UNITED NATIONS ECONOMIC COMMISSION FOR EUROPE

Guide
to drafting a National Trade Facilitation Roadmap

UNITED NATIONS

Guide to Drafting a

NATIONAL TRADE

FACILITATION ROADMAP

Final Draft

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FOREWORD

Trade facilitation is a key factor for national competitiveness and the economic development of countries. This has been acknowledged, after many years of negotiations, by the adoption of the World Trade Organisation's (WTO) Agreement on Trade Facilitation at the 9th Ministerial Conference in Bali in December 2013. This Agreement, which includes Special and Differential Treatment for developing and least developed countries, is a key catalyst for trade facilitation implementation and is expected to trigger wide ranging international technical assistance programs for developing and transition economies.

For any country, the development of a simplified and automated trade environment is a challenging reform programme that requires vision, leadership, change management and collaboration between all stakeholders. These reforms are ideally managed by a national trade facilitation committee reporting to the highest policy layers in the country. The establishment of such a committee has been recommended by UNECE since 1974) and has now become a requirement under the WTO Trade Facilitation Agreement, Article 23.2.

As an important part of its work and as one of it's first activities, the national trade facilitation committee needs to develop a high level master plan or Roadmap that describes the goals of the trade facilitation reform, the activities to be undertaken and the expected results. This Roadmap is a crucial managerial instrument to oversee the implementation of the reform and ensure the support of policy makers and stakeholders in the different administrations and in the private sector.

To support the work of trade facilitation committees, UNECE has developed this user-friendly Guide on how to draft a national trade facilitation Roadmap. The Guide provides a template for the structure of a Roadmap, gives examples and practical recommendations on how to draft the document as well as on how to ensure final approval and the support of the stakeholders involved. In writing this Guide, UNECE drew on the expertise and lessons learned from international trade facilitation practitioners around the world as well as the latest best practices in project management approaches.

The Guide also draws on the work of the UNECE's Centre for Trade Facilitation and Electronic Business (UN/CEFACT). UNECE, through UN/CEFACT, is the main body in the UN System in charge of developing trade facilitation recommendations and standards for the simplification and standardization of global trade. Governments and administrations around the world use these standards and recommendations to develop policies and strategies to improve the competitiveness of their national economies.

It is my hope that this Guide will respond to the needs of many trade facilitation committees around the world and support them in the challenging task of further developing their national economies and implementing trade facilitation reforms in their countries.

Christian Friis Bach

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INTRODUCTION

In recent years, trade facilitation (TF) has been recognised as a key factor in trade and economic development policy. This is due to the realisation that trade facilitation can generate major benefits for the economy in terms of competitiveness and efficiency and can greatly enhance the participation of developing and transition economies in the global economy.

Discussions on trade facilitation at the WTO and other international fora have greatly helped this process, bringing the issue to the highest level of political decision-making. Indeed, with trade facilitation on national political agendas, many countries are now faced with the challenge of translating this broad concept into specific implementation strategies that can achieve the expected results and economic benefits.

Effective trade facilitation involves a total trade transaction approach across the entire supply chain. This broader approach requires careful planning and collaboration across a wide number of government agencies and must be undertaken in close collaboration with the private sector. UNECE recommends that this be done in a strategic planning framework that includes the development of an agreed National Trade Facilitation Roadmap.

This trade facilitation strategy provides the framework for a national trade facilitation reform programme over a period of three to five years. It defines the scope of trade facilitation, as this is a horizontal subject that affects several policies. Thus, it indicates what the trade facilitation reform wants to achieve, what activities will be carried out and by whom, and how the progress of implementation will be measured. The document that describes the national trade facilitation strategy and programme is, hereafter, referred to as the "National Trade Facilitation Roadmap".

> **What is a Trade Facilitation Roadmap?**
>
> *A National Trade Facilitation Roadmap is a short but comprehensive document laying down a strategic vision for implementing trade facilitation reforms in a given country and within a given period (usually three to five years). The Roadmap includes the set of Activities to be undertaken in order to reach pre- defined goals that will be measured with the help of performance indicators.*

This Guide describes the components of a National Trade Facilitation Roadmap and how such a document can be drafted in a country. It goes beyond existing TF planning tools and more generic strategic planning frameworks by providing a more tailor-made methodology, a document structure and lessons learned from TF experts around the world.

Benefits of a Roadmap

Having a Roadmap is advantageous in many ways. It provides a common vision to make sure that TF stakeholders (including public and private agencies) are all moving in the same direction. It also provides continuity to public agencies implementing reforms, shielding the reform programme from changes in the Government.

The Roadmap complements other TF planning tools such as the WTO TFA needs assessments and supports the work of National Trade Facilitation Committees and other TF implementation bodies.

International donors can use a Roadmap as a reference to provide financial and/or technical assistance to the different TF projects included in it.

> ***What are the benefits of a Roadmap compared to other TF plans?***
>
> A National Trade Facilitation Implementation Roadmap may have a wider scope than other TF plans such as the WTO TF Needs Assessments or the UNCTAD National Trade Facilitation Implementation Plans. A Roadmap complements the two above mentioned instruments, as follows:
>
> - The scope of a Roadmap includes, but it is not limited to the provisions of the WTO Trade Facilitation Agreement.
> - A Roadmap is based on a vision statement that reinforces the political commitment needed for TF reforms.
> - A Roadmap establishes a governance structure for the overall management of TF reforms.
> - A Roadmap uses performance indicators as a driving force for the reforms. Monitoring and evaluation are core elements of the Roadmap
>
> Countries that have already undertaken the WTO TF Needs Assessments or the UNCTAD National Trade Facilitation Implementation Plans can integrate the results of these plans in their Trade Facilitation Implementation Roadmap (see Chapter "Baseline current situation").

Structure of the Guide

This Guide contains two parts:

- Part I, *'Template for the National Trade Facilitation Roadmap'* answers the question, "What should be the structure of the Roadmap document itself?" For instance, it provides a recommended table of contents for a Roadmap, describing the objectives and content of each chapter as well as including information on techniques, for example how to prioritise activities.
- Part II, *'Process of drafting a National Trade Facilitation Roadmap',* answers the question: "What are the phases and actions to go through when drafting a National Trade Facilitation Roadmap?" It describes the necessary steps to: initiate the process of drafting a Roadmap; draft the Roadmap itself; and achieve its approval.

A Guide from practitioners to practitioners

This document is a Guide developed by practitioners for practitioners. Thus, it builds on elements of well-known planning methodologies[1] such as the *Logical Framework Approach*[2] and *Prince2*[3].

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1 Other planning methodologies that could be taken into consideration while drafting a TF Roadmap but have not been directly mentioned in this document are: Balance Scorecard Strategic Planning, Project Management Body of Knowledge, Results-Based Management and Planning as well as Theory of Change, among others.
2 The Roadmap terminology and structure used in this document represents a simplified version of a logical framework approach. While the logical framework approach usually has a four layered structure, the Trade Facilitation Roadmap uses only three layers. A further comparison of logframe terminologies is included in the Annex.
3 http://www.prince2.com/what-is-prince2

The target audience of this Guide is policy makers and especially members of National Trade Facilitation Committees, who would like to create a strategic planning document to guide their work on trade facilitation.

It is assumed that the drafters of a Trade Facilitation Roadmap are well aware of the available trade facilitation solutions, instruments and standards, such as those developed by UNECE, UN/CEFACT, UNESCAP, UNCTAD and the World Customs Organisation (WCO). Thus, this Guide does not explicitly detail all of the available trade facilitation instruments but rather makes reference to the existing tools where appropriate, especially those which can be referenced through the UN Trade Facilitation Implementation Guide (TFIG)[4].

The process of drafting and approving a National Trade Facilitation Roadmap is not an easy one, especially in countries where trade facilitation is not seen as a high priority in the political agenda. It is good practice for a drafting team to seek the assistance of practitioners from other countries or international experts who have already drafted Roadmap documents.

For example, Greece established a National Trade Facilitation Roadmap that successfully set up the path for a comprehensive trade facilitation reform in the country. The lessons learned from that experience are included in this Guide. Additionally, UNECE has received substantive input from experienced trade facilitation implementers around the world. Their experiences and advice have also been integrated in this Guide. UNECE would like to thank those experts who have contributed to this Guide for their know-how. Further, UNECE welcomes feedback and suggestions from users which can be incorporated in future releases of this Guide.

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4 tfig.unece.org

PART 1: THE CONTENT OF A TRADE FACILITATION IMPLEMENTATION ROADMAP

A National Trade Facilitation Roadmap is a short, comprehensive document laying down a strategic vision towards trade facilitation reforms in a given country and identifying the milestones needed to achieve them within a given period. It should be a public document, accessible to all stakeholders involved in such a reform. Thus, it should be written in plain language, comprehensive and easy to understand. Detailed information should be placed in annexes in order to increase readability.

It is suggested that the Roadmap document contain seven chapters as shown in the graphic below. This part of the Guide briefly explains what should be included in each chapter.

Figure 1:Structure of the Roadmap document

The graphic above appears at the beginning of each chapter in order to visually guide the reader through the structure of the Roadmap.

The Roadmap terminology and structure used in this document represents a simplified version of a logical framework approach.The idea behind this simplified process is to make the drafting procedure easier, more straightforward and more easily understandable for all stakeholders. While the logical framework approach usually has at least a four layered structure, the Trade Facilitation Roadmap uses only three layers, as shown in the graphic below.

Figure 2: Structure of the logical framework approach versus the Roadmap Simplified Approach

Standard Logical Framework Approach	Roadmap Simplified Approach
Impact	Vision
Goals	Goals
Outcomes	Activities
Outputs	

It is worth mentioning that, while many international organisations and donors apply result based management techniques, the terminology used varies from one international organisation or donor to another. An overview of terminologies is included in the Annex of this document.

