Workshop Report

Customs Officer Training on Substances Depleting the Ozone Layer

Antigua & Barbuda, 18-20 July 2001

Organized by:

Government of Antigua & Barbuda
United Nations Environment Programme (UNEP)
Division of Technology, Industry & Economics (DTIE)
Concurrent Technology Corporation (CTC)
World Customs Organization (WCO)

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Executive Summary

Antigua & Barbuda’s training programme for customs officers is funded through Canada’s contribution to the Multilateral Fund for the Implementation of the Montreal Protocol and was approved at the 26th Meeting of the Executive Committee to be implemented by Environment Canada. UNEP provides technical and policy support to Environment Canada.

The programme is part of a comprehensive approach to reduce the CFC consumption in the refrigeration and air-conditioning servicing sector. Such an approach is defined in Antigua & Barbuda’s Refrigerant Management Plan (RMP).

The main objective of the training programme is to provide the customs officers and relevant stakeholders with the skills necessary to monitor and control the imports and exports of ODS and products (including equipment) containing them as well as detecting and preventing illegal trade.

The programme consists of two phases, the train-the-customs-trainers phase and the train-the-customs-officers phase. Both phases are monitored and evaluated. The trained customs trainers are expected to train 100 customs officers in Antigua & Barbuda within 12 months.

The train-the-customs-trainers workshop in Antigua & Barbuda is the tenth workshop of its kind in the world to be implemented as part of a national RMP. Similar workshops will be held in more than 45 other developing countries.

The preparation of the workshop required the development of the "Antigua & Barbuda Handbook on ODS Legislation and Import / Export Licensing System" by the National Ozone Unit and the local legal consultant. The document complements the UNEP training manual "Customs Officer Training on Substances Depleting the Ozone Layer” by providing country-specific information and data. Local presenters contributed additional training materials.

The immediate result of the train-the-customs-trainers workshop is the availability of 22 trained customs trainers, customs officers, and other relevant stakeholders and the inclusion of a Montreal Protocol-related training module in the training curricula of the customs department for new customs officers.

The long term result of the training programme is to enhance awareness of ozone depletion issues among customs officers and other relevant stakeholders and to enable customs officers to enforce the import / export licensing system for ODS and products (including equipment) containing or using them. The control of virgin ODS entering the country, following the phase-out schedules under the Montreal Protocol, will lead to increased prices of ozone depleting refrigerants, which will help reducing consumption and making the recovery & recycling (R&R) system economically viable.
The workshop included presentations by high-level Government representatives during the opening and closing sessions. Media coverage included television interviews and coverage of the opening ceremony on the national television station.

The design of the train-the-customs-trainers workshop followed an interactive and participatory approach and involved 4 local presenters. Four case studies on smuggling schemes were presented to participants to test their knowledge of what they had learnt throughout the workshop.

Furthermore, four working groups were created during the break-out session in order to discuss specific topics. During the group discussions, participants planned Phase II of the training programme and prepared detailed recommendations and wrote a draft concept note, agenda, and implementation schedule for both phases.

Future challenges for customs authorities in enforcing international environmental agreements such as the Basel Convention, CITES, Kyoto Protocol, the Rotterdam and the Stockholm Conventions were discussed and scope for synergies identified. Local presenters emphasised that special training for customs authorities is needed and that such training should be co-ordinated between the different Convention Secretariats.

The participants conducted a workshop evaluation (see Annex 10.5) and agreed a final set of recommendations (see Annex 10.4). The overall evaluation of the workshop was "excellent" (55%) and “good” (40%).

The workshop report will be disseminated to the workshop participants and speakers as well as relevant stakeholders. It will also be placed on UNEP’s homepage at: http://www.uneptie.org/ozonaction.html

1. Background

Antigua & Barbuda’s training programme for customs officers is funded through Canada’s contribution to the Multilateral Fund for the Implementation of the Montreal Protocol and was approved at the 26 Meeting of the Executive Committee to be implemented by Environment Canada. UNEP provides technical and policy support to Environment Canada.

