time changes (e.g. Summer time) to be coordinated by both sides . Round-the-clock customs clearance to be possible at certain frontier customs handling areas with a high volume of traffic</p>	<p>e). Frontier customs clearance made easier . Flow of goods and traffic speeded up</p>	<p>e) Urgent</p>	<p>e) EEC Member States (1) EEC Member States (2) EEC Member States</p>
<p>f) Inland customs offices</p>	<p>f). Extension of inland customs offices . Business hours to be extended (including Saturdays)</p>	<p>f). Make it possible 1. for authorized consignors not to have to produce the goods or the relevant transit declarations on dispatch 2. for consignees to receive the goods directly on their own premises, on the basis of a Community transit procedure, without having to produce them beforehand at the customs office of the place of destination</p>	<p>f) Urgent</p>	<p>f) EEC Member States (1) EEC Member States (2) EEC Member States in consultation with the Community</p>

Action needed on :	Proposals	Expected advantage	Urgent	Geographical features 1) Where 2) Level at which problems solution is to occur be applied
g) Customs staff	g). Adequate staffing of customs posts, especially when there are peak loads and long queues of traffic at the frontier customs office	.Frontier customs clearance made easier .Workload of crew members eased	g) Urgent	g) EEC Member States (1) EEC Member States (2) EEC Member States
h) International customs pass	h). The production of the international customs pass should be waived with regard to the temporary import of motor vehicles used to transport goods under the CTP (frontier checks should be waived in the case of laden journeys) .Necessary checks to be made at the customs office of destination	g). Frontier crossing speeded up for goods and vehicles .Customs clearance made easier h). Customs clearance made easier	h) Urgent	h) EEC Member States (1) EEC Member States (2) EEC Member States
i) Weights of goods	i). Checking of weights and quantities at the frontier to be discontinued .Spot checks to be made on the weights of goods at the customs office of destination .Provisions to be harmonized and frontier checks to be discontinued	i). Flow of goods and traffic speeded up .Customs clearance made easier	i) Urgent	i)

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
j) Health provisions	<ul style="list-style-type: none"> j). Restriction of health checks on live cattle, carried out at the frontier . Mutual recognition of the methods (tests) and certificates of the exporting country . Checks at the inland customs office in the country of importation 	<ul style="list-style-type: none"> . Flow of goods and traffic speeded up . Protection of animals 	j) Urgent	<ul style="list-style-type: none"> j) EEC Member States (1) EEC Member States (2) EEC Member States
2.2. Quality inspection of perishable goods	<ul style="list-style-type: none"> . Plant-health departments and quality inspections at the frontier to be abolished . Checks at inland customs office, where appropriate . Priority for customs clearance (fast lanes) . Special, extended clearance hours at all major customs offices . Suggestions (lists etc.) as to simplifications which could be made to customs clearance . Harmonization of rules governing the checks which are required . Simplified conditions, methods and certificates for disinfecting vehicles . Recognition of the certificates issued by the exporting country 	<ul style="list-style-type: none"> . Flow of goods and traffic speeded up . Workload of crew members eased 	Urgent	<ul style="list-style-type: none"> EEC Member States, Community level and non-member countries (1) EEC Member States and Community level (2) EEC Member States and Community level

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where 2) Level at which problems solution is to occur be applied
<p>2.3. Activities of forwarding agent</p> <p>a) Inland customs clearance</p>	<p>a). Recommendation to forwarding agents to give preference to inland customs clearance where possible at inland customs offices</p> <p>. Inland customs clearance to be made easier for forwarding agents by introducing round-the-clock clearance, for instance, and information to be exchanged continually so as to promote useful cooperation</p> <p>. Business times to be adjusted to traffic requirements</p>	<p>a). Customs clearance made easier</p> <p>. Flow of goods and traffic speeded up</p> <p>. Customs administration made easier</p> <p>. Transfer of customs transactions to inland customs offices</p>	<p>a) Urgent</p>	<p>a) EEC Member States (1) Forwarding agents themselves (2) Forwarding agents themselves</p>
<p>b) Organization of customs clearance by forwarding agents</p>	<p>b). Initiatives, suitable arrangements and close cooperation with transport users, carriers, customs and other authorities should be improved in order to avoid unnecessary delay at frontiers</p> <p>. Information system to be extended</p>	<p>b). Flow of goods and traffic to be speeded up</p>	<p>b) Less urgent</p>	<p>b) EEC Member States (1) EEC Member States (2) Forwarding agents themselves</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>2.4. Infrastructure</p> <p>a) Arrangement of the frontier customs posts</p>	<p>a). Fast lanes to be marked out for CTP traffic where appropriate</p> <ul style="list-style-type: none"> .Special lanes to be marked out for specific types of traffic (e.g. transport of perishable goods) .Special clearance ramps to be built at certain congested handling areas 	<p>a). Flow of goods and traffic speeded up</p> <ul style="list-style-type: none"> .Customs administration made easier .Customs clearance made easier 	<p>a) Urgent</p>	<p>a) EEC Member States</p> <ul style="list-style-type: none"> (1) EEC Member States (2) EEC Member States in conjunction with the Community at Community level
<p>b) Extension of the handling areas at the inland customs offices</p>	<p>b). Additional ramps to be provided in certain handling areas</p>	<p>b). Customs clearance made easier</p> <ul style="list-style-type: none"> .Customs administration made easier 	<p>b) Urgent</p>	<p>b) EEC Member States</p> <ul style="list-style-type: none"> (1) EEC Member States (2) EEC Member States
<p>2.5. Other aspects</p>	<p>a). Reduction of frontier checks</p> <ul style="list-style-type: none"> .Increase in duty-free allowances <p>b). Flexible clearance arrangements for international road haulage vehicles</p> <ul style="list-style-type: none"> .Flexible rules for returning vehicles and consideration of the needs of transport users 	<p>a). Frontier stops reduced</p> <ul style="list-style-type: none"> .Customs clearance made easier <p>b). Workload of crew members eased</p> <ul style="list-style-type: none"> .Customs clearance made easier 	<p>a) Less urgent</p> <p>b) Urgent</p>	<p>a) Community level</p> <ul style="list-style-type: none"> (1) Community level (2) Community level <p>b) EEC Member States</p> <ul style="list-style-type: none"> (1) EEC Member States (2) EEC Member States in conjunction with the Community at Community level
<p>a) Duty-free goods brought in by individuals</p>	<p>a). Reduction of frontier checks</p> <ul style="list-style-type: none"> .Increase in duty-free allowances 	<p>a). Frontier stops reduced</p> <ul style="list-style-type: none"> .Customs clearance made easier 	<p>a) Less urgent</p>	<p>a) Community level</p> <ul style="list-style-type: none"> (1) Community level (2) Community level
<p>b) Ban on Sunday driving</p>	<p>b). Flexible clearance arrangements for international road haulage vehicles</p> <ul style="list-style-type: none"> .Flexible rules for returning vehicles and consideration of the needs of transport users 	<p>b). Workload of crew members eased</p> <ul style="list-style-type: none"> .Customs clearance made easier 	<p>b) Urgent</p>	<p>b) EEC Member States</p> <ul style="list-style-type: none"> (1) EEC Member States (2) EEC Member States in conjunction with the Community at Community level

All the measures would help improve the position of crew members at border checkpoints. The working conditions of drivers and their environment during border clearance would be brought to a level at which it would be possible to pay more attention to human and individual needs. This is a social advance which should not be underestimated.

3.3. Measures for removing frontier barriers affecting rail freight traffic

It emerges from a careful reading of Part I of the report that - in contrast to the other modes of transport - some of the measures which might be envisaged to reduce vehicle delays at borders are the specific responsibility of the railways and must, consequently, be adopted by the railways themselves through greater international cooperation (bilateral or multilateral agreements within the UIC - Group of Ten).

A train or wagon is stopped at the border not only to allow customs officers or health authorities to carry out health inspections but also to enable railway staff to perform a number of duties deriving primarily from the fact that responsibility for an international transport operation is shared by more than one railway. These involve operations such as completing exchange certificates, technical inspections, exchange of locomotives, etc. which are dictated by operating constraints or the need for information which can be used to work out the accounting and financial details of inter-network wagon exchanges and to check that loading, maintenance and construction requirements for these wagons are observed.

The Group of Ten (consisting of the Directors-General of the ten Community railways represented within the UIC) has already adopted a number of measures to speed up the process of international cooperation, e.g. closer surveillance of the movement of international trains, a single RIV certificate for each border (see point 2.3.1 (a1) in Part I), extension of the system of mutual acceptance (on trust) of equipment inspection (see point 2.3.1 (a2) (in Part I) and new ways of facilitating the interpenetration of tractive units (see point 2.3.1 (a3) in Part I).

Other measures are also planned by the Group of Ten under its medium-term programme (1982) : concentration of goods traffic on particular of conditions governing train composition and braking, reduction in delays at borders caused by reforwarding and charging procedures and widening of range of short train loads (smaller complete train loads, lighter train loads).

The Group of Ten in the meantime has completed studies, (- management and marketing of services offered by TEEM trains, charging procedures, document processing, invoicing and checking of payment of transport rates for international consignments, international carriage of cereals -), which do not have a direct link with frontier barriers but have highlighted a number of gaps and deficiencies in the present organization and indicate the remedial measures and the means of improving international rail traffic.