Drafting a Roadmap: good practices

Be inclusive: *A national trade facilitation reform programme involves a wide-range of actors. The process of drafting a National Trade Facilitation Roadmap should therefore be inclusive. TF stakeholders will be more supportive of implementing a Roadmap that they helped to conceive.*

Be consistent: *Before drafting a National TF Roadmap, an analysis should be undertaken of current actions and initiatives in areas relevant to trade facilitation such as trade, investment and transport, in order to ensure that the TF Roadmap builds on any existing initiatives.*

Be comprehensive: *Trade facilitation involves a wide-range of initiatives that include policies, business processes and approaches. The Roadmap needs to take a holistic approach, considering all aspects of trade facilitation.*

Be concise and clear: *The TF Roadmap should be accessible and easily understood by policy makers and managers from knowledge areas other than trade facilitation. It should be concise and, ideally, not longer than 50 pages. It should emphasize the benefits of the reforms, highlighting the impact of TF reforms on economic growth. This will help when gathering the necessary political and administrative support for the Roadmap.*

Leave details for later: *The TF Roadmap defines main Activities needed to achieve strategic goals and how to measure performance. It will not define how in detail each Activity is implemented. This is left to project plans that are developed when the Roadmap is in its implementation stage.*

Use existing tools: *International organisations provide a wide range of tools that are useful when drafting a National TF Roadmap. It is highly recommended to use them. This Guide makes reference to several of those tools.*

I.   VISION STATEMENT

The vision statement is the first element in a Trade Facilitation Roadmap and summarizes the objectives of the trade facilitation reform and the benefits for the country. The objective of the vision statement is two-fold: it provides guidance and direction for the reform process and it also serves as inspiration and a source of motivation.

Having a vision statement will help policy makers to express the benefits of trade facilitation in a language that is more understandable to their electorate and the general public. A vision statement can, therefore, help to gather the political support and commitment that is necessary to undertake comprehensive trade facilitation reforms.

To serve that purpose, it should be formulated in a clear and concise way, focusing on what and when - and not necessarily on how - this is going to be achieved. It should display the benefits to be achieved in quantifiable form (using figures) and timelines by which they should be achieved (dates). It can, for instance, focus on reaching certain indicators: *"By [date], the trade facilitation reforms in [country] will result in an increase/decrease of [indicator] by [percentage]"*

Indicators can be, for example, an increase in the Gross Domestic Product (GDP), exports, employment or a reduction in the time and costs required for import, export and transit.

In some cases, performance indicators and other benchmarks could also be used in the definition of the vision statement*: "By [date], [country] will rank among the Top XX countries of the world in [performance indicator]".*

Examples of performance indicators that are commonly used in trade facilitation are given on page 17.

Another option is to link the vision of the Roadmap to a high level policy objective, such as the implementation of a regional or global trade agreement (i.e. Revised Kyoto Convention, WTO Trade Facilitation Agreement, among others): *"By [date], [country] will implement all provisions included in [trade agreement]".*

Finally, some existing major trade facilitation projects could also form part of the vision. These are projects that, because of the nature of the reform involved, require a high level of inter-ministerial coordination and are expected to have a substantive impact on trade (i.e. single window, paperless trade, among others): *"By [date], [country] will implement [major TF project]".*

The vision statement should be complemented with a short text that provides a narrative to the statement. The narrative will be used throughout the implementation as standard text to flag the objectives of the reform processes and its main benefits.

A vision statement should not be confused with a mission statement. A mission statement explains why the organisation exists, not what it wants to achieve in the future.

II. BASELINE CURRENT SITUATION

The objective of this chapter is to assess the current trade facilitation situation in the country and its deficiencies with regard to a desired to-be situation. The to-be situation is often defined by international best practice such as the WTO Trade Facilitation Agreement, the WCO Kyoto Convention or best practices from other countries.

By describing the current situation and its deficiencies, this chapter defines the gap that needs to be filled by the specific Goals and Activities that will be defined in the next two chapters of the Roadmap in order to reach the high level vision statement described in the first chapter of the Roadmap. It thus provides the background for the proposed trade facilitation Activities and the framework of best practice rules and objectives that will guide the implementation.

The main work in drafting this chapter will go into describing the current trade situation of the country, the trade policy environment and initiatives (trade agreements, entry into common markets, etc.) the competitive situation and the main obstacles to trade that the roadmap will take into account.

There are several instruments that can be used for developing this baseline. Below is a non-comprehensive list of such instruments:

INSTRUMENT	DESCRIPTION
Desk research	Desk research is the process of gathering and analysing already available information, such as reports, studies and global indicators. Many countries have already undertaken in depth analyses of different trade processes and these may already bring many issues to light (i.e. WTO Needs Assessment, Trade Policy Reviews, UNECE's method of assessments of regulatory and procedural measures to trade and Customs modernization programmes, among others). Country rankings on global indexes (i.e. World Bank Doing Business Index or Logistics Performance Index) may also be available. This information can be considered as a basis for describing the current challenges.
Gap analysis	Gap analysis is a methodology to compare processes and define the gap existing between the current situation and the desired situation or outcome. The desired outcome should be clearly identified and it should be concrete (i.e. Provisions of the Revised Kyoto Convention, WTO Trade Facilitation Agreement). This detailed methodology compares each process step-by-step and documents the differences.
Consultations and interviews	Stakeholder consultations and interviews are a powerful source of information. They provide opportunities for stakeholders to voice opinions and concerns regarding the current situation and suggest solutions to existing challenges. Depending on time and resources available, the Drafting Team might decide to undertake: • **One to one interviews** with a limited number of key stakeholders following a script that addresses the main reasons for delay and costs in trade procedures. • **Questionnaires** for stakeholders with questions that address current issues and possible solutions. Questionnaires can be sent online, in paper form or be used during an interview with a trade facilitation expert.[5] • **Consultation workshops** organised as a brainstorming events with key stakeholders are a fast way to gather vital information on the current situation and identify main challenges ahead. It is important to properly prepare such workshops, making sure that the discussions are focused on the essential topics. One technique is to start the discussion by creating a Problem Tree. A problem tree is a visual tool to identify and prioritise problems, objectives or decisions. The main issue is represented by the tree's trunk and the relevant factors,

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[5] There are several questionnaires that could be used as a reference for this kind of exercise. For instance: UNECE, Assessing regulatory and procedural measures in trade: An Evaluation Methodology
http://www.unece.org/fileadmin/DAM/trade/Publications/ECE-TRADE-409E.pdf
UNESCAP, Trade Facilitation and Paperless Trade Implementation in Asia and the Pacific,
http://unnext.unescap.org/tfforum13-survey.asp

INSTRUMENT	DESCRIPTION
	influences and outcomes appear as systems of roots and branches. This tree helps the group to analyse an existing situation by identifying the major problems and their main causual relationships. The end result is a visual arrangement of problems separated into 'causes' and 'effects', joined by a core, central problem.[6]
Business Process Analysis (BPA)	A BPA is a structured way to analyse the current efficiency of export and import processes and is a useful instrument to identify gaps in the export and import processed. It provides a comprehensive and detailed view of a specifc area of business processes. A BPA typically takes three to four months to be completed. Based on the resources available and the timelines given, the Lead Editor needs to decide whether a BPA should be included in the baseline phase and how detailled this analysis should be. To establish a baseline sitiation in a country the scope of the BPA should be rather wide and should not include a detailled description of the business processes.

The type of instruments used will depend on the available financial and human resources, the time available for drafting the Roadmap and the subject area that is to be analysed. As shown in the graphic below, BPA is the most resource intensive instrument but provides the most detailed analysis of the situation. Desk research, on the other end, is the least resource intensive and fastest instrument. However, the results obtained with this technique depend very much on the quality of the reference data and studies available.

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6 Sites were more information on how to create problem trees can be found includes:
- United Nations Development Programme: Handbook on Planning, Monitoring and Evaluating for Development Results (2009) http://web.undp.org/evaluation/handbook/documents/english/pme-handbook.pdf, accessed on 26 August 2014.
- United Nations Environmental Programme: Project manual: formulation, approval, monitoring and evaluation (2005): http://www.unep.org/pcmu/project_manual/Manual_chapters/project_manual.pdf, accessed on 26 August 2014.

