

FOR PARTICIPANTS ONLY
23 April 2013
ENGLISH ONLY

UNITED NATIONS
CENTRE FOR REGIONAL DEVELOPMENT

In collaboration with

Ministry of Transportation, Government of Indonesia
Ministry of the Environment, Government of Japan

SEVENTH REGIONAL EST FORUM IN ASIA
&
GLOBAL CONSULTATION ON SUSTAINABLE TRANSPORT IN THE POST
2015 DEVELOPMENT AGENDA,
23-25 APRIL 2013, BALI, INDONESIA

POSITION PAPER:
PREPARATION FOR A REGIONAL AGREEMENT ON GREEN FREIGHT IN
ASIA

DRAFT FOR DISCUSSION AT 7TH EST FORUM

(Background Paper for Plenary Session 5 of the Provisional Programme)

Final Draft

This background paper has been prepared by Ms. Sophie Punte, Mr. Sudhir Gota and Ms. Glynda Bathan for the Seventh Regional EST Forum in Asia. The views expressed herein are those of the authors only and do not necessarily reflect the views of the United Nations.

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**Position Paper:
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This Position Paper was prepared by Sophie Punte, Sudhir Gota and Glynda Bathan from Clean Air Asia for the United Nations Centre for Regional Development (UNCRD). The views expressed herein are those of the authors only and do not necessarily reflect the views of the United Nations.

Input was provided by other partner organizations including

- UNCRD - Choudhury Rudra Charan Mohanty and Ganesh Raj Joshi
- United Nations Economic and Social Development Commission (UNESCAP) – Peter O’Neill and Madan Bandhu Regmi
- Asian Development Bank – Tyrell Duncan and Lloyd Wright
- German International Cooperation (GIZ) – Roland Haas, Stefan Bakker
- Institute of Transportation Development Policies (ITDP) – Michael Replogle
- Partnership on Sustainable, Low Carbon Transportation (SLoCaT) – Cornie Huizenga and Thomas Hamlin

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1. INTRODUCTION

1. The United Nations has been leading the promotion and development of sustainable transport policies with Asian governments. Since 2005, the United Nations Centre for Regional Development (UNCRD) in collaboration with the Ministry of the Environment, Government of Japan, has organized the annual **‘Regional Environmentally Sustainable Transport (EST) Forum in Asia’** (EST Forum) attended by senior government officials from environment and transport ministries from 22 Asian countries.
2. At the 5th EST Forum held in Bangkok in 2010, participating Asian countries agreed on the **“Bangkok Declaration for 2020 – Sustainable Transport Goals for 2010-2020”**. The declaration includes 20 sustainable transport goals and relevant indicators. The following goal was agreed for freight transport: Achieve improved freight transport efficiency, including road, rail, air and water, through policies, programmes, and projects that modernise the freight vehicle technology, implement fleet control and management systems, and support better logistics and supply chain management. Furthermore, Clean Air Asia in conjunction with UNCRD published two green freight papers to raise awareness among policy makers.¹
3. At the 6th EST Forum held in Delhi in December 2011, the Chair concluded that green freight should become more prominent on Asia’s policy agenda as detailed in section V of the Chair’s Summary, which also proposed the consideration of a “regional agreement or convention to collectively address freight issues under the framework of the Regional EST Forum.”²
4. At the Better Air Quality conference in **Hong Kong Special Administrative Region of China** in December 2012, UNCRD announced the development of a **Regional Agreement on Green Freight in Asia** (Agreement) to collectively address freight issues under the framework of the Regional EST Forum in Asia.³
5. Freight transport is also viewed as important in the **Rio+20 outcome document – “The Future We Want”** because of its contribution to economic development and its significance for issues like environment, public health, road safety, and health and working conditions of drivers and other people involved in freight movement, such as HIV, drugs and insurance coverage.
6. Furthermore, governmental regional declarations in Asia and the Pacific facilitated by UNESCAP are also aimed at reducing energy consumption and emissions from the freight sector and developing integrated intermodal transport and logistics systems. These include the Ministerial Declaration on Transport Development in Asia and the Pacific (2006); Busan Declaration on Transport Development in Asia and the Pacific (2006); Ministerial Declaration on Transport Development in Asia and the Pacific (2012) adopted the Regional Action Programme for Transport Development in Asia and the Pacific, phase II (2012-2016); Bangkok Declaration on Transport Development in Asia (2009).
7. This **Position Paper “Preparation for a Regional Agreement on Green Freight in Asia”** describes the rationale for Green Freight (section 2); and details the need for and steps towards the development of the Agreement (section 3). This paper is to be discussed at the 7th EST Forum in Bali from 23-25 April 2013,

