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Technical Implementation Body

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Items 5 (b) (i) and (ii) of the provisional agenda
eTIR conceptual, functional and technical specifications:
Version 4.4:
Concrete amendment proposals
New proposals

Concrete and new amendment proposals

Note by the secretariat

I. Background and mandate

1. At its previous sessions, the Technical Implementation Body (TIB) considered various amendment proposals for inclusion in version 4.4 of the eTIR specifications. Chapter II of this document contains revisions of the amendment proposals under discussion, in line with the comments made and decisions taken at the previous sessions. Chapter III presents new amendments proposals to be considered for inclusion in version 4.4 of the eTIR specifications.

II. Concrete amendment proposals

A. Requirements of the Eurasian Customs Union

1. Languages for text fields

2. At its first session, TIB mandated the secretariat to present a detailed proposal, at one of its future sessions, on possible technical solutions which would allow the submission by holders of text fields in more than one language (see ECE/TRANS/WP.30/AC.2/TIB/1, para. 21).

3. From a technical perspective, the most straightforward option to allow for the provision of the text fields in multiple languages would be to transform text fields from attributes to classes with an unbounded maximum cardinality (*). However, in many cases this would first require significant changes in the World Customs Organization (WCO) data model as well as in all customs systems designed on the basis of the WCO data model.

4. Therefore, and considering that translations are currently not written directly on the TIR Carnet, the Remarks class in the AdditionalInformation class, at the level of the declaration, could be used to provide translations if:

(a) The maximum cardinality of the AdditionalInformation class would be set at unbounded;

(b) The attribute statementType,coded would be included and a new type (translation) would be added to the UN/EDIFACT code list 4451 (e.g. TRN);

(c) The class Pointer would be included (with cardinality 0..1) to allow the translation to point at the element which is translated. Its status would be dependant (D) and the following condition should be added:

IF statementType,coded =”TRN”
THEN NOT EMPTY (POINTER)

5. As an example, if the description of the goods of the first consignment item of the first consignment is provided in English as “Apples”, its translation in French could be provided as follows:

AditionalInformation
Sequence = 1
Remark
Text.Content = “Pommes”
Language identifier = “FR”
statementType,coded = “TRN”
Pointer
Location = “Message/Consignment[1]/ConsignmentItem[1]/Goods/Description

6. Such mechanism would allow the provision by the holder of the required translations along the itinerary (for any text field of the advance TIR data), while ensuring that they could easily be identified as translation by the country of departure, which does not need them.

7. At its second session, at the request of a member of the Eurasian Customs Union present at the session, TIB decided to continue the discussion on this issue at its next session.

8. At its third session, the delegate of Belarus, being a member State of the Eurasian Customs Union, while stating that the proposed solution seemed rather complicated, proposed, instead, to create blocks of data dedicated to specific countries or customs unions, in which holders could not only provide any required translations but also any additional data required by those countries or customs unions. Other delegations stressed that the usage of codes could further reduce the need for translations and recalled that advance TIR data and advance amendment data are sent to countries of departure, where they become declaration data, once verified and accepted. They further stressed that countries of departure will, in most cases, not be in a position to verify text fields in foreign languages or data elements that are not standard and are only required by another country. Finally, they recalled that, in line with Article 9 of Annex 11, countries have the possibility to request additional information via their national declaration mechanisms.

9. TIB decided to continue discussing all requirements of the Eurasian Customs Union at one of its next sessions, on the basis of detailed proposals by the countries concerned (see ECE/TRANS/WP.30/AC.2/TIB/6, paras. 14–16).

10. At its fourth session, TIB invited the countries which are member of the Eurasian Customs Union to contact the secretariat to jointly analyze the requirements they would like to have included in version 4.4 of the eTIR specifications and prepare a concrete list of amendment proposals.

11. At its fifth, sixth and seventh sessions, TIB reiterated its invitation to the countries which are member of the Eurasian Customs Union to contact the secretariat to jointly analyze the requirements they would like to have included in version 4.4 of the eTIR specifications and prepare a concrete list of amendment proposals.

B. Access to TIR transport data by holders

12. At its third session, TIB welcomed a presentation by the secretariat on the proof of concept for the possible access of TIR transport data by holders via the web and mobile

applications dedicated to holders. It noted that the demonstrated functionalities have not yet been integrated in the applications in production but could be integrated and activated as soon as mandated by Administrative Committee for the TIR Convention, 1975 (AC.2) and TIB as well as serve as a basis to prepare the relevant amendments for version 4.4 of the eTIR specifications (see ECE/TRANS/WP.30/AC.2/TIB/6, para. 23).

13. At its fourth session, TIB felt that this question, since it requires changes to the eTIR concepts, should be first considered by the contracting parties to the TIR convention bound by Annex 11 in the framework of AC.2.

14. At its sixth session, TIB noted that the issue had been transmitted to AC.2 and will possibly revert to it once AC.2 will have taken a decision.

15. At its seventh session, noted that AC.2, at its February session, did not have time to consider the issue and will therefore revert to it, at the earliest, at its October 2024 session.

C. Procedure for drawing samples and additional control types

16. The Group of Experts (WP.30/GE.1), at its first session, discussed the procedure described in Explanatory Note 0.21-3 of the TIR Convention, regarding the notification of the drawing of samples of goods by customs authorities in the course of an examination. This issue was left to version 4.4 of the eTIR specifications (ECE/TRANS/WP.30/GE.1/2, paras. 55 and 56).

17. The option proposed by the secretariat to WP.30/GE.1 to increase the cardinality of the "Control" class, contained within the "I9 – start TIR operation" and "I11 – terminate TIR operation" messages and introducing "drawing samples" as an additional control type could possibly resolve this issue. TIB might wish to discuss the relevance of including additional control types.

18. Furthermore, the control results could also be expanded to include attached documents that could, for example, be the result of the analysis of a sample or the image of an Xray in case countries would feel like sharing this kind of information with the countries remaining on the itinerary.

19. At its third session, TIB acknowledge the need to include additional control types, inter alia to deal with the procedure related to drawing samples and mandated the secretariat to prepare a detailed proposal for one of its next sessions.

20. In addition to the type, coded attribute, the WCO data model "Control" class contains, inter alia, the following classes and attributes:

- A Control quantity attribute (WCO ID 490 – WCO Description : The quantity used for control or quarantaine purposes), which could be used to report the quantity of goods used for the purpose of a control,
- An AdditionalInformation class (WCO ID 03A – WCO Description : Special request to government from declarant to take or not to take action), which contains a Pointer class (WCO ID 97A – WCO Description : Details to refer to a functional attribute within a declaration), which could be used to point, in the declaration to the goods item from which goods have been taken.

