



# Regional Technical Assistance Report

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Project Number: 40437  
March 2008

## Enhancing Transport and Trade Facilitation in the Greater Mekong Subregion

(Cofinanced by the Government of Australia, the People's Republic of China Regional Cooperation and Poverty Reduction Fund, and the Regional Cooperation and Integration Fund for the Regional Cooperation and Integration Financing Partnership Facility)

Asian Development Bank

## ABBREVIATIONS

ADB	–	Asian Development Bank
APEC	–	Asia Pacific Economic Cooperation
ASEAN	–	Association of Southeast Asian Nations
CBTA	–	cross-border transport agreement
GMS	–	Greater Mekong Subregion
GMS-BF	–	GMS Business Forum
GMS-SF	–	GMS Strategic Framework
ICT	–	information and communication technology
RETA	–	regional technical assistance
SME	–	small and medium-sized enterprise
SPS	–	sanitary and phytosanitary measures
SFA-TFI	–	strategic framework for action on trade facilitation and investment
WTO	–	World Trade Organization

## TECHNICAL ASSISTANCE CLASSIFICATION

<b>Targeting Classification</b>	–	General intervention
<b>Sector</b>	–	Industry and trade
<b>Subsector</b>	–	Trade
<b>Themes</b>	–	Sustainable economic growth, regional cooperation, capacity development
<b>Subthemes</b>	–	Promoting economic efficiency and enabling markets, trade and investments, institutional development

## NOTE

In this report, “\$” refers to US dollars.

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## I. INTRODUCTION

1. A midterm review of the 10-year (2002–2012) Greater Mekong Subregion<sup>1</sup> (GMS) strategic framework (GMS-SF) was carried out from November 2006 to June 2007, and endorsed by the GMS ministers at their meeting in Manila on 21 June 2007. The review's conclusions included the finding that investments in physical infrastructure to enable connectivity should be complemented by investments that enhance competitiveness and address environmental and social issues.

2. The proposed regional technical assistance (RETA) responds to the findings of the midterm review, and supports cross-border trade and investment, enhancement of private sector participation and improvement of competitiveness. The RETA is aligned with the strategic priorities of the regional cooperation strategy and program for the GMS.<sup>2</sup> It is included in the program of nonlending products and services for 2008 in the indicative Regional Cooperation Operations Business Plan (2008–2010). It will build on the outputs of ongoing Asian Development Bank (ADB) RETA projects on implementation of the GMS cross-border transport agreement (CBTA)<sup>3</sup> and the strategic framework for action on trade facilitation and investment (SFA-TFI).<sup>4</sup> At their 18 January, 2008 meeting, GMS senior officials concurred with the impact, outcome, outputs, implementation arrangements, cost, financing arrangements, and terms of reference of the program within which this RETA is placed. The design and monitoring framework of the proposed RETA is in Appendix 1.<sup>5</sup>

## II. ISSUES

3. The GMS program has greatly improved physical connectivity in the subregion, as evidenced by the near completion of the transport component of the three main GMS corridors.<sup>6</sup> However, complementary policy and regulatory measures are needed to transform the transport corridors into full-fledged economic corridors in which changes in productive structures will result in greater employment and income earning opportunities, particularly for the poor living in and around the corridors. These changes will occur over time, and the arrangements to induce them, including particularly capacity development, will need to be set in a long-term context.

4. **Need to Improve Transport and Trade Facilitation.** An important area where change is required is transport and trade facilitation, including (i) regulatory procedures, such as customs, sanitary, and phytosanitary (SPS)-related measures; (ii) transport procedures applied to goods entering and exiting a country; and (iii) the logistics services that are an integral part of trade movements. Most efforts to improve trade have focused specifically on the procedures applied at a country's international gateways, including its land borders. Significant progress has

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<sup>1</sup> Comprising Cambodia, People's Republic of China, Lao People's Democratic Republic, Myanmar, Thailand, and Viet Nam.

<sup>2</sup> The GMS strategic framework identified five strategic thrusts, namely: (i) strengthen infrastructure linkages through a multisectoral approach; (ii) facilitate cross-border trade and investment; (iii) enhance private sector participation and improve its competitiveness; (iv) develop human resources and skills; and (v) protect the environment and promote sustainable use of shared natural resources.

<sup>3</sup> ADB. 2006. *Technical Assistance for Implementation of the Greater Mekong Subregion Cross-Border Transport Agreement*. Manila (TA 6307-REG, approved on 6 March, for \$800,000). Supplementary grant from the Australian Agency for International Development (AusAID) in October 2006 for \$1,000,000.

<sup>4</sup> ADB. 2006. *Technical Assistance for Support for Trade Facilitation and Capacity Building in the Greater Mekong Subregion*. Manila (TA 6328-REG, approved on 19 July, for \$1.3 million).

<sup>5</sup> The TA first appeared in the *ADB Business Opportunities* on 4 March 2008. This RETA aims to consolidate all major initiatives to address transport and trade facilitation matters in GMS.

<sup>6</sup> For a status of the corridors, see the midterm review of the 10-Year GMS strategic framework at <http://www.adb.org/GMS/strategic-framework.asp>

been made by the GMS countries in the formulation, negotiation, conclusion, and pilot implementation of the CBTA under the auspices of a series of ADB projects.<sup>7</sup> Border crossing times at the Dansavanh–Lao Bao border along the GMS east–west economic corridor have been reduced significantly, for trucks from an average of 4 hours to 70–80 minutes, and for cars from 2 hours down to 30 minutes. Nonetheless, many border procedures remain cumbersome, and border crossing formalities and systems are inefficient, delaying the movement of cargo. The objective is to reduce average border-crossing clearance times at CBTA checkpoints to 30 minutes for commercial and 5 minutes for noncommercial vehicles.

