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**(BRITE)**

# 2016 TIME RELEASE STUDY

## REPORT TO MOLDOVA CUSTOMS SERVICE

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## ACRONYMS AND DEFINITIONS

AEO	Authorized Economic Operator
AEO/TIR EPD lane	Dedicated lane for AEOs and holders of simplified procedures
AEO/TIR EPD	Holder of simplified procedures/trusted economic agent
ANSA	National Food Safety Agency of Moldova
BCP	Border Crossing Point
BRITE	USAID Business Regulatory, Investment, and Trade Environment Project
Dwell Time	Idle time spent waiting in a position, area or stage of a process that is not directly related to border control processes.
EU	European Union
Inbound	Direction of truck entering Moldova. Used to describe trucks that enter into Moldova and the procedures they follow
ICP	Internal Customs Posts
MCS	Moldova Customs Service
MFN	Most Favored Nation
NBS	National Bureau of Statistics of the Republic of Moldova.
Outbound	Direction of a truck exiting Moldova. Used to describe trucks that leave Moldova and the procedures they follow.
Phytosanitary	Procedure relating to the health of plants, especially with respect to the requirements of international trade
SAD	Single Administrative Document
Single Window	A facility that allows parties involved in trade and transport to lodge standardized information and documents with a single entry point to fulfill import, export, and transit related-related regulatory requirements.
SP	Simplified procedures
SPS	WTO Agreement on the Application of Sanitary and Phytosanitary measures.
T1 Procedure	ASYCUDA procedure for domestic transit of goods across Moldova from a BCP to ICP or the reverse.
TFEU	Treaty of the Functioning of the European Union
TIR	Transports Internationaux Routiers or International Road Transports
TRS	Time Release Study using the model proposed by the WCO in their Time Release Study (TRS) Guide
UNECE	United Nations Economic Commission for Europe
Veterinary	Procedures relating to the diseases, injuries, and treatment of farm and domestic animals.
WCO	World Customs Organization
WTO	World Trade Organization

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## Executive Summary.

In March and April 2016, the USAID BRITE Project, together with the Moldova Customs Service (MCS), conducted a Time Release Study (TRS) of Moldova's border controls for goods traveling by road. The TRS covers four large Border Crossing Points (BCPs) and three of the largest and most diverse Internal Customs Points (ICP)<sup>1</sup>. This was the third TRS conducted with BRITE support, previous studies having been conducted in 2013 and 2014. The goal of the 2016 TRS was to measure the impact of trade facilitation measures implemented over the last four years, as well as to establish a baseline for undertaking further facilitation measures.

The sample is more detailed than in previous TRS's. It covers data at BCPs for 3166 trucks through MCS and the National Food Safety Agency of Moldova (ANSA) procedures crossing the border in either direction. Data were also collected for ICPs on 542 trucks processed internally. Validation analysis was performed using data taken from the informational systems of MCS and the Border Police and is based on 13397 records at BCPs (trucks/declarations) and 5727 records at ICPs (trucks/declarations).

A comparison of the time taken in 2013 and 2016 for most key clearance activities showed a reduction in the time taken as the MCS have introduced new facilitation measures. Highlights include:

- For **export** movements the average processing times have fallen by at least 3.6 hours, mainly through the introduction of e-declarations which remove the requirement for processing at ICPs for most cargo.
- For **imports** overall processing times are also reduced. This reduction is 1.5 hours for an internal transit (T1) truck. For an E-declaration a further 9.4 hours can be saved. Clearly the benefit of e-declaration can be seen for both imports and exports. It is also possible that part of the saving for T1 operations flows from the reduced congestion due to e-declarations.
- For **international transit** procedures, mainly TIR Carnets, the impact on incoming transits is a reduction of 1.5 hours. For outbound trucks a significant reduction of 15 hours is achieved when processing previously required at ICPs is now completed at the BCP. Analysis of continuing transits was limited, but a time saving of about one hour, mostly at departure, flows from efficiencies shared with other outgoing vehicles.
- ASYCUDA based **Lane Risk Managed** screening has improved processing times for 2016. Average overall turnover time for clearance, according to the physical observations, are 95 minutes less for green lane, 200 minutes less for yellow lane and 213 minutes less for red lane than in 2013. The ratio of red lane examinations was 5 percent for imports and 9 percent for exports.
- For **Veterinary** and **Phytosanitary** procedures data indicate that documentary processing times have not changed significantly. However it is suggested that this is a manual process, which should become redundant under planned "single window" processes.
- For **X-ray screening** the data set of inbound vehicles at 9 units is too small for valid analysis, so it is considered jointly with the 359 outbound vehicles. On average, a truck queues for about 6.4 minutes at the X-ray facility and then about 6.6 minutes in process before release. When these

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<sup>1</sup> BCPs: Leușeni: March 28 – April 3; Sculeni: April 1-7; Otaci: April 7-13 and Tudora: April 11-17.  
ICPs: Balti; Chisinau str. Industrială and Chisinau str. Petricani: April 18-22.  
Table 12: Observation Dates

times are compared to the alternative solution of physical examination it is clear that the inbound and outbound X-ray processing at the BCPs are not causing any delay to trucks.

- Average queue and processing times for **Border Police**, **Bank payments** and the **Weighbridge** were not significantly different in 2016 compared to 2013, though the payment process could be eliminated altogether with the introduction of delayed payments with guarantees and greater use of brokers' funds on behalf of their clients. Risk-based weighing of trucks could also reduce times further.
- Inbound **Empty trucks** are taking longer to process than in 2013, but outbound empty trucks are processed slightly faster. Even with the increases, empty trucks are still cleared more quickly than any other class of vehicle considered in the survey.
- Inbound AEOs were processed in an average of 5.1 hours, while outbound AEOs were processed in 7.3 hours. Compared to Green Lane, AEO is faster for imports and exports. Most importantly, processing times are considerably faster than those observed in 2013, indicating that a compliance-based risk model is taking hold but needs to be expanded and improved.

Average times required for each process by BCP are shown in Annex B for Inbound and Annex C for Outbound trucks. Recommendations based on the observations are included in the discussion of each process.

## 1: Overview.

In 2013 BRITE and MCS first catalogued all major border control processes and procedures through a series of flowcharts. These covered activities for import, export and transit, as they existed at that time. BRITE and MCS then conducted a timing survey of the identified processes. This and subsequent surveys use a methodology recommended by the World Customs Organization (WCO) in their Time Release Study (TRS) Guide<sup>2</sup>.

Based on this work, BRITE developed a series of recommendations to improve procedures, remove duplications and align practices with the international commitments of the Moldovan Government. Many of these recommendations have now been implemented and several of the most complex are currently underway.

In 2014 BRITE produced a smaller TRS limited to Border Crossing Point (BCP) procedures.

The 2016 TRS is the most detailed and collects data from BCPs on:

- 3166 trucks of all kinds monitored through MCS and ANSA procedures crossing the border in both directions.<sup>3</sup> It is made up 1461 inbound and 1855 outbound trucks.
- 1538 trucks were loaded and 779 were empty. For 999 the load was not recorded.
- 112 movements were made by Authorized Economic Operators (AEO);
- 558 out of 1559 fully recorded shippers lodged electronic declarations;
- 502 Internal Transits (T1) commenced or completed at an ICP;
- 267 International Transits crossed Moldova to a third country under a TIR carnet.

The sample collected for ICPs is made up of:

- 542 trucks of all kinds crossing the border in either direction.

For BCPs examinations and sample collection are shown in table one.

Examination	Red	Yellow	Green	Blue	X-ray	Vet.	Phyt.
Inbound	11	29	152	0	9	50	167
Outbound	36	8	338	0	359	59	167
Total	<b>47</b>	<b>37</b>	<b>490</b>	<b>0</b>	<b>368</b>	<b>109</b>	<b>334</b>

**Figure 1: Treatment Options at BCPs**

<sup>2</sup> Guide to Measure the Time Required for the Release of Goods, Version 2, 2011, WCO.

<sup>3</sup> While it is accepted, especially for short trips to locations like Odessa and Constanța that the same truck may be included several times in the TRS process, this is not considered to present a problem as each shipment is an independent transaction from the point of view of the clearing process.

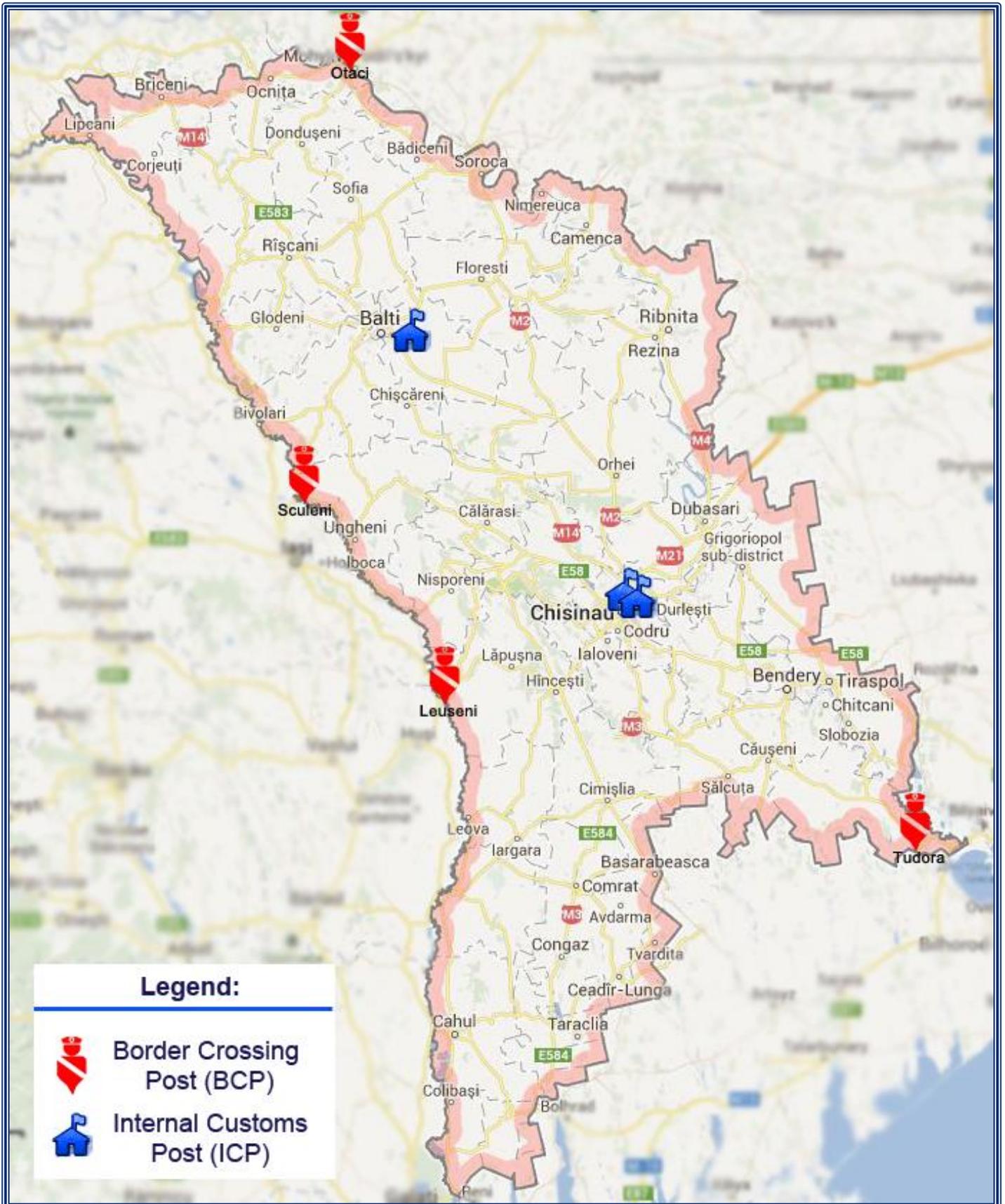


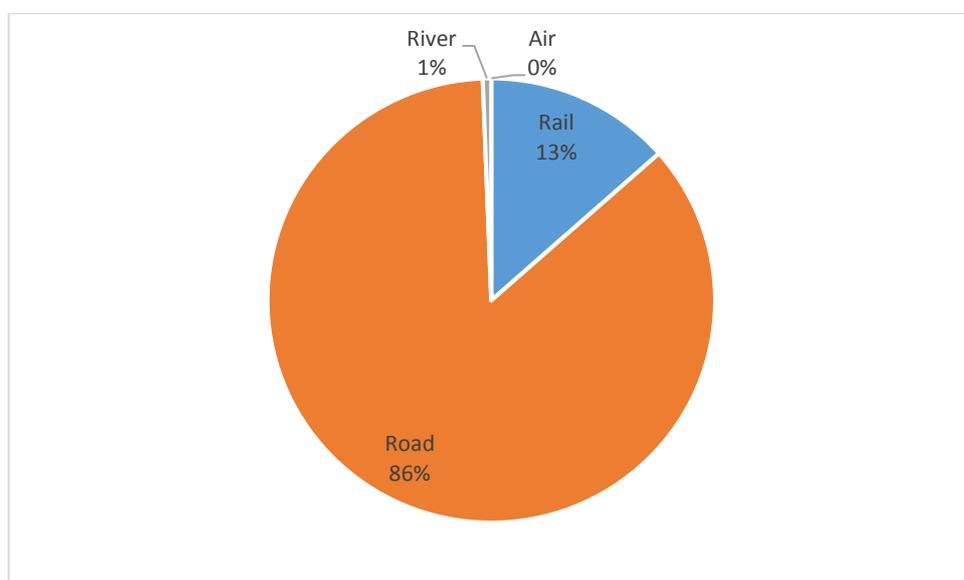
Figure 2: Location of 2016 TRS sites

## 2: Objectives, Scope and Sectors Reviewed

The objectives of this study were to establish:

1. Differences in time taken for road vehicles to complete Border Control Procedures in Moldova between 2013 and 2016. This recognized that there had been significant procedural changes expected to facilitate trade implemented during this period (major facilitation activities commenced are listed in Annex D).
2. Baseline timings for the planned “Single Window” program and subsequent trade facilitation programs.

The sector examined by the three TRS’s in 2013<sup>4</sup>, 2014<sup>5</sup> and 2016 is limited to road freight. This limitation maximizes survey cost-effectiveness, as road freight is the most important and broadest mode of cargo transport in Moldova. Figure 3 uses National Bureau of Statistics of the Republic of Moldova (NBS) data to show that road transport represents more than eighty percent of all cargo moved when considered by volume.



**Figure 3: Relative share of Transport Modes in Moldova (NBS data)**

Analysis of the international road transport sector identified three key sub-sectors:

- **Outgoing trucks and exports** from Moldova to the rest of the world. This sector had an overall customs value in 2014 of USD 2,339 million.
- **Inbound Trucks and imports** from the rest of the world, which had a customs value in 2014 of USD 5,316 million.
  - This comparison shows that presently the market value of exports is approximately 44 percent the value of imports.

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<sup>4</sup> See: “Trading Across Borders in Moldova: Results of a Time Release Study at Select Border Customs Posts and Internal Customs Posts” January 2014. This reported on the study conducted between June and December 2013.

<sup>5</sup> See: “Observed Crossing Times at Border Posts In Moldova 2014: Assessing the Impact Of Customs Service Reforms on Time Spent at Border Crossing Posts (BCP)”. This reported on the study conducted at Tudora, Otaci, Sculeni and Leuşeni BCPs between September and October 2014.

- **International Transits.** Foreign destination goods travelling across Moldova<sup>6</sup>. These goods have no customs liability in Moldova unless they are introduced into the Moldovan market.

The methodology used for the TRS, which is detailed in Section 5 measures the time elapsed inside or waiting to enter the various processes<sup>7</sup> at a BCP and/or ICP to meet the compliance requirements of the border control agencies.

The analysis does not take account of transit times between ICPs and BCPs except where the change is the result of revised practices by border control agencies. Most recently this occurred with changes in export procedures where fewer exporters are now required to present and declare export cargo at ICPs.

For the purpose of validation of the results, the actual data from the informational systems of the Customs Service and Border Police were used to calculate more or less similar indicators. But, as these data do not cover all the processes inside the BCPs and ICPs, this report will not refer in detail to these data. The information about the times a truck spends on average at a BCP, depending on the loading, type of declaration and lane is presented in the Annex E. Some information about the timing at the ICPs, extracted from the informational systems is presented throughout this report. However, the data observed physically and the data collected from the informational systems are not always comparable but are complementary for the following reasons:

- At BCPs, the data from the informational systems covers also the night shift.
- At ICPs, the data from the informational systems doesn't cover the actual time the truck spends inside ICP, but just the part related to the activity of the customs inspectors.
- The physical observations don't cover the exact time a truck spends inside a BCP, but the data from "UNIPASS" system provides a very good proxy.
- At BCPs, the data from the informational systems does not cover separate processes, but could be more reliable when analyzing the average time a truck spends in BCP, depending on the lane, if it is a SAD declaration.

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<sup>6</sup> The majority of these goods are handled under the TIR (Transports Internationaux Routiers) system which provides a paper based "passport" system for international cargo that allows the goods to transit from a country of origin to a country of destination in sealed load compartments with Customs control recognition along the supply chain with Customs duties and taxes covered by an international guarantee.

<sup>7</sup> Weighbridge, Border Police, Brokers, Customs, ANSA, Bank.

### 3: Review of TRS results

A comparison of the time taken in 2013 and 2016 for most activities indicates a reduction in the time taken to clear shipments as new facilitation measures have been introduced.

Given the complexity of the subject, this chapter deals separately with each major component of the 2016 TRS. These are:

1. Outbound Movements including Exports;
2. Inbound Movements including Imports;
3. International Transits;
4. Lane risk-managed screening;
5. Veterinary and Phytosanitary Procedures;
6. X-ray screening;
7. Bank payments, border police and weighbridges;
8. Empty Vehicles; and
9. Simplified Processing Procedures.

#### 3.1: Outbound Movements

To calculate outbound clearance times the process was broken into a series of steps. These steps were then recorded separately for three classes of outbound trucks:

1. Exports of Moldovan goods and/or goods previously imported into Moldova;
2. Goods transiting across Moldova to a third country of final end use; and
3. Empty trucks.

Over the period from 28 March 2016 to 17 April 2016 data was collected at four BCPs for a total sample of 1855 movements. These are broken down in Figure 4 with comparative data from the earlier 2013 TRS where available for the most important BCP Leușeni.

Movement Type	Number 2016	Time <sup>8</sup> 2016	Time 2013	Difference (- faster 2016)
<b>Total Movements</b>	<b>1855</b>			
<b>Outbound by Class</b>				
Empty trucks	83	33.4	25.3	- 8.1
1: Red <sup>9</sup>	8	80.95	N/A	
2: Yellow	6	48.66	N/A	
3: Green	115	56.66	N/A	
4: Blue	0	N/A	N/A	
Exports with special Treatment				
X-Ray	202	53.8	86.3	-32.5
Phytosanitary	31	76	N/A	
Veterinary	4	62.9	N/A	
AEO (with goods)	19	33.9	N/A	
International Transits <sup>10</sup>	23	44.9	39,7	+5.2

**Figure 4: Outbound Transactions by Number and Average Time in Hours at BCP Leușeni**

Each component is addressed in greater detail for all BCPs in Annex C.

<sup>8</sup> The average times in this column do not include weighbridge and border police control.

<sup>9</sup> Customs Physical Examination not covered by X-ray

<sup>10</sup> International Transits includes TIR transits as its most important component.

### 3.1.1: Revised Procedures for Normal Exports

Since 2013 there have been a number of major changes to export declaration and processing procedures and their collective impact to date is considered in this subsection<sup>11</sup>.

In 2013 all export trucks initially proceeded to an ICP for processing. Only after the declaration was completed at the ICP could a truck proceed to a BCP for final clearance and departure. This is no longer required for most<sup>12</sup> exports. Now, only high-risk goods (i.e.: alcohol and tobacco warehoused under revenue deferment arrangements) and temporary importations must commence export procedures at an ICP. Concurrently, the ongoing implementation of electronic declaration has been made available to most exporters.

The usage of these new facilitation arrangements is as follows:

- Half of the eligible<sup>13</sup> export trucks (445 of 833) declared and cleared electronically.
- Only 154 trucks cleared under the T1 process.
- Risk managed allocation of export declarations was 36 (9.4%) red lane, 8 (2.1%) yellow lane and 338 (88.5%) green lane.
- No trucks were allocated to blue lane/audit but there were 76 AEO qualified trucks cleared.