In conclusion where this aspect is concerned, it can be said that a number of the measures for which the railways are directly responsible have already been undertaken ; furthermore, the medium-term programme should enable significant improvements to be made in the flow of international traffic.

The call for relaxation (or, if possible, abolition) of border checks in respect of goods carried by rail is a clear indication that the delays caused by these checks to vehicles and goods are significant cost factors.

The transport operations which can use the time required for the railways' operational checks to complete border clearance formalities are transit traffic (for which customs clearance is affected within the country) and bulk traffic which is checked on the line by the customs authorities or cleared without inspection if the customs authorities are prepared to accept on trust the declarations made by the importer directly or through the railway.

Any measures which might be envisaged to remove the obstacles to border crossings faced by the railways should generally be based on the assumption that the railways' operating constraints are concerned, i.e. they do not prolong delays to wagons caused by these constraints.

Similarly, wherever possible, goods carried by rail should be inspected within the country itself. It would also be logical to find out whether some inspections might be discontinued altogether.

The Committee's conclusions and proposals are itemized in Table 2 below.

Table 2 : Rail freight traffic : Possible ways of removing frontier barriers

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>1. Frontier barriers arising from transport</p> <p>1.1. Railway operation</p> <p>a) Exchange of wagons, containers, pallets, etc.</p> <p>b) Inspection of wagons</p> <p>c) Locomotives</p>	<p>a). Simplification of technical formalities to shorten delays to wagons at borders . Quicker implementation of UIC recommendations</p> <p>b). As a rule, wagons should be inspected by the transferor Railway . Extend and support the existing "trust" system. See new programme for international cooperation (1)</p> <p>c). Promote interpenetration</p>	<p>a). Faster flow of goods and traffic . Easier border clearance . Simplified administration</p> <p>b). Faster flow of goods and traffic . Better conditions for closer cooperation . Less complicated to administer</p> <p>c). Faster flow of goods and traffic . Easier border clearance</p>	<p>a) Urgent</p> <p>b) Urgent</p> <p>c) Urgent</p>	<p>a) EEC Member States (1) Railway companies in particular (2) Railway companies in particular</p> <p>b) EEC Member States (1) Railway companies (2) Railway companies</p> <p>c) EEC Member States (1) EEC Member States and railway companies (2) EEC Member States and railway companies</p>
<p>(1) The question of criminal liability for accidents caused by employees of the network handing over the wagon under the "trust" system should be a matter for intergovernmental agreement, and the economic aspects concerning damage to goods or vehicles could be settled by agreement between the railways.</p>				

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
d) Train formation	<p>d). International arrangements for (1)</p> <ul style="list-style-type: none"> - Determining the method of routing - Finding out schedules or movement plans - Entries in carriage documents - Tagging wagons - Reporting traffic situation to the relevant centre <p>- Organization of operating systems for marshalling</p> <ul style="list-style-type: none"> - Speedier implementation of procedures for the surveillance of international train movements - Harmonization of operating systems for marshalling - Formation before border stations of convoys of purely transit traffic (carrying goods which do not have to be checked by the customs at the border) and convoys of wagons carrying goods which have to be customs cleared at the border 	d). Faster flow of goods and traffic	d) Urgent	<p>d) EEC Member States</p> <ul style="list-style-type: none"> (1) Railway companies (2) Railway companies

(1) See UIC rules 428-1428/2, 428-3

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
e) Brake records	<ul style="list-style-type: none"> e). Reciprocal recognition of brake records for tractive units (Discontinue making out brake records at borders) 	<ul style="list-style-type: none"> e). Faster flow of goods and traffic . Less complicated to administer 	e) Less urgent	<ul style="list-style-type: none"> e) EEC Member States (1) Railway companies (2) Railway companies
f) Concentration of goods traffic on particular routes	<ul style="list-style-type: none"> f). Bilateral or multilateral agreements for : <ul style="list-style-type: none"> . Special routes for heavy loads . Combined transport . Standardization of information to be exchanged 	<ul style="list-style-type: none"> f). Faster flow of goods and traffic 	f) Urgent	<ul style="list-style-type: none"> f) (1) Railway companies (2) Railway companies
g) Customs clearance under simplified Community Transit Procedure	<ul style="list-style-type: none"> g). Computerized customs clearance . Data carrier without documents (general introduction) . Formation of complete trainloads where possible 	<ul style="list-style-type: none"> g). Faster flow of goods and traffics . Simplified administration 	g) Less urgent	<ul style="list-style-type: none"> g) EEC Member States (1) Railway companies and customs authorities (2) Railway companies in conjunction with customs authorities (harmonization and cooperation)
h) Inspection of freight documents	<ul style="list-style-type: none"> h). International development of computer utilization (1) . Computer-aided conversational mode operation to monitor documents (exchange of data) . Utilization of modern data communication technology (telematics and electronics) 	<ul style="list-style-type: none"> h). Easier inspection and calculation of waybills 	h) Less urgent	<ul style="list-style-type: none"> h) EEC Member States (1) Railway companies and consignors/customers (2) Railway companies and consignees

(1) See UIC leaflet 305

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
i) Accompanying documents to be sent ahead or carried with goods	i). Computer-aided exchange of data (electronics) .Data communication (telematics)	i). Faster flow of goods .Better planning .Simplified administration	i) Urgent	i) EEC Member States (1) EEC Member States and railway companies (2) EEC Member States and railway companies
1.2. Infrastructure	a). Restrict frontier stations to transit function only .As far as possible customs clearance for certain goods which are delivered to the frontier station .Increase capacities, taking account of network criteria	a). Faster flow of goods and traffic .Easier frontier clearance	a) Less urgent	a) EEC Member States (1) EEC Member States and railway companies (2) EEC Member States and railway companies
b) Access and relief lines, infrastructure planning	The Committee would point out that the Commission has drawn up and submitted to the Council mid 1980 a report on bottlenecks in transport infrastructure of Community interest. The Council discussed this report on 4 December 1980 and asked the Commission to define more precise criteria for the assessment of projects of Community interest and to formulate ideas as to how they might be financed. The Commission submitted a further report on this matter to the Council on 14th September 1981. The Committee would point out in this connection that bottlenecks in infrastructure at borders can lead to considerable obstacles at these borders.			

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>2. Frontier barriers not arising directly from transport</p> <p>2.1. Customs organization, administration, and goods inspections</p> <p>a) Customs clearance inland</p>	<p>a). Discontinue customs clearance at borders as far as possible and facilitate customs clearance inland</p> <ul style="list-style-type: none"> . More inland customs offices . Expand customs clearance facilities (organization) to meet the needs of railway companies and rail users i.e. <ul style="list-style-type: none"> - more customs clearance in sidings - more customs clearance on customers' premises - increased use of accounting system 	<p>a). Easier border clearance</p> <ul style="list-style-type: none"> . Easier customs administration . Faster flow of traffic 	<p>a) Less urgent</p>	<p>a) EEC Member States and EEC</p> <ul style="list-style-type: none"> (1) EEC Member States and EEC level (2) EEC Member States and EEC level

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
b) Customs clearance	b). Standardize customs clearance procedures in EEC Member States. . Reciprocal recognition of simplified waybills as customs' documents	b). Easier border clearance and customs administration. . Faster flow of goods and traffic. . Utilization of computer-aided inspection procedures	b) Urgent	b) EEC Member States and EEC (1) EEC Member States and EEC level (2) EEC Member States and EEC at Community level
c) Coding of consignments	c). International harmonization	c). Faster flow of goods and traffic. . Easier to administer	c) Less urgent	c) EEC Member States (1) EEC Member States (2) EEC Member States
d) Combined transport	d). Simplified customs procedure or use of simplified customs procedures as already used in container transport	d). Faster flow of goods and traffic. . Easier border clearance and customs administration. . Greater promotion of combined transport	d) Urgent	d) EEC Member States and EEC (1) EEC Member States and EEC level (2) EEC Member States and EEC at Community level