5. **Trade Facilitation Issues.** Varied progress has been made in GMS countries to ensure customs procedures are transparent and consistent, but harmonization and mutual recognition of customs documents and procedures across GMS countries remains problematic. GMS countries lack confidence in each other's SPS measures. For some GMS country products, particularly food products, the inspection rate is 100%. Most countries in the GMS lag countries in the Asia Pacific Economic Cooperation (APEC) in the use of facilitative customs processes and methods of work. Key impediments exist in electronic submission and processing of documents, full adoption of modern risk management techniques, and compliance with the revised Kyoto Convention. High-level dialogue and cooperation between and among customs administrations is important in developing policies encouraging intra-GMS cooperation. Currently, most third-party logistics services are simple and not integrated, with relatively few value-added services offered, and are unable to meet the increasing need for integration of supply chains and secure trade. More attention needs to be given to logistics development in order to induce efficiency gains. Value chain studies on selected commodities and trade routes will contribute substantially to the development of a logistics plan for the subregion.

6. **Need to Strengthen Border Level Support.** To improve transport and trade facilitation in the GMS, it is necessary to address the major challenges faced by CBTA implementation. These include (i) establishing efficient border management systems and associated capacity building; (ii) streamlining and harmonizing border control documents; (iii) preparing revised operation manuals for the border checkpoints and related training; (iv) developing required infrastructure and, in some cases, relocating and modifying the layout of border checkpoints as well as providing common control areas to allow single-stop and single-window inspection; and (v) ensuring consistency between the CBTA's transport and trade facilitation measures and both international best practice and related agreements, such as those under the Association of Southeast Asian Nations (ASEAN).

7. **Need to Initiate Stronger National-Level Collaboration on Customs, SPS, Information Sharing and Logistics.** Cooperation between regulatory institutions, such as customs and SPS agencies, needs to be strengthened, and the institutions provided with the information systems needed to expedite transactions. Legislative changes or substantial changes in regulatory approaches to customs and SPS measures will require considerable time. Furthermore, international best practices suggest moving clearance procedures away from the

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<sup>7</sup> In March 2006, ADB approved RETA 6307: Implementation of the Greater Mekong Subregion Cross-Border Transport Agreement to assist the GMS countries in formulating and negotiating the required CBTA annexes and protocols and implementing CBTA on a pilot basis; it will be completed by August 2008. The CBTA aims to facilitate the cross-border movement of goods and people along key GMS corridors by addressing all relevant aspects of cross-border transport facilitation in one document. All CBTA annexes and protocols have been signed and are in the process of being ratified by the six GMS governments. Pilot implementation is being carried out along selected routes and border crossing points. While encouraging progress has been achieved in CBTA pilot implementation, formulation of a well developed plan and capacity development is now imminent for effective implementation and monitoring across GMS, now that most annexes and protocols have been ratified by the GMS countries.

border so that they can be performed more efficiently. In order to effectively introduce these changes, a broader strategy that includes institution building and business re-engineering is required.<sup>8</sup> Under the SFA-TFI, (i) analyses were carried out of (a) the current procedures and technology used by customs agencies, (b) the organization and activities of inspection and quarantine agencies, and (c) the structures and capabilities of the logistics industry; along with (ii) an evaluation of the methods for simplifying issuance of business visas. The analyses confirmed the importance of increasing and coordinating information sharing and capacity building in these areas, and an action plan was formulated that (i) enhances intra-GMS cooperation on customs, SPS measures, and institutional building of these agencies; (ii) establishes an information platform that can improve information sharing for trade facilitation; and (iii) develops national freight logistics action plans to expand the variety and quality of logistics services and address logistics network bottlenecks. This plan needs implementation support.

**8. Need to Enhance Overall Coordination and the Role of Private Sector.** While progress is being made under the CBTA in pilot implementation and SFA-TFI in developing the priority programs to enhance trade facilitation, some critical issues need to be addressed urgently. Transport and trade facilitation involves different agencies and ministries, and proper coordination and planning require a strong commitment and high level participation from the institutions with competence in these areas. To facilitate this process, national and subregional institutional mechanisms for transport and trade facilitation need to be streamlined and strengthened, both to improve overall coordination, and to clarify the role and functions of these individual agencies. Key requirements for effective CBTA implementation can be integrated with priorities under SFA-TFI, and efficiency gains realized through rationalization and consolidation of ongoing and planned activities. The business sector is expected to play an important role in transport and trade facilitation and the development of trade logistics, and direct and increased involvement by the sector in CBTA and SFA-TFI implementation should be promoted.

### III. THE TECHNICAL ASSISTANCE

#### A. Impact and Outcome

9. The impact of the RETA is to improve the competitiveness of GMS countries. The envisaged outcome of the RETA is more efficient movement of goods and people in the GMS, and between the GMS and the rest of the world.

#### B. Methodology and Key Activities

10. The RETA will support overall institutional capacity building to strengthen transport and trade facilitation in the GMS, and will work closely with relevant regulatory agencies with competency in these matters, including customs and SPS agencies. Capacity building will be a

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<sup>8</sup> The SFA-TFI was initiated in the second GMS leaders' summit in 2005 in Kunming, People's Republic of China (PRC). RETA 6328 provided the support to complement the CBTA and strengthen trade facilitation through SFA-TFI in GMS by: (i) simplifying, harmonizing, and increasing the transparency of customs procedures; (ii) improving oversight and compliance with regards to standards and SPS regulations consistent with the requirements of the World Trade Organization; (iii) providing more efficient and integrated logistics services; and (iv) enhancing the mobility of business persons. A draft final report under RETA 6328 has been submitted, and a gap analysis and action plan completed. The trade facilitation working group provided guidance and technical inputs as it was involved in implementing this RETA. To successfully implement the components under the RETA on Enhancing Transport and Trade Facilitation in GMS, the overall capacity for coordination, and the role and functions of individual agencies need to be brought out more clearly. The RETA will take key elements of the above action plan forward.

central element under this RETA, as the spirit of GMS cooperation in these areas is fundamental in promoting regional integration. The RETA will undertake a series of activities centered on the following four areas:

11. **Component 1: Transport Facilitation.** The component will (i) prepare a comprehensive plan for fully implementing the CBTA following ratification by all GMS countries of the CBTA's annexes and protocols; (ii) review any outstanding legal issues that prevent full CBTA implementation; (iii) support high-level customs cooperation, including a strategic review of regional customs harmonization and introduction of risk management based system and integrated border management; and (iv) formulate a comprehensive capacity development plan for full implementation of the CBTA.<sup>9</sup> This component will include transport, customs, immigration, and quarantine procedures related to the CBTA. Coordination with other agencies dealing with cross-border issues, such as money laundering and human trafficking, will be pursued.