Procedure		2013	2016	Difference
ICP	Travel to ICP	60.0	0.0 <sup>14</sup>	-60.0
	Broker	60.5	77.4	16.9
	Total time at ICP	0.0	0.0	0.0
Travel	Travel to BCP	120.0	120.0	0.0
BCP	Queue	113.0	93.9	-19.2
	Wait for Police	3.3	3.4	0.1
	Border Police	4.7	2.8	-1.9
	Weighing	5.0	2.3	-2.7
	Broker and Customs	60.0	39.5	-20.5
	X-ray	33.6	13.7	-19.9
Total in Hours	BCP	3.7	2.6	-1.1
	Travel to ICP and BCP	3.0	2.0	-1.0
	ICP	2.0	1.3	-0.7
	Grand total	6.7	5.9	-0.8

(A) Assumes that this process was completed at ICP in 2013 and at BCP in 2016.

**Figure 5: Time to process exports via Leușeni BCP and Chisinau Industriala ICP (2013 only)**

Figure 5 models the impact of the procedural changes using a simulation developed in the 2013 TRS and applied here comparatively for 2016. The simulation assumes that:

1. An exporting company is domiciled within the city of Chisinau;
2. Its products leave Moldova through the Leușeni BCP;

<sup>11</sup> Introduction of electronic export (paperless procedure) eliminates the need to visit an ICP before exports depart. See Governmental decision no. 904 of 13.11.2013.

This was implemented in 2 steps:

- as a pilot at limited BCPs from November 15, 2013
- fully implemented at all BCPs from March 1, 2014.

<sup>12</sup> Initially operational customs staff at BCPs and ICPs estimated that the change impacted 95 percent of all export trucks.

<sup>13</sup> This excluded trucks subject to mandatory checks including veterinary, phytosanitary, police, etc. and TIR international transits.

<sup>14</sup> Almost all normal export procedures are done at BCPs only. At ICPs other type of exports, including temporary exports and re-exports are processed. For this study, we considered only normal imports and exports.

3. The shipments are general goods not subject to mandatory x-ray, veterinary or phytosanitary restrictions that increase processing times.

Figure 5 compares the times in 2013 and 2016 because no ICP data was collected in 2014.

Leușeni BCP and Chișinău 3-PVI Industrială ICP are used because they represent a very common set of movements for outbound cargo. In 2015 almost one quarter of all trucks (23.6%) exited via Leușeni<sup>15</sup>. In 2015 Chișinău 3-PVI Industrială cleared about 17 percent of all imports handled at ICPs.

In the 2013 TRS the average processing time for exports at ICPs was between one and three hours<sup>16</sup> but actual time spent considerably exceeded these figures because:

- Usually trucks spend a longer period of time (Dwell Time) at the ICP than the time required for Customs Processing. This includes time spent queuing for access to the ICP and waiting for physical examinations.
- After completion of ICP processes many trucks “backtrack” past their original loading point in order to travel toward their intended BCP.

In the 2013 TRS the total dwell time was calculated in two ways:

1. Using the entry/exit registers of the ICP operators, which they use to bill truck operators. This resulted in 4783 observations in 2013 and 5709 observations in 2016;<sup>17</sup>
2. Physically observing 127 (2013) and 94 (2016) declarations being prepared by customs brokers at three ICPs in the Chisinau area.

In 2013 the average ICP dwell time was estimated at just less than nine hours,<sup>18</sup> while in 2016 the respective estimates were set to zero as most trucks can proceed directly to the BCP.

However, the time reduction with the procedure changes is not absolute. Risk managed checking processes formally carried out at the ICP are now completed at the BCP. Consequently, BCP dwell times will be longer than those previously measured on similar shipments.

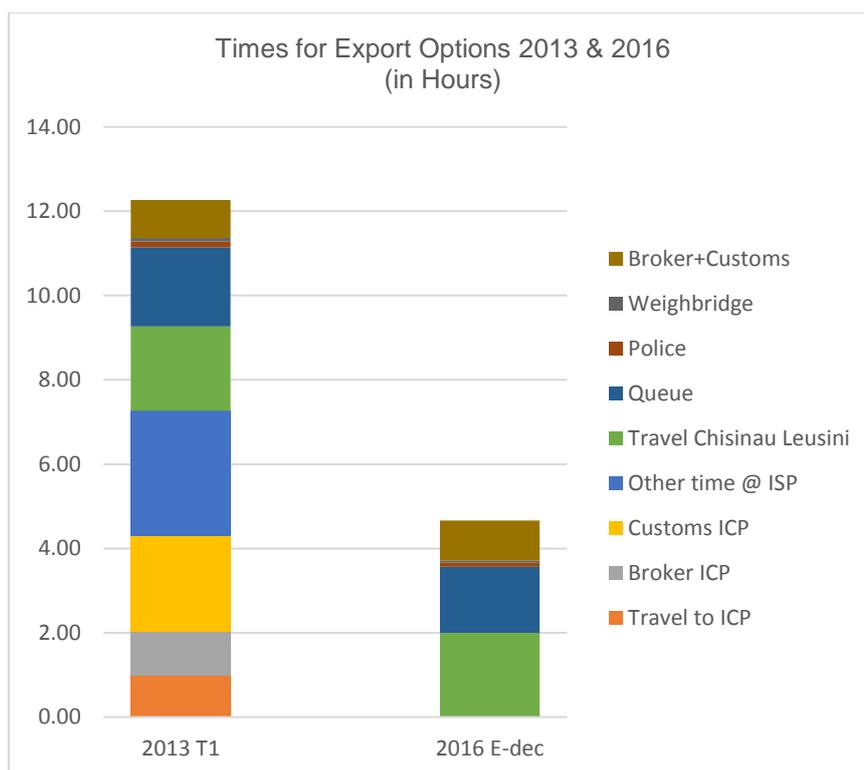
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<sup>15</sup> The next largest BCP, Otaci represented only 12.49% of outbound trucks.

<sup>16</sup> The maximum and minimum 5% were more than 10 hours and less than 25 minutes respectively.

<sup>17</sup> All three measurement methodologies underestimate the total time required as it ignores queuing time prior to the truck arriving in the gates of the ICP.

<sup>18</sup> The maximum 5% were more than 48 hours.



In conclusion, the data collected shows that for export movements the overall processing times have fallen by at least 3.6 hours. It is expected that this time saving will be greater for most other locations. This time improvement is mainly due to the introduction of e-declarations, which remove the requirement for processing to commence at ICPs for all cargo.

Using Leușeni as the most representative crossing, one can see from the graph above that exporters that avail themselves of electronic submissions are saving, on average, up to 7 hours in processing time as compared to 2013.

### Discussion

In 2013 most Moldovan exports followed a two-step clearance process. Export processes commenced when a loaded truck reported to the ICP in the district of the exporter's seat of business. This was not always the one most convenient to the point of loading or export. After ICP procedures were completed trucks travel to the BCP to finalize pre-export processing. Risk managed red/green/yellow documentary and physical examinations were normally completed at the ICP.

All trucks were weighed and some were x-rayed; they might also be re-examined at the BCP.

These traditional control procedures were developed for a paper-based environment. However, with ASYCUDA nationally networked to control points this procedure could no longer be justified. This is because it increases export cargo compliance costs (and consequently reduces the international competitiveness of Moldova) by increasing the time (and costs) required to deliver Moldovan exports without providing countervailing improvements to revenue or public security.

In conclusion, the increased facilitation of most export movements has reduced the overall processing times for this cargo. The elapsed time has fallen by at least 3.6 hours and should be greater for some exporters.

Higher red lane examination times observed for outbound shipments may be the result of eliminating ICP procedures. However, these are higher than the targets established by the MCS in its risk management plan and should be investigated further. Average red lane interventions should be averaging closer to 3%.

The use of e-declarations should be encouraged in a similar way for inbound vehicles and gradually made mandatory for all routine imports and exports.

### 3.2: Import Procedures

For imports, overall processing times also have been significantly reduced. This reduction is on average 1.5 hours for an internal transit (T1) truck. For an E-declaration a further 9.4 hours can be saved.

To calculate Import BCP and ICP clearing times the main factors affecting the clearance process were identified, charted and compared with those existing at the time of the 2013 TRS.

Overall changes in import procedures are not as major as for exports. A large number of import trucks still follow a two-step process of cargo clearance. Here, most importing trucks firstly complete a series of procedures at the BCP (upper line) then proceed under a T1 Internal transit document (right end line) to an ICP to complete the import formalities (lower line) before final delivery.

Figure 6 provides a generic version of this clearance process from the point of view of a truck driver<sup>19</sup> but summarizes the key factors affecting the time for a truck to complete import clearance. Timings are disaggregated later in this section and in greater detail in Annex B.

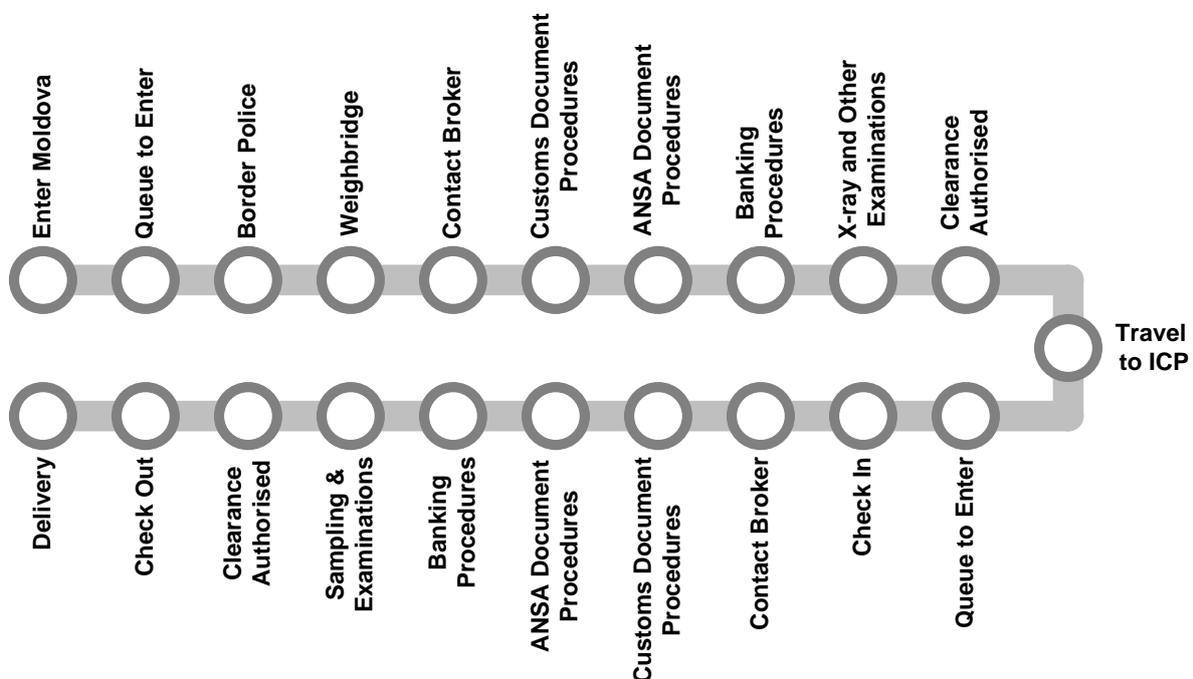


Figure 6: Import Procedures from a Truck Driver's Point of View

<sup>19</sup> This simplified schematic does not cover all variables and should be considered along with the more detailed flowcharts in Annex F and G.

For a data set of 1461 inbound vehicles arriving at BCPs the following features were noted:

- Electronic declarations were submitted for 113 trucks (7.7%).
- 192 trucks were screened and processed by customs at the BCPs for customs documentary purposes only (excluding red lane)<sup>20</sup>.
- Of this group, risk-managed screening rated 11 (5.7%) as red lane, 29 (15.1%) as yellow lane and 152 (79.2%) as green lane. These ratios are within ranges suggested by international practice<sup>21</sup>.
- No trucks were assessed as blue lane PCA, although there were 46 trucks operated by AEOs.
- Other controls included 167 Phytosanitary and 50 Veterinary procedures.
- 348 trucks proceeded under T1 internal transit documentation.
- 143 vehicles entered Moldova under a TIR Carnet.
- Only 9 of the incoming trucks were X-rayed.

To identify changes in the average time taken to clear import cargo over the 2013 to 2016 period<sup>22</sup> Figure 7 compares the times for a truck of general cargo<sup>23</sup> imported through Leușeni BCP and subsequently cleared at Chișinău 3-PVI Industrială ICP in 2013 and 2016.

	Procedure	2013	2016	Difference
BCP	Queue for Police	15.1	33.6	18.5
	Police Control	5.0	2.9	-2.1
	Weighbridge	7.7	4.2	-3.5
	Broker+Customs	109.1	94.3	-14.8
	Phytosanitary	4.0	2.4	-1.6
	Veterinary	7.0	2.4	-4.6
	Bank (queue)	0.6	0.0	-0.6
	Bank (procedure)	0.6	9.4	8.8
Travel	To Chișinău ICP	120.0	120.0	0.0
ICP	Broker	91.5	356.4	264.9
	Total time spent by a truck at ICP	0.0	0.0	0.0
Total In Hours	BCP	2.5	2.5	0.0
	To Chișinău ICP	2.0	2.0	0.0
	ICP Total	1.5	0.0	-1.5
	Grand Total	6.0	4.5	-1.5

**Figure 7: Time in minutes to process import T1 via Leușeni BCP and Chișinău Industrială ICP in 2013 and 2016**

*Note: According to the data from Asycuda and UNIPASS, a truck spends between 164 and 192 minutes with 95% confidence at Leușeni BCP, on average – 3.0 hours.*

Since 2013 the major trade facilitation measure introduced is the introduction of e-declarations, which allow, in most cases, the second step of moving cargo between the BCP of arrival in Moldova and the ICP for final clearance to be avoided. The potential beneficial impact of e-declaration is shown in Figure 8 where the use of e-declaration generates an average saving of 9.4 hours over T1. It is also possible that part of the saving for T1 operations indicated in Figure 7 includes results from the reduced congestion due to e-declarations.

<sup>20</sup> That is they were not subject to non-customs procedures like veterinary or phytosanitary requirements.

<sup>21</sup> Physical controls should not exceed 5-10 percent of shipments and the majority of clearances should be through the Green (minimal or no documentary check) channel. See: Customs Modernization Initiatives: Case Studies, Editors Luc De Wulf and José B. Sokol, World Bank 2004.

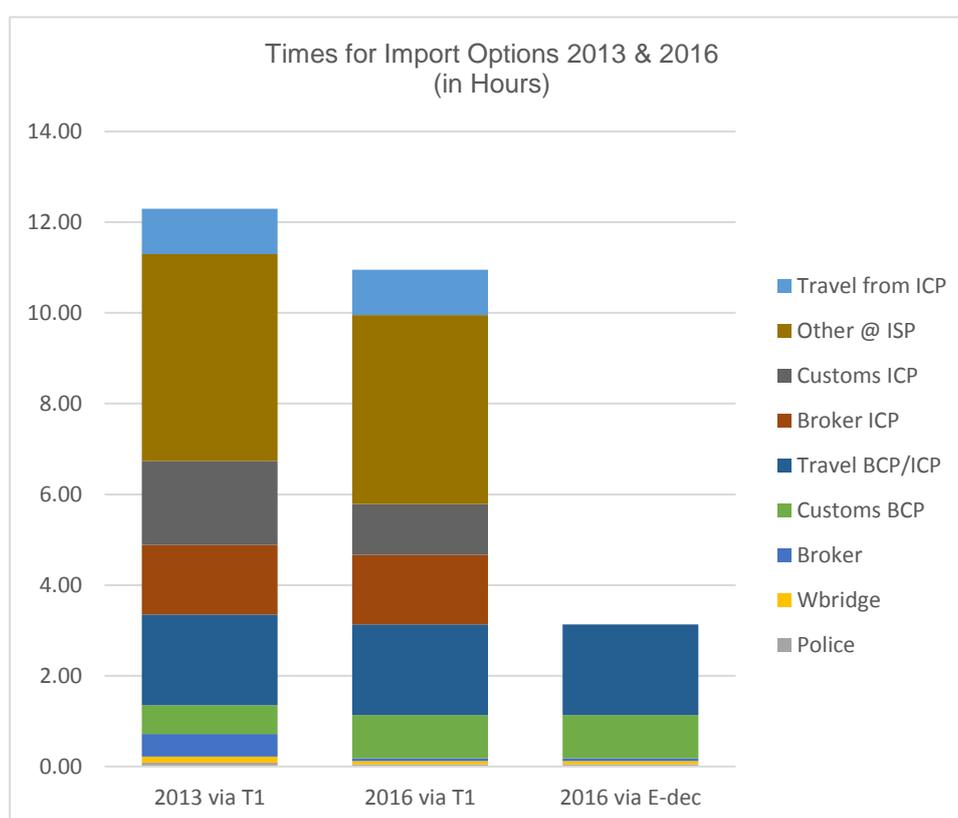
<sup>22</sup> In the 2014 TRS data for ICPs was not collected.

<sup>23</sup> That is cargo subject to no veterinary, phytosanitary or other potential processing delay.

	Procedure	E-dec.	T1	Difference
BCP	Queue for Police	33.6	33.6	0
	Police Control	2.9	2.9	0
	Weighbridge	4.2	4.2	0
	Broker+Customs	56.6	92.9	-36.3
	Phytosanitary	2.4	2.4	0
	Veterinary	2.4	2.4	0
	Bank (queue)	0	0	0
	Bank (procedure)	9.4	9.4	0
Travel	To Chisinau ICP	120	120	0
ICP	Broker	375.3	356.4	18.9
	Total time spent by a truck at ICP	0	528	-528
Total in Hours	BCP	1.9	2.5	-0.6
	To Chisinau ICP	2	2	0
	ICP Total	0	8.8	-8.8
	Grand Total	3.9	13.3	-9.4

**Figure 8: Time in minutes to process import via Leușeni BCP and Chisinau Industrialia ICP T1 and e-declarations**

Note: According to the data from Asycuda and UNIPASS, a truck spends between 168 and 208 minutes with 95% confidence at Leușeni BCP, on average – 3.1 hours.



Disaggregated and more detailed data for all the BCPs and ICPs for inward trucks is included in Annex B.

## Discussion

Most Moldovan import shipments are obliged to follow a complex two-step clearance process. Import approval processes are initiated in every case when the loaded truck first reports to the BCP where it arrives from either Romania or Ukraine. At the BCP the initial “routine” inspection covers:

- Police verification of entry eligibility for truck and driver;
- Weighing of loaded trucks;

- Initial documentary clearance by brokers, customs, veterinary and phytosanitary agencies as appropriate;
- Verification of seal and examination of unsealed areas<sup>24</sup> for contraband.
- Finalization of any outstanding duties or fees; and
- Where appropriate registration procedures for T1 internal transit<sup>25</sup>.

Only after these initial BCP procedures are completed can the truck travel to an internal ICP to complete the full import processing procedures. Risk managed red/green/yellow documentary and physical examination procedures were normally completed at the ICP but may be completed at the BCP for high-risk consignments.

The final destination ICP will normally be located in the district where the importer's seat of business is located. This is not always the one nearest (or most convenient) to the point of discharge or the point of import.

Throughout the import procedures at both BCP and ICP undue attention is given to the checking of paper documents against the electronic declarations. The electronic registration and declaration processes cannot proceed unless a full set of paper documents are lodged and this must be done within one hour of the electronic declaration being made. Failure to lodge paperwork during this limited and arbitrary window will require the importer or broker to create a new electronic lodgment.

This limit discourages the application of an adequate pre-clearance declaration system and disadvantages both MCS and compliant importers because:

- Brokers can prepare but cannot lodge declarations at the most convenient times in relation to their workloads. They must send declarations to ASYCUDA during the time period when the truck can enter the ICP for physical checking. This period may be indeterminate if there is a long queue for entry or the ICP is congested.
- Customs can only automatically pre-screen declarations as the window provides no time for detailed risk management or fraud investigation before normal processing commences. E-declarations can be sent to customs well before the truck if its papers are physically available. This makes it possible for customs staff to undertake more detailed research and risk analysis of the importer rather than processing each transaction separately.
- Customs paper-based work cannot be redistributed away from the site where the truck and its paperwork are physically located. This means that despite the availability of ASYCUDA processing cannot be passed from areas where there is congestion to other BCPs and ICPs where daily workflows have passed their peaks.

The existing traditional control procedures were developed in earlier years and should only continue to be applied in a fully paper based environment. With the introduction of ASYCUDA in a networked

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<sup>24</sup> Driver's cabin, external lockers, void spaces.

<sup>25</sup> The legal timing restrictions for conventional import declarations (not e-declarations) is:

1. At the BCP a transit declaration or import declaration shall be presented by the trader (or authorised representative or the transporter) no later than the day following arrival day (Art. 176 Customs Code).
2. Transit is approved by Customs as appropriate but cannot exceed 8 days to complete (Art. 42 CC).
3. When the truck reports to an ICP, the transit operation is closed. Then, an import declaration must be lodged electronically in ASYCUDA by the end of the next working day (Art. 176 CC)
4. The paper version of the declaration shall be presented within 1 hour of 3 (MCS Order no. 480 of December 18, 2006)
5. After both versions are presented, Customs has a maximum 5 days for its verification and validation (art. 199 Customs Code).
6. MCS has internal orders that require customs inspectors to validate green lane declarations in 20 minutes and 1 hour for yellow declarations.

form at the majority of Moldovan control points this procedure can no longer be justified. It should also be extended to the other border control agencies as a common system.