¹ Clean Air Asia and UNCRD (2010) Challenges and Opportunities for an Environmentally Sustainable Road Freight Sector in Asia. Clean Air Asia and UNCRD (2011). Best Practices in Green Freight – for an Environmentally Sustainable Road Freight Sector in Asia. <http://cleanairinitiative.org/portal/projects/ESTForums>

² Chair’s Summary. Conference cum Exhibition on Sustainable Mobility (An integrated conference of the Urban Mobility India 2011 and Sixth Regional EST Forum in Asia) 3-6 December 2011. <http://www.uncrd.or.jp/env/6th-regional-est-forum/index.htm>.

³ UNCRD (2012). News release: Asia needs Regional Agreement on Green Freight, international organizations decide. <http://www.baq2012.org/assets/Uploads/Freight-Press-Release-final3.pdf>.

followed by an intergovernmental consultation process led by UNCRD and UNESCAP, and supported by partners: ADB, Clean Air Asia, GIZ, ITDP and SLoCaT, and other organizations as required.

8. A separate and more detailed **Reference Paper** will be prepared with data and information that can be used to support the consultation and development process for the Agreement. The Reference Paper will follow a similar structure as the Position Paper.
9. The Ministerial delegates and other participants of the 7th EST Forum are requested to
 - a. **Reaffirm** commitment to the Goal 12 of the Bangkok Declaration for 2020 (Sustainable Transport Goals for 2010-2020) on green freight;
 - b. **Recognize** the drivers, challenges and opportunities for green freight (see section 2);
 - c. **Confirm** the need and need for and benefits of a Regional Agreement on Green Freight in Asia (see section 3.1);
 - d. **Comment** on the proposed contents of the contents, scope, and core elements of the Agreement (section 3.2 and 3.3);
 - e. **Agree** on the process for consultation and the further development of the Agreement (section 3.4).
10. The Chair Summary of the 7th EST Forum will reflect the input and feedback received.

2. GREEN FREIGHT RATIONALE

11. Within the context of this Position Paper a broad definition of Green Freight is applied in line with the Rio+20 outcome document – “The Future We Want.” Green Freight refers to
- a. A set of strategies, policies and practices;
 - b. Targeted at the movement of goods via road, rail, marine, inland waterways and air;
 - c. Aiming to a) reduce environment, climate and public health impacts through reduced air pollution and greenhouse gas emission intensity; b) improve social conditions, including road safety and health and working conditions of people involved in freight movement; c) enhance economic development through improved energy efficiency, fuel security, and efficiency and competitiveness of the freight sector overall;
 - d. Developed and implemented by government, the private sector and other stakeholder groups jointly or individually.

2.1 Green Freight Drivers

12. Increasing globalization of markets and supply chains means that the global freight industry is essential to economic growth across the world and that freight movements increasingly cross borders and continents. Asia’s economy has grown by about 8 percent per year on average since 2002.⁴ Logistics costs as percent of GDP varies from 10-15 percent in the West to as high as 24 percent in Indonesia (and possibly even higher in other developing countries) and risk becoming a bottleneck to economic growth.⁵ This points to a severe inefficiency in freight and logistics in developing Asian countries.
13. Moreover, the freight sector has disproportionate environmental and social impacts: fuel use, CO₂ emissions, air pollution, safety, working conditions. Government and the private sector must address these concerns of financial markets and society and support more efficient freight movement through programs, policies and regulations, and infrastructure.
14. The demand for greener products and services, which increasingly includes transport services, cascades down the supply chain: from consumers, retailers, manufacturers, to multinational carriers and logistics providers, and finally national/local carriers. Competition for investors, government policies and reputation/brand are other drivers for improved environmental and broader sustainability performance in the freight sector. As a result, there is a growing incentive for the private sector to invest in green freight strategies and measures.⁶