12. **Component 2: Sanitary and Phytosanitary Measures.** The component will examine institutional needs and develop a framework to promote GMS cooperation in risk assessment and compliance of food products produced within the GMS with relevant SPS measures, and in meeting export requirements. It will address two crucial aspects of SPS: (i) risk management and (ii) laboratory mutual recognition and support. Some initial work will be undertaken to examine the necessary legal framework to ensure hazard avoidance and compliance by small and medium-sized enterprises (SMEs) is consistent with ongoing efforts under the World Trade Organization (WTO) and ASEAN. The RETA will initially focus on agro-based commodities, and provide training to enhance domestic capacities in collaboration with other agencies.

13. **Component 3: Business and Logistics Support.** The component will focus on improving the efficiency of supply chains through increased awareness and use of modern logistics, and better cooperation between the public and private sectors. The RETA will assist the GMS countries to formulate national freight logistics action plans by assisting with the planning process, including undertake consultation meetings with GMS countries on the lead agencies and required participation by the public and private sectors in plan preparation. The national logistics plan will focus on policy changes to improve sector performance, institutional strengthening, and areas where investment may be required to alleviate significant bottlenecks in each country, and regionally. This work will help lay the groundwork for the implementation of national freight logistics plans. The component will prepare thematic value chain studies in support of trade and investment. The RETA will coordinate with the GMS Business Forum (GMS-BF) on preparatory studies for proposed trade facilitation projects, and will help build the capacity of the GMS-BF to promote private sector participation in public sector transport and trade facilitation activities.

14. **Component 4: Regional Information Sharing.** The component will focus on improving information sharing among customs, SPS, and logistic service providers in the GMS for trade facilitation. A feasibility study will be prepared for establishing the information platform. This platform will be developed under a regional framework, with applications designed on a sector basis. The RETA will assess the need for and assist with development of the regional framework. This initiative will be consistent with activities agreed to under APEC and ASEAN protocols, and be closely coordinated with national-level efforts by other funding agencies.

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<sup>9</sup> The Government of Australia has provided funding through RETA 6307 for pilot implementation of the CBTA at Lao Bao–Dansavanh and Mukdahan–Savannakhet border crossings. ADB and the Government of Australia conducted a joint mission in 2007 to identify how further joint cooperation could assist with the CBTA implementation, including the capacity-building program concepts that will be further elaborated under this RETA.

Should agreement be reached, the information platform is envisaged to be established independent from, but supported by, the relevant agencies. The RETA will review the information available from the relevant agencies and prepare a prototype agreement to ensure the supply of accurate and timely data and to control access to this information; prepare performance specifications for a scaleable information and communications technology (ICT) system; propose a management structure that will evolve with the range of information included in the platform; and recommend mechanisms for funding the platform.

### **C. Cost and Financing**

15. The total cost of the RETA is estimated at \$1.90 million—comprising \$1 million to be financed on a grant basis by the Regional Cooperation and Integration Fund for the Regional Cooperation and Integration Financing Partnership Facility; \$500,000 to be financed on a grant basis by the People's Republic of China Regional Cooperation and Poverty Reduction Fund; and \$250,000 to be financed on a grant basis by the Government of Australia, to be administered by ADB (to be used to finance component 1).<sup>10</sup> Further cofinancing by the Government of Australia is under consideration.<sup>11</sup> The GMS governments will provide the remaining \$150,000 equivalent in kind, in the form of counterpart staff, logistical support, and other costs as they may arise. The TA cost estimates are in Appendix 2.

### **D. Implementation Arrangements**

16. ADB's Southeast Asia Department will be the executing agency for the RETA, and will report its outcomes to the GMS senior officials' meeting, the GMS ministerial meeting, and the joint committee for the CBTA. ADB will closely coordinate with: (i) the GMS National Coordinators' Office; (ii) the CBTA national transport facilitation committees; (iii) the GMS trade facilitation focal points; and (iv) the national and subregional mechanisms to be strengthened for GMS SPS cooperation, logistics development, and information sharing. A "no objection" will be obtained from participating GMS countries prior to starting any activities in the country.

17. The RETA will finance 46 international and 62 national person-months of consultant services, for a total of about 108 person-months. Consultants will also be engaged to conduct short-term studies. The consultants will be hired as individuals and engaged by ADB in accordance with its *Guidelines on the Use of Consultants* (2007, as amended from time to time). Individual consultants will be engaged as the project requires a broad spectrum of expertise, and timing and readiness for fielding consultants varies in each case (Appendix 3 has the outline terms of reference for consultants). ICT equipment will be procured in accordance with ADB's *Procurement Guidelines* (2007, as amended from time to time).

18. ADB will coordinate closely with international and bilateral agencies in implementing this RETA, including the Australian Agency for International Development, United Nations Economic and Social Commission for Asia Pacific, the World Bank, the Regional Capacity Building Office of the World Customs Organization, and others. ADB will also cooperate with other regional and international agencies, and national institutions involved in various aspects of transport and

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<sup>10</sup> Financed through the Memorandum of Understanding on Channel Financing (Technical Assistance Program) between the Government of Commonwealth of Australia and the Asian Development Bank, and administered by ADB.

<sup>11</sup> The additional finance would be used to support CBTA implementation plan (including the GMS customs transit system and the establishment of an issuing and/or guaranteeing organization, GMS road permit systems, ICT equipment, harmonization of customs declaration and policy advice and study on CBTA implementation issues), and the CBTA capacity-building and training plan prepared under the RETA.

trade facilitation, and will engage their experts for training and capacity development activities under the RETA. ADB's RETA implementation team will organize all the training workshops and seminars under the RETA. ADB staff will also serve as resource persons for these events. The RETA will be implemented over a period of about 36 months from April 2008 to March 2011.