21. Consequently, in order to allow for the reporting of samples taken for the purpose of controls, the following changes[1] could be included in the "Control" class:

[1] Changes are in italics

Control	**0 .. *unbounded***	**O**
Type, coded	1 .. 1	R
Control quantity	*0 .. 1*	*O*
AdditionalInformation	*0 .. 1*	*O*
Pointer	*1 .. 1*	*R*
ControlResult	**1 .. 1**	**R**
Result, coded	1 .. 1	R

22. A new code (e.g. 002 – Control on goods sample) could be added to the code list 25 (Control, type).

23. TIB might also wish to consider if the two codes contained in code list 24 (Control results), i.e. 001 – Satisfactory and 002 -Non satisfactory, are sufficient for the purpose of controls on samples of goods.

24. Furthermore, TIB might also want to take this opportunity to consider the inclusion of additional control types and consider how the results of those controls could be reflected. For that purpose, in addition to the Control Result, coded attribute, the WCO data model Control results class contains three attributes which could be used in the eTIR messages:

- Control result text (WCO ID 497 – WCO Description : Description of the control results),
- Control count (WCO ID 415 – WCO Description : A control quantity to report the results of an inspection, carried out by Cross Border Regulatory Agencies) and
- Examination Image (WCO ID 405 – WCO Description : The digital image resulting from an inspection or examination. For example the x-ray scan of a container).

25. TIB might wish to propose new control types to be included in code list 25 and which attributes should be included in the control results class.

26. At its fourth session, TIB considered the proposal above and noted that, at the moment, the information regarding controls, including those which require drawing samples, is not handled by the European Union's New Computerized Transit System (NCTS) and that a further analysis would be required by the member States of the European Union. It further decided to continue discussing this proposal at its next session.

27. At its fifth session, TIB decided to continue at its next session the discussions on the technical solution allowing reporting of samples drawn.

28. At its sixth session, TIB mandated the secretariat to carry out a survey among TIR focal points to clarify how samples are drawn during transit and if they are recorded in their national customs system. TIB further mandated the secretariat to prepare a refined technical solution on the basis of the results of the survey.

29. On 13 March 2024, the secretariat sent out to TIR focal points the short survey reproduced in Annex III of document ECE/TRANS/WP.30/AC.2/TIB/2024/4. To date, 19 countries[2] have replied. The results of the survey are presented in the table.

Results of the TIB Survey on the application of Explanatory Note 0.21-3

Question 1 - How often customs officers in your country draw samples from good in transit?	Regularly (more than once a month)	0%
	Rarely (less than once a month)	67%
	Never	33%
Question 2 - When samples are drawn from good under transit, is the transport interrupted until the	Yes	44%
	No	22%

[2] Azerbaijan, Bosnia and Herzegovina, Bulgaria, Estonia, Finland, Germany, Hungary, Latvia, Lithuania, Malta, Montenegro, Netherlands (Kingdom of the), North Macedonia, Norway, Poland, Republic of Moldova, Slovakia, Sweden and Ukraine

results of an eventual analysis are available?	Not applicable	33%
Question 3 - Do customs officers record electronically the drawing of samples from good under transit in your national customs system?	Yes	61%
	No	6%
	Not applicable	33%
Question 4 - Are the results of analyses carried out on the samples drawn from good under transit recorded electronically in your national customs system?	Yes	50%
	No	17%
	Not applicable	33%
Comments	Not applicable for Malta The situation is not identical in all customs offices (in some the samples are never drawn for goods in transit). In case the samples are drawn, the relevant information and the results of analyses are recorded in NCTS (control results). Samples are taken on a risk-oriented basis. Samples are therefore rarely taken. Based on UCC art. 188 we do have the authority to draw samples of the declared goods but in practice the drawing of samples does not take place in case of TIR transports. We have a special system for this purpose, so the customs officers only record it in this system, but do not record it in the transit system.) Samples are drawn in transit in very rare and exceptional cases, only if there is a clear indication (risk analysis) of possible irregularity. When there is a suspicion of the presence of prohibited or restricted goods in the vehicle.	

30. Taking into account that the results of any analysis on the samples drawn might not be available at the time of sending the I9 or I11 messages or those results might not be recorded on the customs system, the ControlResults class could be made optional for the control type 002 (Control on goods sample). This could be done by making the ControlResults class dependent (see below) and adding the condition below.

Number and Name: C0XX
Description: IF (CONTROL.Type, coded) = "002"
THEN (OPTIONAL (CONTROL.CONTROLRESULTS)
ELSE (NOT EMPTY (CONTROL.CONTROLRESULTS)

31. At its seventh session, TIB requested a change to the proposal to model the procedure described in Explanatory Note 0.21-3 of the TIR Convention, as presented above, in order to ensure better alignment with the actual provision of Explanatory Note 0.21-3, i.e., that results

of controls undertaken on samples drawn should not be recorded. TIB requested the secretariat to present an amended proposal for its next session. Consequently, the following changes[3] should be included in the "Control" class in messages I9 and I11

Control	**0 .. *unbounded***	**O**
Type, coded	1 .. 1	R
Control quantity	*0 .. 1*	*O*
AdditionalInformation	*0 .. 1*	*O*
Pointer	*1 .. 1*	*R*
ControlResult	**1 .. 1**	**D**
Result, coded	1 .. 1	R

32. A new code (e.g. 002 – Control on goods sample) should be added to the code list 25 (Control, type and the following condition should be applied to the "ControlResult" class:

Number and Name:	C0XX
Description:	IF (CONTROL.Type, coded) = "002" THEN (EMPTY (CONTROL.CONTROLRESULTS) ELSE (NOT EMPTY (CONTROL.CONTROLRESULTS)

III. New amendment proposals

A. Sequence number of TIR operations

1. Background

33. This proposal was described and already presented during the sixth session of TIB in the Informal document TIB No.2 (2024). TIB considered two proposals by the secretariat (a) to remove the sequence numbers from TIR operations messages, or (b) to add a rule forbidding changes, addition or removal of loading and unloading places under the fallback procedure. TIB acknowledged that the identification of the sequence number of a TIR operation could lead to practical problems after an amendment of the itinerary under the fallback procedure, and mandated the secretariat to prepare a refined proposal for its next session. At its seventh session, TIB agreed to discuss this issue at its next session on the basis of a written proposal by the secretariat.