⁴ Clean Air Asia (2012). Accessing Asia. <http://cleanairinitiative.org/portal/AccessingAsia>

⁵ Green Freight Asia Network (2013). Green Freight in Asia Study – Towards a Green Economy: Macroeconomic indicators and their relevance for sustainable Road Freight in Asia and a comparison with markets in Europe and the Americas

⁶ Smart Freight Center Initial Business Plan (2013), prepared by Sophie Punte

2.2 Green Freight Challenges

15. For Asia's freight sector to become more competitive, efficient and environmentally sustainable, several challenges must be overcome including a) policies and institutional arrangements; b) fragmented freight sector; c) truck composition and characteristics; d) lack of skilled drivers; and e) lack of freight data that inhibits sound road investment and policy planning.¹
16. Furthermore, companies also face a number of barriers to advance green freight practices, especially for road freight because of the multitude of stakeholders. The most important ones are a) the lack of a common methodology for measuring and reporting data; b) solutions exist that can reduce both fuel use and emissions but are not being adopted at scale because of lack of information, standards, investment, policy incentives; c) lack of national programs, public-private partnerships and common platforms to incentivize industry wide change; d) lack of improved infrastructure which is a bottleneck for freight movement especially in developing countries.⁶

Key Statistics for the Freight Sector Impacts in Asia

- Between 2002 and 2010, the number of trucks in Asia has risen by 8 percent annually.⁴ Freight transport in non-OECD countries, including Asia, is expected to grow by 250-550 percent from 2010 to 2050, compared to 50-130 percent in OECD countries.⁷
- Logistics cost as percentage of GDP in Vietnam 25 percent Indonesia (24 percent), People's Republic of China (18 percent), Thailand (16 percent) and India (15 percent) are significantly higher compared to Europe and the Americas (less than 10 percent).
- Estimate indicate medium and heavy freight trucks worldwide will consume 1,240 billion liters of fuel (gasoline equivalent), a 138 percent from 2000.⁸ Asia's share will increase from 19 percent in 2000 to 34 percent in 2050.
- Trucks makes up 9 percent of the vehicle population in Asia but emit 54 percent of road transport CO₂ emissions, and a similar proportion of particulate matter (PM) emissions, although data is lacking for precise estimates.
- The transport sector is the third largest source of black carbon emissions in Asia and it is expected to become the second largest source by 2030. Freight movement is a major source within the transport sector.⁹ Diesel emissions are now considered carcinogenic and the health impact from diesel emissions are an area of increasing concern and cause of pressure on the freight industry.¹⁰
- Trucks are involved in a disproportionate number of road accidents. In India and Bangladesh 6 percent of vehicles are trucks but trucks are involved in 26 percent and 24 percent of road accidents respectively.⁴
- Truck drivers are exposed to greater health risks compared to other sectors of employment. A study in India documented HIV prevalence rates of 16 percent along one particular route in southern India, while the national rate was less than 1 percent.¹¹

⁷ International Transport Forum (2012). Transport Outlook – Seamless Transport for Greener Growth.

<http://www.internationaltransportforum.org/Pub/pdf/12Outlook.pdf>

⁸ World Business Council for Sustainable Development (WBCSD) and International Energy Agency (IEA). (2004). Travel Activity for Heavy and Medium Freight Trucks in Asia (billion ton-km)

⁹ <http://www.unep.org/ccac/Portals/24183/docs/BlackCarbonSAsiaFinalReport5.22.12.pdf>

¹⁰ WHO (2012). Press release No 213. IARC: Diesel Engine Exhausts Carcinogenic http://www.iarc.fr/en/media-centre/pr/2012/pdfs/pr213_E.pdf

¹¹ International Labour Organization (ILO) (2005). HIV/AIDS and Work, Using the ILO Code of Practice on HIV/AIDS and the World of Work: Guidelines for the Transport Sector