#### **IV. THE PRESIDENT'S DECISION**

19. The President, acting under the authority delegated by the Board, has approved (i) ADB administering a portion of technical assistance not exceeding the equivalent of \$500,000 to be financed on a grant basis by the People's Republic of China Regional Cooperation and Poverty Reduction Fund; (ii) ADB administering a portion of technical assistance not exceeding the equivalent of \$250,000 to be financed on a grant basis by the Government of Australia; and (iii) the provision of the balance of technical assistance not exceeding the equivalent of \$1,000,000 on a grant basis for Enhancing Transport and Trade Facilitation in the Greater Mekong Subregion, and hereby reports this action to the Board.

## DESIGN AND MONITORING FRAMEWORK

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p><b>Impact</b></p> <p>Enhanced competitiveness of the GMS countries</p>	<ul style="list-style-type: none"> <li>• By 2013, GMS intra-regional trade grows more rapidly (outpacing the current average growth in total GMS trade of 12%)</li> <li>• By 2013, total GMS trade as a percentage of world trade increases (beyond the current share of 1.5%)</li> </ul>	<ul style="list-style-type: none"> <li>• Statistical databases for national and provincial-level data on trade, tourism, and investment</li> <li>• Progress reports to the GMS senior officials' meetings (SOMs) and ministerial meetings</li> <li>• Contents of SOM proceedings summaries, and joint GMS ministerial statements</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Strong, high-level political commitment to the GMS program of economic cooperation continues, and results in goodwill among GMS countries</li> <li>• GMS economies are stable and growing, and remain open and market-oriented</li> </ul>
<p><b>Outcome</b></p> <p>Efficient movement of goods and people in the GMS and between the GMS and the rest of the world</p>	<ul style="list-style-type: none"> <li>• By 2010, average border crossing clearance times at five pilot border sites are reduced to an average of 30 minutes for commercial operations and 5 minutes for noncommercial operations</li> <li>• 10% increase in the freight traffic at individual GMS land borders by 2012 (to be confirmed during TA implementation)</li> <li>• 10% more cross-border logistics service providers operating in the GMS in 2012 than in 2006 (to be confirmed during TA implementation)</li> <li>• 10% increase in the number of integrated logistics service providers between 2006 and 2012 (to be confirmed during TA implementation)</li> </ul>	<ul style="list-style-type: none"> <li>• Results of before and after studies at border checkpoints to be collected by the TA consultants, the GMS countries, and/or the TA implementation team</li> <li>• Published statistical database of logistics service providers</li> <li>• Reports prepared by the TA implementation team and the GMS countries to the Joint Committee and subregional institutional arrangements to be strengthened under the TA</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• GMS governments conform their respective national laws and regulations to the key provisions of the CBTA by 2010</li> <li>• GMS governments comply, in a timely manner, with provisions of agreements on transport and trade facilitation</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Political developments in GMS countries impede timely incorporation of CBTA provisions in national legislation.</li> <li>• GMS countries do not have the capacity to comply with and implement the many international and regional agreements related to transport and trade facilitation</li> </ul>
<p><b>Outputs</b></p>			
<p><b>1. Capacity Building:</b> Institutional mechanisms for GMS</p>	<ul style="list-style-type: none"> <li>• Report on options of institutional mechanisms (to be completed in 2009)</li> </ul>	<p>Feedback from GMS countries during training and</p>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Strong commitment by GMS governments to streamlining</li> </ul>

<b>Design Summary</b>	<b>Performance Targets/Indicators</b>	<b>Data Sources/Reporting Mechanisms</b>	<b>Assumptions and Risks</b>
transport and trade facilitation streamlined and/or strengthened	<ul style="list-style-type: none"> <li>At least seven training and implementation workshops initiated in the areas of, customs, SPS, and logistics development, and CBTA in the GMS, with participation of at least 200 professionals from the public and the private sector (by April 2011)</li> </ul>	<p>workshops and after event evaluation reports</p> <p>Regional meetings and minutes of these meetings prepared by the GMS countries and the TA implementation team</p>	<p>and/or strengthening the structure dealing with subregional transport and trade facilitation initiatives</p> <ul style="list-style-type: none"> <li>All agencies concerned provide accurate information and counterpart staff for conducting studies</li> <li>Close coordination with existing national mechanisms and collaboration with other international and bilateral agencies is maintained</li> </ul>
<b>2. TA Component 1:</b> Transport facilitation strengthened	<ul style="list-style-type: none"> <li>Outstanding legal issues that prevent CBTA's full implementation (to be identified in 2008)</li> <li>Comprehensive plan for CBTA implementation (to be completed in 2008)</li> <li>CBTA capacity development plan (to be completed in 2008)</li> <li>Strategic review on risk management (by 2008)</li> </ul>	<p>Regional meetings and summary of these meetings prepared by the GMS countries and TA implementation team</p> <p>Feedback from GMS countries during meetings, and after event evaluation report</p> <p>Feedback from the private sector representatives in GMS countries present at these meetings, and information in their annual reports</p> <p>Feedback from and consultations with various development partners</p> <p>Journals and study reports by ADB and other international and bilateral agencies, including those undertaken by UNESCAP</p>	<p><b>Assumption</b></p> <ul style="list-style-type: none"> <li>GMS governments ratify all annexes and protocols of the CBTA by 2008</li> <li>Strong commitment from the GMS countries to implementing the CBTA measures</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>Resources to implement plans are insufficient</li> <li>Traders are reluctant to participate in and don't see benefits of customs facilitation and/or compliance program</li> </ul>
<b>3. TA Component 2:</b> SPS capacity in GMS strengthened	<ul style="list-style-type: none"> <li>Adoption of standard interpretation of risk assessment by SPS agencies (by 2011)</li> <li>Assessment of laboratory situation and ISO 17025</li> </ul>	<p>Regional meetings and summaries of these meetings prepared by the GMS countries and TA implementation</p>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>Commitment for cooperation at the GMS level from (i) lead inspection, quarantine and accreditation agencies; (ii) agencies with a mandate to</li> </ul>