This is because paper-based restrictions increase business compliance costs (mainly through increased dwell time) and increase the cost to the public of Moldovan imports without providing countervailing improvements to revenue flows or public security.

For many established and low risk clients even the current facilitated “green lane” process where only 20 minutes are allowed for each declaration to be processed is a waste of time and other resources once all delays are considered. Most long established and low risk importers should be allocated to green lane or blue lane post clearance audit and cleared automatically. Under a blue lane clearance regime most low risk declarations should be accepted on an (compulsory or voluntary) electronic declaration as it is made. However, all such clearances would remain subject to post clearance audit and adjustment.

Paper import documents for these traders should only be checked on a random basis to re-verify that risk parameters remain correct.

The advantages of this regime are that:

- Most current Green Lane staff (after re-training) can be transferred from transaction based routine processes to revenue effective Post Clearance Audit, Risk Management or Fraud investigation Roles; and
- Field based Post Clearance Audit and Fraud investigation Officers are far more effective at locating revenue underpayments and similar problems with imports and exports. This is because rather than reviewing a standardized set of imports on a transactional basis, they are able to look at the full range of an importer’s documents across all their dealings.

These difficulties are borne out in the numbers. Given the rather dramatic time difference in processing an electronic declaration as opposed to a T1 declaration, very few importers take advantage of this facilitation measure (7.7%), which would seem to indicate more of a reluctance than a refusal. The Customs Service has yet to fully facilitate an electronic declaration, which creates uncertainty and discourages more importers from using the service. It is also true that ANSA does not accept electronic submission of their clearance documents along with the SAD.

Both Customs and ANSA need to adopt an entirely paperless process for imports.

### 3.3: International Transit Procedures (TIR)

The 2016 TRS recorded a total of 267 International Transits under a TIR carnet. The impact on incoming transits is a reduction of 1.5 hours. For outbound trucks a significant reduction of 15 hours is achieved in cases where processing previously required transit to ICPs for processes now completed at the BCP.

Analysis of continuing transits was limited but a time saving of about one hour is identified mostly at departure. This flows from efficiencies shared with other outgoing vehicles rather than changes to the TIR processing except as noted below.

In Moldova TIR transits take three forms:

- **Inbound Terminating TIR:** Trucks with cargo consigned to an importer located in Moldova arriving from a country beyond Moldova’s borders that is not within the EU or Ukraine.

These cargos travel across borders under a TIR “passport”<sup>26</sup> purchased from the authorized agency<sup>27</sup> in the country where transit commences.

- **Outbound Originating TIR** trucks are trucks with cargo consigned from an exporter who is located in Moldova to a country beyond Moldova’s borders. These cargos travel across all borders under a TIR “passport” purchased from the Chamber of Commerce and Industry of the Republic of Moldova. The TIR Carnet guarantees payment if the goods are removed from customs control in any transited county.
- **Continuing TIR** trucks carry cargo consigned to an importer who is located in in a country beyond Moldova from another country beyond Moldova.
- In the 2016 TRS sample there were 88 incoming TIR and 83 outbound TIR identified at BCPs This represents about 10 percent (inward 9.73% and outward 7.90% respectively) of the trucks travelling in each direction.
- Figures 9 and 10 above provide a breakdown of comparative data for both incoming and outbound TIR trucks in 2013 and 2016 using representative samples.

	Procedure	2013	2016	Difference	
<b>BCP</b>	<b>Queue Time</b>	15.1	33.6	18.5	
	<b>Border Police</b>	5.0	2.9	-2.1	
	<b>Weighing</b>	7.7	4.2	-3.5	
	<b>Broker and Customs</b>	109.1	94.3	-14.8	
	<b>Phytosanitary control</b>	4.0	2.4	-1.6	
	<b>Veterinary control</b>	7.0	2.4	-4.6	
	<b>Bank (queue)</b>	0.6	0.0	-0.6	
	<b>Bank (procedure)</b>	0.6	9.4	8.8	
	<b>Travel to Chisinau ICP</b>	120.0	120.0	0.0	
	<b>Customs Broker</b>	91.5	356.4	264.9	
	<b>Total in Hours</b>	<b>BCP</b>	2.5	2.5	0.0
		<b>To Chisinau ICP</b>	2.0	2.0	0.0
		<b>ICP Total</b>	1.5	0.0	-1.5
<b>Grand Total</b>		<b>6.0</b>	<b>4.5</b>	<b>-1.5</b>	

**Figure 9: Time in minutes to process incoming TIR via Leușeni BCP and Chisinau Industrialia ICP**

*Note: According to the data from Asycuda and UNIPASS, a truck spends between 70 and 94 minutes with 95% confidence at Leușeni BCP, on average – 1.4 hours. According to the TRS, a truck spends for customs procedures and broker – 1.57 hours, which is consistent with the data from UNIPASS.*

		2013	2016	Difference
<b>ICP</b>	<b>Customs Broker</b>	60.5	77.4	16.9
	<b>Total time spent at ICP</b>	723.2	0.0	-723.2
<b>Travel</b>	<b>Travel from Chisinau</b>	113.0	93.9	-19.2
<b>BCP</b>	<b>Queue to enter BCP</b>	3.3	3.4	0.1
	<b>Queue for Border Police control</b>	4.7	2.8	-1.9
	<b>Border Police Control</b>	5.0	2.3	-2.7
	<b>Weighing</b>	50.9	39.5	-11.4
	<b>Customs inspection</b>	33.6	13.7	-19.9
	<b>X-ray scanner</b>	113.0	93.9	-19.2
<b>Total in Hours</b>	<b>BCP (H)</b>	3.5	2.6	-0.9
	<b>Travel to ICP (H)</b>	2.0	0.0	-2.0
	<b>ICP (H)</b>	12.1	0.0	-12.1
	<b>Grand total</b>	<b>17.6</b>	<b>4.6</b>	<b>-13.0</b>

**Figure 10: Time in minutes to process outgoing TIR via Leușeni BCP and Chisinau Industrialia ICP**

<sup>26</sup> Legally described a “Carnet de Passage”

<sup>27</sup> This is normally the national chamber of commerce and industry or a similar body.

*Note: According to the data from Asycuda and UNIPASS, a truck spends between 56 and 124 minutes with 95% confidence at Leușeni BCP, on average – 1.5 hours. The discrepancy between times from UNIPASS and TRS are due to the fact that not all trucks are X-rayed.*

These figures show that for international transit procedures, mainly TIR Carnets, the impact for incoming transits has been a reduction in clearing times of 1.5 hours and for outbound trucks a significant reduction of 15 hours, mainly through reduced time required at ICPs as all processing can be completed for most vehicles now at the BCP.

While an analysis of continuing transits was not completed at the same level of detail, some savings are realized from a variety of small efficiencies shared with other outgoing vehicles.

## **Discussion**

The UNECE Trade Guide<sup>28</sup> states that:

“International transit operation under the TIR system does not require national customs documents and a national guarantee. Because of the securitization of the containers, the goods are also not subject to physical inspection. As a consequence the advantages are fewer delays at border crossings and for the overall transit operation.”

The 2013 TRS observed a practice that appeared to breach these expectations. At the time, when TIR trucks entered Moldova MCS officers would remove existing seals even if unbroken and replace those with local MCS seals.

This practice provided no more security to Moldova than leaving the original seal intact and risked invalidating the shipments’ insurance if the goods were subsequently pillaged or damaged. The 2013 TRS, and subsequent reports of BRITE experts, recommended that this practice be abolished. The 2016 TRS observations seem to indicate that this practice has now ceased.

Because TIR trucks should not be inspected without due cause and do not need to be resealed, their dwell time should be lower than for import trucks subject to yellow or red lane checking.

- In 2013 for all classes of TIR the time taken for TIR shipments was only about 30 minutes less than for an equivalent import or export under T1. All of this time was saved at the BCP.
- In 2016 the average time taken for TIR clearances at BCPs for incoming trucks averaged 12.5 hours compared with 23.1 hours for broadly equivalent green lane processing. For outgoing trucks, the average was 4.7 hours compared with 17.6 hours for broadly equivalent green lane processing.

These results indicate that TIR is a useful option in Moldova because the simplified processes required for TIR, even when compared with the least complex alternative form of documentary processing will still save additional time on average of at least:

- For a TIR Terminating in Moldova  $23.1 - 12.5 = 10.5$  hours faster
- For a TIR originating in Moldova  $17.6 - 4.7 = 12.9$  hours faster<sup>29</sup>
- For a TIR Continuing across Moldova = stays 54 minutes longer although this is still less time than in 2013.

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<sup>28</sup> <http://tfig.unece.org/contents/TIR-convention.htm>

<sup>29</sup> Plus time saved by not having to travel to an ICP and then from an ICP to the BCP for processing.

### 3.4: Impact of Lane Risk-Managed Screening.

ASYCUDA based **Lane risk-managed** screening has improved processing times for 2016 compared with 2013. USAID BRITE has worked closely with MCS since the time of the last TRS to improve its risk management capabilities and reduce interventions at the point of clearance.

Compared to the 2013 TRS, average overall turnover time for clearance is 95 minutes less for green lane, 200 minutes less for yellow lane and 213 minutes less for red lane. However, as mentioned above, the percentage of red lane examinations on exports, while lower than in 2013, were still higher than rates achieved over the last year, roughly 3 percent. This may be a result of eliminating examinations at ICPs for e-declarations.

Green and yellow lane percentages were not separately assessed because:

- The national yellow lane requirements are dependent on the complexity of the national tariff and trade structure. The requirement for yellow lane verifications rises proportionally with the number of non-most favored nation (MFN) trade agreements and internal concessions in operation.
- Green lane treatment is generally a residual after all other treatments are allocated.

The sample numbers collected in the TRS for risk-managed screening are set out in Figure 11.

	Inbound	Outbound
Risk Rating		
Red	11	36
Yellow	29	8
Green	152	338
Blue	0	0
AEO	46	76
X-ray <sup>30</sup>	9	359

Figure 11: Sample sizes for Risk Managed Examinations. Source: TRS at BCPs.

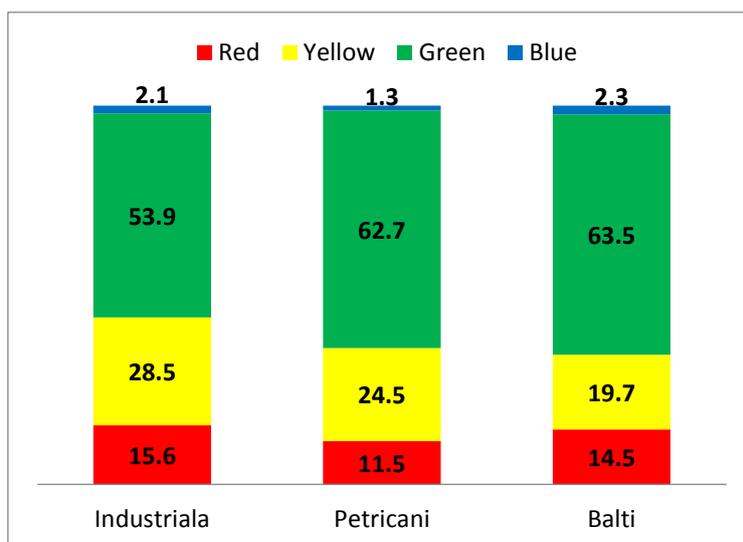


Figure 12: Sample sizes for Risk Managed Examinations. Source: ASYCUDA at ICPs.

<sup>30</sup> X-ray is included as it is sometimes an alternative to Red Line examination.

The risk based processing regime of the MCS recognizes five potential levels of screening for customs purposes. The level of each clearance is initially set automatically within ASYCUDA based on pre-formatted risk conditions when the Broker lodges the documents electronically in ASYCUDA. The examining officer may then escalate the level of screening.

Clearance procedures will only commence after the paper documents are physically delivered to Customs. This must occur within one hour of the electronic lodgment or the process will be required to re-start.

Electronic and paper declarations are matched and then they are allocated to an officer based on the expected risk level as follows:

- **Green Lane** clearance covers the majority of goods for both imports and exports. Normally this takes the form of a “face of declaration” check. This consists of verifying that electronic data lodged through ASYCUDA is confirmed by the trade paperwork in the shipper’s documents. The officer undertaking the Green Lane clearance may request escalation of the verification process to a higher level if there is a valid reason. The examining officer must finalize Green Lane clearances within a period of 20 minutes per transaction.
- **Yellow Lane** clearance covers goods for both imports and exports where a higher degree of technical analysis is required. This includes reviewing complex tariff classification and valuation matters or claims for concessional treatment. The officer undertaking the Yellow Lane clearance may request upgrading the verification to a higher level if there is a valid reason. The examining officer must finalize yellow Lane clearances within a period of 90 minutes.
- **Red Lane** clearance covers goods where either physical examination or sampling is required for any purpose. Completion of a red lane clearance will normally be suspended until a space becomes available in the cargo examination area. If the goods under examination require Veterinary or Phytosanitary examination these will be coordinated to occur with the customs examination. This may create some delay. The examining officer must finalize Red Lane clearances within a period of 5 days.
- **Blue Lane** clearance covers goods for both imports and exports where the Moldovan declarant is a low risk client. Such declarations are accepted and subject to later desk audits. All transactions of the declarant may be subject to post clearance audit in a fashion broadly similar to AEO declarants.
- **AEO Simplified Clearance** applies only to listed AEOs<sup>31</sup> and requires minimal information at customs clearance through electronic declaration.

Customs risk managed screening is conducted independently of:

- ANSA processing for veterinary and phytosanitary purposes; and
- Border Police screening of trucks and drivers for immigration and related purposes.

Action	Green		Yellow		Red	
	2013	2016	2013	2016	2013	2016
Pre Declaration <sup>32</sup>	60.5	198	60.5	198	60.5	198
Customs	137.1	42	246.5	45.87	279.3	66.54
Other Dwell	177.8	0	177.8	0	177.8	0
Travelling	120	120	120	120	120	120
Queue	113	31.87	113	31.87	113	31.87

<sup>31</sup> See: <http://www.customs.gov.md/ro/content/lista-agentilor-economici-autorizati-aeo>

<sup>32</sup> Median time for customs broker between receiving the documents and uploading the declaration in ASYCUDA.

Police	8	3.17	8	3.17	8	3.17
Weighbridge	5	4.95	5	4.95	5	4.95
<b>Total</b>	<b>621.4</b>	<b>399.99</b>	<b>730.8</b>	<b>403.86</b>	<b>763.6</b>	<b>424.53</b>
Differences 2016 -2013						
Examination		95		200		213
<b>Total</b>		<b>221</b>		<b>327</b>		<b>339</b>

**Figure 13: Time in minutes to process exports at BCP under lane ratings**

*Note: According to the data from Asycuda, the total time at BCP was on average 376 minutes for red lane, 71 – for the yellow lane and 67 – for the green lane. The sample from Asycuda is considerably larger and the data more reliable.*

The average time taken for Red Yellow and Green levels of screening in 2013 and 2016 are shown in Figure 13.

This data shows that for risk managed clearance using the ASYCUDA based Red/Yellow/Green lane hierarchy there are clear improvements in the processing times for 2016 as compared to 2013, where overall turnover time<sup>33</sup> for clearance is 95 minutes less for green lane, 200 minutes less for yellow lane and 213 minutes less for red lane. The overall impact of these reductions is expedited overall clearance times of 221 minutes for green lane, 327 minutes for yellow lane and 339 minutes for red lane trucks when compared with 2013.

### Discussion

International “best practice” is to limit physical inspections of merchandise to a maximum of 5-10 percent of declarations. Targeting should initially be by means of a risk managed automated procedure where goods are selected for inspection based on their risk profile.

In Moldova, Red Lane goods that undergo physical and document inspection represent five percent for identified import declarations<sup>34</sup>. Outbound they represent nine percent of the relevant sample. In each case this is in accord with international expectations<sup>35</sup>.

Yellow lane goods, which are subject to detailed document inspection represent inbound 15 percent for BCPs. Outbound they represent less than one percent of the relevant sample. This variance between imports and exports is within expectations because for yellow lane checks there are no international standards. This is because their volume and importance varies from country to country generally increasing with the complexity of the national tariff and the number of concessional duty and tax provisions available therein.

All Green Lane goods currently proceed through a “face of declaration” inspection. Inbound 54 percent for BCPs and outbound 72% percent of the relevant sample were screened as Green Lane.

<sup>33</sup> Applying the principals of Static Timing Analysis (STA) the turnover time will always be greater than the mandated time limits for each declaration. This is because it includes “slack” time where documents are waiting in either an in or out tray, queries are awaiting answers, outstanding liabilities are being paid at the bank, or a truck is waiting for space at an examination dock. See Organizational Slack by B. Näslund in Ekonomisk Tidskrift Årg. 66, n:r 1 (Mar., 1964), pp. 26-31

<sup>34</sup> In the sample a large number of transactions did not have an indicated customs examination lane. In most cases this was because they were subject to ANSA examination. For this reason the percentages calculated here are based on transactions where red, yellow, green or AEO was clearly indicated.

<sup>35</sup> See: Customs Modernization Initiatives: Case Studies, Editors Luc De Wulf and José B. Sokol, World Bank 2004.

AEO clearances, ANSA and X-ray examinations make up the remainder of identified examinations and these are considered separately in the following sections of this chapter.

With the exception of Green and Blue Lane clearance the current procedures are broadly in compliance with international best practice.

Current Green Lane procedures at both BCPs and ICPs place undue attention on checking of paper documents against the electronic declarations. With the introduction of ASYCUDA and a networked computer system now fully operational at the majority of control points this procedure can no longer be justified and only increases cargo costs (mainly through increased dwell time).

“Routine” visual checking of paper documents against electronic data, except where there is a reasonable risk of fraud or error, also increases the cost of doing business without providing countervailing improvements to revenue or public security. Even the current facilitated “Green Lane” process where only 20 minutes are allowed for each declaration to be replaced with Blue Lane processing.

Under a Blue Lane (post clearance audit) regime most declarations by established low risk clients are accepted on the electronic declaration as it is made. There is no need to submit paper documents. Any paper documents should be checked only on a random basis. Implementing these changes offers several advantages to MCS:

- Most Green Lane staff (after training) can be transferred to more revenue effective Post Clearance Audit, Risk Management or Fraud investigation Roles; and
- Post Clearance Audit and Fraud investigation Officers are far more cost effective at locating revenue underpayments and similar problems with imports and exports because rather than reviewing a standardized set of import documents on a transactional basis they are able to look at the full range of a traders documents held in all of their records.

### 3.5: Impact of Veterinary and Phytosanitary Procedures.

For Veterinary and Phytosanitary Procedures conducted by ANSA the data indicate that documentary processing times have not changed significantly between 2013 and 2016. This is due to several factors. The process remains largely paper-based; ANSA is still not equipped to perform anything beyond cursory inspections at the BCPs; and more detailed ANSA inspections take place outside of customs control and facilities and thus are outside the scope of this TRS.

The data collected in the TRS for ANSA-related screening activity at BCPs and ICPs are set out in Figure 14.

The 2014 TRS concluded that:

- Less than 16% of loaded trucks checked need phytosanitary or veterinary inspections; and
- There is no statistically significant evidence that these trucks spend, on average, more time for customs procedures, than other loaded trucks.<sup>36</sup>

However, both the 2013 and 2014 surveys noted that the sample size was small and it was not possible to separate out inward and outward movements in these areas.

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<sup>36</sup> Page iii.

The 2016 TRS observations indicate that the share of Veterinary and Phytosanitary Inspections in the overall data set increased considerably since 2013, so that now phytosanitary inspections alone (19.3%) are greater than all veterinary and phytosanitary Inspections together in 2013. Collectively, the total of veterinary and phytosanitary Inspections amongst valid responses represents almost a quarter (23.7%) of the sample and is therefore of considerable importance.

For ANSA documentary transactions, the first area observed was the queuing and processing of veterinary and phytosanitary documentation, which takes place in the BCP, normally in the central office or an adjacent building. For these transactions it was not possible to separate inward and outward transactions or veterinary and phytosanitary operations without unduly disturbing the processing. For this group, useable data was collected that identified an average processing time of 4.4 minutes, within a range from less than one minute up to a maximum of 37 minutes.

in 2013 it was noted that “Not all the trucks are inspected by ANSA. However, it takes about 7 minutes to make a phytosanitary control and about 16 minutes to perform a veterinary control.” The comparative data for 2016 indicates that the time taken for documentary processing has not changed significantly over earlier studies.

However, it is suggested that this is a procedural area that should become redundant and could be eliminated entirely under the single window processes that are envisaged.