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>e) Quality inspections (e.g. wine, fruit and vegetables)</p>	<p>e). See proposals for international carriage of various goods by road (point 2.2, section 3.2) .Discontinue border inspections at far as possible .Reciprocal recognition of inspection procedures and certificates .Inspection at Loading point or inland customs offices</p>	<p>e). Faster flow of goods and traffic .Easier border clearance .Simplified inspections and administration</p>	<p>e) Urgent</p>	<p>e) EEC Member States and EEC (1) EEC Member States and EEC level (2) EEC Member States and EEC at Community level</p>
<p>f) Veterinary inspections (e.g. livestock and meat)</p>	<p>f). Harmonize provisions .Relax border inspections</p>	<p>f). Faster flow of goods and traffic .Easier border clearance .Simplified inspections and administration</p>	<p>f) Urgent</p>	<p>f) EEC Member States and EEC (1) EEC level and EEC Member States (2) EEC level and EEC Member States</p>
<p>g) Inspection of dangerous substances (RID)</p>	<p>g). Limit border inspections to checking of compliance with the provisions of the RID</p>	<p>g). Easier border clearance .Faster flow of traffic .Simplified administration</p>	<p>g) Less urgent</p>	<p>g) EEC Member States (1) EEC Member States (2) EEC Member States</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problem occurs 2) Level at which solution is to be applied
<p>h) Plant-health inspections</p>	<p>h). Simplify procedures . Harmonize provisions on the necessity or otherwise for inspections . Reciprocal recognition of certificates</p>	<p>h). Easier border clearance . Faster flow of traffic . Simplified administration</p>	<p>h) Urgent</p>	<p>h) EEC Member States and Community level (1) EEC Member States and Community level (2) EEC Member States and EEC at Community level</p>
<p>2.2. Activities of forwarding agents</p> <p>a) Making out waybills</p>	<p>a). Forwarding agents should choose the simplest and most appropriate procedures, so as to avoid the stopping of wagons at borders . International waybill should be made out on dispatch</p>	<p>a). Faster flow of traffic . Simplified administration</p>	<p>a) Less urgent</p>	<p>a) EEC Member States (1) EEC Member States (2) Forwarding agents, railways and consignors</p>
<p>b) Collaboration with customs bodies</p>	<p>b). Increase exchanges of information . Extend business hours for inland customs offices (including Saturdays)</p>	<p>b). Faster flow of goods and traffic . Easier border clearance . Simplified administration</p>	<p>b) Urgent (particularly business hours)</p>	<p>b) EEC Member States (1) EEC Member States (2) Customs offices forwarding agents</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1)Where problems occur 2)Level at which solution is to be applied
<p>2.3. Transport law</p> <p>a) Cooperation between forwarding agents</p> <p>b) Route selection by forwarding agents</p>	<p>a).Improve systems for informations and communications between forwarding agents by means of telematic or electronic data communication procedures</p> <p>b).Improve cooperation with forwarding agents .International coding of consignments (see also point 2.1 c)</p>	<p>a).Easier border clearance .Faster flow of goods and traffic .Simplified administration</p> <p>b).Faster flow of traffic .Simplified administration</p>	<p>a) Urgent</p> <p>b) Urgent</p>	<p>a) EEC Member States (1) EEC Member States and forwarders' organizations (2) EEC Member States and forwarders' organizations</p> <p>b) EEC Member States (1) EEC Member States, railway companies, forwarders' organizations and consignors/customers (2) Railway companies, consignors/customers and forwarders' organizations</p>

When discussing its proposals, the Committee took special note of the fact that not all difficulties occur to the same extent at all border crossing-points used by the railways, or indeed by the other modes of transport. A certain proportion of border crossing points are particularly affected by the fact that there is not enough cooperation between the parties involved in international transport operations to prevent long delays. The Committee hence considers it appropriate to call on all parties involved - railways, customs authorities, forwarding agents, consignors and various inspection bodies - to cooperate with a view to developing and simplifying cooperation procedures and to provide the information needed for rapid handling of transport operations in order to speed up the carriage of goods.

If we wish to create institutional machinery for the discussion and removal of frontier barriers, it would undoubtedly be useful to set up local committees or working parties familiar with local conditions at border crossing-points as they would provide an impetus towards better conditions for Community trade and traffic. A good example of what can be achieved is the Association of Alpine Countries (Arbeitsgemeinschaft der Alpenländer) which has systematically and successfully tried to improve road and rail border transport operations in the Alps.

It is also suggested that customs offices match the business hours of their offices to the needs of forwarding agents, railways and consignors and work to a schedule in line with that of the transport industry. In this connection, attention is drawn to the proposals already advanced to improve the situation of international road haulage.

3.4. Measures for removing frontier barriers affecting inland waterway transport

The difficulties encountered by inland waterway vessels at frontiers are mainly to do with the compulsory checks on fuel and the goods carried. The individual departments concerned do not cooperate in relation to customs clearance and the various checks made in respect of the goods, with a view to achieving quick and optimum crossing of frontiers ; as a result, in addition to the time spent by the inland waterway carriers on administrative matters, unnecessary delays occur, seriously affecting everyone.

Recommendations on the elimination of frontier barriers should take account of the structural conditions of small and medium-sized inland waterway operators.

The Committee has based its proposals and comments concerning the elimination of the various difficulties on the analysis contained in Part I of this report. There it is stated that vessels and goods are able to cross frontiers largely undisturbed under the liberalized Rhine navigation regime, which accounts for some 80 % of inland navigation between the Member States of the European Community and under the even more liberal Moselle navigation regime. This is particularly true of the Federal Republic of Germany whose cross-frontier inland waterway traffic is only partly, if at all, affected by these matters or proposed measures. The problems discussed here mainly involve the situation as regards operations between France, Belgium and the Netherlands. However, they are not only of importance with regard to the growing amount of inland waterway traffic between these countries, but also with regard to EEC inland navigation as a whole from the point of view of a common transport market.

As in the case of the international carriage of goods by road and rail, the Committee has summarized its ideas in a table, Table 3 below.

Table 3 : Measures for removing frontier barriers affecting inland waterway transport

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>1. Frontier barriers arising from transport</p> <p>1.1. Taxation and duty on fuels</p> <ul style="list-style-type: none"> - Taxing the fuel to drive the inland waterway vessels 	<ul style="list-style-type: none"> .Spot checks only (departure and entry) .Standardization of the declaration and assessment (formal) of taxes and duty at the various frontiers 	<ul style="list-style-type: none"> .Customs administration made easier .Flow of goods and traffic speeded up .Customs clearance generally speeded up 	Urgent	<p>EEC Member States and Community, etc.</p> <p>(1) EEC Member States (2) EEC Member States and Community level</p>
<p>1.2. Transport law</p> <ul style="list-style-type: none"> - Licensing vessels to carry dangerous goods 	<ul style="list-style-type: none"> .Harmonization of the technical provisions for the licensing of vessels based on the ADN 	<ul style="list-style-type: none"> .Flow goods and traffic speeded up .Improved capacity utilization .Simplified administration 	Less urgent	<p>Community level EEC Member States</p> <p>(1) Community level and EEC Member States (2) EEC Member States, Community level and cooperation with non-Community countries</p>
<p>1.3. Technical specifications for inland waterway vessels</p>	<ul style="list-style-type: none"> .Introduction of a Community certificate for the licensing of inland waterway vessels 	<ul style="list-style-type: none"> .Flow of goods speeded up 	Less urgent	<p>Community level</p> <p>(1) Community level and EEC Member States (2) Community level and EEC Member States</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problem occurs 2) Level at which solution is to be applied
<p>1.4. Other provisions</p> <ul style="list-style-type: none"> . Police regulations, e.g. manning provisions for pusher craft (2 x 38,5 m) <p>2. Frontier barriers not arising from transport</p> <p>2.1. Customs organization, customs administrations and goods inspections</p> <p>a) Inland customs clearance</p>	<ul style="list-style-type: none"> . Harmonization of administrative provisions . Standardization of inspection procedures <p>a). No customs clearance at the frontier as far as possible and easier inland customs clearance</p> <ul style="list-style-type: none"> . More inland customs offices . Expansion of the range of customs clearance services (organization) to meet the requirements of shipping companies, owner-operators and customers 	<ul style="list-style-type: none"> . Simplified administration and police formalities <p>a). Customs clearance made easier at frontier</p> <ul style="list-style-type: none"> . Customs administration made easier . Traffic flow speeded up 	<p>Less urgent</p> <p>a) Urgent</p>	<p>EEC Member States and Community level</p> <p>(1) Community level</p> <p>(2) Community level</p> <p>a) EEC Member States and Community level</p> <p>(1) Community level</p> <p>(2) Community level</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>b) Simplification of clearance procedures</p>	<p>b). Standardization of clearance procedures in the Member States</p> <ul style="list-style-type: none"> .Development of a standard waybill (bill of lading, consignment note) to meet Community needs. Adaptation of Customs documents (attestations, etc.) taking account of work at the ECE (Geneva) .Development of already existing simplified procedures 	<p>b). Customs clearance and customs administration made easier at frontier</p> <ul style="list-style-type: none"> .Flow of goods and traffic speeded up .Use of computer-aided control procedures .Precondition for better coordination between the times of navigation and the business hours and clearance hours of the customs service 	<p>b) Urgent</p>	<p>b) Member States and Community (1) Member States and at Community level (2) Community level</p>
<p>c) Clearance hours of the customs offices</p>	<p>c). Alignment of the opening and clearance hours of the customs office with the pattern of work and working hours of inland navigation</p> <ul style="list-style-type: none"> .Selective extension of customs offices with 24-hour operation on the Community inland waterway network (as on the Schelde-Rhine link) 	<p>c). Flow of goods and traffic speeded up</p> <ul style="list-style-type: none"> .Improved chances of cooperation with forwarding agents, shipping companies and consignors 	<p>c) Urgent</p>	<p>c) EEC Member States and Community (1) EEC Member States (2) EEC Member States and Community</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
<p>2.2. Checking of goods or quality inspection of specific goods</p> <p>a) Checking of ships' equipment and stores</p> <p>b) Health and plant-health inspections</p>	<p>a) Spot checks only . Further simplification of the overall customs declaration</p> <p>b) Simplification of procedures . Harmonization of provisions . Reciprocal recognition of certificates . Checks at inland customs office, where appropriate . Priority for customs clearance . Special, extended clearance hours, at all major customs offices . Suggestions (lists, etc.) as to simplifications which could be made to customs clearance</p>	<p>a) Flow of traffic speeded up . Customs clearance made easier at frontier</p> <p>b) Customs clearance made easier at frontier . Traffic flow speeded up . Simplified administration</p>	<p>a) Less urgent</p> <p>b) Urgent</p>	<p>a) EEC Member States and Community (1) Community level (2) EEC at Community level</p> <p>b) EEC Member States and Community (1) Community level (2) EEC at Community level</p>