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p><b>4. TA Component 3:</b> Business and logistics support implemented</p> <ul style="list-style-type: none"> <li>• National freight logistics plans to improve efficiency of supply chains developed</li> <li>• Capacity of the Business Forum for dealing with trade facilitation matters strengthened</li> <li>• Thematic study in support of trade and</li> </ul>	<p>compliance (to be completed by 2009)</p> <ul style="list-style-type: none"> <li>• Assessment of the GMS food laws and financial institutions to determine the need and options for SMS hazard avoidance compliance (to be completed by 2009)</li> </ul> <ul style="list-style-type: none"> <li>• At least two GMS countries have initiated, completed, and accepted logistics plans (by 2011)</li> <li>• Services provided by logistics firms in 2011 are more integrated and add additional value compared with the relatively simple services provided in 2006</li> <li>• Pre-shipment export guarantee agency for GMS established and in operation by 2009</li> <li>• Thematic study on value chains to be completed in 2009</li> </ul>	<p>team</p> <p>Feedback from GMS countries during training and workshops and after event evaluation reports</p> <p>Feedback from private sector representatives in GMS countries attending the meetings</p> <p>Websites of SPS agencies in the GMS</p> <p>ASEAN reports and websites</p> <p>Reports and websites of other multilateral and bilateral agencies, including FAO, OIE, UNIDO, etc.</p> <p>Regional meetings and meeting summaries prepared by the GMS countries and TA implementation team</p> <p>Feedback from GMS countries during training and workshops and after event evaluation reports</p> <p>Feedback from private sector representatives attending the GMS meetings</p> <p>Annual reports of logistics companies, and freight forwarding and transport</p>	<p>monitor and oversee SPS and TBT agreements; and (iii) standards-setting bodies and relevant ministries</p> <ul style="list-style-type: none"> <li>• Close coordination is maintained with ongoing and planned initiatives by ADB, the Food and Agriculture Organization (FAO), the World Bank, ASEAN, the European Union, AusAID, the World Organization for Animal Health (OIE), the United Nations Industrial Development Organization (UNIDO), and other agencies active in this area</li> <li>• Resources to implement risk management plan, laboratory mutual recognition, and hazard avoidance compliance for SMEs are available</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Competent agencies fail to introduce changes</li> <li>• Private sector fails to respond to SPS compliance efforts</li> </ul> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• The lead agency and public and private sector participation needed to prepare the country-owned logistics plan are in place</li> <li>• Close coordination and synergy with ASEAN, Japan bilateral agencies, and UNESCAP</li> <li>• Resources to implement national logistics plan are available</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• The GMS countries fail to agree on the lead agency and/or committee structure to prepare the national logistics plan</li> <li>• The GMS Business Forum is unable to find a lead sponsor or</li> </ul>

Design Summary	Performance Targets/Indicators	Data Sources/Reporting Mechanisms	Assumptions and Risks
<p>investment prepared</p> <ul style="list-style-type: none"> <li>Business travel eased</li> </ul> <p><b>5. TA Component 4:</b> Regional information platform to improve coordination and information sharing for trade facilitation designed</p> <p><b>6. Project Management System Operational</b></p>	<ul style="list-style-type: none"> <li>Standardization of visa application procedures (by 2011)</li> <li>Feasibility study (to be completed by 2009)</li> <li>Agreements on sharing information related to customs, SPS, and logistics (by 2010)</li> </ul> <p>Project reporting, accounting, etc. mechanisms established during the first 6 months of TA implementation</p> <p>Consultants engaged for the duration of TA implementation</p> <p>Reports submitted at major milestones under each individual component</p>	<p>associations in the GMS</p> <p>Regional meetings and summaries of these meetings prepared by the GMS countries and TA implementation team</p> <p>Feedback from GMS countries during training and workshops and after event evaluation reports</p> <p>Feedback from private sector representatives from GMS countries during feasibility study phase</p> <p>TA implementation team's reports</p>	<p>financiers to establish shipment support schemes</p> <p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>Agreement to proceed with the information platform is obtained</li> <li>Mechanisms for funding and staffing the information platform, contribution from the GMS countries, and cofinancing possibilities, are in place</li> <li>Close coordination with the World Bank, ASEAN, APEC, UN, and bilateral agencies which have ongoing activities in similar areas, as well as with the private sector is maintained</li> </ul> <p><b>Risk</b></p> <ul style="list-style-type: none"> <li>Competent agencies, including customs, SPS and transport agencies fail to supply data and information</li> </ul>
<b>Activities with Milestones</b>			<b>Inputs</b>
<p><b>Capacity Building</b></p> <p>1.1 Conduct a study on the streamlining and/or strengthening of institutional mechanisms:</p> <ul style="list-style-type: none"> <li>Undertake consultations and/or dialogues with the GMS countries on streamlining and/or strengthening institutional mechanisms for addressing regional transport and trade facilitation initiatives (by April 2009)</li> <li>Report on options and strategy discussed with the GMS countries (by September 2009)</li> <li>Strengthen institutional capacity within GMS countries to undertake initiatives for GMS transport and trade facilitation (throughout RETA implementation period)</li> </ul> <p><b>TA Component 1</b></p>			<p><b>ADB (RCIF): \$1.000 million</b></p> <ul style="list-style-type: none"> <li>Consulting services: 32 person-months of international and 25 person-months of national consultant services at a cost of \$0.850 million</li> <li>Equipment: \$0.050 million</li> <li>Miscellaneous administrative and support cost: \$0.010 million</li> <li>Contingencies: \$0.090 million</li> </ul>