2. Identified issues related to the sequence number of TIR operations

34. In version 4.3 of the eTIR specification, the "sequence number" of the TIR operation is a required data element in each message allowing the exchange of information related to TIR operations. The sequence number was initially created to replace the TIR Carnet page number and to identify the sequence (order) in which the TIR operations took place, in the countries listed in the itinerary of the TIR transport.

35. As described in the eTIR specifications, the TIR operation "sequence number" is a required 1-based index value to be provided by customs upon starting each TIR operation, but also as a reference upon terminating and discharging them. It has to be calculated by customs on the basis of the existing operations, the declared (and possibly amended) itinerary and possible situation of fallback procedure. The sequence number is most relevant when considered in the context of I6 and E6 messages (Query result), in which it is used to order all the TIR operations that took place during a TIR transport.

36. As long as no changes to the itinerary are accepted under the fallback procedure, the calculation of the sequence number of a TIR operation is straightforward and can be performed by customs national systems and by the eTIR international system alike. It should be noted the sequence number is not necessary to order the TIR operations, since they can be ordered using the date and time stamps of the start of each TIR operation.

37. Additionally, it should be noted that, as soon as a change in the itinerary affecting the number of TIR operations of a TIR transport is accepted under the fallback procedure, it is

[3] Changes are in italics

no longer possible for national customs systems nor for the eTIR international system to calculate the sequence number of a TIR operation before the change of itinerary is recorded in the relevant systems. At this point, the calculation of the sequence number relies on the customs officer on the basis of the updated itinerary information available on the accompanying document. Consequently, if a customs officer in one country indicates an incorrect sequence number, a correct message from another customs administration would be refused if indicating the same sequence number.

3. Proposed solution options

38. The first option - remove the sequence numbers from TIR operations messages - would require the following changes to the eTIR specifications:

- In eTIR messages: “I9 - Start TIR operation”, “I11 - Terminate TIR operation”, “I13 - Discharge TIR operation”, “I15 - Notify customs” and “I17 - Refusal to start TIR operation”: the field Sequence number (XPath: ObligationGuarantee /TransitOperation /SequenceNumeric) would be removed (and thus, no longer required from customs).
- In eTIR messages: “I15 - Notify customs”, “I6 - Query results” and “E6 - Query results”, sent by the eTIR international system, the field Sequence number (same XPath) would also be removed.

39. In term of eTIR international system business rule implementation (not explicitly described in this case in the eTIR specifications), upon sending a “I11 - Terminate TIR operation” or “I13 - Discharge TIR operation” the data fields used to determine the operation to be terminated or discharged would no longer be “GuaranteeID + SequenceNumber + (Operation) RegistrationNumber” but “GuaranteeID + CountryCode + (Operation) RegistrationNumber” (note that in the case of Customs Unions, the CountryCode may be replaced by a CustomsUnion Code to ensure the unicity at the customs territory level). This change, transparent to the national customs systems, as the country code can be deduced in eTIR international system based on the message sender, would ensure the uniqueness of the operation reference as nothing ensures that two countries don’t use the same (operation) registration number in the course of a TIR transport.

40. The main practical benefits of this proposal are:

- The simplification of the implementation of eTIR specifications by customs (no longer required to calculate the sequence number value).
- The removal of the risk of human errors and subsequent risk of conflicts of operation sequence number value.
- An improved support of the fallback procedure as the ordering of the operations would now rely on the TIR operation start date-time stamps at any point in time, and as there would no longer be risk of incorrect sequence number values.

41. The second option - to add a rule forbidding changes, addition or removal of loading and unloading places under the fallback procedure - would remove flexibility and possibly lead to issues in the rare occurrences of a refusal to start which would require the holder to return to a country that would have to use to the fallback procedure.

42. The main practical benefit of this second option is the implementation simplification both in the eTIR international system, and in the national customs systems. Indeed, they would no longer need to support digitally a rare use case that requires a significant effort to implement by the eTIR stakeholder IT teams. This option would not need modification of the eTIR international system but would still require national customs system to apply restrictions on the action available to their users if they are following the fallback procedure, and/or to instruct customs users not to accept such changes in case of fallback procedure.

43. It should be noted that both options are not mutually exclusive. They could be implemented each or both, at the same time or at different stages. The second option could even be considered as a temporary measure. However, each option would realize different benefits, and come with different limitations (described above).

4. Additional consideration related to the accompanying document

44. Regardless of the presence of the sequence numbers of TIR operation in eTIR messages, in case of an amendment to the itinerary that would increase the number of TIR operations, national customs systems or customs officers would still have to ensure that the new total number of TIR operations would not exceed the maximum number of TIR operations covered by the guarantee. This would be particularly challenging if this change is performed under a fallback procedure or follows a previous amendment of the itinerary performed under the fallback procedure. Consequently, Under the fallback procedure, customs officers which would be requested to accept a change of the itinerary would need to know the maximum number of TIR operation of the used guarantee. As this information is currently not visible on the accompanying document, it would be required to amend this document format to add it, as it can deduced from the guarantee type code (see eTIR code list CL12) where the number of covered operation is prefixed with an X (e.g.: X02, X03, X04, …). It should be noted that if the second option described above - to add a rule forbidding changes, addition or removal of loading and unloading places under the fallback procedure – was implemented, then this modification of the accompanying document would no longer be required.