Location and Nature	2016 Inspections	2016 Total <sup>37</sup>	Percent of 2016 Total
Inwards			
Veterinary	50	903	5.5%
Phytosanitary	167	903	18.5%
Outwards			
Veterinary	59	948	6.2%
Phytosanitary	167	948	17.6%

**Figure 14: Times for ANSA Examinations**

## Discussion

Currently, while Customs and ANSA physical examinations are coordinated to prevent double handling of cargo the analysis and targeting of veterinary and phytosanitary inspections by ANSA is reviewed independently from customs interventions. There is no connection to Customs risk ratings. Green and Yellow channel shipments are still inspected by ANSA irrespective of the Customs risk analysis. Discussions have taken place about including ANSA risk information in the ASYCUDA selectivity module, but this has not been fully developed between the agencies and, according to a recent IFC investigation there is no evidence that ANSA is applying risk management for imports.<sup>38</sup>

As in the earlier TRS, full inspections and scientific sampling remain impractical at BCPs as the facilities are generally not suitable for examinations more complex than simple “tailgating”. Consequently only documentary checks are routinely carried out at the BCPs. New facilities are under development at four BCPS<sup>39</sup> but these were not functional at the time of the 2016 TRS.

<sup>37</sup> Total number of transactions completed for this column i.e. either a Yes or No answer. Blanks are ignored.

<sup>38</sup> See: IFC Draft Mission Report May 2016

<sup>39</sup> Work is currently underway to rectify this lack of facilities See: World Bank Moldova Investment Climate Reform Project #576047 ANSA Gap Assessment for details.

Full inspection and sampling are carried out in all cases either at the ICP or at the owner's warehouse. Here, samples are taken for certain classes of specified goods from a percentage of shipments<sup>40</sup>. Goods subjected to sampling are cleared by customs on payment of duty and allowed limited release under ANSA control to the storage facility of the importer. If the sample passes the testing regime the goods are released for public consumption. If the sample fails the testing regime the goods are refused release and destroyed or re-exported.

ANSA does not accept foreign laboratory analysis results, except in relatively rare cases where Moldovan laboratories are unable to do the analysis (such as when there is a risk of Avian Flu), in which case analysis done in Romania is accepted. For certain types of products such as cereals, the laboratory of the Ministry of Agriculture is used.

In the long term, a failure to recognize qualified foreign laboratories is a potential breach to both the WTO Agreement on the Application of Sanitary and Phytosanitary measures and the EU membership Acquis.

ANSA needs to adopt this practice as well as risk management in line with the requirements of the EU-Moldova Association Agreement and integrate these into the Customs declaration processing system ASYCUDA.

As suggested earlier, one limitation of this TRS is that it does not capture total release times for shipments subject to ANSA controls. The time it takes to process samples and eventually release cargo into free circulation is outside the control of the MCS-managed BCPs and ICPs and thus the outside the scope of this study. Capturing this data would require a separate study of ANSA procedures based on a reasonable sample of ANSA controlled shipments.

### 3.6: Impact of X-ray Screening

The 2016 study collected data on X-ray screening in 2016 from two sources:

1. Overall time at the BCP for 9 inbound and 359 outbound trucks that were subject to X-ray examinations. These trucks were a sub-component of a larger sample of 950 inbound and 1363 outbound trucks where the overall time at the border post was identified.
2. Actual time taken for scans measured directly by observations covering 174 trucks.<sup>41</sup>

The second of these measurements indicates that, on average, a truck will queue for about 6.4 minutes before entering the X-ray facility, and then take about 6.6 minutes in the X-ray process before being released. This indicates as an additional delay time of about 11 minutes per truck if it is selected for X-ray examination.

However, it is felt that this figure underestimates by about fifty percent the overall time taken by the X-ray process. This is because this figure does not include the time taken for the truck to move to and from the normal clearance queues to the x-ray facility. This could be a considerable time for an outgoing truck which at most BCP sites has to proceed past the exit gate of the outbound section of

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<sup>40</sup> The existing situation is contrary to the WTO Agreement on the Application of Sanitary and Phytosanitary measures Article 2.2, 3.3, 4 and 5. This is being addressed a by the World Bank through a Legal/Regulatory, Institutional and ICT Needs Assessment of Moldova's National Food Safety Agency (ANSA): towards boosting Moldova's agri-food exports on the EU market.

<sup>41</sup> For two truck there appears to be an input errors in the data (as an example in one case it is reported that the truck queued for 6 minutes but then took 11 hours and 8 minutes for scanning). For these trucks the scan time was recorded as 0:0.

the BCP to a point where a U-turn can be safely negotiated and then to return into the inbound section and only then join the queue where the X-ray facility is located and where timing commences.

Even assuming that this “inflated time” of 22 minutes for X-ray is correct, if compared to the alternative solution of physical examination it is clear that the inbound and outbound X-ray processing at the BCP are not causing any significant delay to trucks.

There are no facilities for X-ray examination at ICPs.

## Discussion

In Moldova the majority of X-ray scanning concerns exported rather than imported goods, which is unusual by international standard but is explained in part by its border with Romania, a member of the EU. This is also necessitated by the fact that most export cargo is no longer examined physically at an ICP.

When these recent changes to export clearance procedures are taken into consideration this may explain why there are a fairly large number of export shipments subject to X-ray examinations. But this is only justified in the short-term. It is suggested that the risk list of goods subject to x-ray examination be reviewed at least bi-annually. This review should be biased toward removing items and exporters where x-ray intervention has not detected any breaches of the law in line with normal risk management principals.

### 3.7: Impact of Border Police, Weighbridge, and Bank Payments

Pre-Customs inspections and other steps are carried out at each BCP for imports and exports, beginning upon arrival with the Border Police.

At ICPs there are no facilities provided for either weighbridge or border police. While there are banking facilities at ICPs their locations made it generally difficult to measure times accurately at these locations.

Consequently, data in these three areas is limited to BCP data.

	Inbound BCP	Outbound BCP	Total Sample
Border Police	38	55	93
Weighbridge	126	136	362
Banking	(a)	(a)	329

(a) Sample does not differentiate inbound and outbound

Figure 15: Sample sizes for Pre-Customs Examinations.

#### 3.7.1: Border Police

All inbound and outbound trucks are required to report to Border Police as soon as practical after arrival in the BCP. If there are delays at the Police Office they may go to the Weighbridge first, depending on the design of the BCP.

As an example, at Leușeni BCP an inbound driver can assess the length of each queue to see which is longer. Also, at Leușeni it is possible to drive the truck into the weighbridge queue then walk to the Police Office and complete formalities while waiting to be weighed.

The 2013 and 2016 data for border police queues and procedures are set out in the table below. This shows that there has been no significant change in processing times between 2013 and 2016.

	Inbound		Outbound	
	2013	2016	2013	2016
Queue	8.9	9.9	5.4	4.9
Processing	5.6	3.8	4.1	5.7
<b>Total</b>	<b>14.5</b>	<b>14.7</b>	<b>9.5</b>	<b>10.6</b>

**Figure 16: Border Police times 2013 and 2016 (in Minutes).**

**Discussion**

Border Police procedures are recognized as an essential process to control the illegal movement of persons and vehicles. Also the average period taken for these processes in Moldova is reasonably short. The data collected by police in the UNIPASS system is also available for Customs’ use and could be useful for risk analysis purposes if required.

Also, the queue times are not generally very long and the driver can reduce the total time required at the BCP by having the truck weighed first or in parallel with police clearance processes.

**3.7.2: Weighbridge**

All inbound and outbound loaded trucks are required to report to the weighbridge. This can be done at most BCPs either before or after they have been to the Border Police and before reporting to the Customs. The practical application of this arrangement varies with the design of the BCP (see example above).

There are no weighbridge facilities at the ICPs.

In 2013 all trucks were weighed. In 2014, fewer trucks were weighed because MCS began accepting international weight certificates. In 2016, empty trucks are no longer weighed.

The 2013 and 2016 data for weighbridges are set out in the table below which shows that there has been no significant change in processing times between 2013 and 2016. Weighbridge queuing data was not collected in 2013.

	Inbound		Outbound	
	2013	2016	2013	2016
Queue	N/a	9.9	n/a	4.9
Processing	4.9	3.7	5.0	5.7
<b>Total</b>	<b>n/a</b>	<b>14.7</b>	<b>n/a</b>	<b>10.6</b>

**Figure 17: Weighbridge times 2013 and 2016 (in Minutes).**

From this information it is apparent that the average delay to use the weighbridge is for inbound trucks is about fifteen minutes, but can be as high as 50 minutes. For outbound trucks, the average delay is shorter rarely exceeding twenty minutes.

**Discussion**

While the number of trucks weighed is less than in previous years and the time is not excessive, there is still no reason to weigh all loaded trucks and it should cease except in cases where there is a risk-justified reason for doing so.

Generally in risk managed customs systems weights are only routinely required for cargo verification of bulk loads. As an example: the specific gravity of most liquids is known and a load weight is normally calculated for high risk-products, which are easily or frequently mis-declared. This includes products like diesel and petrol where alternate methods like tank dipping are not particularly accurate.

As the situation currently exists the mandatory weighing of all loaded trucks represents an undue compliance cost borne by most inbound and outbound trucks.

### 3.7.3: On Site Banking

Banking facilities are provided at both BCPs and ICPs. Commercial banking facilities are required to provide “top ups” where the prepaid balance held in an importer’s nominated account is insufficient to finalize duty liabilities. This liability must be finalized before the cargo can proceed under T1 transit or to complete declaration and clearance procedures at the BCP.

For small amounts the physical presence of the bank provides a quicker way to settle outstanding liabilities than the alternative which would be paying monies due into the account through the conventional banking system where a money transfer may take more than 24 hours to register.

There are similar banking facilities at the ICPs but it was impractical to safely measure times there. It was also impractical to separate inward and outward transactions at the banks without impeding the processes.

As indicated in the table below the processing times at the bank have not changed significantly from 2013 to 2016.

	2013	2016
Queue	1.3	3.5
Processing	1.8	2.8
Total	<b>3.1</b>	<b>6.3</b>

**Figure 18: Banking times 2013 and 2016 (in Minutes).**

Though the time taken for an average banking transaction has doubled since 2013 this means that time taken has only increased on average by three minutes. Average queue time for Banks ranged between 0 (no queue at the counter) to 28 minutes. Time for processing ranged from 1 to 62 minutes.

### Discussion

Bank processes on average only cause a visible delay of about six minutes, but they are an indicator of two practices:

1. The requirement that each trader must ensure that there are sufficient funds in their personal account used for customs clearances to finalize all transactions even in cases where the goods are to remain under effective customs control.
2. The inability of MCS and other border agencies to provide information on the state of traders’ accounts to their authorized brokers for privacy reasons.

Both of these problems can be remediated in the short-term by introducing delayed payment with a guarantee with payment occurring post-release, and allowing traders to use the accounts of their brokers for meeting obligations as well as posting guarantees.

In the longer term the periodic settlement of all government liabilities is the preferred approach.

### 3.8: Empty Vehicles

Data for Empty vehicles was collected in all three TRS's. This was done because this timing provides a useful minimal baseline figure for truck processing. Empty vehicles will not normally use weighbridge or broker services and will only be subjected to customs physical examinations for contraband on inbound trucks. Total average times for empty trucks are set out below:

	Inbound		Outbound	
	2013	2016	2013	2016
Total	<b>37.5</b>	<b>51</b>	<b>93</b>	<b>82.5</b>

**Figure 19: Empty vehicle dwell times 2013 and 2016 (in Minutes).**

The data show that inbound processing times for empty trucks have deteriorated from those in 2013, but have improved for outbound trucks.

#### Discussion

For inbound trucks the average processing time increased across all BCPs. For outbound trucks the average processing times were more ambiguous, ranging from a reduction of 1.2 hours at Leuşeni to an increase of minutes at Otaci. Even with the increases, empty trucks are still cleared more quickly than any other class of vehicle considered in the survey.

### 3.9: Simplified Procedures: PCA and AEO.

In the 2013 TRS no data was collected for either PCA or AEO as these systems had not been formalized at that time.

The 2014 TRS observations at BCPs indicated that 13% of trucks used the AEO/TIR/EPD lane and that this was a faster route than the general processing lanes. At that time, the special lane was used for holders of simplified procedures and by empty trucks.

In the 2016 TRS, 41 Inward AEO trucks and 57 outbound AEO trucks were identified at BCPs. No other trucks allowed simplified procedures were identified. The average complete processing times for AEO trucks are set out in the table below:

	Inbound		Outbound	
	Number	Time	Number	Time
Total	<b>41</b>	<b>5.1</b>	<b>57</b>	<b>7.3</b>

**Figure 20: AEO vehicle total dwell times 2016 (in hours).**

Given the small size of these samples it may not be representative of all Simplified Procedures transactions. For this reason, a comparison was made with Green Lane trucks being processed at the same time and location as the AEO transactions. This was done because Green Lane provides a similar level of facilitation to simplified processing.

In that sample:

- For inbound trucks classified as Green Lane the average processing time was 6.1 hours.
- For outbound trucks classified as Green Lane the average processing time was 6.4 hours.

In summary, this sample shows that inward AEO trucks are processed faster by about one hour than Green Lane trucks. However, outbound Green Lane processing time is almost an hour faster than AEO trucks.

## **Discussion**

The introduction of simplified procedures for identified low risk traders through AEO is an important move away from the traditional “transactional” approach applied to most cargo, and is a clear indication that Customs is employing improved risk management techniques as compared to previous years. It is a further extension of the red/yellow/green lane system that pre-screens declarations and sets the level of examination from criteria generated from information collected from earlier examinations. The approach currently applied for AEO should gradually expand beyond the AEO client base to encompass all compliant traders. This should occur through the expanded use of Blue Lane processing and post clearance audit, eventually migrating compliant traders to Green Lane processing.

## 4: Methodology

This section explains the 2016 methodology and data collection procedures used to calculate the time it takes trucks to clear BCPs and ICPs.

In March 2016, the previous TRS reports for 2013 and 2014 were reviewed and a series of “walkthroughs” were completed at BCPs and ICPs to identify recent procedural changes. Then each process was defined and broken down into sub-processes to calculate clearing times.

The main sub-processes were then developed into a series of three process flowcharts included in (See Annex Z).

From the observations and flowcharts an “Operational Plan for ICPs and BCPs” was developed, tested at two sites and then revised (see ANNEX F).

In March and April BRITE observers visited each of the nominated BCP and ICP over the periods shown in section 5.1. Each period followed a predetermined schedule of intermittent attendance spread over a full seven-day week for each site. This provided for a total of 240 hours of effort at each BCP and 160 hours at each ICP. These timings were based on the observed timings on the previous TRS and included an allowance for offsite data compilation.

The data collected consisted of three sets:

1. Data on truck movements into and out of ICPs held in manual registers maintained by each ICP. This data had to be transposed manually into Excel to calculate total time spent inside ICPs.
2. Data gathered through physical observation where observations produce a statistically relevant and unbiased sample of all transactions occurring during seven consecutive days at each site. Data is then compiled and transposed into Excel. As an example, an observer can estimate the time needed to carry out X-ray processes by recording trucks into and out of the shed where the X-ray machinery is housed.
3. Data extracted from the ASYCUDA and/or UNIPASS IT systems. As an example average start and finish times for yellow lane customs examinations can be extracted by an ASYCUDA data download.

Detailed collection and extraction procedures are covered in the Operational Plan in ANNEX F and are summarized as:

### 1. **Data extracted manually from registers and similar documents at ICPs.**

- From gate control office: arrival and departure time and date for trucks at each ICP involved.
- From selected customs brokers’ offices: registration number of the declaration; number of articles in the SAD; were the import duties paid (yes/no); was the declaration electronic (yes/no); is it an import or export SAD; the time when the broker received the documents (on paper, or by mail); the time when the broker started to work on the SAD; the time the broker lodged the declaration into ASYCUDA; the time when the broker presented on paper the declaration to the Customs Service; observations.

### 2. **Data collected physically by observations at relevant sites**

2.1: For each BCP involved for selected trucks entering and leaving Moldova:

- Truck number plate, time of arrival at BCP gate, time of inward and outward report to police (queue start, process start/finish) and weighbridge (queue start, start/finish), truck numbers using and not using the weighbridge.
  - Time of report to x-ray (queue start, process start/finish)
  - Time of report for any extra examinations (queue time, process start/finish)
  - Time taken start/finish for customs processes broken down as follows:
    - Truck Number
    - Truck loaded Yes/No
    - Inbound or Outbound
    - Import: Electronic, T1, TIR, AEO stratus, Local import
    - Export: Electronic, Other, TIR, AEO stratus.
    - Truck x-rayed yes/no
    - Phytosanitary examination yes/no
    - Veterinary examination yes/no
    - Examination channel allocated red/yellow/green
  - Time taken start/finish for banking, phytosanitary and veterinary processes broken down as follows: (queue time start/process finish)
- 2.2: For each ICP involved for selected trucks entering and leaving the ICP:
- Time when the truck enters the ICP.
  - Time when the truck leaves the ICP.

### **3. Information extracted from the UNIPASS and ASYCUDA databases and provided by MCS.**

For each BCP involved and all trucks entering or leaving Moldova during the nominated period:

- From UNIPASS: Truck plate number time of report inward and outward for border police, time of report to customs, time customs examination was completed.
- From ASYCUDA: Truck plate number, Declaration received time, Time of initial Customs Check, Time Customs completes examinations and clears truck.

For each ICP involved for all trucks entering or leaving the ICP during the nominated period:

- From ASYCUDA: Truck plate number, Declaration received time, Time of initial Customs Check, Time Customs completes examinations and clears truck. Initial channel allocation (red/yellow/green/blue).

The methodology covers only the time the trucks spend at the BCP and ICP; it does not take into account the time for transit.

#### **4.1: Data Collection**

BRITE observers visited each BCP during 7 full days, resulting in a total of about 168 hours of observations at each BCP during the following periods:

- Leuşeni: March 28 – April 3 2016
- Sculeni: April 1-7, 2016
- Otaci : April 7-13, 2016
- Tudora: April 11-17, 2016

BRITE observers also visited the ICPs during 7 full days, resulting in a total of about 168 hours of observations at each ICP during the period April 18-22, 2016.

For each of the identified processes, the observers had special forms (see ANNEX F). In each form the times for each step were input in the hh:mm:ss format as each truck/driver carried out any of the nominated processes. This allowed by deduction the time between the start and finish of each step.

Most of the timing process was made through direct observations of BRITE staff. Some forms (ANNEX F Forms 2 and 5) required the data to be provided by customs inspectors as processing occurred. This covered information on the type of declaration, type of inspections performed, and whether the company was a holder of simplified procedures.

No data from ASYCUDA was obtained.