<p>2.1 Review outstanding legal issues that prevent full implementation of CBTA (by October 2008).</p> <p>2.2 Prepare a comprehensive plan for the CBTA's full implementation (by October 2008).</p> <p>2.3 Formulate a comprehensive capacity development plan (by December 2008).</p> <p>2.4 Support high-level customs cooperation in the GMS (by 2008).</p> <p>2.5 Review potential and need for regional customs harmonization, including declaration documents (by December 2008).</p> <p>2.6 Prepare strategic review on risk management and action plan to implement risk management techniques in regional framework (by October 2008).</p> <p>2.7 Preparation for implementation of GMS regional customs transit system along the east west economic corridor (by November 2008)</p> <p>2.8 Facilitate operational CBTA showcase at the borders along east west economic corridor in Viet Nam, Lao PDR and Thailand (ongoing)</p> <p><b>Component 2</b></p> <p>3.1 Assess the institutional framework in the GMS countries for GMS cooperation in risk management, laboratory mutual recognition and hazard avoidance for SMEs (by June 2009).</p> <p>3.2 Assess risk management systems and develop an implementation plan on SPS.</p> <ul style="list-style-type: none"> <li>• Conduct risk management workshop to solicit views on SPS risk management (by June 2009)</li> <li>• Complete risk management assessment for the GMS countries (by September 2009)</li> <li>• Formulate risk management implementation plan (by March 2010)</li> <li>• Adopt risk management plan (by September 2010)</li> <li>• Implement risk management plan (commences by 2011, pending resource availability)</li> </ul> <p>3.3 Assess laboratory situation and ISO 17025 compliance.</p> <ul style="list-style-type: none"> <li>• Establish a working group to assess the laboratory situation and ISO 17025 compliance in GMS countries (by June 2009)</li> <li>• Determine (i) staff and equipment needed for increasingly complex testing, and (ii) how laboratories can become more cost efficient (commence by September 2009)</li> </ul> <p>3.4 Assess the GMS food laws and financial institutions to determine the need and options for SMS hazard avoidance compliance.</p> <ul style="list-style-type: none"> <li>• Review GMS food laws and develop an implementation action plan (by September 2009)</li> <li>• Review existing SME financial support institutions and agencies, with a focus on the food processing industry and government support funds that can assist companies through subsidies and cost-sharing programs (by September 2009)</li> <li>• Formulate business development support for hazard avoidance (by June 2010, pending resource availability)</li> </ul> <p><b>Component 3</b></p> <p>4.1 Assist GMS countries formulate a country-owned national logistics action plan.</p>	<p><b>PRC Regional cooperation and poverty reduction fund: \$0.500 million</b></p> <ul style="list-style-type: none"> <li>• Consulting services: 9 person-months of international and 37 person-months of national consultant services at a cost of \$0.330 million</li> <li>• Meetings, workshops, training, surveys and studies: \$0.130 million</li> <li>• Contingencies: \$0.040 million</li> </ul> <p><b>Government of Australia: \$0.250 million</b></p> <ul style="list-style-type: none"> <li>• Consulting services: 5 person-months of international consultant services at a cost of \$0.135 million</li> <li>• Meetings, workshops, and training: \$0.085 million</li> <li>• Contingency: 0.030 million</li> </ul> <p><b>GMS Governments: \$0.150 million</b></p> <ul style="list-style-type: none"> <li>• Counterpart staff: \$0.050 million</li> <li>• Office accommodation and transport: \$0.050 million</li> <li>• Others: \$0.050 million</li> </ul>
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- Hold planning process and consultation meetings with the GMS countries to prepare individual national freight logistics action plans (initiated by March 2009)
- GMS countries prepare logistics national action plans on the advice of RETA logistics experts (commences by September 2009)
- Discussion, review, and endorsement of national logistics action plan by each GMS country (by December 2009)
- Prepare a GMS regional logistics plan that is correlated to the ASEAN road map and the national logistics plans of individual countries (commences by December 2009)
- Assist the GMS countries to (i) prepare programs to improve management and technical skills related to the integration of logistics services and strengthening of supply chain management, (ii) set priorities for specific initiatives, and (iii) determine resource requirements and timeline (by June 2010)

4.2 Conduct preparatory studies for proposed projects by the GMS Business Forum on trade facilitation.

- Pre-shipment export guarantee agency for the GMS established and in operation (by 2009)

4.3 Conduct an assessment of capacity building needs for GMS-BF, and carry out the capacity development program for the BF (by June 2008). Complete a study on private sector participation in the CBTA (by December 2008).

4.4 Undertake an assessment of the development of value chain and supporting industries via a feasibility study on promotion of private sector development and investments, mainly in the main economic corridors.

- Prepare thematic studies (by June 2009)

4.5 Develop a program for harmonizing the form and application procedures for multiple entry business visas. Promote efforts to extend the provisions for visa-free travel within the GMS and for obtaining business visas on arrival (by 2009).

#### **Component 4**

5.1 Conduct a feasibility study on the establishment of a GMS regional Information platform.

- Report on feasibility study (by June 2009)
- Hold workshop to discuss possible establishment (by December 2009)

5.2 Assist GMS countries with technical design of the information platform.

- Initial operation of the GMS Regional Information Platform (by September 2010, pending agreement and resource availability)

#### **Project management**

6.1 Prepare project reporting and accounting mechanisms (within the first 6 months of project implementation).

6.2 Recruit consultants (throughout project implementation).

6.3 Coordinate reports with the consultants under each component (throughout project implementation).

6.4 Prepare and submit required reports (at major milestones during project implementation).

ADB = Asian Development Bank, APEC = Asia Pacific Economic Cooperation, ASEAN = Association of Southeast Asian Nations, AusAID = Australian Agency for International Development, CBTA = Cross Border Transport Agreement, FAO = Food and Agriculture Organization, GMS = Greater Mekong Subregion, OIE = World Organization for Animal Health, RCIF = Regional Cooperation and Integration Fund for the Regional Cooperation and Integration Financing Partnership Facility, SOM = senior officials meeting, SMEs = small and medium-sized enterprises, SPS = sanitary and phytosanitary measures, TA = technical assistance, TBT = technical barriers to trade, UN = United Nations, UNESCAP = United Nations Economic and Social Commission for Asia Pacific.