2.2 Green Freight Opportunities

17. There are ample opportunities for improvement, especially in relation to improving fuel efficiency and reducing air pollution and GHG emissions. An integrated approach is needed to achieve this, consisting of:¹²
- a. Avoid strategies reduce the need to travel or the travel distance for road freight vehicles;
 - b. Shift strategies refer to those which transfer freight activity to more energy-efficient and/or environmentally-friendly modes;
 - c. Improve strategies are the ones which improve the energy efficiency of the current road freight transport modes, their operations and technologies.
18. Key strategies for different freight modes include:¹
- a. Avoid: Logistics solutions for road freight, including drop-and-hook, backloading and match vehicles capacities to loads, logistics information platform, freight company consortium, and freight consolidation centers. Similar strategies can be applied to other freight modes. Broader urban and transport planning can also be effective avoid strategies;
 - b. Shift: modal shift for freight from road to rail and ships, and use of cargo bikes in cities;
 - c. Improve: Technologies for trucks, including tires and wheels, aerodynamics equipment, idling reduction technologies, emissions control technologies, fuel and oil, and engines and vehicles. For marine and inland vessels, some of the most important strategies relate to low Sulfur fuel, emission control devices, and on-shore power supply while ships are at berth. For air freight, alternative fuels to kerosene is a major area of improvement.
19. Governments can introduce policies, make investments and apply economic instruments as follows:¹
- a. Avoid: promotion of local production and consumption; rationalizing number and location of logistics centers and improved coordination, congestion charging/road pricing, parking fees;
 - b. Shift: infrastructure for railways, waterways and intermodal transfer; cycling lanes and parking infrastructure in cities;
 - c. Improve: fuel economy, vehicle emission and fuel quality standards; promotion of alternative fuels and vehicles; import restrictions for vehicles and engines based on performance and age; technology mandates; test cycles for emissions and fuel economy; vehicle inspection and maintenance program; fuel inspection and compliance programs; emission labeling programs; low emission zones.
20. A balanced mix between these strategies is essential. Shift from road freight to rail, waterways and sea is a priority because of long-term and substantial reductions in energy and emissions, but it will take time to realize this shift. In the meantime, improving fuel efficiency and reducing emissions from trucks and ships can be realized in a shorter timeframe and still result in significant improvements, and thus is also a priority.

¹² Adopted from Dalkmann and Brannigan (2007)

3. REGIONAL AGREEMENT ON GREEN FREIGHT

3.1 Need for Regional Agreement on Green Freight

21. A common strategy for green freight is sensible, because increasing globalization of markets and supply chains means that the freight movements increasingly cross borders and continents. Examples are transport of fresh produce by trucks from Thailand to People’s Republic of China that also cross Laos and Vietnam, marine vessels that take Indian cars to growing markets like Indonesia, and high-end electronic goods that are carried by airplanes from The Republic of Korea to **Hong Kong Special Administrative Region of China**. Only if green freight practices are adopted to scale across modes and across the region will we see the environment, social and economic improvements required for a more sustainable freight growth trajectory.
22. Harmonization of certain policies and standards across Asia or parts of Asia, such as ASEAN, is important because countries are affected by each other’s policies and standards. For example, the levels of Sulfur in some of the fuel on the Sri Lanka market is currently lower than its standards prescribe because the majority of fuel is imported from countries with refineries that produce low Sulfur fuels. Similarly, the introduction of higher emission standards for heavy duty engines in Japan has resulted in an influx of these engines to the Philippines. Finally, a truck that travels from Malaysia to People’s Republic of China, must meet the most stringent standards in any of the countries it crosses to avoid transfer of loads between trucks along the way.
23. Regional collaboration on the design and implementation of green freight programs creates opportunities for countries to share experiences and learn from each other, thus ensuring that green freight practices are adopted faster and more efficiently. Furthermore, countries like the US and Canada can more effectively transfer their experience with the SmartWay program to Asian countries, if a common framework for green freight programs exists. The same applies to the involvement of development agencies, international NGOs and private sector groups in national green freight programs, such as the Green Freight Asia Network of shippers, carriers and logistics providers.
24. From an economic development standpoint, if costs for suppliers of technologies as well as for companies that have to adopt green freight technologies and strategies are kept as low as possible then this will benefit the entire economy of a country and the region. Policies and standards and investments in logistics infrastructure require a lead role by government and greatly affect costs incurred by private sector. If these are aligned across Asia, especially between countries with a greater freight connection, then cost effectiveness is improved. An example is technology verification, whereby consistent testing protocols between countries would reduce costs for technology suppliers. Another example is standardization of container sizes that would increase the efficiency of goods movement via trucks and marine vessels between countries. Alignment and standardization also creates a better level-playing-field between companies, which will support a healthy market competition and in turn benefit long-term economic growth.
25. Collaboration on improved freight infrastructure that spans across borders and improves interconnectivity between transport systems between countries will contribute to increased trade between countries.