## Annex A: Trade Summary Tables

Rank	BCP	2014				2015			
		Inbound		Outbound		Inbound		Outbound	
1	Leuseni-Albita	93,848	24.93%	90,530	25.03%	93,524	23.08%	90,250	23.56%
2	Otaci-Moghiliov	36,667	9.74%	37,487	10.36%	47,604	11.75%	47,867	12.49%
3	Sculeni-Sculeni	44,037	11.70%	46,491	12.85%	44,751	11.05%	48,112	12.56%
4	Tudora-Starokazacie	37,108	9.86%	37,268	10.30%	33,343	8.23%	33,705	8.80%
	<b>Subtotal</b>	<b>211,660</b>	<b>56.23%</b>	<b>211,776</b>	<b>58.55%</b>	<b>219,222</b>	<b>54.11%</b>	<b>219,934</b>	<b>57.40%</b>
5	Giurgiulesti-Reni	16,837	4.47%	17,934	4.96%	24,705	6.10%	25,073	6.54%
6	Giurgiulesti-Galati	22,670	6.02%	28,058	7.76%	19,847	4.90%	26,773	6.99%
7	Criva-Mamaliga	15,731	4.18%	16,278	4.50%	20,157	4.98%	21,169	5.53%
8	Palanca-Maiaki	12,831	3.41%	15,357	4.25%	16,742	4.13%	18,781	4.90%
9	Cahul-Oancea	11,134	2.96%	4,147	1.15%	15,648	3.86%	6,159	1.61%
	<b>Subtotal Other</b>	<b>85,569</b>	<b>22.73%</b>	<b>68,148</b>	<b>18.84%</b>	<b>88,808</b>	<b>21.92%</b>	<b>65,245</b>	<b>17.03%</b>
	<b>Total</b>	<b>376,432</b>		<b>361,698</b>		<b>405,129</b>		<b>383,134</b>	

Figure 21: Number of inbound and outbound trucks by major BCPs in 2014 and 2015

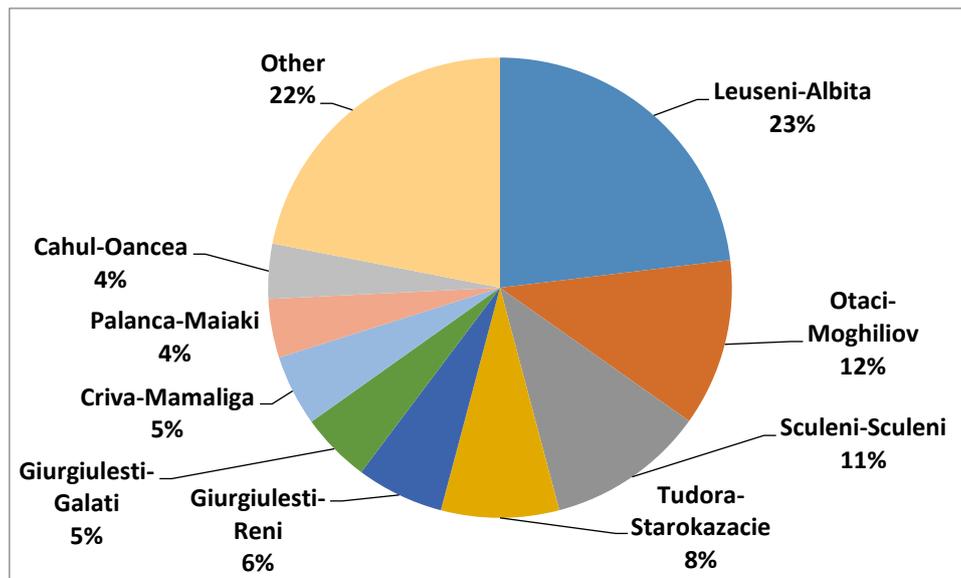


Figure 22: Percent Share 2015 Inbound Trucks by BCP

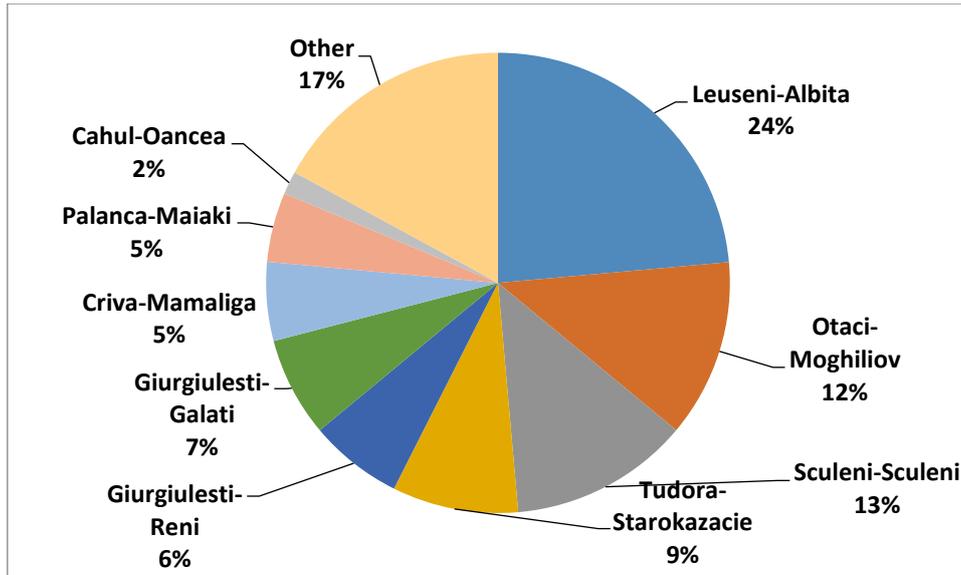


Figure 23: Percent Share 2015 Outbound Trucks by BCP

Rank	Customs Post (name or code)	Type	Customs declarations, 2015		
			Total	Export	Import
1	Chişinău 3-PVI Industrială	ICP	86920	11447	75473
2	Chişinău 7-PVI Petricani	ICP	23053	592	22461
3	Chisinau 4 PVI Cricova	ICP	22449	418	22031
4	Free International Port Giurgiulesti	CP/ICP	20337	3380	16957
5	Cahul PVE	Electronic CP	19059	18703	356
6	Leuseni-Albita PTF	BCP	16870	364	16506
7	Chisinau 2 PVI Posta	ICP	16687	1900	14787
8	Leuşeni PVE	Electronic CP	14795	14794	1
9	Briceni PVE	Electronic CP	13970	13963	7
10	Balti PVI	ICP	11481	3522	7959
	<b>Total top-10</b>		<b>245621</b>	<b>69083</b>	<b>176538</b>

Figure 24: Number of import and export declarations by Customs Posts in 2015

## Annex B. Time to import from Moldova

### Annex B1: 2013 Import Data:

All figures in minutes unless indicated (H) hours

	Procedure	Sculeni BCP				Otaci BCP				Tudora BCP				Leușeni BCP			
		Empty	T1	TIR	Import	Empty	T1	TIR	Import	Empty	T1	TIR	Import	Empty	T1	TIR	Import
<b>BCP</b>	Queue for Police	4.9	4.9	4.9	4.9	14.3	14.3	14.3	14.3	1.3	1.3	1.3	1.3	15.1	15.1	15.1	15.1
	Police Control	5.5	5.5	5.5	5.5	6.7	6.7	6.7	6.7	5.2	5.2	5.2	5.2	5.0	5.0	5.0	5.0
	Weighbridge	3.2	3.2	3.2	3.2	5.0	5.0	5.0	5.0	3.5	3.5	3.5	3.5	7.7	7.7	7.7	7.7
	Broker+Customs	16.6	67.1	37.8	109.1	14.1	67.1	37.8	109.1	10.9	67.1	37.8	109.1	35.0	67.1	37.8	109.1
	Phytosanitary	0.0	4.0	4.0	4.0	0.0	4.0	4.0	4.0	0.0	4.0	4.0	4.0	0.0	4.0	4.0	4.0
	Veterinary	0.0	7.0	7.0	7.0	0.0	7.0	7.0	7.0	0.0	7.0	7.0	7.0	0.0	7.0	7.0	7.0
	Bank (queue)	0.0	0.5	0.5	0.5	0.0	2.3	2.3	2.3	0.0	1.7	1.7	1.7	0.0	0.6	0.6	0.6
	Bank (procedure)	0.0	1.6	1.6	1.6	0.0	2.1	2.1	2.1	0.0	1.8	1.8	1.8	0.0	0.6	0.6	0.6
<b>Travel</b>	To Chisinau ICP	150.0	150.0	150.0	150.0	210.0	0.0	210.0	210.0	150.0	150.0	150.0	150.0	120.0	120.0	120.0	120.0
<b>ICP</b>	Broker	0.0	91.5	91.5	91.5	0.0	91.5	91.5	91.5	0.0	91.5	91.5	91.5	0.0	91.5	91.5	91.5
	Total time spent by a truck at ICP	0.0	1186.3	1186.3	0.0	0.0	1186.3	1186.3	0.0	0.0	1186.3	1186.3	0.0	0.0	1186.3	1186.3	0.0
<b>Total</b>	BCP (H)	0.5	1.6	1.1	2.3	0.7	1.8	1.3	2.5	0.3	1.5	1.0	2.2	1.0	1.8	1.3	2.5
	To Chisinau ICP (H)	2.5	2.5	2.5	2.5	3.5	0.0	3.5	3.5	2.5	2.5	2.5	2.5	2.0	2.0	2.0	2.0
	ICP Total (H)	0.0	19.8	19.8	1.5	0.0	19.8	19.8	1.5	0.0	19.8	19.8	1.5	0.0	19.8	19.8	1.5
	Grand Total (H)	<b>3.0</b>	<b>23.8</b>	<b>23.3</b>	<b>6.3</b>	<b>4.2</b>	<b>21.6</b>	<b>24.6</b>	<b>7.5</b>	<b>2.8</b>	<b>23.8</b>	<b>23.3</b>	<b>6.3</b>	<b>3.0</b>	<b>23.6</b>	<b>23.1</b>	<b>6.0</b>

## Annex B2: 2016 Import Data

All figures in minutes unless indicated (H) hours

	Procedure	Sculeni BCP					Otaci BCP					Tudora BCP					Leușeni BCP				
		Empty	E-dec.	T1	TIR	Import	Empty	E-dec.	T1	TIR	Import	Empty	E-dec.	T1	TIR	Import	Empty	E-dec.	T1	TIR	Import
<b>BCP</b>	Police Wait	38.4	38.4	38.4	38.4	38.4	26.2	26.2	26.2	26.2	26.2	7.1	7.1	7.1	7.1	7.1	33.6	33.6	33.6	33.6	33.6
	Police	5.1	5.1	5.1	5.1	5.1	2.7	2.7	2.7	2.7	2.7	4.8	4.8	4.8	4.8	4.8	2.9	2.9	2.9	2.9	2.9
	Weighing	2.1	2.1	2.1	2.1	2.1	5.4	5.4	5.4	5.4	5.4	2.8	2.8	2.8	2.8	2.8	4.2	4.2	4.2	4.2	4.2
	Broker/Customs	6.8	40.9	50.0	42.9	25.9	30.8	34.1	49.2	44.3	34.3	11.0	42.4	36.6	35.2	47.0	21.2	56.6	92.9	49.9	94.3
	Phytosanitary	0.0	18.5	18.5	18.5	18.5	0.0	3.1	3.1	3.1	3.1	0.0	4.2	4.2	4.2	4.2	0.0	2.4	2.4	2.4	2.4
	Veterinary	0.0	18.5	18.5	18.5	18.5	0.0	3.1	3.1	3.1	3.1	0.0	4.2	4.2	4.2	4.2	0.0	2.4	2.4	2.4	2.4
	Bank (queue)	0.0	0.2	0.2	0.2	0.2	0.0	0.6	0.6	0.6	0.6	0.0	0.3	0.3	0.3	0.3	0.0	0.0	0.0	0.0	0.0
Bank (procedure)	0.0	2.5	2.5	2.5	2.5	0.0	6.5	6.5	6.5	6.5	0.0	3.4	3.4	3.4	3.4	0.0	9.4	9.4	9.4	9.4	
<b>Travel</b>	Travel to Chisinau	150.0	150.0	150.0	150.0	150.0	210.0	210.0	210.0	210.0	210.0	150.0	150.0	150.0	150.0	150.0	120.0	120.0	120.0	120.0	120.0
<b>ICP</b>	Broker	0.0	375.3	356.4	0.0	356.4	0.0	375.3	356.4	0.0	356.4	0.0	375.3	356.4	0.0	356.4	0.0	375.3	356.4	0.0	356.4
	Total time spent by a truck at ICP	0.0	0.0	528.0	528.0	0.0	0.0	0.0	528.0	528.0	0.0	0.0	0.0	528.0	528.0	0.0	0.0	0.0	528.0	528.0	0.0
<b>Total</b>	BCP (H)	0.9	2.1	2.3	2.1	1.9	1.1	1.4	1.6	1.5	1.4	0.4	1.2	1.1	1.0	1.2	1.0	1.9	2.5	1.7	2.5
	To Chisinau ICP (H)	2.5	2.5	2.5	2.5	2.5	3.5	3.5	3.5	3.5	3.5	2.5	2.5	2.5	2.5	2.5	2.0	2.0	2.0	2.0	2.0
	ICP Total (H)	0.0	0.0	8.8	8.8	0.0	0.0	0.0	8.8	8.8	0.0	0.0	0.0	8.8	8.8	0.0	0.0	0.0	8.8	8.8	0.0
	Grand Total (H)	<b>3.4</b>	<b>4.6</b>	<b>13.6</b>	<b>13.4</b>	<b>4.4</b>	<b>4.6</b>	<b>4.9</b>	<b>13.9</b>	<b>13.8</b>	<b>4.9</b>	<b>2.9</b>	<b>3.7</b>	<b>12.4</b>	<b>12.3</b>	<b>3.7</b>	<b>3.0</b>	<b>3.9</b>	<b>13.3</b>	<b>12.5</b>	<b>4.5</b>

### Annex B3: Differences between 2013 and 2016 Import data

All figures in minutes unless indicated (H) hours

Note: Electronic declaration was not generally available prior to the 2016 so no differences are calculated.

	Procedure	Sculeni BCP				Otaci BCP				Tudora BCP				Leușeni BCP			
		Empty	T1	TIR	Import	Empty	T1	TIR	Import	Empty	T1	TIR	Import	Empty	T1	TIR	Import
<b>BCP</b>	Queue for Police	33.5	33.5	33.5	33.5	11.9	11.9	11.9	11.9	5.8	5.8	5.8	5.8	18.5	18.5	18.5	18.5
	Police Control	-0.4	-0.4	-0.4	-0.4	-4.0	-4.0	-4.0	-4.0	-0.4	-0.4	-0.4	-0.4	-2.1	-2.1	-2.1	-2.1
	Weighbridge	-1.1	-1.1	-1.1	-1.1	0.4	0.4	0.4	0.4	-0.7	-0.7	-0.7	-0.7	-3.5	-3.5	-3.5	-3.5
	Broker+Customs	-9.8	-17.2	5.1	-83.2	16.7	-17.9	6.5	-74.8	0.1	-30.5	-2.6	-62.1	-13.8	25.8	12.1	-14.8
	Phytosanitary	0.0	14.5	14.5	14.5	0.0	-0.9	-0.9	-0.9	0.0	0.2	0.2	0.2	0.0	-1.6	-1.6	-1.6
	Veterinary	0.0	11.5	11.5	11.5	0.0	-3.9	-3.9	-3.9	0.0	-2.8	-2.8	-2.8	0.0	-4.6	-4.6	-4.6
	Bank (queue)	0.0	-0.3	-0.3	-0.3	0.0	-1.7	-1.7	-1.7	0.0	-1.4	-1.4	-1.4	0.0	-0.6	-0.6	-0.6
	Bank (procedure)	0.0	0.9	0.9	0.9	0.0	4.4	4.4	4.4	0.0	1.6	1.6	1.6	0.0	8.8	8.8	8.8
<b>Travel</b>	To Chisinau ICP	0.0	0.0	0.0	0.0	0.0	210.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>ICP</b>	Broker	0.0	264.9	-91.5	264.9	0.0	264.9	-91.5	264.9	0.0	264.9	-91.5	264.9	0.0	264.9	-91.5	264.9
	Total time spent by a truck at ICP	0.0	-658.3	-658.3	0.0	0.0	-658.3	-658.3	0.0	0.0	-658.3	-658.3	0.0	0.0	-658.3	-658.3	0.0
<b>Total</b>	BCP (H)	0.4	0.7	1.1	-0.4	0.4	-0.2	0.2	-1.1	0.1	-0.5	0.0	-1.0	0.0	0.7	0.5	0.0
	To Chisinau ICP (H)	0.0	0.0	0.0	0.0	0.0	3.5	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	ICP Total (H)	0.0	-11.0	-11.0	-1.5	0.0	-11.0	-11.0	-1.5	0.0	-11.0	-11.0	-1.5	0.0	-11.0	-11.0	-1.5
	Grand Total (H)	<b>0.4</b>	<b>-10.3</b>	<b>-9.9</b>	<b>-1.9</b>	<b>0.4</b>	<b>-7.7</b>	<b>-10.8</b>	<b>-2.7</b>	<b>0.1</b>	<b>-11.4</b>	<b>-11.0</b>	<b>-2.5</b>	<b>0.0</b>	<b>-10.3</b>	<b>-10.5</b>	<b>-1.5</b>

## Annex C. Time to export from Moldova

### Annex C1: 2013 Outbound Data

All figures in minutes unless indicated (H) hours

	Procedure	Sculeni BCP			Otaci BCP				Tudora BCP				Leuşeni BCP			
		Empty	T1	TIR	Empty	Electronic	T1	TIR	Empty	Electronic	T1	TIR	Empty	Electronic	T1	TIR
ICP	Broker	0.0	60.5	60.5	0.0		60.5	60.5	0.0		60.5	60.5	0.0		60.5	60.5
	Total time at ICP	0.0	723.2	723.2	0.0	0.0	723.2	723.2	0.0	0.0	723.2	723.2	0.0	0.0	723.2	723.2
Travel	Travel to BCP	150.0	150.0	150.0	210.0		210.0	210.0	150.0		150.0	150.0	120.0		120.0	120.0
BCP	Queue	14.0	14.0	14.0	0.0		0.0	0.0	19.0		19.0	19.0	113.0		113.0	113.0
	Wait for Police	17.6	17.6	17.6	5.4		5.4	5.4	2.0		2.0	2.0	3.3		3.3	3.3
	Border Police	3.3	3.3	3.3	2.6		2.6	2.6	3.9		3.9	3.9	4.7		4.7	4.7
	Weighing	8.2	8.2	8.2	2.8		2.8	2.8	4.0		4.0	4.0	5.0		5.0	5.0
	Broker+Customs	30.1	60.5	50.9	19.0		17.1	32.1	11.2		13.4	15.9	39.7		53.7	50.9
	X-ray	14.1	14.1	14.1	0.0		0.0	0.0	11.1		11.1	11.1	33.6		33.6	33.6
Total	BCP (H)	1.5	2.0	1.8	0.5	0.0	0.5	0.7	0.9	0.0	0.9	0.9	3.3	0.0	3.6	3.5
	Travel to BCP (H)	2.5	2.5	2.5	3.5	0.0	3.5	3.5	2.5	0.0	2.5	2.5	2.0	0.0	2.0	2.0
	ICP (H)	0.0	12.1	12.1	0.0	0.0	12.1	12.1	0.0	0.0	12.1	12.1	0.0	0.0	12.1	12.1
	Grand total	<b>4.0</b>	<b>16.5</b>	<b>16.4</b>	<b>4.0</b>	<b>0.0</b>	<b>16.0</b>	<b>16.3</b>	<b>3.4</b>	<b>0.0</b>	<b>15.4</b>	<b>15.5</b>	<b>5.3</b>	<b>0.0</b>	<b>17.6</b>	<b>17.6</b>

## Annex C2: 2016 data

All figures in minutes unless indicated (H) hours

	Procedure	Sculeni BCP					Otaci BCP					Tudora BCP					Leuşeni BCP				
		Empty	Electronic	T1	TIR	Export	Empty	Electronic	T1	TIR	Export	Empty	Electronic	T1	TIR	Export	Empty	Electronic	T1	TIR	Export
ICP	Broker	0.0	349.8	77.4	0.0	77.4	0.0	349.8	77.4	0.0	77.4	0.0	349.8	77.4	0.0	77.4	0.0	349.8	77.4	0.0	77.4
	Total at ICP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Travel	Travel to BCP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
BCP	Queue	48.2	48.2	48.2	48.2	48.2	52.1	52.1	52.1	52.1	52.1	19.7	19.7	19.7	19.7	19.7	93.9	93.9	93.9	93.9	93.9
	Wait for Police	2.1	2.1	2.1	2.1	2.1	2.8	2.8	2.8	2.8	2.8	12.2	12.2	12.2	12.2	12.2	3.4	3.4	3.4	3.4	3.4
	Border Police	6.3	6.3	6.3	6.3	6.3	4.0	4.0	4.0	4.0	4.0	5.0	5.0	5.0	5.0	5.0	2.8	2.8	2.8	2.8	2.8
	Weighing	4.9	4.9	4.9	4.9	4.9	4.5	4.5	4.5	4.5	4.5	3.2	3.2	3.2	3.2	3.2	2.3	2.3	2.3	2.3	2.3
	Broker+Customs	20.5	40.4	35.7	39.8	60.8	9.6	34.1	31.2	21.9	9.0	10.5	34.2	18.1	42.3	20.4	26.2	56.9	55.8	45.0	39.5
	X-ray	0.0	13.7	13.7	13.7	13.7	0.0	13.7	13.7	13.7	13.7	0.0	13.7	13.7	13.7	13.7	0.0	13.7	13.7	13.7	13.7
Total	BCP (H)	1.4	1.9	1.8	1.9	2.3	1.2	1.9	1.8	1.7	1.4	0.8	1.5	1.2	1.6	1.2	2.1	2.9	2.9	2.7	2.6
	Travel to BCP (H)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	ICP (H)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	Grand total	1.4	4.4	4.3	4.4	4.8	1.2	5.4	5.3	5.2	4.9	3.3	1.5	3.7	4.1	3.7	2.1	4.9	4.9	4.7	4.6

### Annex C3: Differences and comments

All figures in minutes unless indicated (H) hours

Note: Electronic declaration was not generally available prior to the 2016 so no differences are calculated.