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
2.3. Activities of forwarding agents				
a) Cooperation with the customs authorities	<ul style="list-style-type: none"> a). Increased exchange of information . Longer business hours for forwarders : adjust business hours of customs 	<ul style="list-style-type: none"> a). Flow of goods and traffic speeded up . Customs clearance made easier at frontier . Simplified administration 	a) Urgent	<ul style="list-style-type: none"> a) EEC Member States (1) EEC Member States (2) Customs offices, forwarding agents
b) Cooperation between forwarding agents	<ul style="list-style-type: none"> b). Improvement of the forwarding agents' information and communication system by means of a sufficiently early exchange of information with new information technology (telematics) or electronics 	<ul style="list-style-type: none"> b). Customs clearance made easier at frontier . Flow of goods and traffic speeded up . Simplified administration . Inland waterway operations made easier to forecast 	b) Urgent	<ul style="list-style-type: none"> b) EEC Member States (1) EEC Member States and forwarding agents' organizations (2) Forwarding agents' organizations, forwarding agents
c) Inland customs clearance	<ul style="list-style-type: none"> c). Recommendation that forwarding agents give preference where possible to inland customs clearance at inland customs offices . Simplification of inland customs clearance for forwarding agents, e.g. by extending the possibility of inland customs clearance in ports or at loading and unloading points 	<ul style="list-style-type: none"> c). Customs clearance made easier at frontier . Flow of goods and traffic speeded up . Improved availability for international waterway operations 	c) Urgent	<ul style="list-style-type: none"> c) EEC Member States (1) Forwarding agents themselves (2) Forwarding agents themselves in cooperation with the Community

Action needed on :	Proposals	Expected advantage	Urgency	Geographical features 1) Where problems occur 2) Level at which solution is to be applied
2.4. Infrastructure - Mooring berths	<ul style="list-style-type: none"> -Expansion of mooring facilities for vessels sailing under a "green" flag 	<ul style="list-style-type: none"> .Flow of goods and traffic speeded up .Customs clearance made easier at frontier .Improved availability and capacity utilization in inland waterway transport 	Less urgent	EEC Member States (1) EEC Member States (2) EEC Member States
2.5. Other aspects - Foreign currency	<ul style="list-style-type: none"> .Facilities for foreign operators to cash cheques at a bank or authorized institution at the frontier 	<ul style="list-style-type: none"> .Less time spent at frontier .Customs clearance made easier at frontier 	Less urgent	Member States (1) France (2) France

4. Summing up : Description of the measures

Before summing up the various proposed measures for eliminating difficulties in the international carriage of goods by road, rail and inland waterway within the Community, some points of relevance for assessing the various measures should be made : First of all, practicability played a major role in selecting and formulating the proposed measures. The Committee has also endeavoured to give preference to proposals which will cost little or nothing to implement.

However, the Committee did not make a detailed examination with regard to the bodies by which and in conjunction with which the various proposals could purposefully and usefully be implemented. In particular, the Committee did not address itself to the wide range of possibilities for action by the companies and organizations in the road, rail and inland waterway transport sectors. The question of how private companies and the trade associations could themselves take practical steps to eliminate difficulties at frontiers should be given closer consideration.

4.1. Urgency of the measures

However, in the context of this summing up one thing can be observed : most of the proposed measures are urgent. The following overall picture can be gleaned from the various advantages expected :

- (i) the most urgent need is the elimination of delays for vehicles and crews because of the delivery deadlines to which trade and commerce are subject.
- (ii) The administrative difficulties at certain frontier crossing-points - resulting in serious congestion - are almost as urgent.
- (iii) Infrastructure bottlenecks are also particularly significant where rail traffic and road haulage are concerned.

In a nutshell, therefore, measures for eliminating frontier barriers should be directed primarily at preventing or reducing delays for vehicles and crews, helping trade and commerce to respect delivery deadlines, reducing administrative shortcomings and friction and remedying the shortcomings of the infrastructure as quickly as possible - whilst ensuring, of course, that the formalities considered to be the minimum necessary are carried out.

4.2. Varying expectations

Another important aspect as regards assessing the measures concerns the expectations generally bound up with the elimination of frontier barriers. These finely differentiated expectations vary considerably and involve not only the modes of transport, but also other parties involved in international transport operations.

In the first instance, however, it is the transport operators, crews and the authorities directly involved which can expect to derive advantages. Where congestion is concerned, the advantages are probably divided equally among all the parties involved. It may be assumed that it is not only the customs authorities, carriers or other departments which are in a position to make a direct contribution to reducing the difficulties encountered at frontiers which will enjoy considerable advantages, but also the consignors and consignees and the departments responsible for technical inspections (e.g. the police).

A reduction in delays and clearance times at the frontier will in particular improve the working conditions of crews.

4.3. Authorities involved by the problems

Finally, the Committee would draw attention to the fact that the problems basically involve all the Community and national authorities.

Not only the departments responsible for international freight traffic but also those dealing with customs, economic policy, foreign trade, police administration, health and veterinary services, etc. should help reduce or eliminate the problems.

the parties directly involved are also urgent to help establish the conditions in which settlements and solutions can ultimately be found in order to eliminate delays and administrative difficulties through better organization.

The Committee takes the view that the best way of achieving these urgent measures is to create an institutional framework at Community level to serve as a coordination mechanism. This should ensure compatibility between measures and give policies a degree of coherence. There could be two bodies :

- (1) A committee on problems at frontier-crossings, which would meet regularly and advise on suitable measures and recommendations to solve the relevant, pressing problems and could also prepare material to serve as a basis for decision-making. Government experts and representatives of operators, forwarding agents and transport users would sit on the committee.
- (2) A Commission department would be made responsible for gathering information on frontier problems, difficulties and other matters. It would liaise with national bodies, transport users, carriers or others, and could thus ensure a complete, continuous and reliable flow of information.

Since many questions are specific to one mode of transport, the particular concerns of road haulage, the railways and inland shipping should be considered separately. It might be noted that the UIC Group of Ten has already found a practical solution to this problem by setting up a joint railways customs committee.

5. Prospects

The Committee hopes that this report and its recommendations will make a constructive contribution towards achieving the desired impetus for change.

It is essential that an institutional framework be created within which practical solutions to problems at frontier-crossings can be worked out at Community and bilateral level with the collaboration of all the parties concerned.

The Committee would like to point out that such an institutional structure would relieve the burden on existing departments and institutions which deal with such problems only intermittently and incidentally. This would help to promote task-orientated, efficient administration.

Annex A
to part I

Report on difficulties encountered in international traffic

Introduction

This report of the Advisory Committee on Transport on the difficulties encountered in international traffic has been largely prepared before 1st January 1981, i.e. before the latest enlargement of the Community with Greece's entry. It has therefore been prepared mainly with data from the other nine member countries. Accordingly, and as the final draft of the report was examined by the Committee in its March 1981 session the Greek members suggested that an annex could be added to refer to the specific problems particular to the Greek situation. This Annex serves this purpose.

Most of the general considerations and problems mentioned in the report, on the various border barriers and difficulties can be said to apply to a greater or lesser degree also for the connection between Greece and other member countries. The specific situation of Greece, however, in the outskirts of the Community and the fact that there are no common borders between her and the other member states creates some special problems which in themselves should form the object of consideration and analysis.

In the following the exposition is made separately for rail and for road transport, including Ro/Ro, these being the only forms of land transport connecting Greece to the rest of the Community countries.

Rail transport

There are five railway border stations in Greece. Two at the border with Yugoslavia, two at the border with Bulgaria, and one at the border with Turkey. Of these the most important is the rail border crossing at Idomeni (Greece) and its corresponding point of Gevgeli (Yugoslavia). From this point the great majority of railway passengers and freight to and from Greece is carried; for the countries of the Community the totality of rail movements passes through this border station.

For freight, there are two kinds of inspection performed at Idomeni. The first concerns the normal freight wagons. Their contents are not opened but a check is made on the seals and on the correspondence of the freight documents accompanying the wagons with the labels on them and new seals of the Greek customs are applied. Periodically there may be some full scale checks, but normally the customs procedure as described above takes an average of 30 minutes. The second kind

of inspection concerns the freight of animal origin, e.g. live animals, meat and meat products, cheese etc. The wagons with this kind of freight are taken to a special terminal area some 200 meters off the main station and are subjected to veterinary inspection which in the case of freight with final destination in Greece may take up to one or two hours. Some problems and delays sometimes arise mainly with refrigerated wagons due to shortages of personnel for unsealing them for inspection.

There are no phytosanitary controls at Idomeni. These take place at other stations mainly in Thessaloniki and Athens which are the usual destinations of the goods.

In general the following problems can be mentioned, although these do not necessarily render the operation of the station unsatisfactory. On the contrary in the majority of cases it can be said that there are no major delays to freight moving through this station; as can be seen below many of these problems are connected to the operation of the Yugoslav station at Gevgeli.