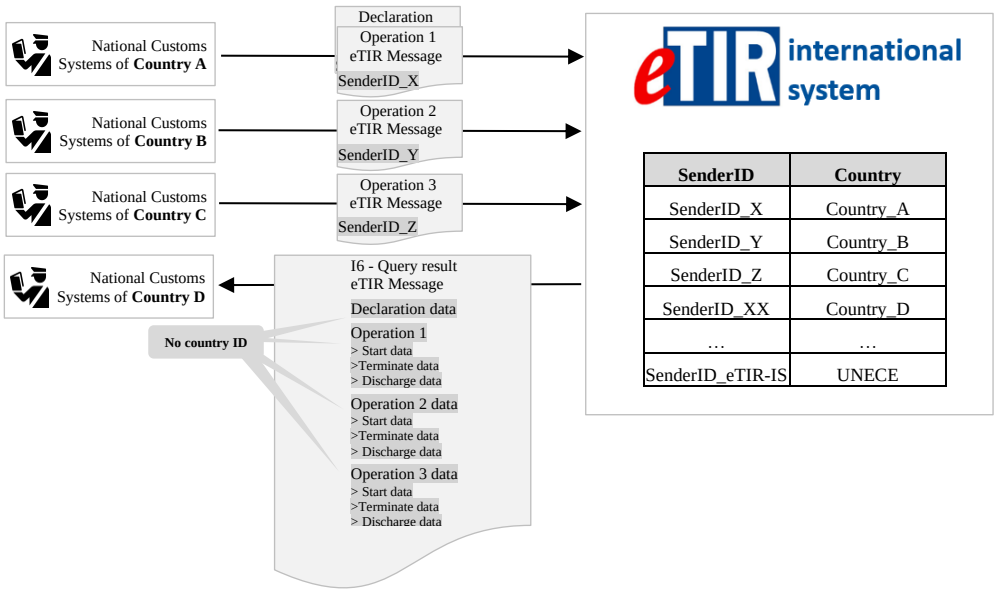
B. Unicity of customs office code

1. Background

45. This chapter describes in detail the history and context of the issue that led to the discussion on unicity of customs code, and the amendment proposal related to the issue of lack of country information in the declaration and TIR operation eTIR messages.

46. While developing the eTIR National Application, the secretariat noticed that the list of declarations, declaration amendments and operations contained in the E6 - Query result, I6 - Query result and I15 - Notify customs eTIR messages, the country of declaration/amendments/operations was not mentioned. This is due to the fact that eTIR international system composes the data of those messages, by copying “as is” the declaration/operation data received from customs in messages “I7 – Record declaration”, “I9 - Start TIR operation”, “I11 - Terminate TIR operation”, “I13 - Discharge TIR operation” and “I17 - Refusal to start TIR operation” without altering them, as described in the figure below (note: the country of the operation start, termination and discharge may not always be the same in customs unions).

Figure I
Outline of declaration and operation eTIR message data flow



47. As illustrated in the figure I, all eTIR messages contains data accompanied by a "Sender ID" and is signed by a X.509 certificate both identifying the country (national customs systems) it comes from. Based on this set of information, the eTIR international system (eTIR IS) has the capacity, using its truststore data, to authenticate the message sender and to deduce the country. Therefore, eTIR IS can also clearly identify the country of origin for each declaration/operation message even if those ones do not contain explicitly the related country code. However, when the international organization or national customs systems query about a TIR transport or when they receive a notification from the eTIR IS, the list of declarations/operations are sent "as received" without indicator of the country it took place in. Though, in general, the country can be deduced from the itinerary of the declaration, when a fallback procedure has been used, the information in the messages will not be sufficient to calculate the country involved without risk of error.

48. In order to calculate the countries of the declaration/operations in E6 - Query result, I6 - Query result and I15 - Notify customs eTIR messages, the secretariat first considered using the customs office IDs mentioned in the declaration/operations messages in order to find the related country of the office, and by deduction of the declaration/operation. However, it was found that due to the lack of harmonized format of customs office codes used by the customs authorities of the Contracting Parties to the TIR Convention, to the fact that most do no follow the current WCO recommended standard (UNLOCODE+8 digit national ID), using the customs office ID as currently recorded in the ITDB was not a reliable way to calculate the country of the declaration/operation.

49. To address the issue of lack of country information in the declaration/operation eTIR messages, the secretariat introduced a new amendment proposal entitled "Unicity of customs code" and proposed two options to the Technical Implementation Body during its sixth session in February 2024:

(a) Option 1: defining (within the TIR Convention or the eTIR specifications) and applying an internationally standard format for TIR customs office identifications which would ensure the global unicity of TIR customs office identifiers, e.g. by prefixing nationally defined identifiers with the ISO 3166-1-alpha-2 country code.

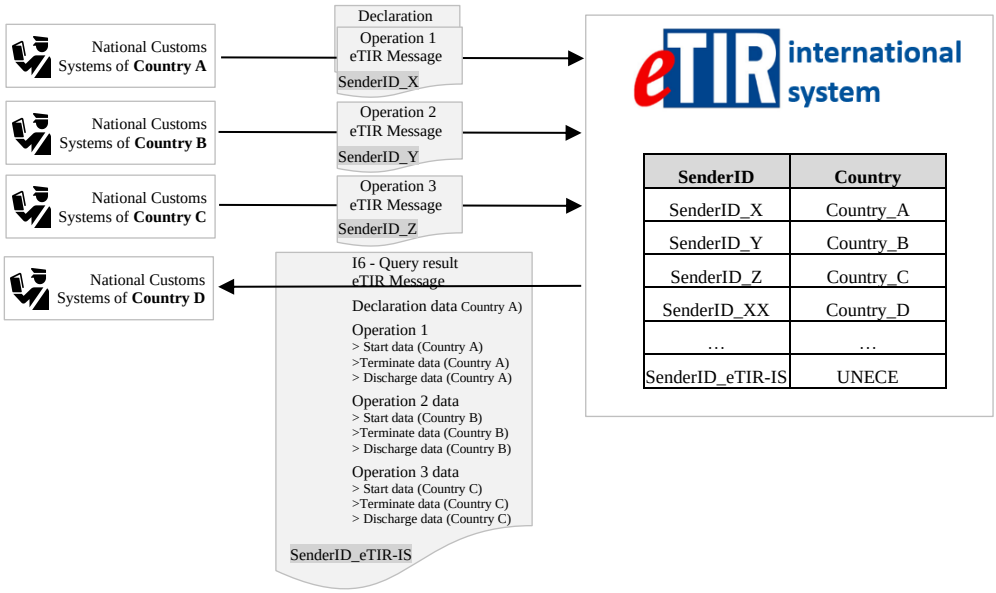
(b) Option 2: amending eTIR messages to include a country code attribute, which will refer to the country in which the customs office is located, together with each customs office identifier, thus addressing the original issue explained above (note: the same way it is described in the itinerary in the "I7 – Record declaration data" eTIR message).

50. TIB supported the idea of creating a standard format for the customs office codes which would ensure their unicity. TIB further mandated the secretariat to request TIRExB to consider including rules regarding to the format of customs office codes used in the ITDB and agreed to revert to this issue at its next session, possibly, with additional information from WCO and an analysis of the implications of the required changes by the secretariat.