	Procedure	Sculeni BCP			Otaci BCP			Tudora BCP			Leușeni BCP		
		Empty	T1	TIR	Empty	T1	TIR	Empty	T1	TIR	Empty	T1	TIR
<b>ICP</b>	Broker	0.0	16.9	-60.5	0.0	16.9	-60.5	0.0	16.9	-60.5	0.0	16.9	-60.5
	Total time at ICP	0.0	-723.2	-723.2	0.0	-723.2	-723.2	0.0	-723.2	-723.2	0.0	-723.2	-723.2
<b>Travel</b>	Travel to BCP	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
<b>BCP</b>	Queue	34.2	34.2	34.2	52.1	52.1	52.1	0.7	0.7	0.7	-19.2	-19.2	-19.2
	Wait for Police	-15.5	-15.5	-15.5	-2.7	-2.7	-2.7	10.2	10.2	10.2	0.1	0.1	0.1
	Border Police	3.0	3.0	3.0	1.4	1.4	1.4	1.1	1.1	1.1	-1.9	-1.9	-1.9
	Weighing	-3.3	-3.3	-3.3	1.7	1.7	1.7	-0.8	-0.8	-0.8	-2.7	-2.7	-2.7
	Broker+Customs	-9.6	-24.8	-11.1	-9.4	14.1	-10.2	-0.7	4.7	26.4	-13.5	2.1	-5.9
	X-ray	-14.1	-0.4	-0.4	0.0	13.7	13.7	-11.1	2.6	2.6	-33.6	-19.9	-19.9
<b>Total</b>	BCP (H)	-0.1	-0.1	0.1	0.7	1.3	0.9	0.0	0.3	0.7	-1.2	-0.7	-0.8
	Travel to BCP (H)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
	ICP (H)	0.0	-12.1	-12.1	0.0	-12.1	-12.1	0.0	-12.1	-12.1	0.0	-12.1	-12.1
	Grand total	<b>-0.1</b>	<b>-12.2</b>	<b>-11.9</b>	<b>0.7</b>	<b>-10.7</b>	<b>-11.1</b>	<b>0.0</b>	<b>-11.7</b>	<b>-11.4</b>	<b>-1.2</b>	<b>-12.7</b>	<b>-12.9</b>

## Annex D: Trade Facilitation Improvements since 2013.

During the preparation and execution of the 2016 TRS it was clear that MCS and other agencies had implemented a number of recommendations from the 2013 report. The relevant recommendations from the 2013 report are referenced and the changes observed are set out briefly below.

### **Process declarations prior to the arrival of the goods.**

From January 1, 2016 all export declarations except revenue suspense<sup>42</sup> are made and screened electronically before the cargo arrives at the BCP<sup>43</sup>. For exports this is mandatory. For imports electronic declaration remains optional.

For goods pre-declared the automated risk management module in ASYCUDA then allocates a channel option of red/yellow/green/blue. This classification is then confirmed in the first stage of the documentary check, which is only allowed to take 20 minutes.

While this is not a complete move to automation (a matter covered in it is a considerable step forward.

### **Allow Simplified Procedures for qualified economic operators.**

Priority lanes are now physically allocated at major BCPs and ICPs for AEOs and the time impact of this has been included as data points to be identified in the TRS.

### **Breach of TIR Convention by breaking of seals on trucks at BCPs.**

Observations of TIR vehicles at Leuşeni indicated that now only damaged TIR seals are replaced.

### **Authorities should not require the weighing of all trucks entering or leaving.**

Empty trucks entering Moldova are no longer weighed. International weight certificates are accepted by MCS. All other trucks are still weighed. Comments otherwise are the same as for recommendations above.

### **All exports from Moldova cleared at Inland Customs Post and transit under T1 declaration.**

Eliminated 1 January 2016 except for revenue suspense goods, which represent about 3% of trucks.

### **Declarations designated for green channel should not be processed by the Valuation Section.**

Green channel is now limited to 20 minutes. This allows for simple documentary check only. Only red and yellow channel are allocated to the Valuation Section. It remains possible for a green channel declaration to be escalated to yellow or green, but this cannot be done by the document-examining officer without the approval of the team leader.

It was noted that presently existing procedures for Police, Veterinary and Phytosanitary services at BCPs remain generally unchanged since 2013 except for some simplification of police procedures which now only require a single stop in both directions where previously there were both inward and outward procedures in both directions.

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<sup>42</sup> Revenue suspense covers warehoused, tax exempt and other special transactions where revenues are not formally collected on arrival at the border.

<sup>43</sup> ICPs are no longer involved in general exports.

## Annex E: BCP Data from Moldova Customs Service and Border Police Informational Systems

Truck/type of declaration		Import (minutes at BCP)														
		Overall			Leuşeni			Sculeni			Tudora			Otaci		
		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence	
Empty truck		113	48	177	182	-6	370	99	77	121	31	21	42	43	34	52
Truck with goods, overall		146	124	167	157	142	172	174	26	323	136	83	189	113	67	159
T1		145	117	174	178	164	192	197	4	391	92	57	127	105	68	142
TIR		121	68	174	82	70	94	107	32	181	150	35	264	184	-61	430
SAD	Overall	156	141	172	188	168	208	393	19	767	78	67	89	74	56	91
	Red	145	107	182	169	141	198	110	70	151	118	40	195	181	-44	406
	Yellow	146	104	188	173	153	192	82	68	97	151	-13	316	100	22	178
	Green	123	103	143	168	132	204	101	79	122	88	48	128	62	57	68
Blue		139	90	188	145	98	192	520	-447	1487	41	22	61	94	64	124
Truck/type of declaration		Export (minutes at BCP)														
		Overall			Leuşeni			Sculeni			Tudora			Otaci		
		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence		Mean	95% confidence	
Empty truck		34	31	36	31	29	33	45	35	54	32	27	37	22	19	25
Truck with goods, overall		88	65	112	108	52	165	70	61	79	89	51	128	72	31	113
T1		81	57	106	90	56	124	100	26	174	52	41	63	45	23	66
TIR		67	51	84	118	23	214	106	1	211	68	60	76	48	35	61
SAD	Overall	86	56	115	83	75	91	61	56	65	138	22	255	49	41	58
	Red	185	-7	376	66	55	78	65	53	77	322	-89	734	56	25	87
	Yellow	71	57	85	87	51	123	61	52	69	76	33	119	51	29	74
	Green	67	63	71	84	76	92	60	54	66	64	55	73	48	38	58

\* Note – negative bottom values of the confidence intervals are due to one or more of the following reasons: high variability of the values, mean time is not significant, insufficient number of observations for a more accurate estimation.

## Annex F: Data Collection at ICPs and BCPs

The data collection at BCPs was made by team of observers, who analyzed simultaneously between 3 and 4 processes. For each processes they had forms to be filled in, a timer which was synchronized with the ones of the other observers and a pen to make notes.

The stay of the observers at the BCPs was coordinated with the Customs Service and Border Police.

At the ICPs, the observers worked with the customs brokers to fill in a special form (form nr.5).

Information about the entry and exit of the trucks to/from the ICPs was provided by the Customs Service in form of carbon copies from the registries. The number plates of the truck and the name of the economic agent were covered and only the date, hour and minute of entry/exit was available.

The Customs Service also provided an extraction from ASYCUDA and UNIPASS regarding the timing at ICPs and another extraction regarding the timing at BCPs.

T forms used by the field operators are presented in the annexes below.

The operators only monitored the process and did not interfere in it, or talk to drivers or customs inspectors unless they were asked about something.





## Form 2a: Information about the trucks going through customs procedures

Nr. \_\_\_\_\_ (filled by the observer in the following format: A01XXX, where A01 – package number and XXX – ID number starting 001, ascending order, the rest of the form is filled by a customs inspector, then it is compiled with Form 2b)

<b>Truck number plate :</b>			
<b>Truck with goods</b>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
<b>AEO status</b>	Yes <input type="checkbox"/>	No <input type="checkbox"/>	
Type of declaration			
Entry		Exit	
Electronic import <input type="checkbox"/>		Electronic export <input type="checkbox"/>	
T1 <input type="checkbox"/>		T1 <input type="checkbox"/>	
TIR <input type="checkbox"/>		TIR <input type="checkbox"/>	
Import SAD <input type="checkbox"/>		Export SAD <input type="checkbox"/>	
Additional controls (fill if necessary)			
X-ray scan <input type="checkbox"/>			
Phytosanitary <input type="checkbox"/>			
Veterinary <input type="checkbox"/>			
Lane (fill if necessary)			
Red <input type="checkbox"/>			
Yellow <input type="checkbox"/>			
Green <input type="checkbox"/>			
Blue <input type="checkbox"/>			







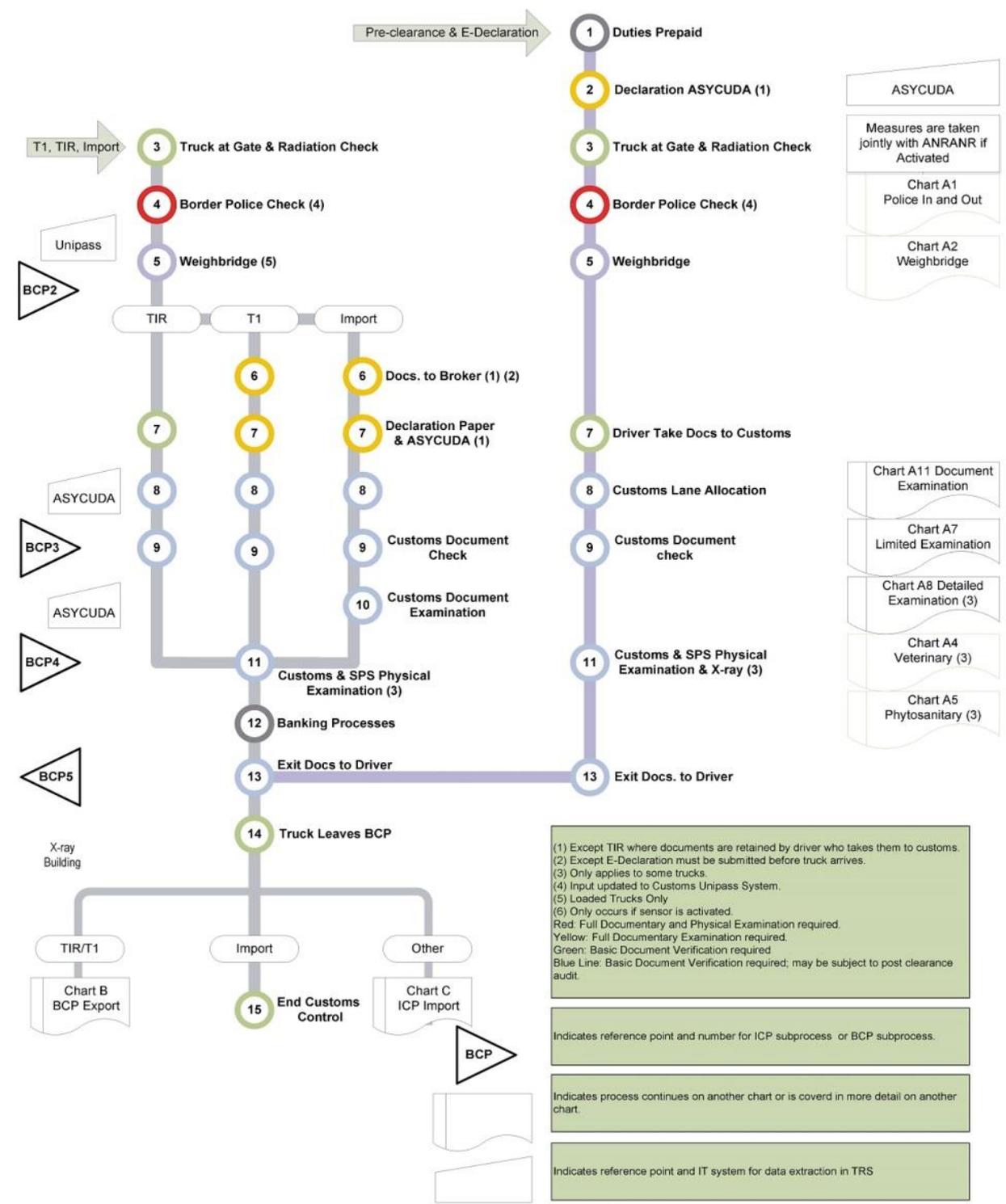




# ANNEX G: PROCEDURAL FLOWCHARTS

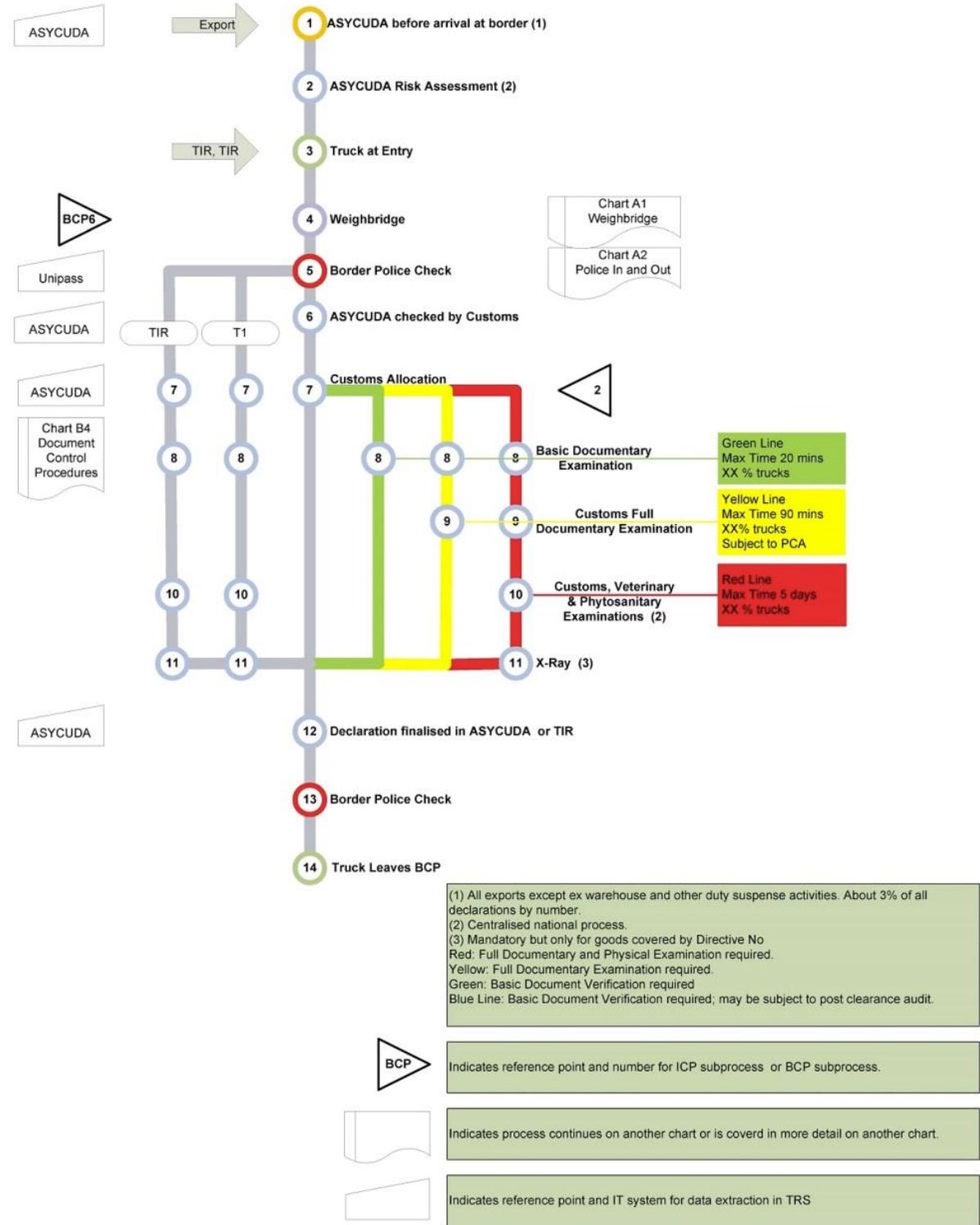
## ANNEX G1: CHART A ENTRANCE AT BORDER CONTROL POINTS.

**Chart A: Entrance at Border Crossing Posts: 2016 (DRAFT)**  
 Includes Simplified Procedures, E-import, TIR, T1 and Normal Import  
 Completed 24 February 2016



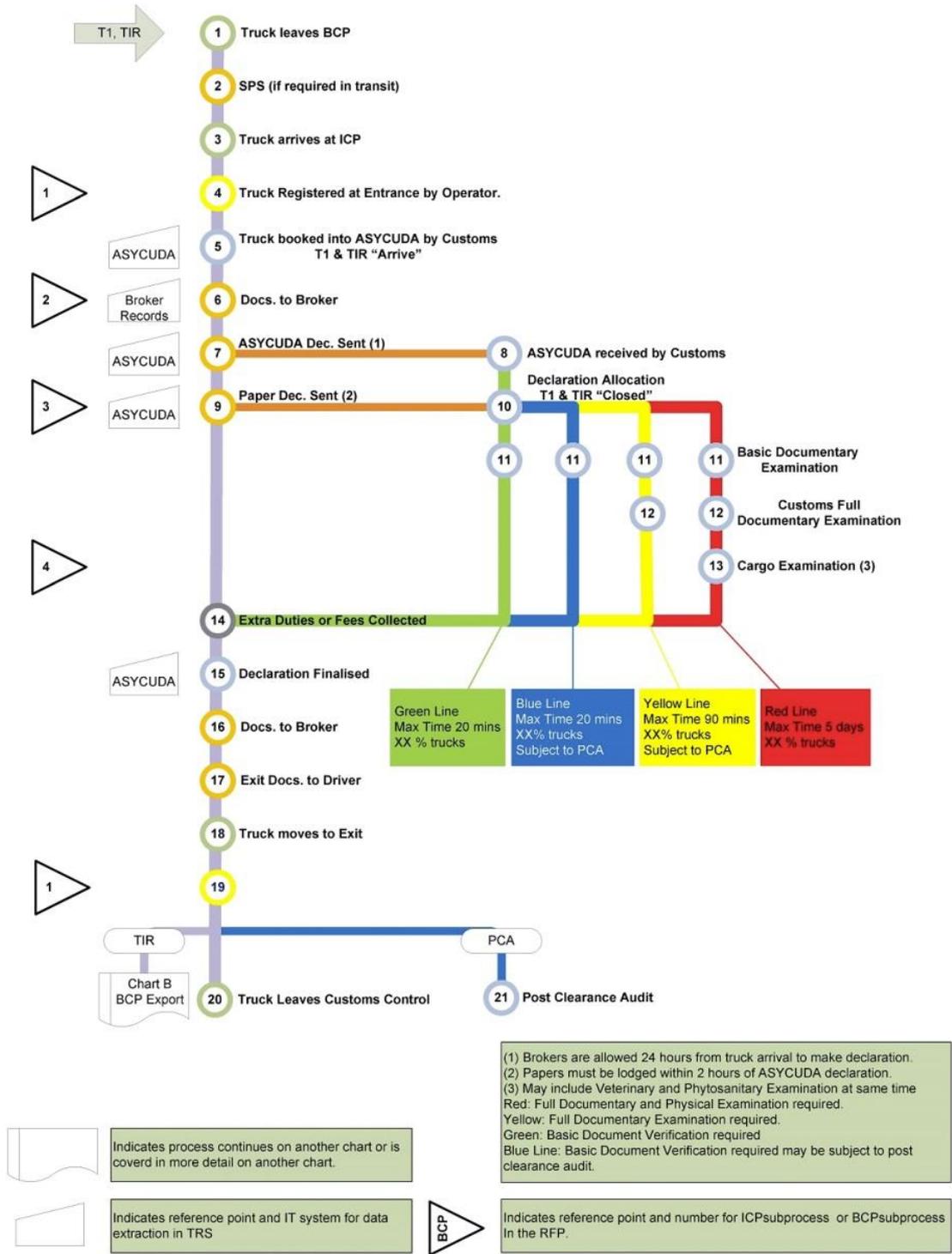
# ANNEX G2: CHART B EXIT AT BORDER CONTROL POINTS

**Chart B: Exit at Border Crossing Posts: 2016 (DRAFT)**  
 Includes Simplified Procedures and TIR  
 New system mandatory since 01 January 2016  
 Completed 24 February 2016



# ANNEX G3: CHART C INLAND CUSTOMS POINTS

**Chart C: Inland Customs Posts: 2016 (Draft)**  
 Includes Simplified Procedures, TIR and T1  
 Red/Yellow/Green & Blue Line  
 Completed 24 February 2016