Figure 3: Techniques for creating baselines
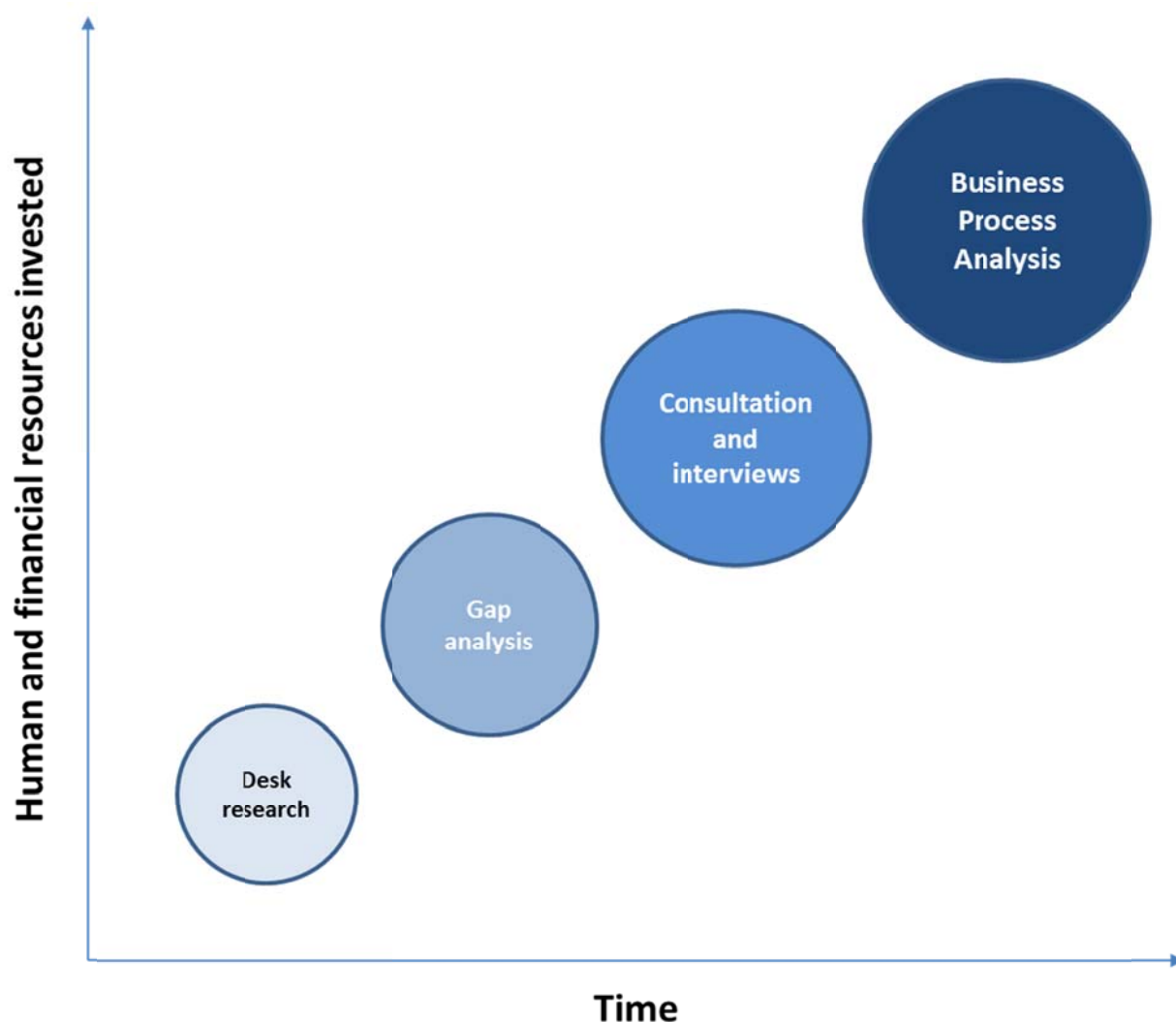
NB: The size of the circles indicates the level of detail obtained by the analysis undertaken with each baseline technique

The information gathered using these or other methodologies needs to be analysed and described in such a was that they can be used to identify the gap between the current situation and a chosen best practice situation. For example: *"In [present date]: [number] documents are needed to export, [number] to import; on average, transit cargo takes [number] days/hours to be released; the average cost for importing/exporting a container is [cost]; the following measures of trade facilitation have not been implemented yet: [measures]; [percentage] of goods are physically inspected at the border".*

III.   GOALS

The Vision Statement in chapter 1 provides a high level picture of the desired (future) trade facilitation situation. The Baseline defined in chapter 2 depicts the current state of cross-border trade and the main challenges to address. Based on these two elements, the Goals to be achieved can be identified.

IDENTIFYING GOALS

The Goals define the future outcome that needs to be achieved. Each Goal contributes to the achievement of the Vision Statement.

While the Vision Statement needs to be short, the Goals can go into detail about the results to be attained, building on the possible solutions to the previously described impediments detailed in the Baseline.

Goals contemplated in the strategy should be S.M.A.R.T., meaning specific, measurable, attainable, relevant and time bound·

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For instance:

"Goal 1: To reduce transaction time by (percentage) by establishing paperless trade for exports by (date). Traders will be allowed to submit all documents requested for export electronically."

"Goal 2: To reduce release times by (percentage) for imports by upgrading the Customs risk management system and implementing risk management systems in other Agencies dealing with inspections such as the Ministry of Agriculture and the Ministry of Heath by (date)."

IDENTIFYING GOAL PERFORMANCE INDICATORS

When implementing the Roadmap, it is necessary to identify objectively verifiable indicators that measure the progress made. According to the Logical Framework Approach[7,], objectively verifiable indicators are references defining which conditions demonstrate that a goal was successfully achieved or an action effectively implemented. In other words, indicators demonstrate results.

The Roadmap should set performance indicators to assess the achievement of the Goals or their results (Goal Performance Indicators). These indicators need to be quantifiable; they need to have a unit of measurement. Some examples of measurement are time for clearance of imports, the transport costs for a container or number of inspections, among others. A Goal Performance Indicator (GPI) may include reference to the baselines identified earlier in the Roadmap. For instance, a decrease in the costs of transport will need to be measured against the actual cost at the time the Roadmap was drafted. Thus, baselines need to be included and properly documented if there are to be used as part of the performance indicators.

Goal Performance Indicators may also (or alternatively) use international benchmarks that compare the country's situation in relation to other countries. These benchmarks are particularly useful if the Goals of the Roadmap aim at improving the trading situation of the country in comparison with other countries.

International rankings for logistics and other trade facilitation indicators are a good reference point for use as Benchmarks. For instance, the rankings of the World Bank Doing Business with its Trading Across Borders Indicators[8] as well as the Logistics Performance Index[9] can be used as reference points.

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7 The Logical Framework Approach is a standard methodology that is widely used by international donor agencies and is a mandatory requirement for funding by many donor agencies. This document builds on the Logical Framework Approach in the Roadmap Guide to facilitate the drafting of project proposals for the implementation of the activities at a later stage.

8 www.doingbusiness.org

9 lpi.worldbank.org

Figure 4: Example of Goal Performance Indicators with internal and external benchmarks
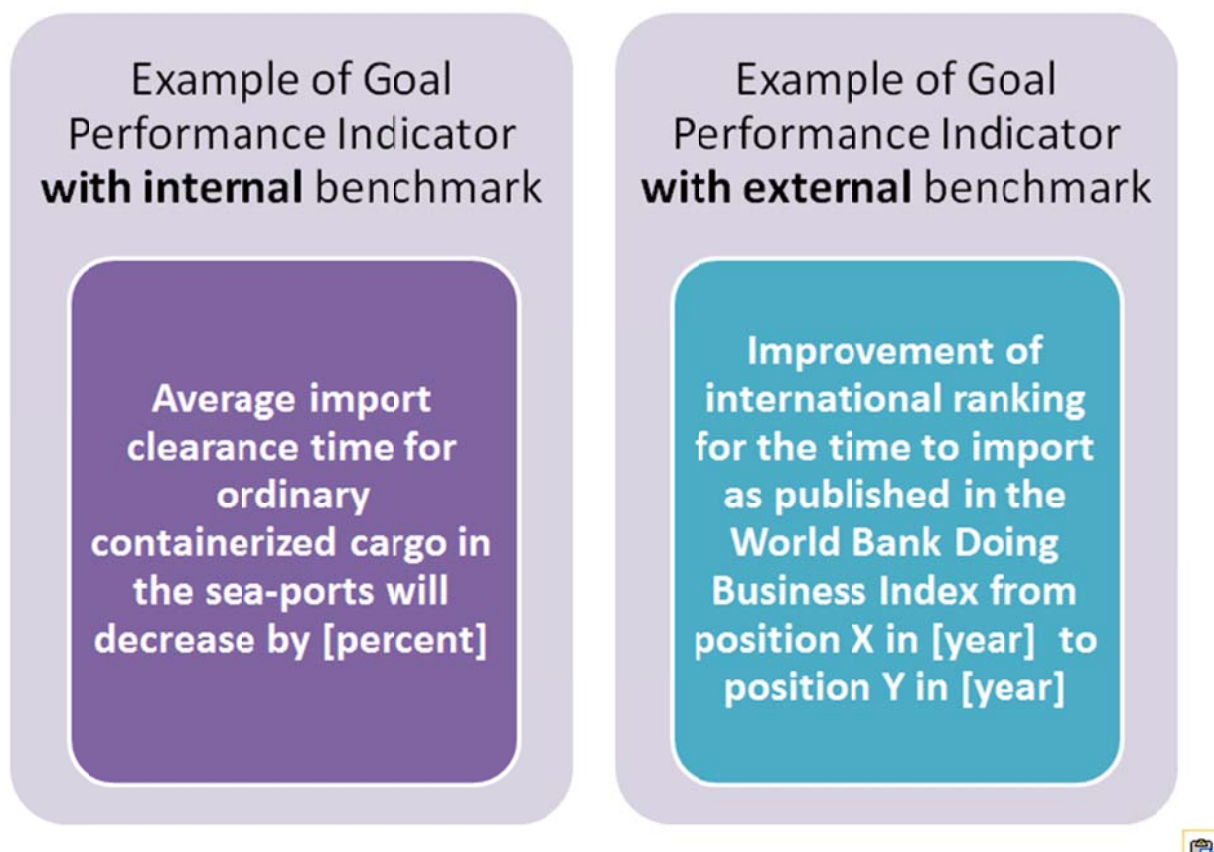
However, international rankings should always be used prudently as performance indicators. It is important to put them in perspective. Many times, international organisations create rankings on the basis of questionnaires answered by Government officials and private sector representatives. Thus, the results may vary depending on the opinion of the person filling in the questionnaire. Secondly, rankings are by definition relative to the situation in the countries.

As a result, a countries ranking may improve, without them doing any reforms as a result of deteriorating conditions in other countries. Likewise a significant improvement in trade facilitation may result in a lower ranking, as a result of other countries having also improved and having done so to a greater degree than the country in question.