Signed:

David Jay Green  
Director, SEOC

Arjun Thapan  
Director General, SERD

**COST ESTIMATES AND FINANCING PLAN**  
(\$'000)

Item	Total Cost
<b>A. Regional Cooperation and Integration Fund for the Regional Cooperation and Integration Financing Partnership Facility<sup>a</sup></b>	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	645.0
ii. National Consultants	100.0
b. International and Local Travel	100.0
c. Reports and Communications	5.0
2. Equipment <sup>b</sup>	50.0
3. Miscellaneous Administration and Support Costs	10.0
4. Contingencies	90.0
<b>Subtotal (A)</b>	<b>1,000.0</b>
<b>B. PRC Regional Cooperation and Poverty Reduction Fund<sup>c</sup></b>	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	180.0
ii. National Consultants	150.0
2. Meetings, Workshops, Training, Surveys, and Studies	130.0
3. Contingencies	40.0
<b>Subtotal (B)</b>	<b>500.0</b>
<b>C. Government of Australia<sup>d</sup></b>	
1. Consultants	
a. Remuneration and Per Diem	
i. International Consultants	120.0
ii. International and Local Travel	15.0
2. Meetings, Workshops and Training	85.0
3. Contingencies	30.0
<b>Subtotal (C)</b>	<b>250.0</b>
<b>D. Greater Mekong Subregion Governments Financing<sup>e</sup></b>	
1. Office Accommodation and Transport	50.0
2. Remuneration and Per Diem of Counterpart Staff	50.0
3. Others	50.0
<b>Subtotal (D)</b>	<b>150.0</b>
<b>Total</b>	<b>1,900.0</b>

<sup>a</sup> Established and administered by the Asian Development Bank (ADB).

<sup>b</sup> Includes basic equipment such as computers and needed software to provide some seed funds for setting up the information platform. Upon completion of the technical assistance, ownership of the equipment purchased will be transferred from ADB to the six participating governments pursuant to ADB. 2008. *Project Administration Instruction*. PAI5.11: Administering Grant-Financed Technical Assistance Projects. Manila (para. 29).

<sup>c</sup> Administered by ADB.

<sup>d</sup> Financed through the *Memorandum of Understanding on Channel Financing (Technical Assistance Program)* between the Government of the Commonwealth of Australia and the Asian Development Bank, and administered by ADB.

<sup>e</sup> From the governments of Cambodia, People's Republic of China, Lao People's Democratic Republic, Myanmar, Thailand, and Viet Nam.  
Source: ADB estimates.

## OUTLINE TERMS OF REFERENCE

1. A total of 108 person-months of consultant inputs, including 46 person-months of international and 62 person-months of national consultant inputs will be engaged on an individual basis to provide technical services under the regional technical assistance. The consultants will report to the Asian Development Bank's (ADB) transport and trade facilitation team for the Project. The indicative time allocation and outline terms of reference follow.

### A. Capacity Building

#### 1. Transport and Trade Facilitation Institutional Specialist and/or Advisor (international, 4 person-months)

2. The consultant will (i) assess the existing institutional structure dealing with transport and trade facilitation in each of the Greater Mekong Subregion (GMS) countries, the institutional mechanism established under the cross-border transport agreement (CBTA),<sup>1</sup> and the GMS trade facilitation working group; (ii) undertake consultations and/or dialogue with the GMS countries on options to streamline and/or strengthen institutional mechanisms to address regional transport and trade facilitation initiatives. Such mechanism would require high-level participation from agencies with competence in these areas, including customs agencies, sanitary and phytosanitary measures (SPS) agencies, etc; (iii) prepare a report on the activities in (i) and (ii) that details possible options and a strategy; and (iv) provide support for the individual components.

### B. Component 1: Transport Facilitation

#### 1. Transport Facilitation Specialist (international, 3 person-months)

3. The consultant will have extensive experience in international cross-border transport facilitation issues, and preferably be knowledgeable concerning the transport facilitation situation in the GMS countries. Strong facilitation and intercultural communication skills and long-term working experience in GMS countries are required to effectively perform the assignment. The consultant will (i) conduct a strategic review of progress on activities under CBTA pilot implementation; (ii) review outstanding legal issues that prevent full implementation of the CBTA; and (iii) formulate a comprehensive plan for full implementation of the CBTA, in line with experience gained from pilot CBTA implementation. The plan will include a comprehensive monitoring and evaluation framework with detailed performance indicators.

#### 2. Training and Development Specialist (international, 2 person-months)

4. The consultant will (i) conduct a detailed assessment of training and/or capacity building needs at each of the seven border checkpoints to support the establishment of an efficient border management system; (ii) assess the potential for establishment of training programs in

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<sup>1</sup> Under CBTA, a National Transport Facilitation Committee (NTFC) has been established in each GMS country, chaired by a minister or vice-minister of transport. It brings together representatives of all agencies concerned with implementation of the CBTA. The chairpersons of the NTFCs of the six countries form the CBTA joint committee, which is an advisory body on issues regarding implementation of the CBTA and its annexes and protocols. The joint committee has subcommittees on transport, customs, health inspection (sanitary, phytosanitary and quarantine), and immigration.

the existing institutes in the region, to provide sustainable CBTA-related training covering transport, customs, immigration, and health inspection; (iii) prepare a comprehensive capacity-building development plan; and (iv) provide support to the heads of customs administrations meeting in the GMS, including a strategic review of regional customs harmonization, introduction of risk management procedures by initiating a customs compliance program and integrated border management.

## **C. Component 2: SPS**

### **1. SPS Experts (two international experts, 14 person-months)**

5. The consultant will review the subregional institutional framework for coordinating SPS activities, make recommendations on developing and strengthening this mechanism and for introducing greater use of risk management and mutual recognition of laboratory inspections. This includes initiating discussions with (i) lead inspection and quarantine agencies; (ii) accreditation agencies; (iii) agencies with a mandate to monitor and oversee SPS and technical barriers to trade agreement measures; (iv) the national standard-setting bodies; (v) ministries of health; and (vi) agriculture, food and drug agencies in GMS countries.