2. Additional elements for consideration

51. In the meantime, as the TIR secretariat had more time to reflect on the matter and on the original issue (having the country of declaration/operations listed in the E6 - Query result, I6 - Query result and I15 - Notify customs eTIR messages available to the message receivers). On one hand, the secretariat found out that the 2 options initially proposed do not addressed completely the original issue as no customs office ID is provided in the "I7 – Record declaration data" eTIR message. Consequently, those options would not allow to identify the country recording the declaration. On the other hand, the secretariat identified a new option addressing completely the original issue, and assessed it as less impacting for the eTIR stakeholders and for their systems (national customs systems, eTIR I.S., ITDB, …). This new option is also affecting less the customs office data providers (the customs administration staff). This third option consists in adding the country code to each of the declaration and operation data blocks mentioned in the E6, I6 and I15 eTIR messages based on the Truststore/Sender ID information recorded the eTIR international system. This new option is illustrated in the simplified figure below:

Figure II
Outline of the proposed declaration and operation eTIR message data flow



52. This option would only impact the three eTIR message: E6 - Query result, I6 - Query result and I15 - Notify customs, would not impact ITDB nor the customs administrative users and does not depend on the harmonization of the customs office ID formats. It should be noted that this new option addresses the original issue of lack of country information in the declaration/operation eTIR messages, but it does not address the more global problematic of the unicity of customs office ID format that came up while looking for a solution to the original issue.

53. It should also be noted that, upon request from the secretariat, the WCO confirmed the standard currently recommended for customs office identifiers: UNLOCODE+8 digit national ID.

54. Finally, it should be noted that, due to a very busy agenda, the question of the unicity of the customs office IDs and the proposed option #1 could not be communicated for consideration to the TIR Executive Board during its 100th session in June 2024.

3. Strengths-Weaknesses-Opportunities-Threats analysis and effort/impact assessment

55. The secretariat performed the following Strengths-Weaknesses-Opportunities-Threats (SWOT) analysis and effort/impact assessment for the three proposed options in order to assist TIB in selecting an option to address the issue of lack of country information in the declaration/operation eTIR messages:

Option No. 1:

Defining and applying an internationally standard format for TIR customs office identifications by prefixing nationally defined identifiers with the ISO 3166-1-alpha-2 country code.

Strengths

- Defines an “internationally unique” customs IDs system/format containing the related country information.
- Minor impact on eTIR specifications and eTIR IS application.

Weaknesses

- Not addressing the need to identify the country of declaration.
- Significant impact on the International TIR Data Bank (ITDB).

Opportunities

- Compatible with European Union/NCTS countries customs ID format

Threats

- Incompatible/Not compliant with existing WCO customs office ID standard (also internationally unique).

Option No. 1:

Defining and applying an internationally standard format for TIR customs office identifications by prefixing nationally defined identifiers with the ISO 3166-1-alpha-2 country code.

- Incompatible with customs office ID formats that already may already start with letters.
- Requires for all countries not currently compliant to change their national customs office ID system (or to manage a duplicate customs office IDs in ITDB).
- Requires change management for national customs personnel for several countries (system and processes).

Option #2:

Amending eTIR messages to include a country code attribute, which will refer to the country in which the customs office is located, together with each customs office identifier, thus addressing the original issue.

Strengths

- Compatible with all customs office ID formats
- Minor changes to International TIR Data Bank (ITDB)

Weaknesses

- Not addressing the need to identify the country of declaration.
- Medium impact on eTIR specifications and eTIR IS application ("Country code" field in customs office objects to be added to seven eTIR messages).

Opportunities

- No change management for customs personnel required
- Transparent for customs users

Threats

- Medium impact on national customs systems already interconnected with eTIR IS application.

Option #3:

Adding the country code to each of the declaration and operation data blocks mentioned in the E6, I6 and I15 eTIR messages based on the Sender ID

Strengths

- Addresses all message use cases including declaration.
- Compatible with all customs office ID formats
- No change to International TIR Data Bank
- Minor changes to eTIR specifications and eTIR IS application
- Can be considered for eTIR specifications v4.3

Weaknesses

- Minor changes on eTIR specifications and eTIR IS application to the declaration/operation data received from customs in I6/E6/I15 messages (by adding the country of origin).

Opportunities

- No conflict with WCO customs office ID standard
- Transparent (no change) for customs users

Threats

- Minor impact on interconnected national customs systems

4. Proposed approach and considerations by TIB

56. The secretariat would like to propose to address the issue originally raised "lack of country information in the declaration/operation eTIR messages", and the derived problematic of the global unicity of customs office ID format as two separate items in the future.

57. Regarding the original issue of lack of country information in the declaration/operation eTIR messages, based on the SWOT analysis, the secretariat would like to propose for TIB to consider the option #3, as it requires less changes and has significantly less impacts on the eTIR stakeholders and systems while addressing the mentioned issue completely.

58. Regarding the derived issue of the unicity of the customs office ID format, it shall be noted that, if the option #3 is to be implemented, the unicity of the customs office ID would no longer be mandatory to the proper functioning of the eTIR system. Nevertheless, the secretariat invites TIB to provide guidance on whether and how to address the "global concern" of the unicity of customs office ID format, based on the SWOT analysis and impact assessment information shared in this document, and on WCO customs office ID format recommendation on the matter.

C. Use of the accompanying document in non-interconnected countries

59. At its sixth session, TIB noted that, at its ninety-eighth session (October 2023), the TIR Executive Board (TIRExB) welcomed an informal document transmitted by the Government of Türkiye, on a possible new Explanatory Note to Annex 11 introducing the usage of the eTIR accompanying document(s) en route or at destination in countries that have not yet interconnected with the eTIR international system.

60. TIB further noted that, at its ninety-nineth session (December 2023), TIRExB remained positive toward the idea underlying the Explanatory Note but also stressed that before it would be submitted to AC.2 various issues would have to be addressed, inter alia, that a clear procedure regarding this new usage of the accompanying document should be included in the eTIR specifications. To that end, the TIRExB suggested that TIB should be involved in preparing the required amendment which would clarify all the conceptual, functional and technical details that would allow to put in practice this new provision.

61. TIB mandated the secretariat to prepare, for its next session, a document further describing the procedure which allows for the usage of the accompanying document to continue the eTIR procedure in countries that are not yet interconnected with the eTIR international system.

62. In order to make progress on the matter, the secretariat, with the assistance of the Government of Türkiye, prepared the following clarification regarding the special procedure which could be possibly be later introduced in the eTIR specifications.

63. At its seventh session, TIB decided to continue discussing the technical aspects of the procedure at its next session and further requested Türkiye to underline the technical parts of the proposal which are relevant for TIB.

Outline of the Technical Aspects of the Proposal

64. eTIR International System should contain an updated list of countries interconnected and non-interconnected to the eTIR International System. This list will be used by the eTIR International System to check if this special procedure shall be activated.