When setting up Goal Performance Indicators using an external Benchmark, a country should answer the following questions:

- What is my country's current position? How much does my country score in the different aspects taken into consideration?
- Which countries are in a comparable position to my country to assess whether the Roadmap Goals are being implemented successfully?
- Which countries have developed trade facilitation best practices that I would like to replicate?
- What is the position of the countries I am benchmarking against?
- In which position should my country be after [number of] years?

Goal Performance Indicators relating to several activities

To achieve a Goal, several actions may be necessary. Thus, a Goal Performance Indicator can be related to more than one action, even if it is usually used to evaluate the performance of only one Goal. Consequently, it is convenient to number them as GPIs, i.e. GPI1, GPI2, GPI3… This will make easier to refer to them throughout the conception and implementation of the Roadmap.

IV.   ACTIVITIES

A pre-defined Goal will be achieved by implementing one or more Activities.

IDENTIFYING ACTIVITIES

Under this chapter, the Roadmap needs to define how the set Goals will be achieved, in other words, which Activities should be implemented. In the context of the Roadmap, an Activity is a specific action or project that will implement a trade facilitation instrument or solution.

An Activity can be, for example:

"Activity 1: Introduce an electronic payment system for importers and exporters at Customs clearance points."

"Activity 2: Conduct a Business Process Analysis on the procedures and documents required for key national export products."

A non-comprehensive list of possible Roadmap Activities that aim to implement trade facilitation instruments is given in the figure below:

Figure 5: Examples of TF Activities

Examples of TF Activities
• **Establish an Advance Rulings Department** • **Create an Authorized Economic Operators (AEO) regime** • **Enhance Border Agency Cooperation** • **Conduct Business Process Analysis** • **Draft a Corridor Management Policy** • **Launch a Customs Cooperation Working Group** • **Introduce a Customs Reform Strategy** • **Harmonize Data** • **Expedite Shipments** • **Procure a paperless Trade System** • **Advise Traders on Pre-Arrival Processing** • **Publish and make information available** • **Implement a Risk Management System** • **Develop a Single Window** • **Conduct a Time Release Study** • **Establish a TF Committee and Consultation**

Source: UNECE Trade Facilitation Implementation Guide
http://tfig.unece.org/contents/case-studies.htm

As a Roadmap is implemented over a three to five year period, the description of Activities should be kept broad and just describe *what* the Activity is and not which methodologies or approaches will be used to implement the Activity. The description of *how* the Activity is implemented will be described in the project plans that will be developed during the implementation of the Roadmap. Thus, establishing detailed project plans for the implementation of key Activities could be considered to be a first Activity of the Roadmap itself*.*

IDENTIFYING ACTIVITIES COMPLIANCE INDICATORS

Activity Compliance Indicators (ACI) measure whether an Activity has been successfully implemented in terms of quantity, quality, time frame and location.

As explained before, the same Goal Performance Indicator can be used to measure the achievement of more than one Activity. However, an Activity Compliance Indicator remains specific to a particular Activity.

PRIORITIZATION OF ACTIVITIES

When drafting the Roadmap, Activities should be scheduled according to their prioritization and interdependency. Interdependency means that some measures can only be achieved after others have already been implemented. For instance, in order to establish an Authorised Economic

Operator Scheme (Activity 1), a risk management system (Activity 2) should already be in place in order to identify the compliant traders that can participate in the AEO Scheme.

Prioritization is the process of evaluating the effort and time needed to implement an Activity and the impact it will have on the Goals compared to other Activities. Activities that are easy to implement and have a big impact should have a higher priority than those that are difficult to implement and shall only bring little improvements. Therefore, as the Activities are identified, each needs to be assessed and attributed a level of effort and a return on investment.

As it will be explained in Part II, the development of Activities is an iterative process emerging as a result of discussions and meeting with many stakeholders. During this process, a number of proposals for Activities will be collected, which then raises the question of their relative priority. It is important to consult on priorities with stakeholders, to make sure that that the Activity plan receives the necessary support when the implementation starts.

When there are many different Activities, it can be challenging to build a consensus with stakeholders on priorities. Thus, the Drafting Team needs to guide the stakeholders through a transparent process that helps the stakeholders to prioritise the Activities. The following techniques are suggested to help the Drafting Team to prioritize Activities.

First, the Drafting Team categorizes the Activities into three groups, as follows:

- **Quick wins:** Activities that require low to medium effort and can be realised in the short term. Their impact on Goal Performance Indicators is normally moderate.
- **Leverage**: Activities that require medium to high effort and can be realised in the mid term. Their impact is considerable.
- **Strategic**: Activities that require greater effort and can be realised in the long term. They usually will have a high impact on Goals.

Interdependency between the different Activities should be taken into consideration as well, as some Activities might not be realizable until others have been implemented.

Secondly, Activities are presented graphically in a chart where one axis represents the time required to implement the Activity and the other axis represents the amount of effort (in terms of cost and/or change management) required for the implementation of the Activity. The Activity itself is depicted as a circle within the chart. The expected impact/benefit of the Activity is represented by the size (diameter) of this circle; the bigger the circle, the bigger the impact of the Activity to the achievement of Goals.

The following graphic shows an example of how Activities can be visually represented for prioritization:

Figure 6: Activities of the Greek Trade Facilitation Implementation Plan
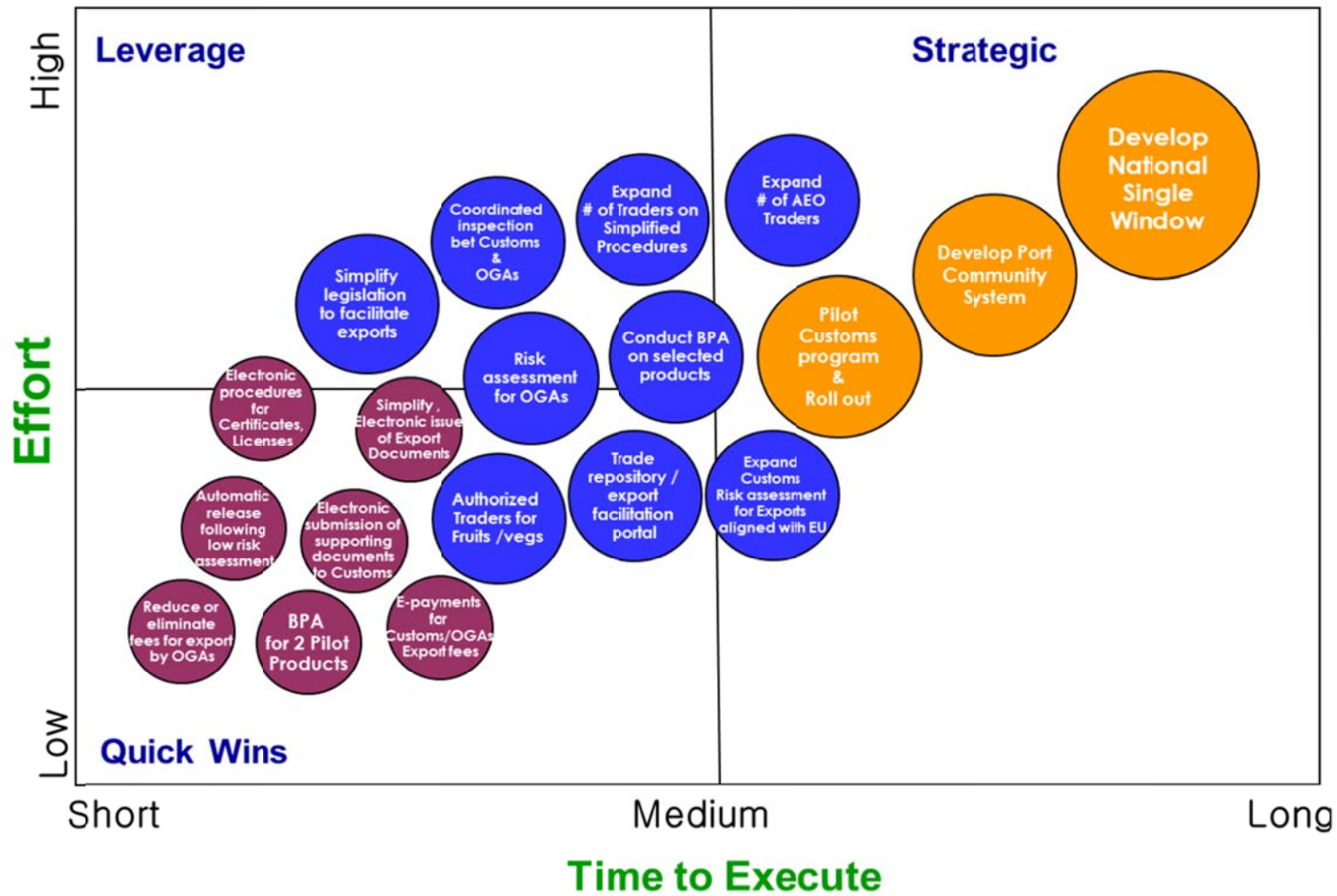
The graphic is easy to interpret: Activities in the lower left quadrant are easy to implement (quick wins). In addition, any Activity in this quadrant that has a big circle is a potential early success story of the Roadmap as it can be implemented fast and has a significant and visible impact.

Activities on the top left quadrant can be quickly implemented but take more effort. Activities on the top right take more effort and a longer time to implement. In these quadrants, Activities should bring a big improvement which is visualized by a bigger circle around the Activity.

Activities with a small circle in the top right quadrant are candidates for deletion: they require a long time and large effort but will bring only a small improvement to trade.

Finally, the Drafting Team can present the final graphic to the stakeholders for discussion and final approval.

After prioritization, the Activities should be summarized in an Activity plan that will indicate the leading agency, timeline, budget, and compliance indicators for each specific Activity (an example is provided in chapter called "SUMMARY TABLE", on page 32).