**Chart A1: Border Police Procedure**  
 Completed 24 February 2016

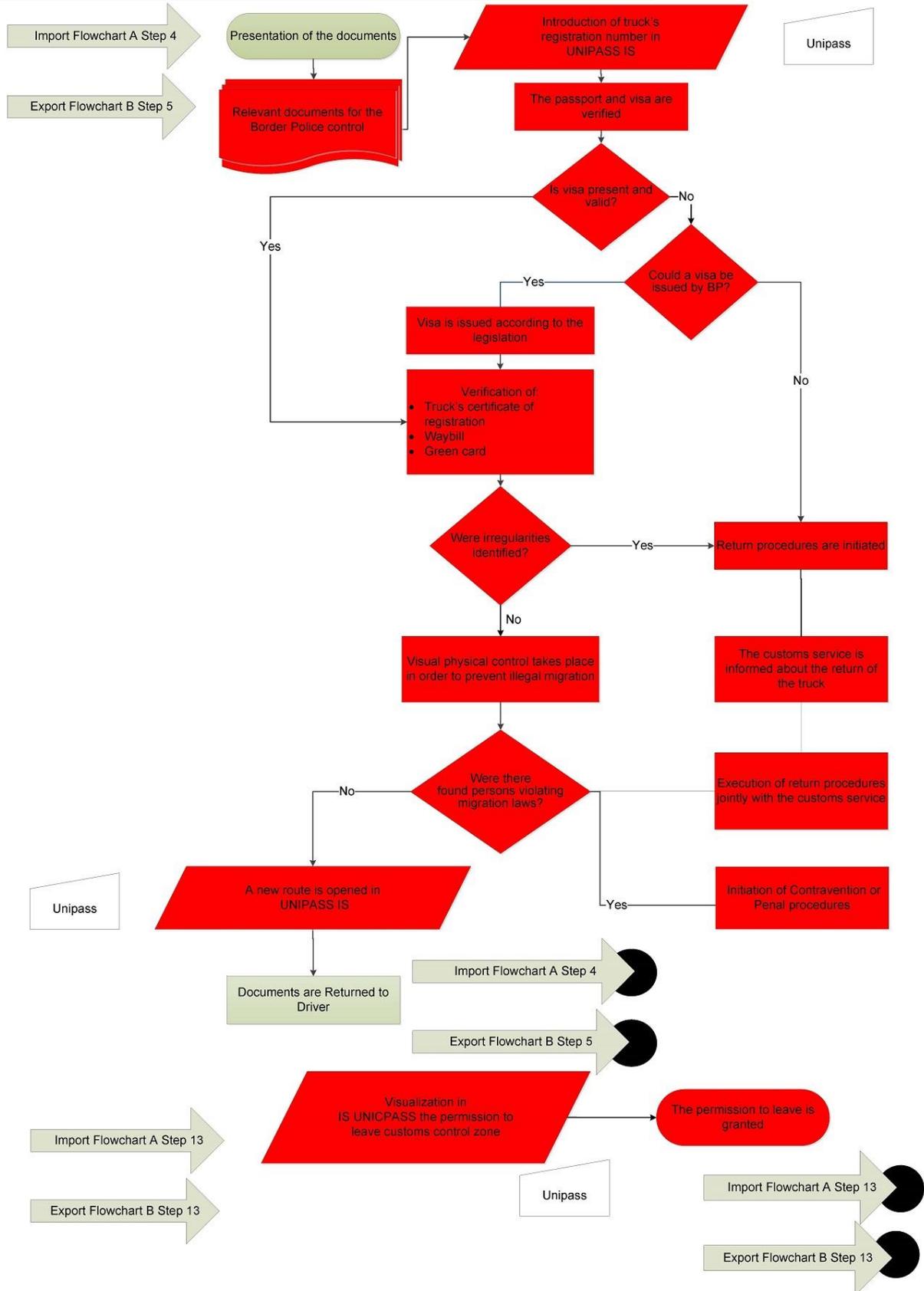
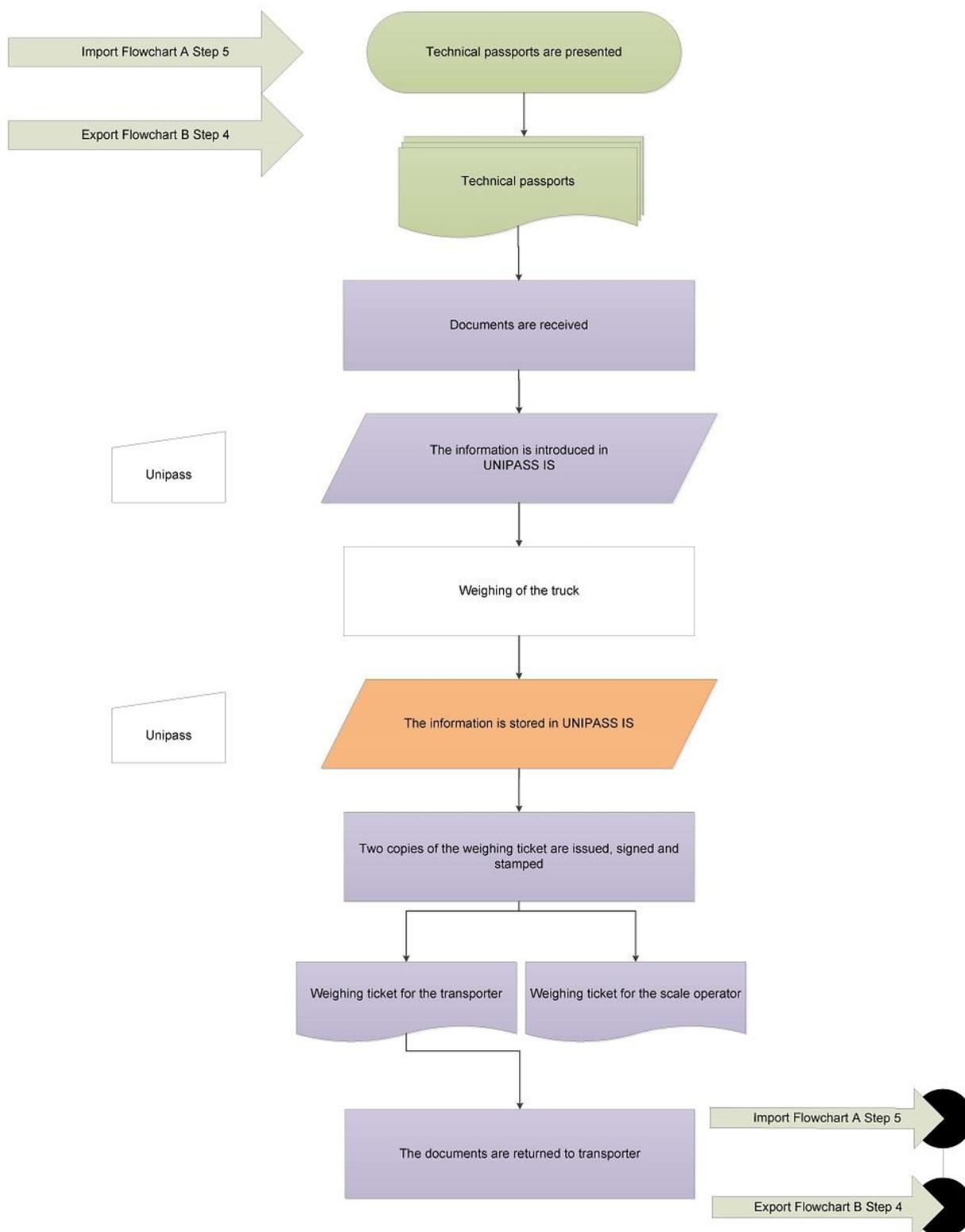
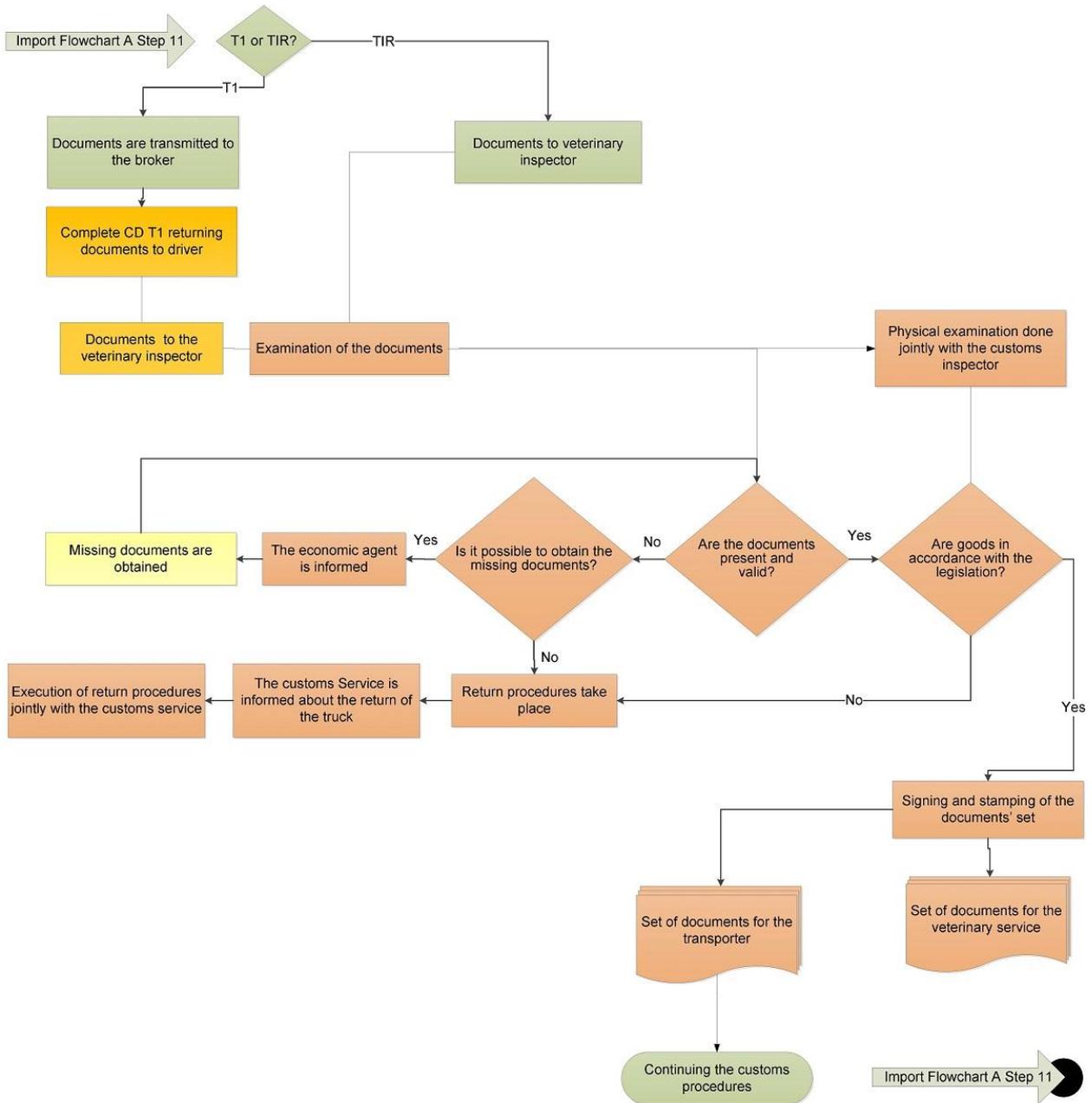


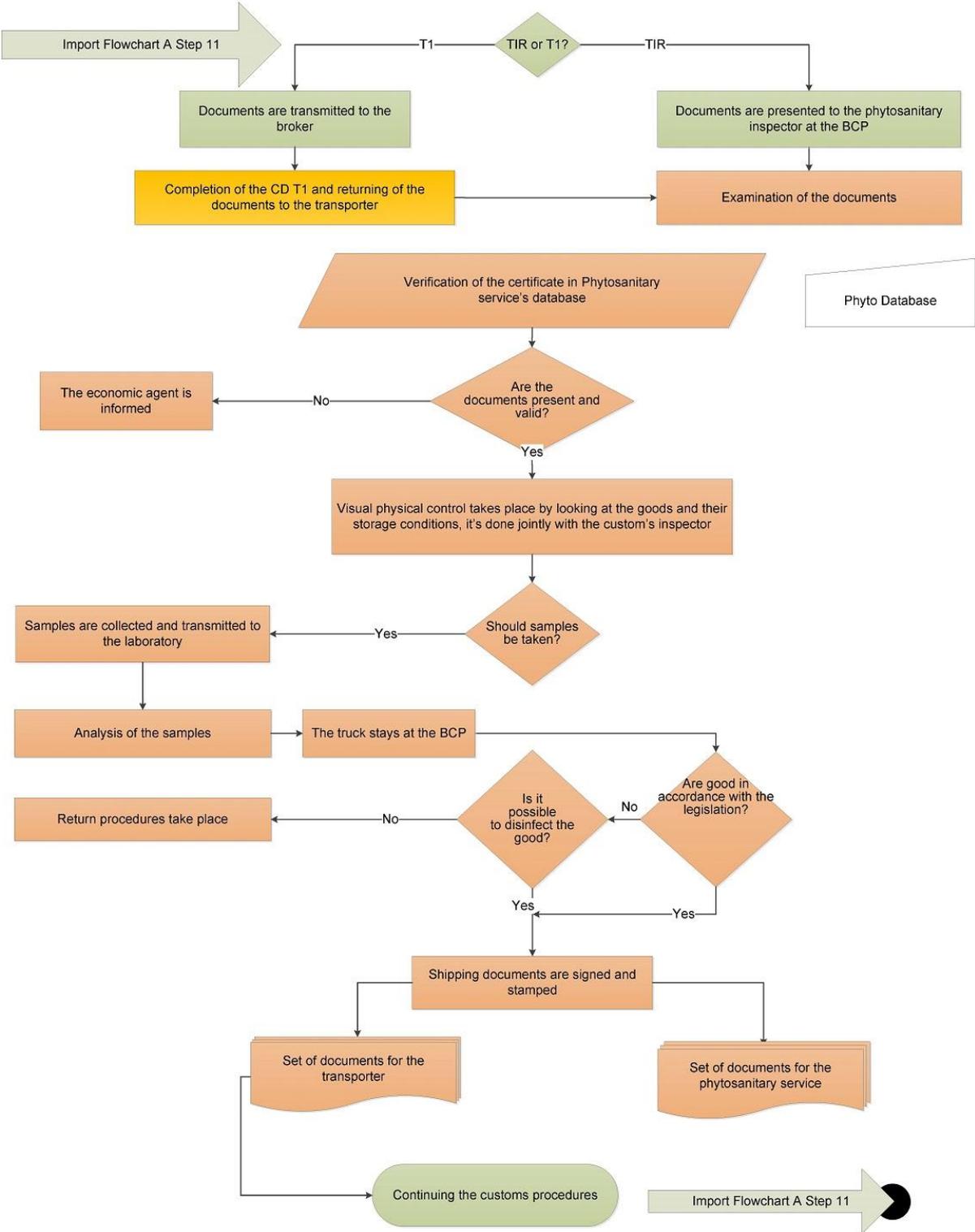
Chart A2: Weighbridge Procedure  
Completed 24 February 2016



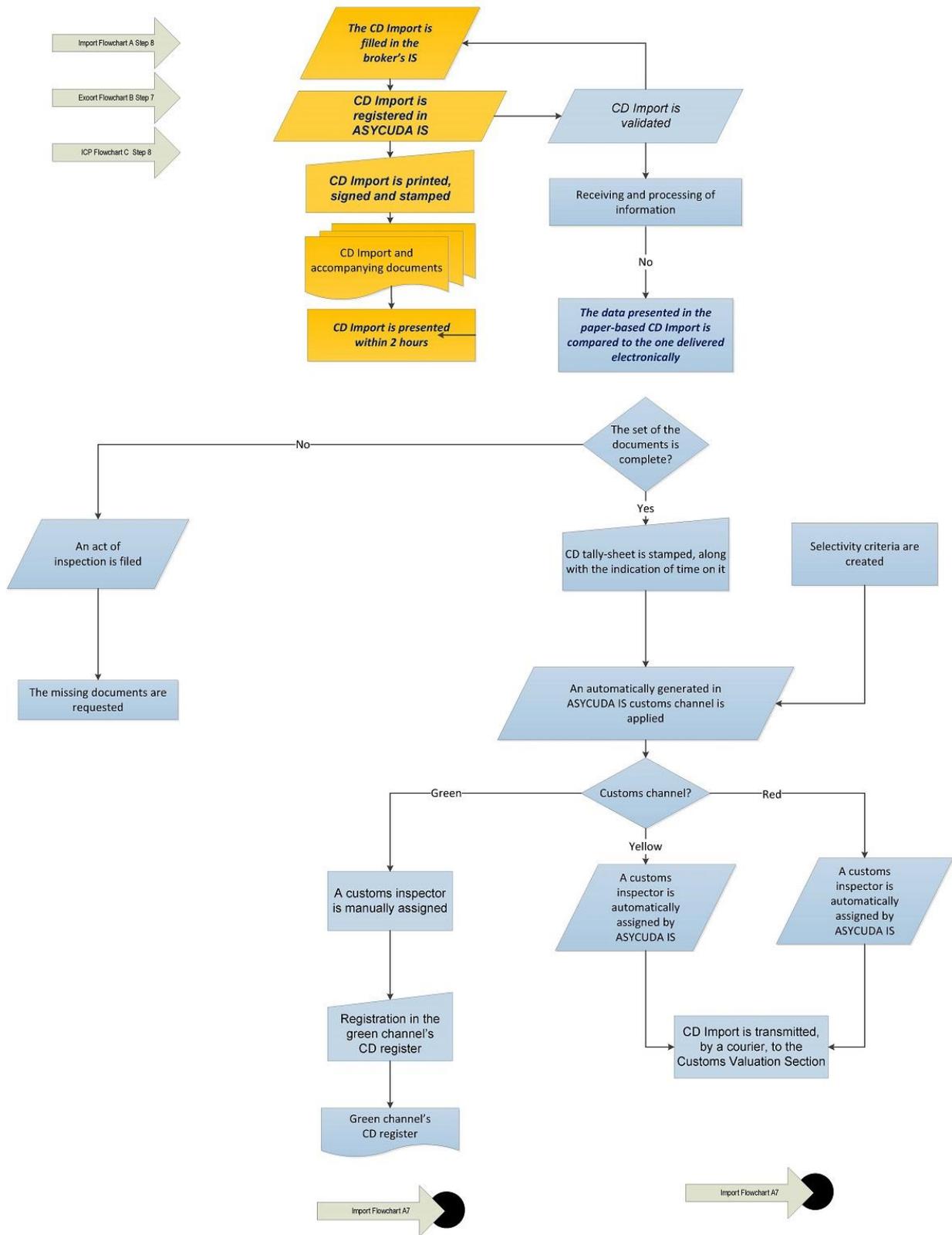
**Chart A4: Border Veterinary Control**  
**Obsolete Process removed as part of facilitation process**  
 Completed 24 February 2016



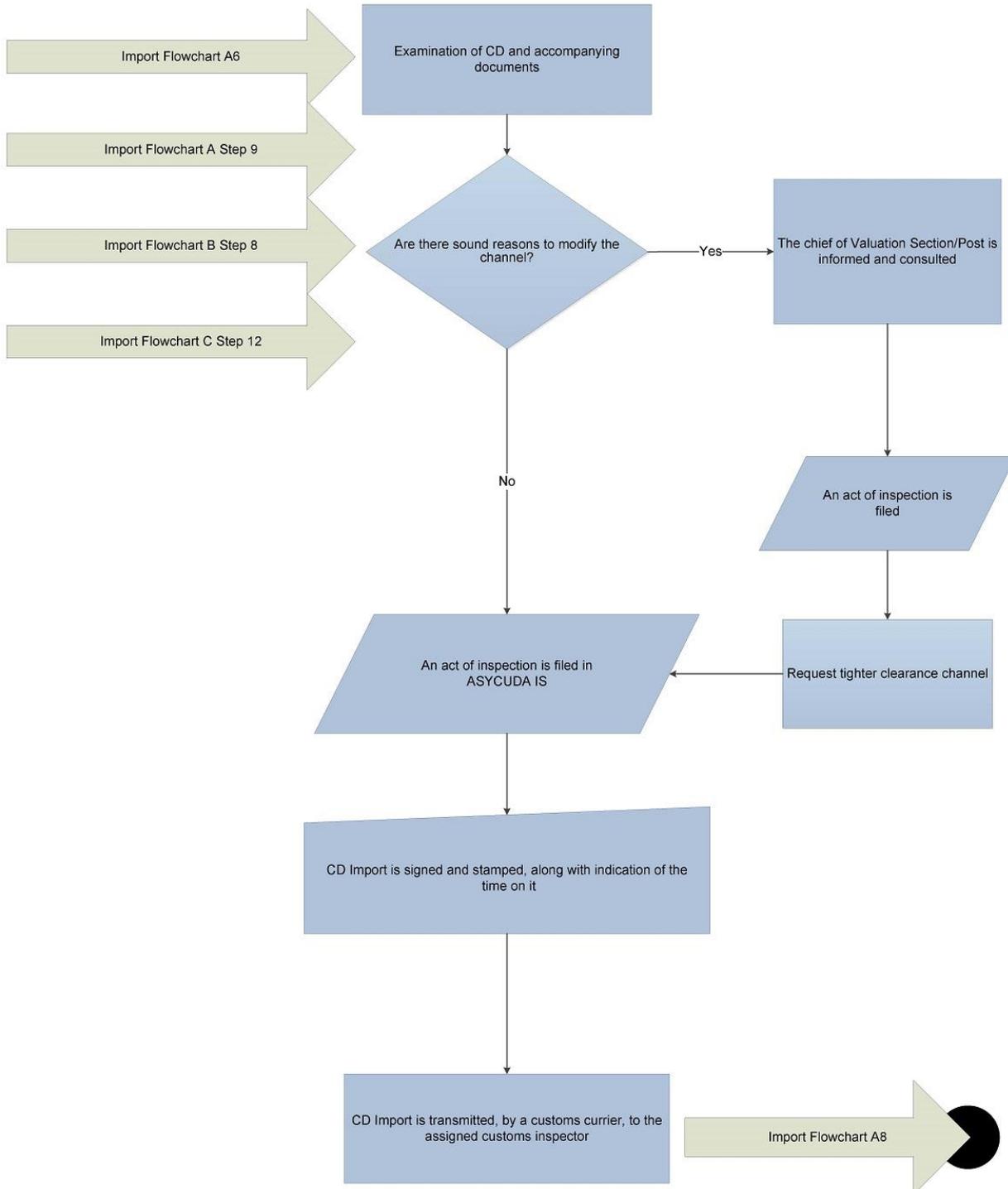
**Chart A5: Import Phytosanitary Processes:  
Completed 24 February 2016**