65. Upon registration of the declaration data (I7), if the itinerary contains countries non-interconnected with the eTIR International System, the eTIR International System should calculate the number of TIR operations which will take place in non-interconnected countries and provide this number within the I8 message to the customs systems of the customs office of departure. This requires an amendment to the "I8 – Record declaration data results" message.

66. The proposed procedure should be described in the Section 1.2 and Annex 4 of the eTIR functional specifications. Detailed explanations of the various aspects of the procedure are contained in Annex I, while several scenarios describing how the procedure could be implemented are contained in Annex II.

67. The accompanying document sample should be revised to incorporate the new box 17, as well as the reservation field in the "FOR FALLBACK PROCEDURE" section. The

revised format of the accompanying document sample is contained in Annex III of this document.

68. “Section 2 – Transition to eTIR” and possibly “Section 3 - Use cases analysis” of the eTIR Concepts should be revised upon the request of AC.2 to accommodate the special procedure and amend the parts where it is mentioned that the usage of the eTIR procedure requires all countries along the itinerary needs to be interconnected.

IV. Considerations by TIB

69. TIB might wish to consider the above issues and, possibly, provide feedback to the TIRExB that the changes to the eTIR specifications proposed in chapter III.C are feasible, in order to assist the TIRExB to conclude its consideration on the legal amendment proposals, and to instruct the secretariat to present more concrete proposals on the other points at one of its next sessions.

Annex I

I. Procedural details

In order to enable the application of the special procedure, the following requirements shall be ensured:

(a) eTIR International System should contain an updated list of countries interconnected and non-interconnected to the eTIR International System. This list will be used by the eTIR International System to check if this special procedure shall be activated.

(b) Upon registration of the declaration data (I7), if the itinerary contains countries non-interconnected with the eTIR International System, the eTIR International System should calculate the number of TIR operations which will take place in non-interconnected countries (including any TIR operation resulting from a partial unloading) and return this number to the country of departure as part of the "I8 – Record Declaration Data Results" message. This calculation can be done on the basis of the declared itinerary, which lists all customs offices of departure, destination and en route.

(c) On the basis of the above calculation, the customs office of departure will print (or generate) two copies of the accompanying document for each TIR operations in a non-interconnected country, as well as the standard copy for the holder. A slightly amended accompanying document allowing for this special procedure is presented in Annex II. If the customs office of departure is not in position to print the document, the holder will print all generated copies of the companying document.

(d) The customs office of departure will date, stamp and sign box 17 of each copy of the accompanying document.

(e) Each customs office involved in the transport (including those of interconnected countries) will be date, stamp and sign the "FOR FALLBACK PROCEDURE" section of the holder's copy of the accompanying document. Unless the actual fallback procedure has to be used, if the final country along the itinerary (country of destination) is interconnected, the customs offices of this country will not need to sign and stamp the accompanying document, because the standard eTIR procedure can resume.

(f) While customs offices of entry, exit or intermediate destination of interconnected countries must date, stamp and sign the holder's copy of the accompanying document, shall no retain any of the copies intended for the non-interconnected countries. They can also check the holder's copy to obtain information related to TIR operation in non-interconnected counties, if any. In the course of the special procedure, the holder's copy of the accompanying document fulfils the same function as the counterfoils of the TIR Carnets.

(g) In non-interconnected countries, each customs office shall date, stamp and sign the holder's copy of the accompanying document and retain one copy the accompanying document for each TIR operation it will start or terminate, which they shall also date, stamp and sign, in case those documents would end up being used for a claims procedure. Therefore, the number of copies that need to be processed depends on the role of the customs office, as well as the situations described in the paragraphs regarding any partial unloading. In summary, the number of copies retained by the customs offices of non-interconnected countries is similar to the vouchers taken off during the paper-based TIR procedure (i.e., offices of entry, exit and final destination retain one copy, while offices of intermediate destination retain two copies). Sample scenarios in Annex II further clarify this requirement.

(h) No customs office of departure shall be situated in a non-interconnected country and non-interconnected countries shall not be allowed to accept any amendment to the declaration since non-interconnected countries do not have the means to transmit any amendment to the declaration data to the eTIR International System (and by extension, to the interconnected countries).

(i) When the eTIR procedure requires to reprint the accompanying document (e.g. after a change of seals), the customs offices en route or of intermediate destination in interconnected countries are only required to print (or generate) a new copy for the holder

and attach it to the previous one. They shall however manually amend the copies for the non-interconnected customs offices. This ensures that non-interconnected countries will still be in a position to see the date, stamp and signature of the customs office of departure applied on the proposed box 17 in the revised layout of the accompanying document. In other words, only the customs offices of departure (initial or intermediate) should print (or generate) the copies of the accompanying documents for non-interconnected customs offices.

(j) Throughout the special procedure, any non-interconnected customs office changing or applying new seals shall indicate the new seals in the relevant field in the box they will date, stamp and sign in the "FOR FALLBACK PROCEDURE" section of all remaining copies of the accompanying document.

(k) Throughout the special procedure, when non-interconnected customs offices prescribe a different customs office of exit, the change shall be indicated in all the remaining copies of the accompanying document by striking the existing information and entering the new information by hand. In non-interconnected countries, the prescribed customs office of exit shall be on the border as the customs office of exit declared in the itinerary.

(l) For accidents/incidents, the certified report on the verso side of the accompanying document should continue to be used.

(m) If a holder wishes to make a partial loading in a non-interconnected country, the holder should either use the paper-based TIR procedure for the entire transport, or put the goods under the eTIR procedure and declare the intermediate customs office of departure in the non-interconnected country as the final customs office of destination of eTIR procedure, and start a new transport with a paper TIR Carnet.

(n) Partial unloading in a non-interconnected country declared at and recorded by the customs office of departure of an interconnected country will be reflected on the accompanying document. The customs office of partial unloading (intermediate destination) shall strike out and sign the relevant consignment(s) by hand, similar to the existing procedure on the TIR Carnets, on the goods manifest of all the remaining copies of the accompanying document, including on the copy they will retain.

II. Authenticity of the accompanying document

If there are doubts on the authenticity of the accompanying document or on the stamps and signatures, customs officers of non-interconnected countries can log in to the ITDB to access the declaration and TIR operation data registered in the eTIR international system as well as the information about the holder and the guarantee. However, with regard to the declaration data the information shared via the ITDB shall be limited to the information contained on accompanying document, i.e. not including optional information recorded by the country of departure. This information will allow non-interconnecting countries to ensure that the accompanying document is valid, the guarantee is in use and the transport has been duly processed by the previous customs offices along the itinerary.