V. IMPLEMENTATION SCHEDULE

The Roadmap establishes a framework of Activities to be implemented over a period of three to five years. For this period of time, an overall calendar that schedules the implementation of the Activities should be developed. This Implementation Schedule calendar will help to monitor the state of implementation of the Roadmap.

For this Implementation Schedule, Activities can be divided into three phases:

- **Start-up phase**: Depending on each country, this phase should not require more than one year. During this phase, the Governance Structure (see page 25) needs to be established. This means, for instance, that the lead agencies that will implement each Activity will be appointed and that working groups to manage the different projects will be formed. In this phase it is important to include Activities that focus on stakeholder communication and collaboration into this phase. This will ensure that all trade facilitation stakeholders understand the common objectives and the scope of the Activities of the Roadmap. Moreover, in some cases, quick-win Activities can already be implemented in the start-up phase. The start-up phase should also include any Activities that aim to develop detailed project plans for the implementation of long-term projects which will be undertaken in the delivery phase.

- **Delivery phase:** The Delivery Phase is the longest phase of the implementation of the Roadmap. It includes the delivery of all Activities that need to be realised over a period of one to four years. During the Delivery Phase, Goal Performance Indicators should be thoroughly monitored in order to make sure that the country is on the right track to achieve the identified Goals.

- **Review phase:** This phase aims at 1) Evaluating whether the Goals of the Roadmap have been achieved, by referring to the Goal Performance Indicators and 2) Drafting a new Roadmap for the three to five years to come. Ideally, the Review Phase should start between six and 12 months before the deadline for closing the Roadmap.

The three phases of the implementation of the Roadmap are graphically represented in the figure below:

VI.   GOVERNANCE STRUCTURE

The Roadmap should include a draft outline of the Governance Structure required to manage and implement the Activities. The detailed governance structure and the name of the steering bodies will vary from country to country but it is recommended that the Governance Structure is based on three layers, all of which are supported by a secretariat as per the table below:

Figure 8: Governance Structure

Group	Task	Participants	Meeting Schedule
Top Level Policy Steering Group	• Provides ongoing high level support for the Roadmap, • Commits budgets, • Changes legislation where required, • Ensures active collaboration of Ministries, • Resolves high level conflicts between Ministries.	Prime Minister/President, Ministers and/or their advisors.	As needed; meetings / briefings can be linked to the meetings of the Cabinet.
High Level Management and Strategy Group	• Responsible for the delivery of the Roadmap, • Provides mandates and supervises the working groups, • Approves and controls	In many countries these functions are provided by the National Trade	Regularly, suggested monthly.

Group	Task	Participants	Meeting Schedule
	implementation of the Activities of the Roadmap, • Addresses and resolves conflicting objectives and priorities, • Ensures inter-ministerial/inter-agency collaboration, • Manages public relations and external communications, • Oversees budget allocation, • Reports to the Top Level Policy Steering Group.	Facilitation Committee[10]. Heads of Government agencies, Heads of industry associations, etc.	
Implementation Level Working Group(s)	• Implements the different activities of the Roadmap; • Drafts specific project plans, • Liaises with technical experts and consultants, • Reports to top level management groups on implementation progress. Participants on this level are usually organized in Working Groups which will implement specific Activities of the Roadmap.	Decision makers from those departments and agencies that will implement the Activities; technical experts and trade facilitation experts that support the implementation.	Regularly, suggested (bi) monthly and as required by project schedule.
TF Secretariat	• Manages the Roadmap implementation under the supervision of the top level policy steering group, • Liaises with participants and Ministries, • Manages budgets and contracts, • Provides secretariat to the different groups.	Full time staff appointed by the Top level Policy Group	Daily, ongoing.

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10 This requires that the NTFC includes high level decision makers from Government agencies and the private sector participating in the work of the committee.

In the context of the implementation of the WTO Trade Facilitation Agreement, WTO members are obliged to "establish and/or maintain a national committee on trade facilitation or designate an existing mechanism to facilitate both domestic coordination and implementation of the provisions of this Agreement" (WTO, 2014). The national committee on trade facilitation should be part of the government structure. In the governance structure presented above, it should represent the High Level Management and Strategic Group. Depending on their own expertise, members of the committee can be part of a specific Implementation Level Working Group[11.] The Committee Secretariat could eventually assume the role of Roadmap TF Secretariat.

If a government structure for the implementation of the Roadmap is not yet in place, then it is good practice to define the implementation of a Governance Structure as an Activity of the Roadmap to be implemented in the start-up phase. This ensures that the Roadmap has a Governence structure that will manage its implementation.

For example, it is useful to define in the Roadmap Activities some Activity Compliance Indicators that relate to the establishment of the Governance Structure (i.e. dates for the first meeting of the Policy Steering Group or nomination of the staff for the Secretariat Support Group). These Activities should be among the early deliverables of the Roadmap as they ensure that the political commitment comes with the required resources and staff time required for implementation.

VII.   RESOURCE MOBILIZATION

This section of the Roadmap should describe the necessary human and financial resources needed for the implementation of the Activities as well as the overhead budget for the management of the Roadmap. The objective of this section is to clearly spell out the resources needed for the implementation of the different activities and the management and steering of the implementation process, including resources required for the operation of the Secretariat. This ensures that the policy commitment to the Roadmap Activities is linked to a commitment to provide resources for its implementation. If costs for the implementation of Activities are not known at the time of drafting the Roadmap, the development of a detailed resource plan can be identified as one Activity during the Start-up phase.

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11 The work of national trade facilitation committees is further explained in the UNECE Recommendation 40 "Best practices in Trade and Government consultation on Trade Facilitation Matters"
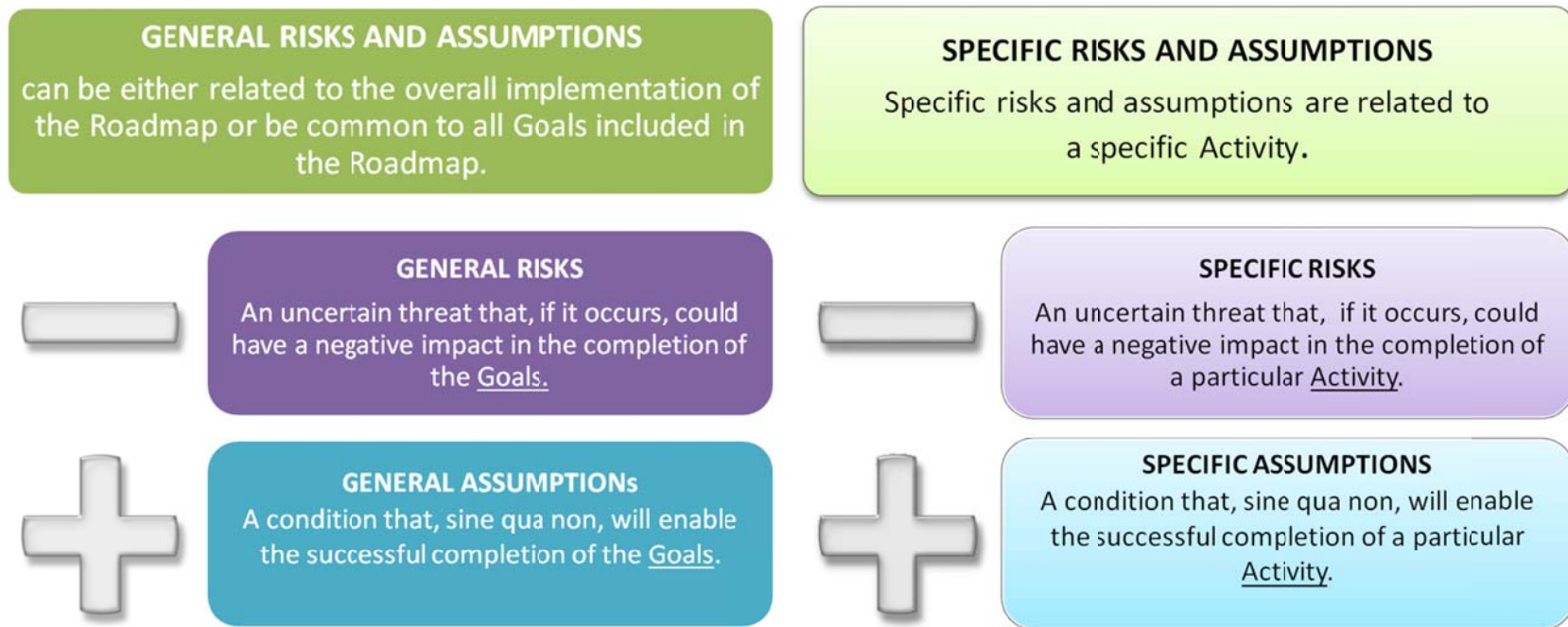
VIII.   RISKS AND ASSUMPTIONS

Project planning and management techniques include a comprehensive approach to risks and assumptions. In the context of drafting a TF Roadmap, the proposed approach to risks and assumptions is more general. Identifying risks and assumptions mainly serves the purpose of assessing whether the envisaged Goals and Activities are realistic and achievable within the given time frame and within the given available human and financial resources. The identification of risks and assumptions are also used to evaluate the existing Roadmap environment and draw attention to necessary changes at this early conception stage.

Thus, in the context of drafting a TF Roadmap, a risk is defined as an uncertain threat that, if it occurs, could have a negative impact in the completion of the Goal or Activity. An assumption, on the other side, is a condition that, sine qua non, will enable the successful completion of the Goal or Activity.

In order to avoid repetition and redundancy, risks and assumptions should be defined at two levels: general and specific.

General risks and assumptions can be either related to the overall implementation of the Roadmap or be common to all Goals included in the Roadmap. Specific risks and assumptions will be related to a specifc Activity, i.e. a particular risk that could hinder the successful implementation of an Activity or an assumption that is key to the implementation of a specific Activity. For instance, a specific assumption for the Activity, "establishing an Authorised Economic Operators Scheme", is that incentives granted to AEOs are enough to motivate private traders to invest in the time and resources required to obtain the certification.