- a. Lack of locomotives, due to a great percentage of breakdowns, for the movement of wagons to and from Idomeni with the result a large number of wagons to remain idle at the border station causing congestion.
- b. Lack of personnel of the Greek railways for the opening of the sealed wagons, especially the refrigerated ones, for customs inspection.
- c. Delays at the Yugoslav side of the border before a train is handed over to the Greek authorities.
- d. Difficulties of communication due to mainly language problems between the Greek and the Yugoslav railways.
- e. Frequent reorganisation of the wagon formation at the Yugoslav side.

For passengers, delays do not usually occur at Idomeni, because of procedural reasons, except for the peak months of July and August when trains are run to full capacity. However, a passenger train may be delayed at Idomeni even though all the procedures have finished on the Greek side, because the Yugoslav authorities do not accept more than one train at a time at Gevgeli station. This may cause some irritating delays to passengers who usually are not informed of the reason of their delay.

Greek authorities usually complete the various custom and police procedures while the train is moving from Thessaloniki to Idomeni (journey approximately one to one and a half hours). There are five controls to which the passengers are subjected before they are cleared on the Greek side. Three are made by the police (one in order to control the passports, one in order to stamp them, and one in order to complete the special statistics card of entry or exist). One is made by the customs, and one by the railway authorities to control the tickets.

All these five controls are quite tiring to the passengers especially if the journey is during the night and efforts are being made for their reduction to three, by reducing the police checks to one. As far as infrastructure is concerned, it can be said that the existing rail infrastructure from Thessaloniki to Idomeni itself, is just sufficient to cover current needs. Plans for its improvement and extension in the short term do exist, subject of course to appropriate financing for their materialisation. Among these, are the electrification of the line from Thessaloniki to Idomeni with a parallel improvement of the track, planned to begin at the end of 1981 and finish in four years. Electrification together with the planned electrification of the Yugoslav railways up to the Gevgeli border crossing, will facilitate and speed up the movement of passengers and freight through this point.

The other border crossing by rail which may be of interest to the Community is the crossing with the Turkish border. There the delays are bigger and the problems more complex. On the Greek side procedures are almost the same as for Idomeni but trains are usually delayed while waiting permission from Turkish authorities to cross the border in either direction as the case may be. The relatively small number of freight and passengers carried through this point, in itself perhaps the result of the low quality of service, makes the rate of return on any investment on this line rather low and therefore future improvements in this area are given lower priority as compared with other areas of the national network.

Finally, mention should be made of a new "border" crossing for railways at the port of Volos. The necessary infrastructure there is almost completed so that Rail-ferrys can operate between Volos in Greece and Latakia in Syria thus providing the long expected rail connection between Europe and M. East. When the loading facility is in full operation more than 60.000 wagons will be serviced through this "border" crossing thus cutting total travel times between European countries and the M. East by more than 30 % as compared to present times via Turkey.

Road transport

Due to her geographic position on the periphery of Europe and the relatively bad condition of the railways, road transport has traditionally been the major form of transport by land for Greece's international trade.

There are two Ro/Ro "crossings" for W. Europe one at Patras and the other at Igoumenitsa. One for M. East/N. Africa at Volos and of course one at Pireaus.

Of these for the Community the most important ones are the ports of Patras and of Igoumenitsa.

By land the principal road crossing points are at Evzoni (at the border with Yugoslavia just two klms off the rail crossing of Idomeni) at Promahon on the borders with Bulgaria, and at Kipoi with Turkey. Again, by far most of the freight is carried via Evzoni through Yugoslavia.

In all border stations by road, vehicles travelling under the TIR or the Community licence are not subjected to any checks provided that they are properly sealed or that there are no special reasons for an inspection. Normally customs procedures in these cases take 15 to 20 minutes for the Evzoni border crossing and similar times for the other crossings depending on the specific case.

Sanitary controls for freight of animal origin are also quick and do not generally cause delays. For plants there are no checks at border crossings.

Problems may arise at times at Greek road border crossings mainly from three reasons :

- a. At Ro/Ro ports, especially at Patras, delays may occur due to insufficient capacity of the ferry-boats connecting Greece to Italy. These delays are more evident during the peak summer months when priority is given to passenger cars.
- b. At all border crossings delays may occur especially during the end of the year due to lack of permits for the transit countries. As the system stands today, the Ministry of Transport distributes the transit or bilateral permits to lorry drivers at the border crossings, with the help of the customs authorities. When these permits finish, and this usually happens at the end of the year, lorry drivers find themselves unable to leave the country and have to come back. This procedure causes frustration, delays and expenses which usually are felt as being due to inefficient border crossing procedures while they are the result of difficulties in obtaining these licences from the countries concerned and of establishing an efficient system for their distribution at home.
- c. For lorries not travelling under the TIR carnet or the Community licence delays may occur because in this case a full check has to be carried out at the nearest customs office. A customs officer accompanies the lorry to that office and certifies that during the journey its freight remained intact. However, as the working hours of the receiving nearest customs, or the accompanying officers are the normal 7.30 to 15.00 hrs working hours, a lorry may have to wait for the next day in order to get customs clearance. The cases of these lorries however, are no more than 5 % of the total number of lorries crossing the Greek borders by road.

Under normal circumstances, it can therefore be said that there are no major problems arising for road transport at Greek borders since all three of the above cases of problems do not occur regularly. Steps however must be taken for their elimination especially those under (a) and (b) above.

As far as road transport is concerned, difficulties in reaching the Community countries coming from border crossings, do not occur only at the Greek borders with its neighboring countries. Difficulties at the Yugoslav - Austrian borders also cause considerable delays. These problems are discussed under general terms in the main text of the report and need not be repeated here. The same applies for the Austrian - German border crossings.

Annex B

Part I

The situation on frontier restrictions in the UK

1. At the last meeting of the Working Group, during discussion of infrastructure deficiencies as a cause of frontier delays, the question was raised whether the Group's report should suggest that the Commission consider recognising modest projects to remedy such deficiencies as eligible for aid under their proposals for transport infrastructure of Community interest in addition to the large-scale projects they already had in mind. A request was made for a list of modest projects of this kind and this paper offers in response information relating to the U.K.

2. There has been insufficient time for a comprehensive survey, and that is probably not needed for the present purpose, which is not to press the case for individual projects, but to give examples simply as illustrations. Those listed in paragraph 4 below show the kind of works that could be carried out to reduce or avoid delays at frontiers, and that the problem of infrastructure deficiencies is sufficiently widespread to merit further consideration. But these examples do not necessarily indicate the priorities of the national and local authorities concerned, who in any case must have regard to public expenditure policies and to the availability of resources, including possible Community aid.

3. In general the effective frontier of the UK is the sea and therefore the ports. Traffic between the UK and her Community partners is not confined to the South East corner of England, but its concentration there creates a general problem of congestion. The cliff coastline results in a lack of usable space and hampers the development of ferry terminal schemes which could reduce delays. Provision of facilities to relieve congestion and reduce delay often entails reclaiming land from the sea, the high cost of which acts as a brake on rapid development.

4. In the following examples of possible projects which could reduce frontier delays, some of the information has been obtained on the basis that it should be treated as "commercial-in confidence".

These details are marked in the list below and if used in any published document no place-names should be quoted.

(1) Train ferries : Goods carried to and from the UK by the main liaisons ferries have gone up from 80,000 tonnes in 1976 to 147,000 tonnes in 1978. The capacity of the ferries is already exceeded at peak times and will be unable to cope with traffic levels after 1982. Various options for bigger and faster ferries which would reduce crossing times and offer more frequent service are being examined.

A. Freight traffic through an important place increased by an average of 30 a year between 1968 and 1977 and this place is now the leading UK port for unit-load traffic. Although substantial improvements have been made to ease the serious problems caused through lack of space current research into the causes of delay reports the need to improve :

- a) facilities for road vehicle examination,
- b) warehousing which affects delays to containers and unaccompanied trailer, and
- c) facilities for health and quality inspections. There is also a pressing need for a lorry park which would avoid delays caused by serious congestion on the approach roads to the docks ; this is particularly important for priority traffic and vehicles with trailers.

B. International passengers going through this named harbour : increased from just over 4 millions in 1968 to nearly 8 millions in 1977. Investment is needed to remove congestion particularly in the arrangements for classic passengers arriving by road. The turn-round of vehicles is delayed by inadequate access roads. Rail passengers for the British Rail Hovercraft service have to be taken through the town to the new hoverport by bus from the railhead. A direct rail link to the hoverport would save time.

1. Example

Passenger traffic through another place has also doubled in a decade. Improvements already made need to be taken further to speed up transfers to and from the ships and ease congestion.

2. Example

Since 1968 the number of containers handled at the quay of a southern coast harbour which is owned and operated by the British Railways Board, has increased fourfold. The capacity of the container terminal will be inadequate after 1980. Additional standage for 10.000 containers is planned. The problem of lack of space at this quay is aggravated by a shortage of inland storage capacity in the freightliners rail network which means that the port has to carry out a holding/storage function with loss of operational efficiency. Lack of space at this quay blocks traffic further back in the rail network and resulting delays can cause failure to arrive at in time for sailings to reach Zeebrugge the same day. (Zeebrugge is open only 16 hours a day).