It should also be noted that, checking the status of a TIR transport in the ITDB is not mandatory and it is proposed as an additional and optional control mechanism if there are doubts about a specific transport or its accompanying document. Processing the copies of the accompanying document by the customs offices is the only procedure required for the completion of the transport.

Customs authorities (and ITDB users) of non-interconnected countries should only be able to access the transport and operations data of a specific transport if they are declared as part of the itinerary, following the existing rule in the eTIR specifications.

III. Claims procedure

As the vouchers detached from a TIR Carnet, the copies of the accompanying document retained by the customs office of non-interconnected countries will provide the required evidence for the claim procedure.

IV. Reservations

In the paper-based TIR procedure, reservations are indicated on box 27 of the voucher No. 2 of the TIR Carnet, and can also be indicated by placing an "R" on the item 5 on the counterfoils which accompanies the entire transport and therefore visible by customs authorities of other countries. With that in mind, the revised accompanying document in Annex III has been amended to allow the indication of any reservation along the transport. In parallel, if a reservation is made by a customs office terminating a TIR operation, the indication should be entered by the customs authorities on the holder's copy and on the copy that will be taken by the customs office terminating the TIR operation, in case the country of the customs office terminating the TIR operation is not interconnected. Interconnected countries should also enter the same information in the relevant eTIR message (i.e. termination (I11) of TIR operation).

V. Refusal to Start TIR Operation in Non-Interconnected Countries

In case a customs office of entry of a non-interconnected country refuses to allow the vehicle to enter its territory, in line with the current version of the eTIR specifications, this customs office should stamp and retain two copies of the accompanying document, and indicate in all the remaining copies of the accompanying document the reason to refuse the entry of the transport on the "reservations" section. If this vehicle returns to a country that is also non-interconnected, the eTIR procedure should be ended since non-interconnected countries should not add new countries to the itinerary. Therefore, if the holder wishes to pursue the rest of the TIR transport, a new paper-based TIR Carnet should be used for the remaining journey.

VI. Annex 10

The customs offices of final destination in non-interconnected countries shall continue to use the control mechanism described in the Annex 10 to the TIR Convention for transmitting termination data to the guarantee chain.

Annex II

Sample scenarios

I. Sample Scenario 1

The itinerary of a TIR Transport is declared as follows:

1. Departure (Customs office A1 - Country A - Interconnected)
2. Exit (Customs office A2 - Country A - Interconnected)
3. Entry (Customs office B1 - Country B - Not interconnected)
4. Exit (Customs office B2 - Country B - Not interconnected)
5. Entry (Customs office C1 - Country C - Interconnected)
6. Destination (Customs office C2 - Country C - Interconnected)

The number of TIR operations in non-interconnected countries is one.

Therefore, Customs office A1 (departure in country A) should print three copies in total (1x2 +1), and date, stamp and sign box 17, as well as the "FOR FALLBACK PROCEDURE" section of all three copies and give them to the holder.

Customs office A2 (exit of country A) should only date, stamp and sign in the "FOR FALLBACK PROCEDURE" section of the holder's copy and return it to the holder.

Customs office B1 (entry in country B) should date, stamp and sign in the "FOR FALLBACK PROCEDURE" section of all three copies and take a copy.

Customs office B2 (exit of country B) should date, stamp and sign in the "FOR FALLBACK PROCEDURE" section of both of the remaining copies, and take copy (for the termination of the TIR operation) and return the holder's copy to the holder.

Customs office C1 (entry in country C), as well as customs office C2 (destination in country C), if there is no other fallback situation present that requires the processing of the accompanying document, do not need to date, stamp and sign the "FOR FALLBACK PROCEDURE" section of the accompanying document, since there is no more non-interconnected countries left until to the end of the transport and the transport can be processed electronically.

II. Sample Scenario 2

The itinerary of a transport is as follows:

1. Departure (Customs office A1 - Country A - Interconnected)
2. Exit (Customs office A2 - Country A - Interconnected)
3. Entry (Customs office B1 - Country B - Not interconnected)
4. Intermediate destination (Customs office B2 - Country B - Not interconnected)
5. Exit (Customs office B3 - Country B - Not interconnected)
6. Entry (Customs office C1 - Country C - Not interconnected)
7. Destination (Customs office C2 - Country C - Not interconnected)

The number of TIR operations in non-interconnected countries is three.

Therefore, Customs office A1 (departure in country A) should print seven copies in total (3x2 +1), and date, stamp and sign in box 17, as well as the "FOR FALLBACK PROCEDURE" section of all seven copies and give them to the holder.

Customs office A2 (exit of country A) should only date, stamp and sign in the "FOR FALLBACK PROCEDURE" section of the holder's copy and return it to the holder.

Customs office B1 (entry in country B) should date, stamp and sign the "FOR FALLBACK PROCEDURE" section of three copies, take one copy (for the start of the new TIR operation), while returning the other two (the holder's copy and the copy that will be presented to Customs office B2) back to the holder. If Customs office B1 removes the seals on the vehicle and applies new ones, the ID number of new seals should be manually entered on the "FOR FALLBACK PROCEDURE" section of all the remaining copies of the accompanying document.

Customs office B2 (intermediate destination in country B) should date, stamp and sign the "FOR FALLBACK PROCEDURE" section of four copies in total, take two of them (the one that is dated, signed and stamped by Customs office B1 for the termination of the TIR operation, and another one for the start of the new TIR operation), while returning the other two (the holder's copy and the copy that will be presented to the Customs office B3 customs office) back to the holder. Customs office B2 should manually strike the consignment, strike the seals number and manually enter the ID number of new seals on the "FOR FALLBACK PROCEDURE" section of all the remaining copies of the accompanying document.

Customs office B3 (exit of country B) should date, stamp and sign the "FOR FALLBACK PROCEDURE" section of two copies and take one of them (the copy that is signed and stamped by Customs office B2 the termination of the TIR operation), while returning the other (the holder's copy) back to the holder.

Customs office C1 (entry in country C) should date, stamp and sign the "FOR FALLBACK PROCEDURE" section of the three remaining copies, keeping one (for the start of the new TIR operation), while returning the other two remaining copies (the holder's copy and the copy that will be presented to the Customs office C2) back to the holder.

Customs office C2 (destination in country C) should date, stamp and sign the "FOR FALLBACK PROCEDURE" section of both of the copies remaining, take one copy (for the termination of the TIR operation), while returning the other one (the holder's copy) back to the holder. Customs office C2 should then transmit the termination information using the international control system described in Annex 10 to the TIR Convention.