Figure 9: Levels of risks and assumptions

GENERAL RISKS AND ASSUMPTIONS

can be either related to the overall implementation of the Roadmap or be common to all Goals included in the Roadmap.

SPECIFIC RISKS AND ASSUMPTIONS

Specific risks and assumptions are related to a specific Activity.

GENERAL RISKS

An uncertain threat that, if it occurs, could have a negative impact in the completion of the Goals.

SPECIFIC RISKS

An uncertain threat that, if it occurs, could have a negative impact in the completion of a particular Activity.

GENERAL ASSUMPTIONs

A condition that, sine qua non, will enable the successful completion of the Goals.

SPECIFIC ASSUMPTIONS

A condition that, sine qua non, will enable the successful completion of a particular Activity.

As shown with some examples in the table below, if described negatively, an assumption can become a risk. On the contrary, if defined in positive terms, a risk can be transformed into an assumption. Thus, it is very important to pay attention to redundancy. Assumptions that are covered by a risk do not need to be noted again and vice-versa.

Figure 10: Examples of general risks and assumptions

General risks	General Assumptions
Lack of political commitment / support.	There is political commitment /support.
There is resistance to change.	There is no resistance to change.
Lack of necessary financial and human resources.	The necessary financial and human resources are available.
Environmental event (typhoon, tsunami, etc).	There is environmental stability.

Similarly, risks and assumptions that are defined at the general level, do not need to be mentioned again at the specific level. If resistance to change is a major risk for the overall completion of the Roadmap's Goals, it would be also risk for the different Activities.

IX.   SUMMARY TABLE

It is useful to recapitulate the components of the Roadmap in an overall summary table, as an instrument to support the management of the Roadmap implementation.

The summary table should contain: (a) the Goals to be reached; (b) which Activities will lead to those Goals; (c) which will be the leading agency for the implementation of the Activity; (d) how long will the implementation of each Activity take; (e) the cost to implement the Activity; (f) the risks and assumptions for each Activity; and (g) which compliance indicator and Goal Performance Indicator will be used to evaluate the successful completion of each Activity.

The figure below shows an example of a summary table for three Goals:

Figure 11: Example of summary table

a	b	c	d	e	f	g
Goal and GPIs	**Activity**	**Leading agency**	**Timeline**	**Budget**	**Risks and Assumptions**	**Activity Performance Indicator / GPI**
To reduce release times for imports through better risk management. GPI 1: Release time in capity airport will decrease by[percentage] GPI 2: release time in seaports will decrease by [percentage]	Upgrade Customs risk management system to ensure that less cargo is physically inspected. Install risk management systems in other Agencies dealing with inspections.	Customs	To be finalised by [date]	This reform will cost approximately [amount]	Risk management systems in each Ministry are technically incompatible.	Activity Performance Indicator: in [number] of months, the [percentage] of cargo physically inspected has been reduced by [percentage] for imports and by [percentage] for exports in all land borders. Goal Performance Indicators [number] Benchmark [number]
To reduce transaction time by [percentage] by establishing a paperless trade environment for exports by [time bound]. Traders will be allowed to submit all documents requested for export electronically.	Create a single window	Customs	To be finalised by [date]	This reform will cost approximately [amount]	The private sector does not have the necessary IT environment to switch to a paperless trade environment.	Activity Compliance Indicator: By [date], a total of [percentage] of export documents can be submitted electronically. Goal Performance Indicators [number] Benchmark [number]
To reduce release times for imports by enabling joint physical inspections of cargo at the border.	Creating and implementing a framework for border management cooperation	Customs	To be finalised by [date]	This reform will cost approximately [amount]	The Ministry of Health has a chronic shortage of personal deployed at the border.	Physical inspections are conducted jointly at the border in [percentage] of the cases

PART 2: PROCESS OF DRAFTING A TRADE FACILITATION IMPLEMENTATION ROADMAP

The first part of this Guide focused on the content of a trade facilitation implementation Roadmap or what should be in the Roadmap document. This part focuses on the process of drafting a Roadmap document.

The drafting process for a Roadmap document has three major phases. First, during the **Initiation Phase**, a high level authority needs to mandate (request) the development of a document that describes the national trade facilitation reform programme. This authority also needs to nominate the Lead Editor or Drafting Team that will lead the drafting process.

Next is the **Conception Phase** that consists of drafting the document itself. It includes three stages: 1) engaging stakeholders, 2) discussion with stakeholders on existing issues and possible Activities to be undertaken as well as 3) defining the performance indicators to measure the achievements and results of the different Activities. The outcome of the second phase is a consolidated draft Roadmap document.

Finally, in the **Validation Phase**, the document is presented to the decision makers of the key stakeholder organizations in order to receive formal endorsement. This phase should include any act of the Parliament or the Prime Minister that may be required in order to start the implementation of the Activities included in the Roadmap.

The three phases are illustrated in the graphic below:

Figure 12: Three-phase model for the drafting process of a Trade Facilitation Roadmap
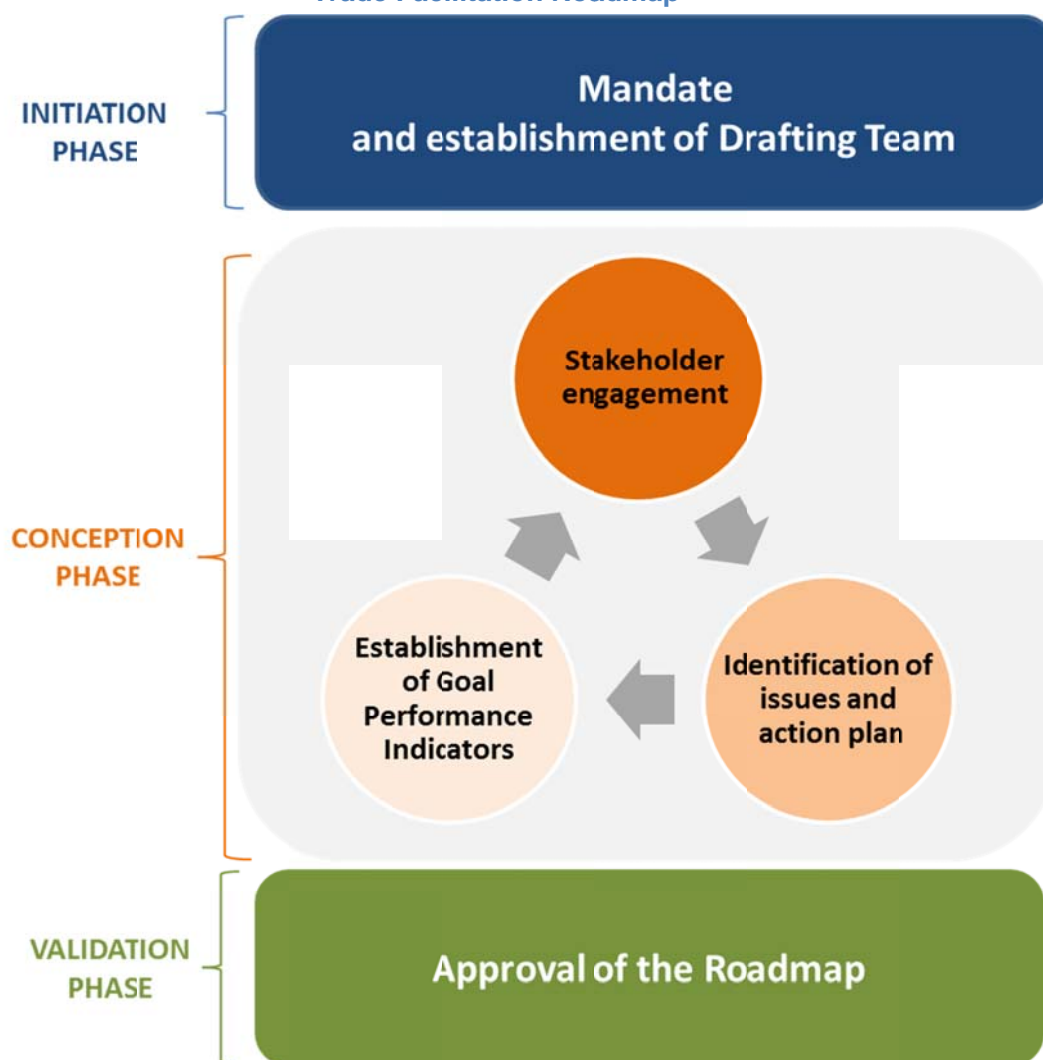
The three phases "Initiation", "Conception" and "Validation" are sequential, meaning they are only executed once and in this order. However, the three stages (engaging stakeholders, identifying issues and Activities as well as establishing Goal Performance Indicators) of the Conception Phase are iterative in nature. Thus, they might need to be repeated several times. Each step can unveil further issues in the export and import processes or new proposals for how to address these issues. Consequently, it might be necessary to revisit previous findings, to redefine the Activity or include new ones, to reconsider the Goal Performance Indicators and to (re-) engage stakeholders.

I.   INITIATION PHASE:
MANDATE AND ESTABLISHMENT OF DRAFTING TEAM

Drafting a Trade Facilitation Roadmap requires extensive consultations, meetings of stakeholders and possibly engagement of external consultants and the involvement of international organisations. It will only be possible to engage these stakeholders if there is an explicit, high level mandate to draft a National TF Roadmap and to initiate such a far reaching discussion.

This mandate should come from a top level decision making body in the country, such as a Prime Minister, or an empowered National Trade Facilitation Committee. The requesting "office" is, hereafter, referred to as the "Sponsor".