The unreliability and slowness of telex also leads to delays which could be avoided by investment in equipment for facsimile reproduction of documents.

3. Example

Pressure on bigger ports in the South-East of England has led to proposals to expand services at a certain place by providing a new roll-on/roll-off berth and terminal for a passenger and freight service. The urban roads giving access to the terminal area are not designed to take the extra traffic which will be attracted and a new access road will be needed.

4. Example

International traffic through another certain place, mostly to and from the UK's Community partners increased by 85 % between 1973 and 1977. Capacity has been outgrown and a second ro/ro berth is being considered in addition to improvements now under way.

5. Example

International traffic has more than doubled since 1973 and a second ro/ro berth and new facilities for containers for freight between UK and France, FRG and the Netherlands are being considered.

6. Example

The Continental ferry terminal needs more accomodation to cater for increased traffic. A third ro/ro berth is being considered.

7. Example

Very rapid expansion of international traffic has created a need for two new container terminals, one of which would take short-sea traffic to and from the Continent.

8. Example

To improve the efficiency of port operations and reduce delays two general cargo berths are proposed.

9. Example

Increasing traffic using the ferry to and from Dun Laoghaire in the Republic of Ireland has made it necessary to improve the terminal facilities. Further improvements to give more rapid handling of traffic are being considered.

10. Example

Road transport from Northern Ireland and the Republic of Ireland gains access to the docks through tortuous and narrow urban streets. A new road giving quicker access to the docks is proposed. It would be linked to the motorway and there would be no access from adjoining properties and few road junctions.

Italian State Railways (FS)

A. Inter-network cooperation

All the following programmes for the development and modernization of the international railway infrastructure have been drawn up as a result of agreements between the networks concerned.

Genoa-Ventimiglia line

The completion of the doubling of this line is part of the programme agreed with the SNCF for the harmonization and improvement of the Genoa-Nice-Marseilles line, the French section of which already has double track.

As a result of this doubling and the modernization of station facilities at Ventimiglia, a programme to be financed from funds allocated to the Multiannual Development Programme, the line will be able to cope with the large volume of passenger and goods traffic which uses it for both national and international journeys.

Turin-Modane line

The Turin-Chambéry line, the main rail link between Italy and France, still has a single-track section between Bussoleno and Exilles.

The inadequate marshalling facilities also cause problems with goods traffic.

With the intention of carrying out a comprehensive programme to increase the capacity of the whole of the line, the FS and the SNCF have agreed on a series of measures which provide on the Italian side for the doubling of the Turin-Modane line and the construction of a new marshalling yard at Turin-Orbassano and on the French side for the enlargement of the marshalling yards at St-Jean-de-Maurienne and other smaller stations and the installation of modern signalling and block equipment.

Simplon line

In order to increase the capacity of the rail links between Italy and Northern Europe via Switzerland, the Italian, Swiss and German networks have agreed to modernize the Milan-Simplon-Loetschberg-Berne-Basle line to cope with the projected traffic increases until Switzerland reaches its decision on the most important railway infrastructure projects (St-Gotthard main line or the new Splügen line).

The Swiss and Italian governments have recently reached agreement on the coordination of works involving on the Swiss side the doubling of the Loetschberg line and on the Italian side the construction of a new shared international station at Domodossola and the modernization of access lines.

Bologna-Milan-Chiasso line

The large amount of traffic using the Milan-Chiasso line, the Milan end of the Bologna-Milan line and the concentration of lines in central Milan creates difficulties, sometimes serious ones at the busiest times, for the free movement of traffic from the St-Gotthard line.

In agreement with the Swiss railways, the FS have drawn up the following programme :

- increase in the capacity of certain lines linked to the Chiasso line so that traffic heading for Novara and Turin in one direction and Brescia in the other does not need to cross the central system in Milan ;
- quadrupling of the Milan-Bologna line ;
- improvement of the alignment of the Como-Carimate section where gradients reduce the capacity of the whole Chiasso-Milan line.

Bologna-Verona-Brenner line

Most international traffic using the Brenner frontier station is in transit to or from central and southern Italy. It has to use the Verona-Bologna line which is still single-track and has reached saturation point.

As part of the plans to increase the capacity of the Brenner line, for which studies in conjunction with the Austrian and German railways are being carried out, the FS have begun to double the Verona-Bologna line so as to provide a double track from Brenner to Bologna to link with lines towards Rome and Naples and towards the Adriatic areas of southern and central Italy.

B. Community interest in increasing the capacity of international rail links

All the infrastructure projects are of considerable interest to the Community since they are designed to increase traffic capacity and improve working methods so as to allow passenger and goods traffic to flow more freely between Italy and the other Community countries.

The inadequacy of the lines in question causes obstacles, often quite serious, to the free movement of traffic and allows no margin for forecast increases.

To minimize the problems which can arise at peak times, the FS felt that it would be useful to plan, in conjunction with the other networks involved, the routing of wagons for Italy and fix maximum daily quotas for each country.

The important role played by international traffic in the movement of goods by the FS should be noted. In 1979, 954.285 loaded wagons (34,7 % of the total) entered Italy. On the basis of the weight of goods moved (of the total of 54.400.000 tonnes, 23.600.000 came from abroad) the percentage is 43 %.

Some notes on the use of the international lines and figures on the traffic at each frontier station follow.

Genoa-Ventimiglia line

This line links Italy with central and southern France and the Iberian peninsula.

The frontier station of Ventimiglia handles a large quantity of passenger traffic and the quantity of goods traffic is continually increasing.

(SEE TABLES, BELOW)

Turin-Modane line

This line links Italy with central and northern France, the United Kingdom and Ireland.

Both goods and passengers' traffic through the Modane frontier station are on the increase.

(SEE TABLES, BELOW)

Lines to Domodossola

Traffic to France, the United Kingdom, Luxembourg, Belgium, the Netherlands and Germany flows through Domodossola.

In 1976 traffic was suspended for about two months as a result of some serious landslides. Traffic between Italy and France has also been reduced as a result of increases in Swiss tariffs which have caused traffic to be diverted via other crossing points.

(SEE TABLES, BELOW)

Lines to the Chiasso frontier station

The Milan-St Gotthard-Basle line is the most direct route between Italy and the central and northern areas of the Community.

The Chiasso frontier station handles a larger total amount of passenger and goods traffic than any of the other international stations in Italy. A large proportion of this traffic is in transit to or from central and southern Italy and so uses the Bologna-Milan line.

(SEE TABLES, BELOW)

Bologna-Verona-Brenner line

The Brenner frontier station handles a considerable amount of passenger and goods traffic most of which is in transit between West Germany and central and southern Italy.

Despite the economic crisis and notwithstanding certain fluctuations, the trend is for goods traffic to increase steadily while passenger traffic, despite certain seasonal peaks, is more or less static.

(SEE TABLES, BELOW)

C. Assigning priorities to infrastructure projects

As already indicated, certain of the projects which the FS wish to carry out to improve international traffic capacity are contained in the Multiannual Development Plan which has not yet been approved by governments and Parliament.

Bearing in mind its operational difficulties and the available capacity for the works in question, the network has drawn up the following order of infrastructure priorities :

1. Completion of the doubling of the Turin-Modane line and construction of the new marshalling yard at Turin-Orbassano.
2. New international goods station at Domodossola and modernization of access lines.
3. Modernization of the Busto Arsizio-Seregno-Carnate-USmate-Ponte S. Pietro-Bergamo-Rovato line for the exclusive use of traffic using the Domodossola international station although the Seregno-Rovato section could also be used for international traffic via Chiasso.
4. Quadrupling of the Milan-Piacenza line.
5. Doubling of the Verona-Bologna line.
6. Completion of the doubling and modernization of the Genoa-Ventimiglia line (with priority to the Ospedaletti-S. Lorenzo a Mare section).
7. Modernization of the Domodossola-Piedimulera-Premosello and Arona-Oleggio-Vignale-Novara-Alessandria lines.
8. Modernization of the Chiasso-Monza-(Milan) line.
9. Modernization of the Verona-Brenner line (by improvements to the alignment of the Verona-Bolzano section and the modification of safety, block and signalling installations on the Bolzano-Brenner section).

D. Problems of national financing

Almost all investments made by the FS are in accordance with multiannual plans approved by a law which authorizes the FS to obtain the required finance.

This is also the case for those works included in plans of which some have been approved and others are being approved.

Each borrowing operation requires the prior authorization of the Ministry for the Treasury which has to approve the conditions attached to debentures issued by the FS or be represented by an agent when the conditions attached to a loan are agreed.

Since funds provided by Eurofima are only sufficient to meet a small part of the needs of the FS and are in any case solely for the purchase of rolling stock and since for some years it has been virtually impossible to float loans directly on the international capital markets, the direct issue of debentures is the main way of raising finance for investment projects.

At the moment however it is not possible to place even debentures on the local market since investors are unwilling to put their money into holdings the real value of which is being eroded by inflation.

Debentures issued by the FS are therefore underwritten by the Bank of Italy, which may then pass part of the issue on other banking institutions, according to an annual programme drawn up by the FS on the basis of its projected requirements for finance.