III. Sample Scenario 3

The itinerary of a transport is as follows:

1.	Departure	(Customs office A1 - Country A - Interconnected)
2.	Exit	(Customs office A2 - Country A - Interconnected)
3.	Entry	(Customs office B1 - Country B - Interconnected)
4.	Intermediate departure	(Customs office B2 - Country B - Interconnected)
5.	Exit	(Customs office B3 - Country B - Interconnected)
6.	Entry	(Customs office C1 - Country C - Not interconnected)
7.	Destination	(Customs office C2 - Country C - Not interconnected)

The number of TIR operations in non-interconnected country is one.

Therefore, Customs office A1 (departure in country A) should print three copies in total (1x2 +1), and date, stamp and sign in box 17, as well as the "FOR FALLBACK PROCEDURE" section of all three copies and give them to the holder.

Customs office A2 (exit of country A) should only date, stamp and sign the "FOR FALLBACK PROCEDURE" section of the holder's copy and return it to the holder.

Customs office B1 (entry in country B) should only date, stamp and sign the "FOR FALLBACK PROCEDURE" section of the holder's copy and return it to the holder. In case the seals of the vehicles are taken off and new seals are applied (as a result of a physical

examination), Customs office B1 should print a new copy for the holder, which should be attached to the previous copy. Customs office B1 should date, sign and stamp the “FOR FALLBACK PROCEDURE” section of the new holder’s copy, while manually entering the new seals information as well as dating, signing and stamping the “FOR FALLBACK PROCEDURE” section of the other copies that are intended for Country C (non-interconnected country).

Customs office B2 (intermediate departure in country B), after the receipt of the I8 message from the eTIR International System, should print three new accompanying documents. The new holder’s copy should be attached to the old holder’s copy, while the old versions of the other two copies that were printed for country C (not interconnected country) should be discarded and replaced with new ones. Customs office B2 customs office should date, stamp and sign box 17, as well as the “FOR FALLBACK PROCEDURE” section of all three new copies and give them to the holder.

Customs office B3 (exit of country B) should only date, stamp and sign the “FOR FALLBACK PROCEDURE” section of the new holder’s copy and return it to the holder.

Customs office C1 (entry in country C) should date, stamp and sign the “FOR FALLBACK PROCEDURE” section of all three new copies, taking one (for the start of the new TIR operation) and returning the other two remaining copies (the holder’s copy and the copy for Customs office C2) back to the holder.

Customs office C2 (destination in country C) should date, stamp and sign the “FOR FALLBACK PROCEDURE” section of both of the copies remaining, taking one copy that is also signed and stamped by Customs office C1 (for the termination of the TIR operation) and returning the other one (holder’s copy) back to the holder. Customs office C2 should then transmit the termination information using the international control system described in Annex 10 to the TIR Convention.

Annex III

Amended layout of the accompanying document

Figure III.1
Accompanying document – Recto
(Changes are highlighted in **bold**)

	1. eTIR guarantee number and barcode MX51000000
2. Customs office(s) of departure	3.(a) Name of the international organization 3.(b) Name of the issuing association
Itinerary and national references	4. Holder identification number
	5. Country/Countries of departure / 6. Country/Countries of destination
7. Registration No(s). of road vehicle(s)	8. Documents attached to the manifest

GOODS MANIFEST

9. (a) Load compartment(s) or container(s) (b) Marks and Nos. of packages or articles	10(a) Number and type of packages or articles; description of goods, customs office(s) of destination	10(b) HS Code	11. Gross weight in kg	16. Seals or identification marks applied, (number, identification) **17. Officer's signature and customs office date stamp:**

FOR FALLBACK PROCEDURE

Officer's signature and customs office date stamp: New seals: **Reservations:**	Officer's signature and customs office date stamp: New seals: **Reservations:**	Officer's signature and customs office date stamp: New seals: **Reservations:**	Officer's signature and customs office date stamp: New seals: **Reservations:** 4
Officer's signature and customs office date stamp: New seals: **Reservations:** 5	Officer's signature and customs office date stamp: New seals: **Reservations:**	Officer's signature and customs office date stamp: New seals: **Reservations:** 7	Officer's signature and customs office date stamp: New seals: **Reservations:** 8
Officer's signature and customs office date stamp: New seals: **Reservations**: 9	Officer's signature and customs office date stamp: New seals: **Reservations:** 10	Officer's signature and customs office date stamp: New seals: **Reservations:** 11	Officer's signature and customs office date stamp: New seals: **Reservations:** 12
Officer's signature and customs office date stamp: New seals: **Reservations:** 13	Officer's signature and customs office date stamp: New seals: **Reservations:**	Officer's signature and customs office date stamp: New seals: **Reservations:** 15	Officer's signature and customs office date stamp: New seals: **Reservations:**

Figure III.2
Accompanying document - Verso

Certified report

Drawn up in accordance with Article 25 of the TIR Convention
(See also Rules 13 to 17 regarding the use of the TIR Carnet)

1. Customs office(s) of departure

2. **TIR CARNET** N

3. Name of the international organization

4. Registration No(s). of road vehicle(s)
Identification No(s). of container(s)

5. Holder (identification number, name, address and country)

6. The customs seal(s) is/are — intact ☐ not intact ☐

7. The load compartment(s) or — intact ☐ not intact ☐

8. Remarks

9. ☐ No goods appeared to be missing ☐ The goods indicated in items 10 to 13 are missing (M) or have been destroyed (D) as indicated in column 12

10. (a) Load compartment(s) or container(s) (b) Marks and Nos. of packages or articles	11. Number and type of packages or articles; description of goods	12. M or D	13. Remarks (give particulars of quantities missing or destroyed)

14. Date, place and circumstances of the accident

15. Measures taken to enable the TIR operation to continue
☐ affixing of new seals: number _____ description _____
☐ transfer of load (see item 16 below)
☐ other

16. If the goods have been transferred: description of road vehicle(s)/container(s) substituted

	Registration No. / Identification No.	Approved Yes	Approved No	No. of certificate of approval	Number and particulars of seals affixed
(a) vehicle		☐	☐		/
		☐	☐		/
(b) container		☐	☐		/
		☐	☐		/

17. Authority which drew up this certified report

Place/Date/Stamp _____ Signature _____

18. Endorsement of next Customs office reached by the TIR transport

Signature _____

☐ Mark the appropriate boxes with a cross