The request should provide the mandate for all activities required for drafting the Roadmap. It should include the high level policy objective that the Roadmap aims to implement as well as a target date for the presentation of the Roadmap. The mandate should be given in writing to ensure that it can be consulted throughout the process.

The project Sponsor will be expected to help to resolve issues that may occur during the drafting process and to appoint the Lead Editor(s) of the Drafting Team.

The Drafting Team is composed of the Lead Editor, the Core Drafting Team and a varied number of contributors. The Lead Editor has the overall responsibility for the drafting process. The Core Drafting Team can be nominated by the Sponsor or it might be put together by the Lead Editor in cooperation with the main trade facilitation stakeholders. The Core Drafting Team and the Lead Editor will be involved in the overall drafting process, while specialised experts may contribute on an ad-hoc basis to specific parts of the Roadmap (i.e. a Customs auditor could draft the specification for an Activity to establish a post-clearance audit system).

Figure 13: Drafting Team

The composition of the Core Drafting Team

The Core Drafting Team should include at least three people representing: Customs, the Ministry of Trade and the private sector. Other members of the Drafting Team might come from sectors more involved in border control and certification: i.e. the Ministry of Transport or Ministry of Agriculture as well as from additional private sector associations with export or import expertise.

*Ideally, the representative from **Customs** will have a long career in the Customs department and will be familiar with the overall structure and functions of Customs and the situation at different border crossings. He or she will know in detail the functioning of different key departments such as risk management, valuations, and examinations, processing of cargo, queries and border management.*

*The representative of the **Ministry of Trade** should be acquainted with trade policies and objectives. He or she should have a previous understanding of trade procedures and requirements.*

*Depending on the type of economy and the principal export industries, the representative from the **private sector** could be from an industry association (preferably, representing an important export industry) or a more general organisation such as the Chamber of Commerce. It is important, that this representative is aware of the different issues faced on a daily basis by a wide range of companies as the challenges encountered at the border will depend on the size of a company and the nature of its business.*

II. CONCEPTION PHASE

The second phase is the **Conception Phase** which consists of drafting the document itself. It includes three stages: 1) engaging stakeholders, 2) discussion with stakeholders on existing issues and possible Activities to be undertaken as well as 3) defining the performance indicators to measure the achievements and results of the different Activities. The outcome of the second phase is a consolidated draft Roadmap document.

As explained before, the three stages are iterative in nature. Thus, the stages might need to be repeated several times. Each step can unveil further issues in export and import processes or new proposals how to address these issues. Consequently, it might be necessary to revisit previous findings, to redefine the Activities or include new ones, to reconsider the performance indicators and to (re-) engage stakeholders.

STAGE 1: STAKEHOLDER ENGAGEMENT

The objective of this phase is to identify and inform the main stakeholders of the upcoming process of drafting a National Trade Facilitation Roadmap, as well as to ensure their support and participation.

Figure 14: Process of stakeholder engagement
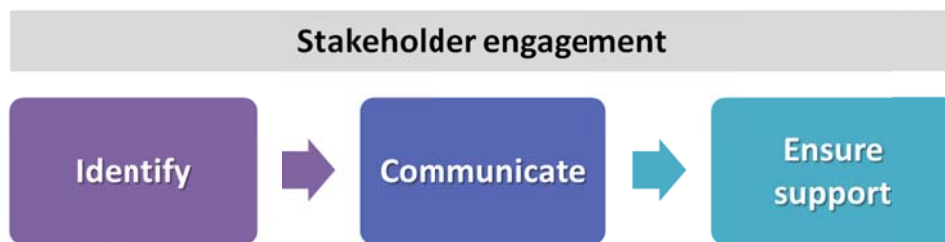
Identify Stakeholders

The Drafting Team will have to conduct a stakeholder analysis in order to identify the main stakeholders (Ministries, Government agencies and industry associations) that should participate in the drafting process and that will implement the Activities of the Roadmap once it is approved.

When identifying possible stakeholders the Drafting Team should look for those stakeholders that are likely to affect or be affected by the envisaged Activities, and select them according to their role, power to influence, readiness to participate, and channels to communicate with them, among other factors.

Communicate

After having put together a short project plan for the activities required to draft, present, review and approve the Roadmap, the Lead Editor will present the plan to the stakeholders and request their active support to the drafting process.

Ensuring support

During the entire Conception Phase, the Drafting Team will be in continuous contact with the main trade facilitation stakeholders in order to: identify trade impediments; identify the best performance indicators and benchmarks; as well as to validate with them possible solutions to the existing challenges. The continuous communication with the stakeholders is important to seek support for the implementation of the Activities included in the Roadmap.

STAGE 2: IDENTIFICATION OF ISSUES AND ACTIVITY PLAN

The first task of the Drafting Team in developing the Trade Facilitation Roadmap is to prepare an overview of the current situation and identify the key issues that need to be addressed in order to implement the high level policy mandate defined by the project Sponsor (see Section II Baseline the Current Situation). They will then have to determine the Goals that they wish to achieve within the project (Section III Goals) and finally the Activities that will need to be undertaken to achieve these Gaols (Section IV). Within this process, they will also need to specify the Objectively Verifiable Indicators through which attainment of these Goals and Activities will be measured.

Resolving conflicts and differences of opinions: the role of the moderator

When organizing TF stakeholders' conferences and workshops, it is important to appoint a knowledgeable and respected moderator. The moderator should be good communicator that is trusted by the different main parties and is seen as an expert in the field. The moderator's role consists of:

*1) **Encouraging dialogue** by asking the appropriate questions (which could have been discussed together with the Lead Editor before the event); ensuring that all representatives contribute to the debate; and managing those stakeholders that tend to monopolize the conversation or impose their views.*

*2) **Helping conciliate positions** by seeking common values and ground and by avoiding 'name and shame' attitudes when discussing existing issues.*

*3) **Summarizing and making a point** after each discussion. After a debate, the final "conclusion" of a discussion can get lost. It is important that the moderator recapitulates the conversation and presents the conclusions before proceeding with the next point. This will help prevent the need for participants to go back to previously discussed issues.*

Once the issues have been identified, the Drafting Team can start putting together proposals for Activities that will improve the situation, i.e. solutions to address the existing issues. During this phase, the Drafting Team should review possible trade facilitation instruments and solutions and draft a list of Activities that will be implemented as part of the Roadmap. They could also include proposals and solutions raised during the brainstorming sessions with other stakeholders. The chapter IV Activities on page 19 provides more details on this process.

STAGE 3: REVIEW OF ACTIVITIES AND DEFINITION OF PERFORMANCE INDICATORS

The Drafting Team will review the proposed list of Activities with the National Trade Facilitation Committee and/or a larger group of stakeholders. At this stage, the Drafting Team needs to assess whether the proposed activities of the Roadmap stand a chance to be supported by the key stakeholders. In particular, the Drafting Team should make sure that stakeholders are convinced that the completion of the different Activities will improve the overall situation and resolve the existing challenges. The Drafting Team also needs to ensure that those stakeholders whose participation is a *conditio sine qua non* will directly benefit from the implementation of an Activity. An Activity where nearly everyone benefits but the main implementing agency has to bear the entire burden may not receive the required support to succeed.

The set of potential Activities should then be reviewed and prioritised as described in Part 1. During this process the Drafting Team might realise that the planned Activities will not be sufficient to achieve the Goals set out in the Roadmap or that there is strong opposition to certain Activities. This will require reiterating the process, i.e. to go back to Stage 1 "Stakeholder engagement" and revise the proposed Activities in consultation with key trade facilitation agents.

The review of Activities is one of the most conflictual phases of the drafting process because the Activities directly relate to a future change management process. At this stage, organisations and stakeholders will realise the impact of the proposed changes. It is evident that this phase requires open and intensive consultation and robust support from the project Sponsor.

As an outcome of this phase, the Drafting Team will produce a final draft of the Roadmap to be submitted to the project Sponsor.

III. VALIDATION PHASE: APPROVAL OF THE ROADMAP

The Drafting Team will submit the final draft of the Roadmap to the project Sponsor for approval. If the draft is supported by the Sponsor, the Drafting Team should organise a public event to inform a broader range of stakeholders about the reform programme. In the meantime, the Sponsor needs to ensure that the Roadmap receives the legislative and political approval needed for its implementation.

IV. SUMMARY TABLE

This table summarises the drafting process of a Trade Facilitation Implementation Roadmap.

Objective	Activities	Output
INITIATION PHASE		
Legitimise the work on the Roadmap: Building the initial idea of developing a Roadmap (and the need for and value of doing this)	• Identify Sponsor. • Discuss high level policy objective(s) for the Roadmap. • Identify and appoint Lead Editor and Drafting Team. • Draft and approve mandate.	• Written mandate. • Lead editor appointed. • Drafting Team established
CONCEPTION PHASE (iterative)		
Error! Reference source not found. Ensure the support of stakeholders to the project for drafting a Roadmap.	• Identify stakeholders. • Communicate with stakeholders: Short project plan for the activities for drafting, reviewing and approving the Roadmap and presenting it to stakeholders. • Seek support from stakeholders to the Roadmap.	• Stakeholders identified. • Project plan on how to draft, review and approve the Roadmap drafted. • Stakeholders are willing to cooperate with the project.
Error! Reference source not found. Determine what are the issues and the best way to solve them.	• Establish baseline situation • Identification of Activities, including prioritization of Activities. • Identification of risks and assumptions.	• Clear idea of the current situation. • Activities to address current deficits described/reviewed.
Error! Reference source not found. Ensure support of stakeholders to the final Roadmap itself.	• Review proposed list of Activities with stakeholders. • Assess whether final Roadmap will be supported by stakeholders. • Link Activities to the completion of Goal Performance Indicators. • Restart the process of revision if necessary.	• Goal and Activity Performance Indicators described/reviewed. • Final draft can be

Objective	Activities	Output
	• Finalise draft of the Roadmap including the input gathered. • Refinement of the Vision Statement	submitted to the Sponsor.
VALIDATION PHASE		
Seek final approval by Sponsor so that the Roadmap implementation can be launched.	• Roadmap is presented to Sponsor for approval. • Requests for change by the Sponsor are revised accordingly. • Roadmap approved by Sponsor. • Sponsor ensures legislative and political approval of the Roadmap. • Drafting Team prepares the presentation of the final Roadmap to a broad audience of TF stakeholders and, the general public;	• Roadmap is approved by Sponsor and ready to be implemented.