Since each financing operation involves the expansion of the monetary base, a source of inflationary tendencies, and has to be considered in the context of the financial needs of the Treasury and of the public and private sectors, the authorization of each issue by the Ministry for the Treasury requires the prior approval of the Bank of Italy.

That is why planned loans often have to be deferred, causing difficulties for the FS which must meet payments arising from the completion of its investment plans. These difficulties can only be overcome during periods of high bank liquidity by borrowing short-term from credit institutions whose interest rates are still, despite recent reductions, very high (about 17,50 %, while debentures cost around 14 %).

Concerning those projects which are of interest to the Community, it should also be noted that the order of priorities has been fixed on the basis of national needs and does not necessarily correspond to the requirements of international transport. As a result, the financing of such work from funds guaranteed by the Community would allow projects of Community interest which are regarded as indispensable from the point of view of traffic between the Member States but are not national priorities to be completed quickly.

The Italian state railways infrastructure investments and the way they are financed are set out in the annexed table.

Infrastructure investments

(in million lire)

Type of investment	Programmes already approved		Plans to be approved (integrated plan)
	foreseen amounts	executed works	
<u>Genoa-Ventimiglia line</u>			
- Doubling of the Ospedaletti-S.Lorenzo a Mare section	30.000		41.700
- Completion of doubling of the line and related modernization	-	-	71.500
<u>Turin-Modane line</u>			
- Completion of doubling	24.000	24.000	59.500
- New marshalling yard at Turin-Orbassano	35.000	14.000	60.000
<u>Lines to the Domodossola frontier station</u>			
a) <u>Domodossola-Gallarate-Rho-Milan line</u>			
1) New goods stations Domodossola II	20.000		70.000
2) Other modernization work	-		42.900
b) <u>Additional lines</u>			
1) Modernization of Domodossola-Piedimulera-Premosello line	-	-	9.500
2) Modernization of Arona-Oleggio-Vignale-Novara-Alessandria line	-	-	5.800
3) New Domodossola-Santhià-Turin route : - electrification and modernization of Arona-Santheia section	-	-	10.000
4) New Domodossola-Busto Arisizio-Sergno-Carnate-USmate-Ponte S. Pietro-Bergamo-Rovato route : modernization of Seregno-Rovato section (1)	-	-	7.700
<u>Lines to the Chiasso frontier station</u>			
a) Chiasso-Monza-(Milan) line : modernization	-	-	41.600

(1) The modernization of the Busto Arsizio-Seregno section of the Nord Milano railway company estimated at 4.800 million lire must be financed outside the FS programmes

b) <u>additional lines</u>			
1) new Chiasso-Seregno-Rovato route	-	-	-
<u>Bologna-Verona-Brenner line</u>			
- Doubling of the Verona-Bologna section	26.000	10.800	4.100
- Modernization of whole Bologna-Brenner line	34.000		81.000
<u>Milan Rogoredo-Bologna line</u>			
- Quadrupling of the Milan Rogoredo-Melegnano section	24.700	6.000	35.000

TRAFFICO INTERNAZIONALE VIAGGIATORI DELLE F.S.

TRANSITI	1964			1969			1970			1971			1972			1973			1974			1975			1976			1977				
	E	U	T	E	U	T	E	U	T	E	U	T	E	U	T	E	U	T	E	U	T	E	U	T	E	U	T					
VENTIMIGLIA	I	172	222	344	449	157	304	166	173	337	184	372	188	190	378	192	191	383	244	216	430	235	241	476	234	244	480	236	247	483		
	L	748	749	1497	643	643	1286	584	584	1168	574	574	1148	574	574	1148	664	664	1328	706	706	1412	746	747	1493	738	738	1476	729	729	1458	
	T	920	971	1841	792	800	1592	758	757	1507	708	715	1421	753	784	1567	856	855	1711	910	931	1841	981	986	1969	974	982	1956	959	976	1941	
MODANE	I	329	377	706	284	266	550	317	293	610	351	319	670	359	321	680	366	323	689	367	367	733	448	408	856	449	414	865	450	419	869	
	L	182	182	364	186	185	371	197	196	393	208	207	415	217	216	433	226	225	451	238	239	477	232	231	463	245	244	489	257	257	515	
	T	511	559	1070	470	451	921	514	489	1003	549	526	1085	576	537	1115	592	548	1140	605	635	1210	680	639	1319	694	658	1352	708	676	1384	
TOTALE transiti Italia-estero	I	501	579	1100	433	423	854	483	466	949	535	507	1042	547	511	1058	558	514	1072	621	582	1203	683	649	1332	685	658	1343	687	664	1352	
	L	230	231	461	229	228	457	229	228	456	228	227	455	227	226	454	226	225	453	225	224	452	224	223	451	223	222	450	222	221	449	
	T	1431	1530	2961	1262	1251	2511	1264	1244	2501	1427	1423	2857	1439	1331	2890	1448	1430	2861	1555	1555	3155	1667	1627	3296	1668	1640	3308	1675	1652	3325	
DOHODOSSOLA	I	789	805	1574	800	782	1582	820	767	1587	849	782	1622	848	783	1631	855	784	1639	842	766	1608	828	748	1576	780	713	1493	731	678	1407	
	L	355	356	711	445	446	891	497	474	971	498	498	996	542	542	1084	586	586	1172	586	586	1172	517	517	1034	517	517	1034	444	444	888	
	T	1144	1161	2285	1245	1228	2473	1317	1241	2558	1347	1280	2618	1390	1325	2715	1441	1370	2718	1428	1354	2780	1346	1265	2556	1305	1230	2527	1175	1122	2297	
LUIVO	I	103	105	208	8	10	16	8	11	19	8	11	19	9	11	20	9	11	20	8	11	19	8	10	18	8	9	17	7	9	16	
	L	111	114	225	147	150	297	152	154	306	155	158	313	144	145	289	131	133	264	143	135	270	108	108	216	111	102	205	97	7	194	
	T	214	219	433	254	260	513	299	309	612	263	270	532	253	256	509	240	246	504	286	270	540	216	216	432	222	212	422	104	106	210	
CHIASSO	I	1657	1673	3330	1681	1581	3262	1723	1614	3337	1765	1646	3291	1780	1648	3288	1776	1649	3245	1767	1611	3316	1738	1573	3311	1637	1500	3137	1536	1426	2972	
	L	184	184	368	247	247	494	256	256	512	283	282	564	218	218	436	218	218	436	205	205	410	193	193	386	163	183	366	173	173	346	
	T	1841	1877	3718	1928	1828	3756	1979	1870	3849	2048	1928	3855	1998	1866	3724	1994	1867	3681	1972	1816	3726	1931	1766	3697	1800	1683	3503	1709	1599	3308	
TOTALE transiti Italia-estero	I	2454	2509	4974	2489	2343	4832	2551	2377	4743	2613	2439	5052	2637	2442	5078	2620	2444	5104	2617	2388	5005	2574	2251	4905	2274	2222	4671	2213	2113	4327	
	L	442	442	884	885	885	1770	871	871	1742	908	907	1815	914	914	1828	927	926	1852	909	909	1818	891	881	1762	893	892	1786	716	716	1432	
	T	3096	3151	6258	3374	3228	6602	3448	3248	6485	3521	3346	6867	3551	3356	6906	3547	3370	6956	3526	3397	6823	3465	3132	6667	3163	3104	6357	2825	2825	5759	
BRENNERO	I	758	820	1578	660	718	1378	486	741	1427	712	763	1475	716	750	1466	721	736	1457	711	678	1347	621	616	1237	588	578	1166	554	500	1134	
	L	67	67	134	66	67	133	67	67	133	71	71	142	73	73	146	75	75	150	74	74	147	72	71	143	68	67	134	65	65	130	
	T	825	887	1712	726	785	1511	553	808	1560	783	834	1617	789	823	1612	796	811	1607	785	752	1494	693	687	1380	656	645	1281	619	604	1164	
S. CAUDDO	I	50	57	105	43	51	94	45	57	98	47	55	102	47	53	100	47	53	100	47	48	93	41	44	85	38	43	81	36	41	77	
	L	39	39	78	40	39	77	41	41	82	42	42	84	43	43	86	45	45	90	44	45	87	43	42	85	39	38	77	36	36	72	
	T	89	96	183	83	90	172	86	94	180	89	97	186	90	97	186	92	97	189	91	93	180	84	86	170	77	81	158	72	77	149	
TARVISIO	I	211	176	387	184	154	338	192	159	351	199	164	363	200	161	361	201	159	359	187	145	332	173	132	305	124	88	212	154	124	278	
	L	34	34	68	34	34	68	36	36	72	37	36	72	37	37	74	38	38	76	37	37	74	37	36	72	37	36	72	36	36	72	
	T	245	210	455	218	188	406	228	194	422	236	200	436	236	198	436	240	196	436	225	182	407	210	168	378	151	144	265	190	160	350	
TOTALE transiti Italia-estero	I	1019	1053	2074	887	923	1810	923	952	1876	928	982	1940	963	965	1928	969	947	1916	903	869	1772	835	792	1627	750	729	1479	744	745	1493	
	L	140	140	280	140	140	280	140	140	280	150	149	298	154	153	301	157	157	316	156	153	301	152	149	301	154	151	301	150	149	300	
	T	1159	1193	2354	1027	1063	2090	1063	1098	2156	1078	1131	2238	1117	1118	2228	1126	1104	2232	1059	1022	2073	987	941	1928	904	880	1684	817	817	1617	
GORZIA	I	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	
	L	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
	T	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
VILLA OPICINA	I	234	230	464	673	606	1279	657	623	1280	661	640	1301	633	620	1253	604	600	1204	642	645	1304	673	690	1389	643	661	1304	608	651	1319	
	L	2	2	4	5	5	10	6	6	12	7	7	14	8	8	16	10	10	20	15	15	30	20	20	40	20	20	40	20	20	40	
	T	236	232	468	678	611	1289	663	629	1292	668	647	1315	641	628	1269	614	610	1224	657	660	1334	693	710	1429	663	681	1344	629	671	1359	
TOTALE transiti Italia-estero	I	234	230	464	653	606	1259	657	623	1280	661	640	1301	633	620	1253	604	600	1204	642	645	1304	673	690	1389	643	661	1304	608	651	1319	
	L	2	2	4	5	5	10	6	6	12	7	7	14	8	8	16	10	10	20	15	15	30	20	20	40	20	20	40	20	20	40	
	T	236	232	468	658	611	1269	663	629	1292	668	647	1315	641	628	1269	614	610	1224	657	660	1334	693	710	1429	663	681	1344	629	671	1359	

TRAFFICO INTERNAZIONALE MERCI DELLE F.S.