3.2 Proposed Contents

26. The proposed content of the Agreement are as follows:

- a. Use of terms, including green freight, Parties to the Agreement, focal points, Secretariat and other;
- b. Summary of the background to the Agreement (see section 1);
- c. Presentation and acknowledgment of the rationale for Green Freight (see section 2);
- d. Reaffirmation of the need for and benefits of a Regional Agreement (see section 3.1);
- e. Scope of the agreement in line with the green freight definition in section 2 covering
 - i. Movement of goods via road, rail, marine, inland waterways and air domestically and internationally;
 - ii. All countries that are member of the EST Forum;
 - iii. Environmental aspects, especially climate and public health impacts from air pollution and greenhouse gas emissions;
 - iv. Social aspects, including road safety and health and working conditions of people involved in freight movement;
 - v. Economic development aspects, including energy efficiency, fuel security, and efficiency and competitiveness of the freight sector overall;
- f. Core elements of the Agreement, including Green Freight Programs; a set of harmonized/aligned plans, policies and regulations for green freight; indicators to measure green freight progress; and a regional collaboration framework;
- g. Institutional arrangements;
- h. Monitoring of the Agreement implementation;
- i. Signatories - institutions for each country that will sign the Agreement.

3.3 Core Elements

27. The first core element of the Agreement is the development of **Green Freight Programs** at the national or sub-regional level that

- a. Provide an overarching framework for plans, policies and regulations relevant to green freight;
- b. Involve and are supported by partnerships to ensure the inclusion of all stakeholders of the freight sector;

- c. Build on existing efforts on green freight in Asia, including the People’s Republic of China Green Freight Initiative, The Republic of Korea Green Freight Transport Partnership, and worldwide, including SmartWay in the US and Canada;
 - d. Are harmonized through the inclusion of common components such as clean technologies, freight management and logistics, financing mechanisms, knowledge & capacity, recognition schemes, and partnerships;
 - e. Integrate green freight efforts in a broader green economy strategy, with the three core elements of – low carbon and pollutants, resource efficient (energy and fuel) and socially inclusive.
28. The second core element is the identification of set of **plans, policies and regulations for a socially inclusive green freight** that will be promoted nationally and with particular emphasis on those that would benefit from regional cooperation and harmonization. Priorities are:¹³
- a. Adoption of fuel economy standards for heavy duty vehicles including trucks. This can be supplemented with technology mandates, import restrictions, and economic and other incentives for the adoption of technologies that improve fuel efficiency and emission intensity;
 - b. Tighter standards for fuel quality and emission standards, mandating emission control devices, providing effective fuel inspection and vehicle inspection and maintenance programs, and restricting the import of new and used trucks and engines based on age, technology and emissions;
 - c. Promotion of clean fleet management systems for government and private truck fleets;
 - d. Improved freight logistics through, for example, promoting the establishment of logistics information platforms and freight consolidation centers, and piloting logistics solutions such as drop-and-hook;
 - e. Shift of road freight from trucks to rail and waterways, through investments in rail and waterways infrastructure combined with modernization of services and financial and policy incentives;
 - f. Efficient intermodal transfer of freight through the development of intermodal transfer points, dry ports, and upgrading of sea ports;
 - g. Improved freight movement in cities, through integration into urban planning and transport plans, or the creation of dedicated urban sustainable freight plan for cities, especially those with a population greater than 1 million;
 - h. Adoption of a road safety program for trucks, including driver training, maintenance and route planning and scheduling, enforcement of traffic rules and truck load restrictions;