6. Regarding risk management, the consultant will (i) review the existing legal framework associated with risk management in the GMS; (ii) discuss with the countries the role of the private sector, and mechanisms to incorporate due diligence audits into risk management procedures; (iii) organize a regional risk management workshop to finalize the scope of risk management improvements; and (iv) prepare a risk management implementation plan. For SPS laboratory mutual recognition and support, the consultant will (i) initiate discussions with the concerned GMS countries to assess and determine whether to establish independent internationally recognized laboratory accreditation agencies in all GMS countries, or to utilize existing internationally recognized GMS accreditation agencies to certify laboratories in them, and the tests they conduct relative to SPS measures; (ii) assist in the formation of a laboratory accreditation working group; (iii) review the need for development of GMS SPS laboratory centers of excellence; (iv) determine (a) staff and equipment needs to cater for increasing testing complexity, and (b) how laboratories can become more cost efficient; and (v) develop training in specified laboratory techniques for laboratory staff. To support the hazard avoidance legal framework and SME compliance, the consultant will (i) conduct an initial review of the food laws of GMS countries to highlight deficiencies with respect to hazard avoidance compliance, and recommend amendments; (ii) review existing government institutions that provide financial support to SMEs in GMS countries, with an emphasis on support for the food processing industry, and identifying the nature and amount of support; (iii) propose detailed future food safety projects that might mobilize this support; and (iv) recommend candidates and prepare the scope of work for national consultants to support the technical and field work.

7. The consultant will need to maintain close coordination with ongoing SPS reforms and related projects at the national level, and explore mechanism to ensure consistency and complementarity of GMS regional SPS programs with those initiated under the Association of Southeast Asian Nations framework. The consultant will prepare implementation training workshops that focus on enhancing national-level SPS capacity in the GMS and SPS cooperation at the GMS level.

## **D. Component 3: Business and Logistics Support**

### **1. Trade Logistics Expert** (two international experts, 10 person-months)

8. The consultant will require a wide range of experience with trade logistics development projects, preparation of national logistics assessments, and development of transport and trade corridors. The consultant will (i) undertake consultative meetings with the GMS countries to prepare individual national freight logistics action plans (including consulting with relevant ministries, e.g., transport, trade, industry and commerce, finance, customs, and border security agencies; and private sector representatives of the logistics, manufacturing, and retailing sectors (chambers of commerce and associations); (ii) make recommendations regarding the lead agency and the level of participation required from the public and private sectors in preparing the national logistics plan; (iii) provide guidance to the GMS countries on the scope and preparation of their national logistics action plans; (iv) review the national action plans prepared by the GMS countries and determine the elements needed in a regional logistics plan; (v) assist the GMS countries in preparing programs for improving management skills in integrating logistics services and strengthening supply chain management; (vi) set priorities for specific initiatives and determine resource requirements and timeline; (vii) prepare the GMS regional logistics plan, which should be coordinated with the Association of Southeast Asian Nations road map and the national logistics plans of individual countries; and (viii) recommend candidates and prepare the scope of work for national consultants to support technical and field work.

### **2. Business Development and/or Support Specialist** (international, 2 person-months)

9. The consultant shall have extensive knowledge in business development and support services, both globally and regionally (preferably in Asia and the GMS), and be familiar with activities advocating public-private dialogue, and the policy, institutional and organizational attributes that chambers of commerce require to be able to network effectively with each other. The consultant will: (i) critically review the existing capacity and capability of the GMS-BF to act as the forum for public-private dialogue, to engage the private sector in implementing transport and trade facilitation, and initiate networking with neighboring chambers of commerce and the private sector; (ii) carry out consultations with governments, chambers of commerce (in the GMS and in neighboring towns), and the private sector; (iii) assess the capacity development needs and provide recommendations for strengthening the capability of the GMS-BF; and (iv) develop and efficiently and effectively implement a results-oriented capacity development program for GMS-BF.

### **3. Value Chain Expert** (international, 2 person-months)

10. The consultant will follow up on the findings and recommendations of the scoping study for the GMS, and work with ADB, the GMS countries, and the national consultants in determining the sectors, products, countries, and trade routes for this study. The consultant will need to provide intellectual leadership in carrying out the study, including supervising the work of national consultants.

## E. Component 4: Regional Information Platform

### 1. Trade Facilitation Information Platform Specialist (international, 7 person-months)

11. The consultant will require (i) knowledge of existing operational information platforms and e-trade and commerce networks, including but not limited to the TradeNet System in Singapore, Dagang Net in Malaysia, TradeLink in Hong Kong, and other e-commerce networks; (ii) experience in planning work for national and/or regional platforms; and (iii) knowledge of trade logistics, customs and SPS areas.

12. The consultant will
- (i) conduct a feasibility study for the establishment of a GMS regional information platform for exchange of information on trade and logistics, including
    - (a) outlining the framework, scope and planning for the information platform; and
    - (b) identifying the types of information required the format in which they are currently maintained, and restrictions on sharing of this information with other government agencies;
  - (ii) draw on experience and lessons from existing platforms to identify mechanisms for exchanging data that are consistent with confidentiality requirements, while ensuring that information is timely and accurate;
  - (iii) prepare, on the basis of these findings, a plan on which data can be obtained under the existing situation, and what changes would have to be introduced to increase the scope of information; this plan will be presented at workshops with the various stakeholders to identify
    - (a) the sequential steps;
    - (b) the agreements needed to set up the information platform;
    - (c) the phasing of information to be included;
    - (d) the parties that would have access to this information; and if agreement is obtained from the GMS countries and funding is available, the consultant will also assist with planning and initial operation of the information platform, and to ensure close coordination with existing and/or planned information platforms in the GMS countries; and
  - (iv) recommend candidates and prepare the scope of work for national consultants to support technical and field work.

### 2. Trade Information System Expert (international, 2 person-months)

13. The consultant will (i) assist the trade facilitation information platform specialist to set out the technical specifications required to establish the regional information platform; (ii) set out the protocols and other mechanisms for ensuring the security of the information; (iii) identify procedures for handling different data formats and the structure of the data interchange with the various data collection systems that would provide information to the platform; (iv) specify the organizational structure and staffing required for different phases of the system; (v) identify scaleable information and communication technologies that could be used for the different phases of the information system; (vi) prepare a specification for the initial modules to be developed; and (vii) assist with preparation of documents for procurement of equipment for the information platform.

14. National consultants (62 person-months) will be engaged to (i) provide support to the regional technical assistance implementation team; (ii) provide technical support to the international consultants to collect national information and data and to analyze them; (iii) organize the needed field trips and national workshops and/or meetings; and (iv) take up other responsibilities as they arise.