ANNEX: OVERVIEW OF TERMINOLOGIES

V.   GLOSSARY

The purpose of this glossary is to define the concepts used in this paper.

Activity	Activity is a specific project that will implement a trade facilitation instrument or solution.
Activity Performance Indicators	Characteristics that describe how to determine whether an Activity has been successfully implemented in terms of quantity, quality, time frame and location.
Baselining	Describing and documenting the current situation in order to establish a point of reference for future evaluations.
Benchmarking	Action of comparing the performance of one organization / country to another organization / country. A benchmark can also be a baseline.
Business Process Analysis	Structured way to analyse and document business processes (activities) for import and export and to identify areas for improvement.
Gap Analysis	A gap analysis is a methodology for assessing the current (as-is situation) and compare it with a desired (to-be) situation. It is often applied as the last step in a Business Process Analysis.
Goals	The overall Goals are the higher level objective(s) to which the Roadmap is expected to contribute to. Goals support the implementation of the Vision Statement.
Goal Performance Indicators	Quantifiable means of verification that are used as a reference when evaluating whether the overall Goals of the Roadmap are met or not.
Mandate	Authority to carry out the process of drafting the Roadmap. The mandate is given by the Sponsor to the Drafting Team.
National Trade Facilitation Committee	Private-public platform that enables consultation and coordination of trade facilitation reforms.
National Trade Facilitation Roadmap	A short but comprehensive document layering down a vision and a strategy to implement this vision using trade facilitation instruments.
Sponsor	High level authority providing the mandate to draft a Roadmap.
Vision Statement	Declaration that summarises the optimal situation that is desired to be achieved over a certain period of time. It provides guidance and direction but it also serves as inspiration and a source of motivation.

VI.   TERMINOLOGIES USED IN LOGICAL PROJECT FRAMEWORKS

In many developing countries the implementation of the Roadmap will be supported by donor agencies. The donor will require a mapping of Roadmap components into a project plan which is based on the standard project description that the particular donor uses.
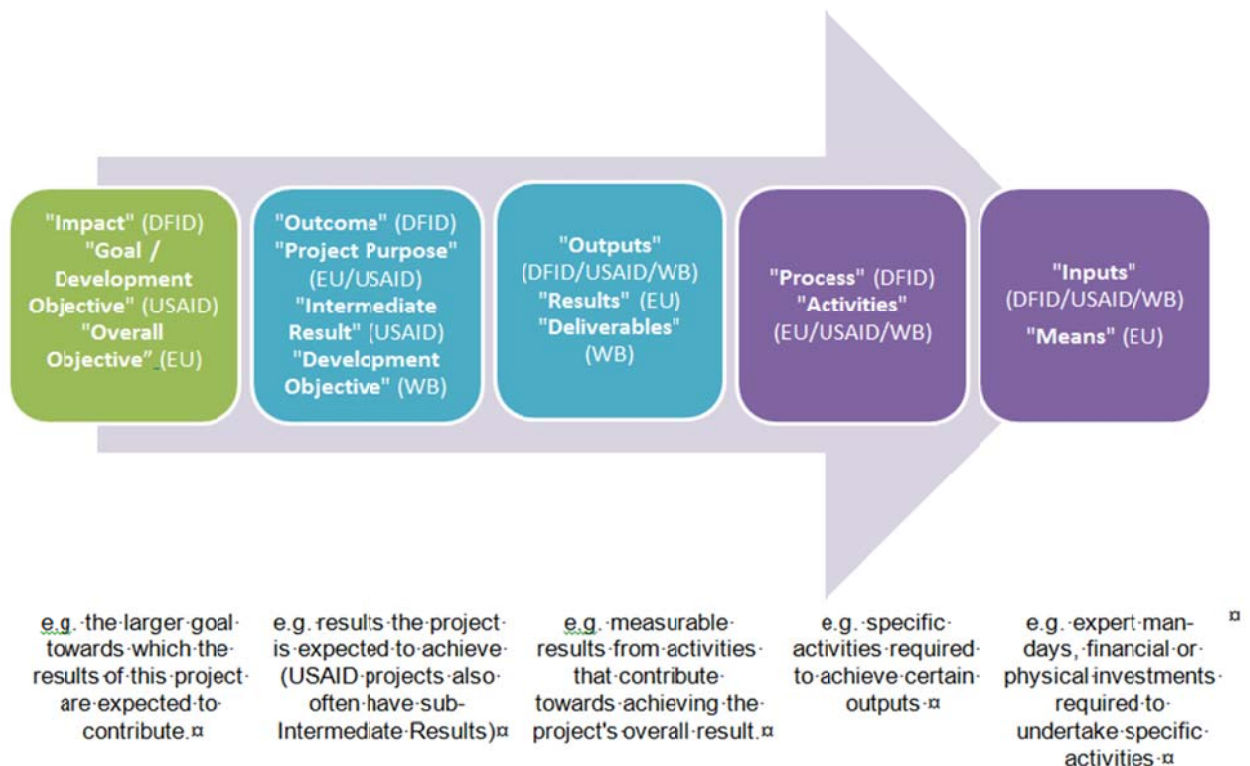
There are several methodologies for writing project proposals and strategic documents using results-based management techniques. Logical Frameworks, or Logframes[12], are very useful project management tools as they provide a single viewpoint and overview for all project activities and the link between them and the expected results. Logframes can be drafted in a number of slightly different formats. However, the basic anatomy of all Logframes is essentially the same because they all follow the same central purpose of linking activities to results.

The Trade Facilitation Roadmap presented in this publication uses **a simplified result-based framework**. It contains three major steps:

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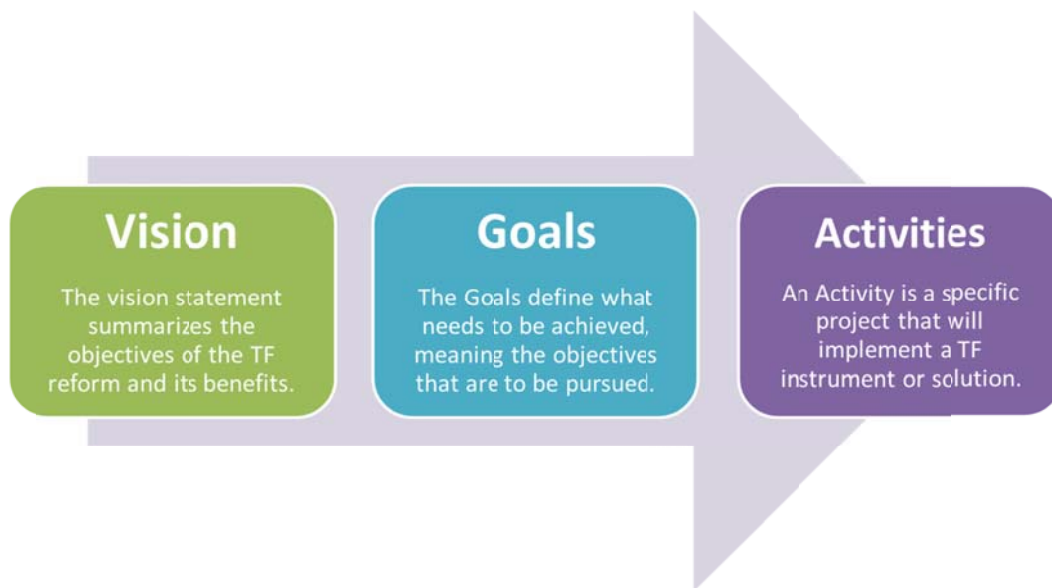
12 http://www.unodc.org/documents/human-trafficking/Toolkit-files/08-58296_tool_10-3.pdf

International donors use Results-based Framework or Goal Oriented Project Planning or Objectives Oriented Project Planning forms as the basis to commit to projects. The table below shows the five parts of a comprehensive Results Chain used in methodologies used by donor organizations such as the United Kingdom's Department for International Development (DFID), the European Union (EU), United States Agency for International Development (USAID) and the World Bank (WB). The colour code used in the previous and next graphic shows the correlation between the terminology used in the Roadmap the terminology used in the different frameworks of major donor agencies.

"Impact" (DFID) "Goal / Development Objective" (USAID) "Overall Objective" (EU)	"Outcome" (DFID) "Project Purpose" (EU/USAID) "Intermediate Result" (USAID) "Development Objective" (WB)	"Outputs" (DFID/USAID/WB) "Results" (EU) "Deliverables" (WB)	"Process" (DFID) "Activities" (EU/USAID/WB)	"Inputs" (DFID/USAID/WB) "Means" (EU)
e.g. the larger goal towards which the results of this project are expected to contribute.	e.g. results the project is expected to achieve (USAID projects also often have sub-Intermediate Results)	e.g. measurable results from activities that contribute towards achieving the project's overall result.	e.g. specific activities required to achieve certain outputs	e.g. expert man-days, financial or physical investments required to undertake specific activities

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More information on the different instruments available to implement trade facilitation can be found online in the UN Trade Facilitation Implementation Guide: http://tfig.unece.org

Guide

to drafting a National Trade Facilitation Roadmap