¹³ These measures are recommendations from the UNCRD/Clean Air Asia Green paper presented at the 5th EST Forum, and need to be further re-worded to reflect the harmonization effort needed to support government efforts. Best Practices in Green Freight – for an Environmentally Sustainable Road Freight Sector in Asia. <http://cleanairinitiative.org/portal/projects/ESTForums>

- i. Introduction of HIV/AIDS programs for trucks drivers to halt the spread of HIV/AIDS and other sexually transmitted diseases, which include awareness raising, education, monitoring, counseling, and medical support.
29. The third core element is the adoption of a **standard set of indicators** for green freight with a view to improve monitoring of the development and the effectiveness of implementation of the plans, policies and regulations mentioned above.
30. The fourth core element is a **regional collaboration framework** on green freight. This should include the collaboration among ministries/governments, including through regional/sub-regional intergovernmental organizations and processes. In addition, collaboration with other key stakeholder groups is also desired to help establish and implement Green Freight Programs and supporting plans, policies and regulations, through capacity building, financing and broader participation. Key stakeholder groups include
- a. Private sector, in particular the Green Freight Asia Network, which is being incorporated as a regional association representing shippers, carriers, logistics service providers and associations. At the 6th EST Forum, GFAN members announced the “Private Sector Declaration on Green Freight in Asia towards a Green Economy,” acknowledging private sector responsibilities and lending support to governments for green freight initiatives and programmes that reduce fuel dependency, and air pollutant and CO₂ emissions while maintaining economic growth;
 - b. Development agencies and banks, including ADB, GIZ, UNCRD, UNESCAP, UN Convention on Trade and Development, UN Environment Programme, and World Bank;
 - c. International NGOs and research institutes, such as Clean Air Asia, Civic Exchange, Institute for Global Environmental Strategies (IGES), ITDP, International Council on Clean Transportation (ICCT), Natural Resource Defense Council (NRDC), and the Sustainable Supply Centre – Asia Pacific.
 - d. Other initiatives and partnerships, such SLoCaT, and the Climate and Clean Air Coalition (CCAC) which initiated a green freight initiative that involves the development of a global Green Freight Declaration and Charter that can build on the Agreement in Asia;

3.4 Steps towards the Agreement and Roles

31. UNCRD as convener of the Regional EST Forum will act as Secretariat for the consultation process and development of the Agreement from 2013-2015.
32. The Position Paper will be amended by Clean Air Asia following comments by the 7th EST Forum. Clean Air Asia will also develop a Reference Paper with more detailed data and information by June 2013.
33. UNCRD and UNESCAP will lead a series of consultations with countries during 2013/2014, with the support from Clean Asia and other partners. These consultations could be held in close cooperation with regional/sub-regional intergovernmental organizations and processes such as
- a. Sub-regional intergovernmental organizations and processes such as ASEAN, including the ASEAN Senior Officials’ Meeting on Environment (ASOEN) and the ASEAN Senior Transport Officials Meeting (ASTOM)

- b. South Asia Cooperative Environment Programme (SACEP) and the South Asian Association for Regional Cooperation (SAARC)
 - c. The Asian Transport Ministers Forum in December 2013 convened by UNESCAP
 - d. Other relevant processes
34. Based on the consultations and input from Bali EST Forum, Clean Air Asia will prepare a final Position Paper in December 2013, in close coordination with UNCRD, UNESCAP and other partners, and which will be basis for a draft Agreement.
35. In parallel, during 2013 and 2014, partners could engage in a number of activities on green freight that can help in the development and implementation of the Agreement, such as capacity building training workshops by GIZ.
36. During a second phase in 2014-2015 the Agreement could be developed as follows:
- a. Preparation of draft regional agreement
 - b. Discuss draft Regional Agreement on Green-Freight in Asia at the 8th Regional EST Forum in Asia in 2014, revise and finalize
 - c. Consultation of draft Agreement involving key partners and sub-regional organizations
 - d. Inter-ministerial discussion/agreement through UNESCAP as the lead agency