TRANSITI	1960/61		1969		1970		1971		1972		1973		1974		1975		1976		1977							
	E	T	E	T	E	T	E	T	E	T	E	T	E	T	E	T	E	T	E	T						
VENTIGLIA Conv. Carichi	392	504	492	276	725	250	975	828	290	1148	758	355	1143	414	277	1388	853	296	449	1274	308	1579	1235	647	1656	
MODANE Conv. Carichi	22	34	24	25	34	24	55	38	23	61	36	26	62	43	20	63	33	20	55	44	44	63	39	24	63	
TOTALE transiti Italia-estero	2257	177	2891	1137	3649	1664	1683	1572	1225	1798	3853	1410	5263	1023	1234	5234	4089	1368	5457	5685	1473	6566	5527	2083	7300	
DOMODOSSOLA Conv. Carichi	129	43	158	111	193	97	290	184	109	293	193	144	314	182	98	280	170	106	276	197	144	308	177	149	338	
TOTALE transiti Italia-estero	3609	515	3353	1415	4798	1344	1314	5916	4641	1765	6376	1770	6474	5134	1588	6639	4942	1664	6606	6354	1794	8445	6586	2460	9046	
LUINO Conv. Carichi	1109	1241	1843	1349	3462	2052	1303	3355	1968	1453	3424	1902	1496	2037	923	2960	1374	925	2296	1848	856	2674	1892	1007	2891	
CHIASSO Conv. Carichi	68	83	97	84	108	84	192	400	89	489	93	85	478	91	57	150	63	55	148	78	50	128	70	54	124	
TOTALE transiti Italia-estero	444	572	975	546	1491	1407	528	1635	909	674	1580	999	654	4213	376	1639	182	298	4080	721	280	4004	540	348	958	
BRENNERO Conv. Carichi	3004	1658	3908	2591	6539	4083	2488	6774	3977	2884	6858	3949	2944	4366	2510	6878	4366	2510	4935	1950	4935	2027	6494	4291	2367	6658
TOTALE transiti Italia-estero	4194	193	206	240	446	246	220	436	240	226	444	213	186	207	156	363	144	439	283	193	102	335	185	155	300	
SCANDIDO Conv. Carichi	4524	3674	6166	4424	11492	7242	4549	11714	6854	5005	14859	6920	5061	7632	3347	10979	5439	3473	8344	6706	3163	9869	6593	3722	4045	
TARVISIO Conv. Carichi	289	283	368	321	689	397	333	730	372	349	724	355	334	367	233	600	253	209	662	314	204	520	281	225	506	
TOTALE transiti Italia-estero	4280	1636	4534	1398	2732	1744	1549	3233	1570	1744	3284	1657	1708	2374	1417	3524	1886	1465	3054	2400	4250	3650	2226	4270	3696	
GORIZIA Conv. Carichi	66	124	96	104	168	109	248	102	148	220	140	144	234	110	94	194	95	80	175	143	85	199	106	84	190	
TOTALE transiti Italia-estero	434	6	117	5	422	90	5	95	6	74	442	3	144	153	5	158	98	4	102	137	5	142	137	6	137	
VILLA CIFRINA Conv. Carichi	4809	1607	4154	896	2007	1332	2404	1404	4308	2712	1565	1248	2383	2090	1238	3328	1547	1260	2807	1995	1313	3298	2220	1490	3740	
TOTALE transiti Italia-estero	103	89	87	58	165	65	160	404	79	180	140	72	182	108	70	179	116	72	148	96	75	174	140	81	984	
GORIZIA Conv. Carichi	3260	3248	2802	2291	5401	3196	2596	5732	3064	3026	6680	3334	2929	6263	3774	2559	6330	4617	2390	7007	3534	2428	5960	4522	2568	7030
TOTALE transiti Italia-estero	177	244	192	159	351	240	175	395	240	197	400	221	483	412	226	484	392	224	155	379	176	452	328	246	160	376
VILLA CIFRINA Conv. Carichi	32	4	390	67	447	98	342	98	359	439	538	648	428	711	703	157	840	751	142	893	362	480	492	589	446	705
TOTALE transiti Italia-estero	4093	716	1235	573	1468	827	2310	1420	1005	2165	1535	889	2443	1625	901	2406	1111	959	2346	1154	767	2418	1112	759	2471	
TOTALE transiti Italia-estero	77	47	107	46	153	58	146	69	67	165	97	156	87	64	151	75	63	437	87	50	137	50	137	81	50	436
TOTALE transiti Italia-estero	4149	730	1645	640	2225	1495	925	2720	1478	1224	2703	1950	1106	3050	2218	4025	3253	2516	1123	3499	1749	1029	2898	2240	803	3423
TOTALE transiti Italia-estero	79	48	130	50	180	196	64	200	117	79	196	139	70	209	136	65	201	124	73	197	93	74	164	445	57	473
TOTALE transiti Italia-estero	14552	1944	14564	870	23346	16571	9354	25511	15187	10771	24558	16645	10844	27366	17256	9673	27853	17356	8368	28224	15304	8355	23715	15722	8405	28227
TOTALE transiti Italia-estero	496	600	872	646	1658	970	690	1660	922	755	1671	951	721	1432	963	642	1610	940	579	1549	725	588	1213	110	553	4639

Annex D

Part II

List of priority matters for decisions on transport by the Council submitted by the Commission on the 21 October 1981 before the end of successive years up to end 1983 (1) (2)

(Items within each period have not been listed with a view to establishing any particular order between them)

Up to end 1981

- Formation of prices for international transport of goods by rail
- Negotiations with third countries on combined rail/road transport (*)
- First directive on commercial vehicles' tax system
- Regulation on financial support for transport infrastructures of Community interest (*)
- Market observation system on transport of goods by rail, road and inland waterway between Community countries
- Framework for advancing development of combined road/rail transport (second stage) (*)
- Modification of first directive on common rules for road transport to harmonise with corresponding ECMT resolutions (*)
- Access to inland waterway markets : conditions of participation in the transport by inland waterway of the Member States ("genuine Link")
- Technical standards for inland waterways goods vessels
- Relations on transport with Austria (*)
- Setting deadlines and conditions for achievement of financial equilibrium by railways
- Monitoring activity of certain third countries in sea transport and application, at need, of counter-measures
- Verifying fulfilment of international safety standards by ships in ports of Community countries
- Bringing Community interests to bear in Member States' relations on shipping with third countries
- Improvement of scope for interregional air services

(1) Priority subjects which have an impact (direct or indirect) on easing border crossings are marked with an asterisk

(2) OJ Nr C 171 of 11.7.1981

1982

- New arrangements for road goods tariffs
- Modification of first directive (on roads goods carriage) to "neutralise" the intermediate territory of third states for execution of intra-Community transport arrangements (*)
- Cooperative facilities and other modernising measures for health of inland waterway transport
- Simplification of formalities in air transport (facilitation) (*)
- First steps over tariffs for air services between Community countries
- Community aspects of state aids to sea shipping
- Modalities for application of competition rules to maritime transport
- Participation of operators of certain third countries in Community traffic (inland waterways)

1983

- First outline of transport infrastructure network of Community interest (*)
- Elimination of obstacles to cooperation among railway enterprises (*)
- Modernisation of arrangements and improved cooperative facilities in road transport markets improving scope for productivity
- Driving licences (second phase) (*)
- Social working conditions in sea transport
- Improved opportunities for regular air services between Member States

Other priority matters to be dealt with at appropriate time over the period until end 1983, not specified for a particular year

- Pursuit of action towards health of railways, on the basis of the Commission's memorandum
- Weights and dimensions of commercial road vehicles - decision as soon as possible (*)
- Summer time (common ending date) - decision as soon as possible (*)
- Social working conditions in inland waterway transport, and balance of action on proposals already made on working conditions in road transport (*)
- Annual adaptation of Community quota for road haulage
- Modalities for application of competition rules to air transport.