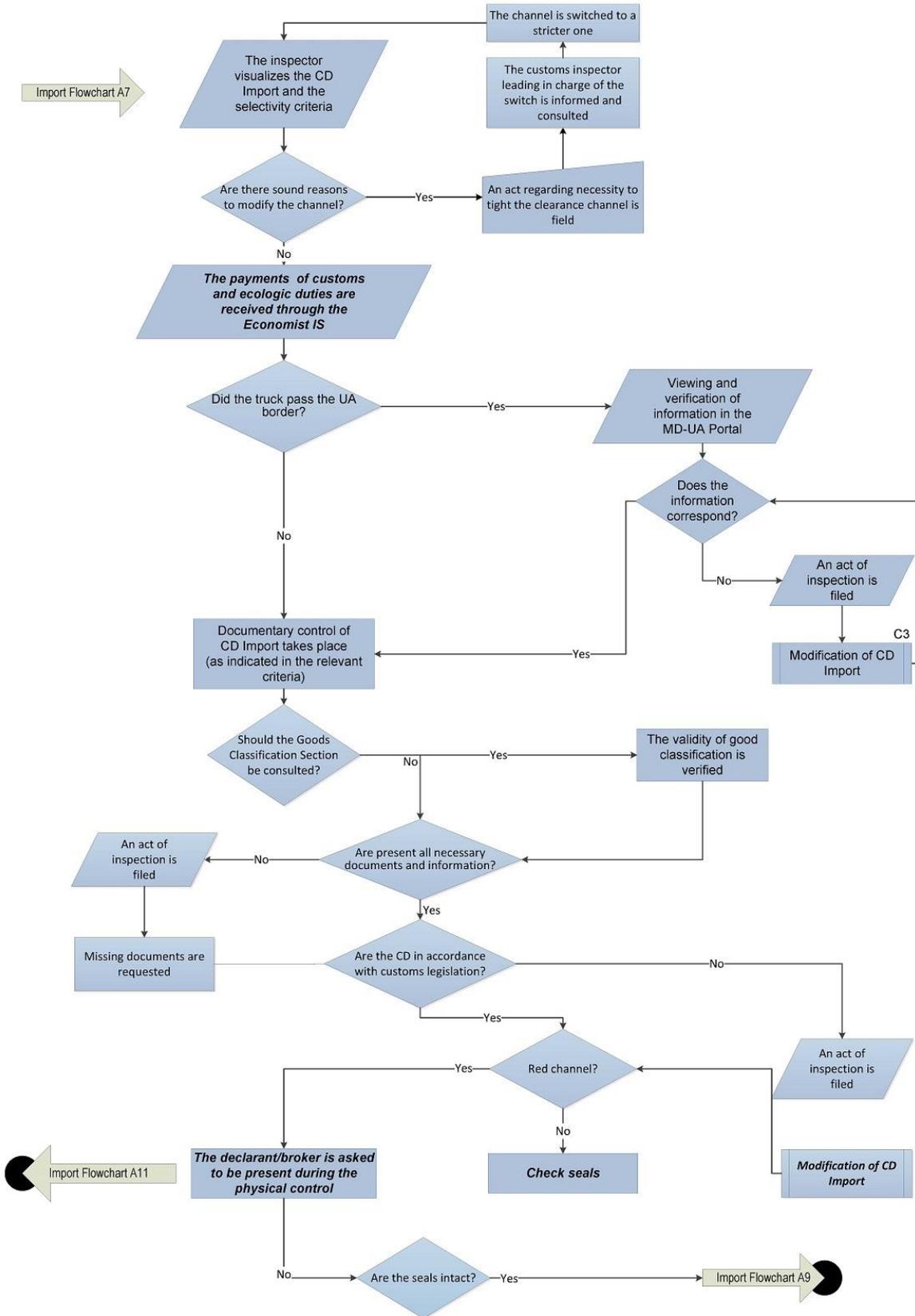
**Chart A6: Border Customs Posts:  
Initial Declaration Processes  
Completed 24 February 2016**



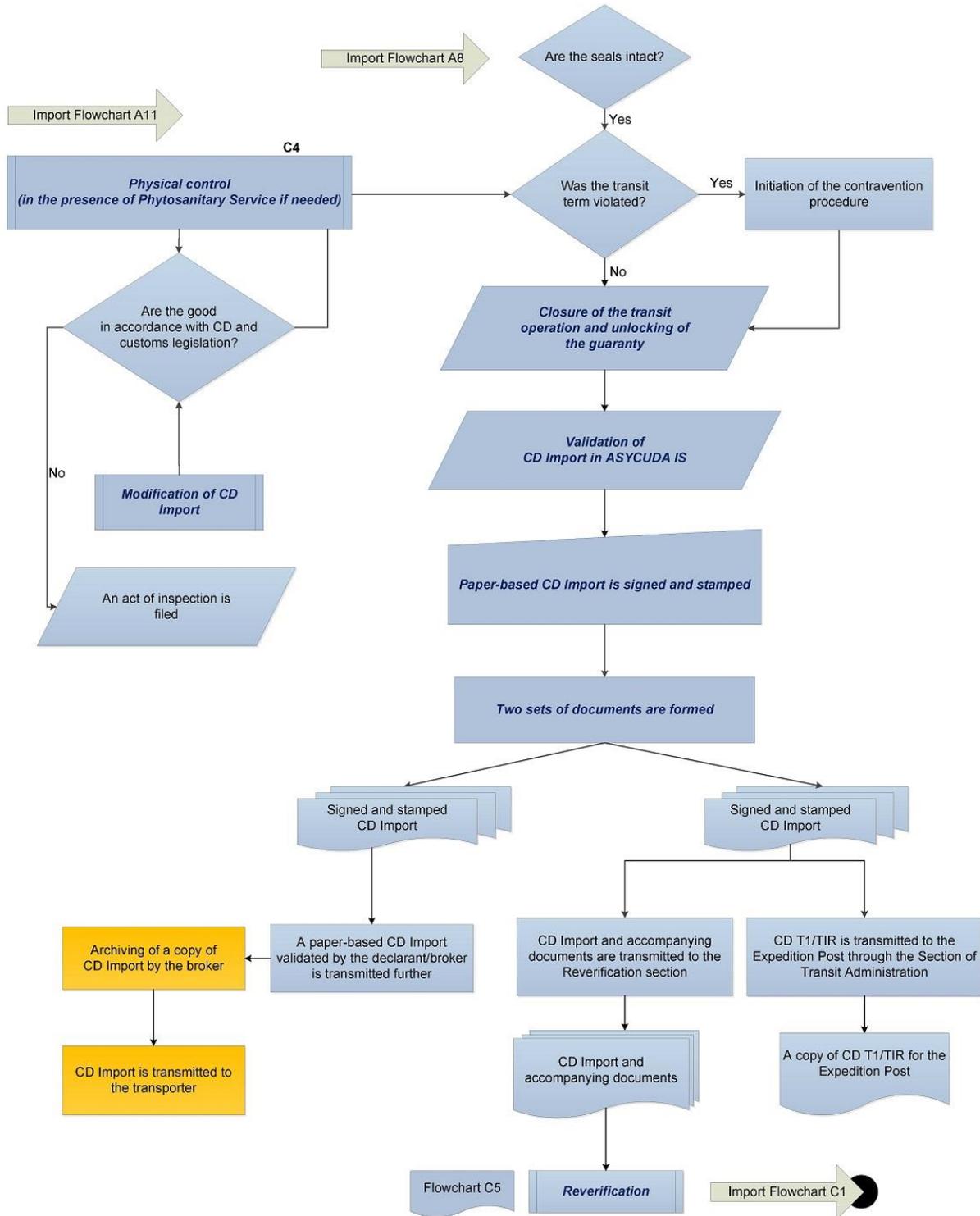
**Chart A7: Border Customs Posts:  
Valuation Review Process**  
Completed 24 February 2016



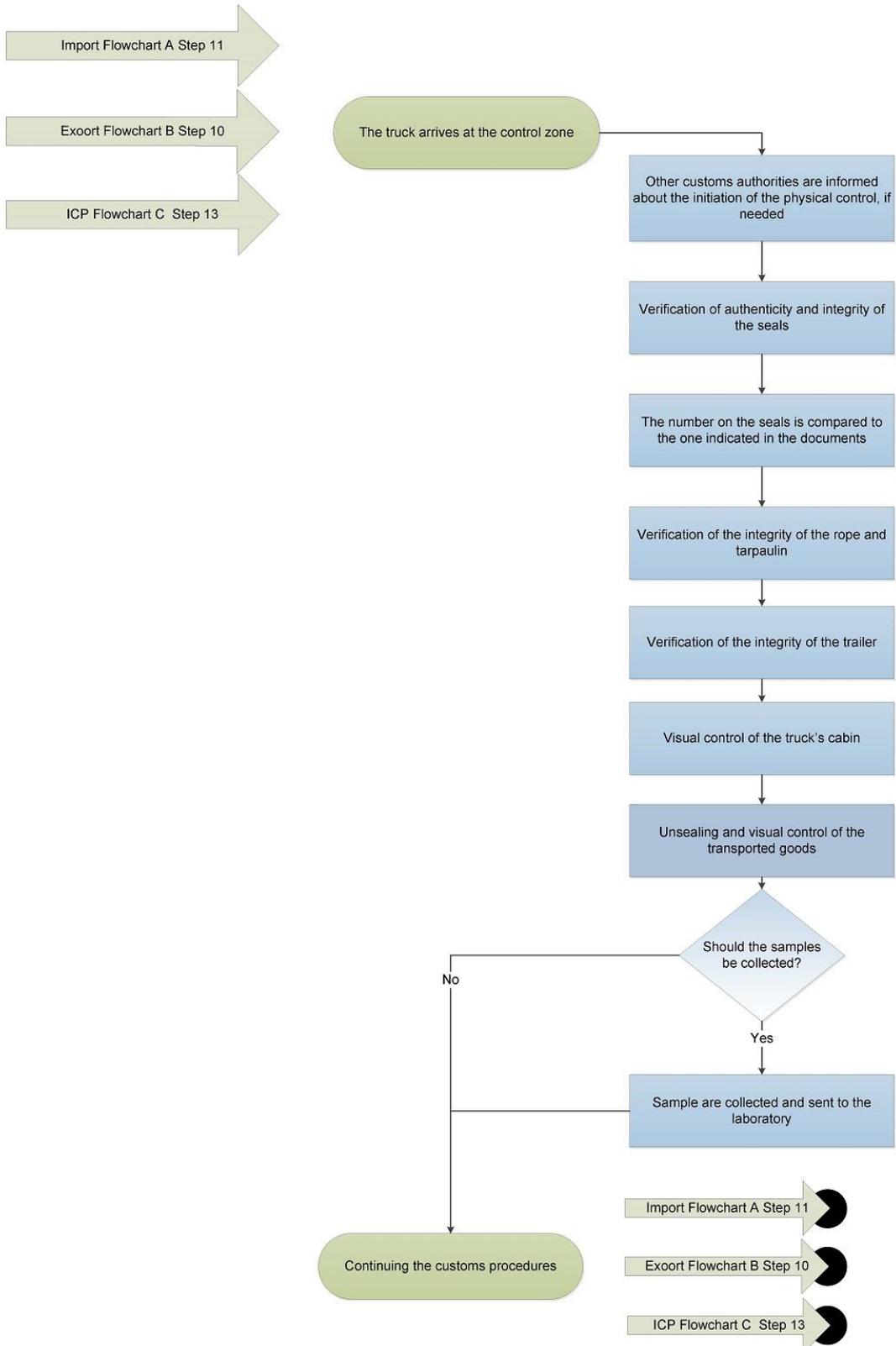
**Chart A8: Border Customs Posts:  
Review RGB Allocation**  
Completed 24 February 2016



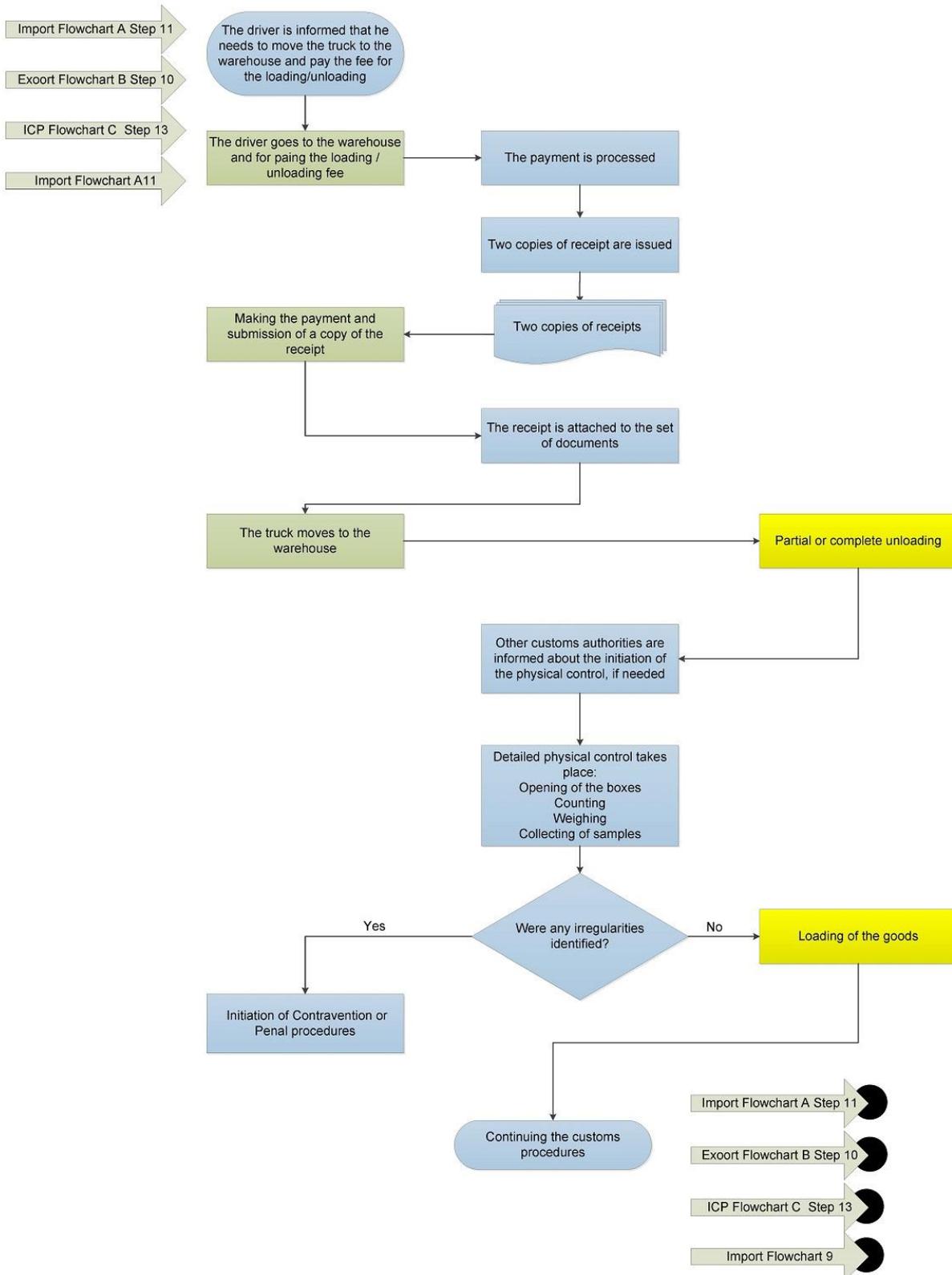
**Chart A9: Border Customs Posts:  
Seals Intact**  
Completed 24 February 2016



**Chart A10: Border Customs Posts:  
Visual Physical Control**  
Completed 24 February 2016

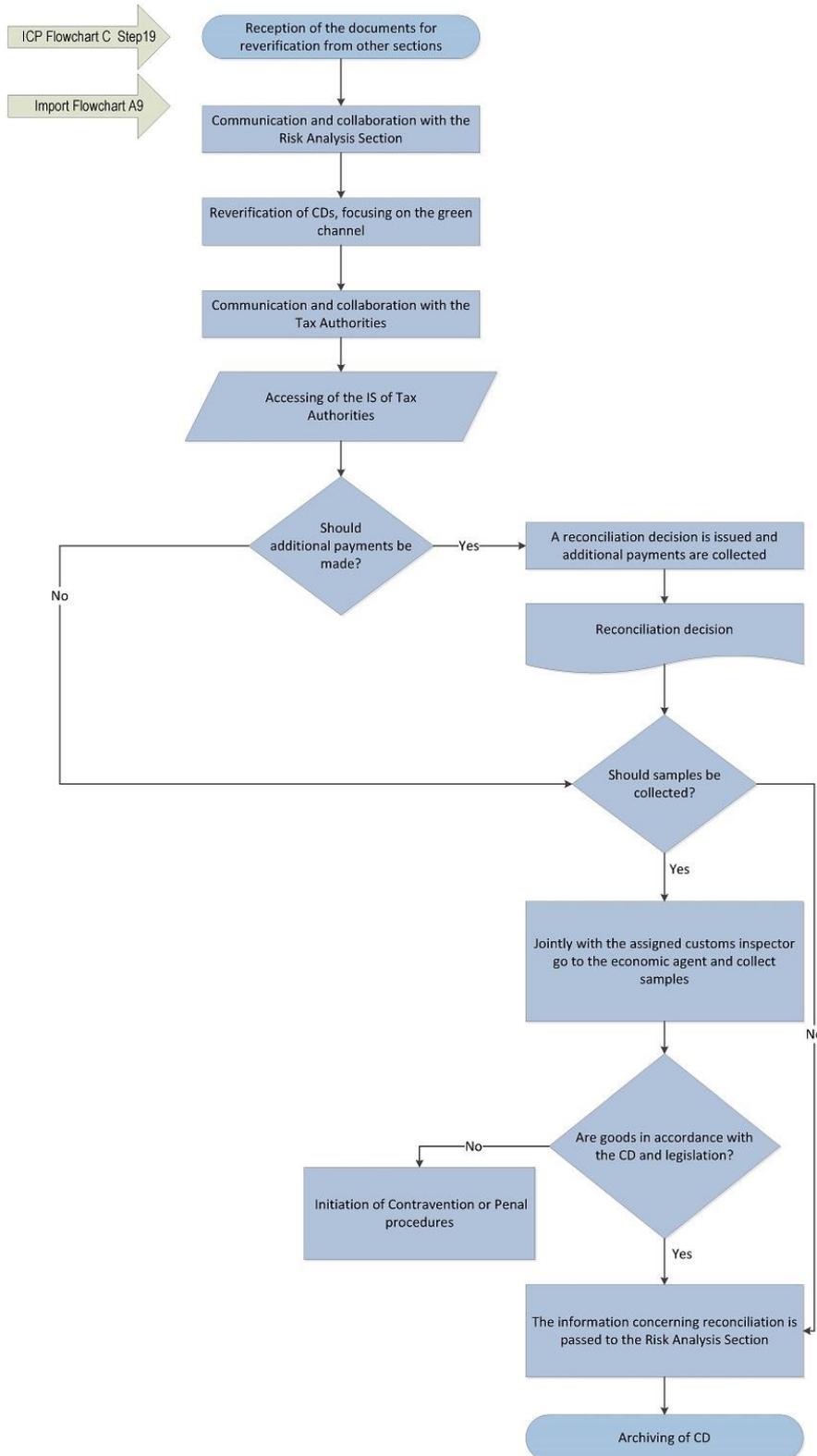


**Chart A11: Border Customs Posts:  
Detailed Physical Control at Customs Warehouse  
Completed 24 February 2016**





**Chart C1: inland Customs Posts:  
Re Evaluation  
Completed 24 February 2016**



**Chart C2: Inland Customs Posts:  
C2. Veterinary Control of Food at ICP Import  
Completed 24 February 2016**