The programme is part of a comprehensive approach to reduce the CFC consumption in the refrigeration and air-conditioning servicing sector. Such an approach is defined in Antigua & Barbuda’s Refrigerant Management Plan (RMP).

Upon the discovery that CFCs and other man-made substances are leading to a depletion of the ozone layer, the international community negotiated the Vienna Convention for the Protection of the Ozone Layer in 1985. Following this, the Montreal Protocol on Substances that Deplete the Ozone layer was negotiated in 1987 with the objective of reducing and finally phasing out the production and consumption of ozone-depleting substances. Antigua

In most developing countries the largest remaining sector in which ozone-depleting substances is still used is the refrigeration and air-conditioning servicing (RAC) sector. In 1999, Antigua & Barbuda consumed approximately 59.0 metric tonnes of ozone-depleting substances (ODS) or 42.6 ODP tonnes of ODS. The RAC servicing sector consumed 56.4 metric tonnes of ODS or 39.6 ODP tonnes. This accounts for 93% of the total ODP consumption in 1999. In addition, appliances containing CFCs are imported into the country either already assembled (e.g. refrigerators, AC units) or in parts for local assembly.

Any abrupt non-availability of CFC refrigerants would adversely impact important sectors of the local economy. It is therefore essential for users of CFCs to be able to reduce and subsequently phase-out their consumption in a coordinated, planned, and cost-effective manner in compliance with the commitments under the Montreal Protocol.

Phase I of the customs training had to await the adoption of the import / export licensing system in Antigua & Barbuda. Such licensing system is an obligation for all Parties to the Montreal Amendment. The Ministry of Economic Development, Trade, Industry and Commerce is the agency which is managing the licensing system. Customs authorities are involved in the enforcement of the licensing system and standard officers are involved the enforcement of labeling standards. Customs training is providing the means through which Antigua & Barbuda be in a position to meet this challenge.

2. Objectives

The main objective of this training programme is to provide the customs, trade, and standards officers in Antigua & Barbuda with the skills necessary to monitor and control the imports and exports of CFCs and other ODS and ODS products / equipment. The detection and prevention of illegal trade is part of this training.

The training objectives were achieved by:

I. Increasing awareness of ozone depletion issues
II. Introducing the types of ODS being used in the sector and for which applications
III. Introducing the provisions and phase-out schedules of the Montreal Protocol and its amendments
IV. Providing an understanding of the national Refrigeration Management Plan
V. Providing an overview of the newly established licensing system for ODS and its implications for customs officers and other stakeholders
VI. Presenting the revised customs codes that allow for the identification of ozone-depleting refrigerants and products containing them
VII. Refining and optimizing the establishment of the operational details of the monitoring and control system for ODS
VIII. Providing an overview of customs regulations and monitoring and control systems for ODS in other Caribbean countries
IX. Training on the use of identification equipment for refrigerants
X. Designing the concept, agenda, strategy, and time schedule for the training of the remaining customs officers in the country.

3. Expected results

The immediate result will be the availability of trained customs trainers and key stakeholders along with the development of a training approach and recommendations for the subsequent Phase II training of customs and enforcement officers in Antigua & Barbuda.

A Montreal Protocol-related training module will be included in the ongoing training programmes of the customs department for new customs officers. It will also be integrated in the refresher courses for experienced officers. Thus the sustainability of the training programme will be ensured.

The long-term result is to enhance awareness of ozone depletion issues among customs authorities and other relevant stakeholders as well as the achievement of the training objectives as stated in Section 2.

In addition, synergies for the enforcement of other relevant international environmental agreements such as the Basel Convention, CITES, Kyoto Protocol, the Rotterdam and the Stockholm Conventions will be encouraged. The success of most international environmental agreements will depend on the continued support of the world’s customs authorities and other key stakeholders.

4. Participants

In total, 22 participants attended the train-the-customs-trainers workshop. They included 12 customs officers from the various sections of the customs department around the country, as well as 10 key stakeholders from national agencies whose involvement and support is necessary for the successful implementation of the import/export licensing system.

The 10 stakeholders came from ABDF Coastguard, ABRACA, the Bureau of Standards, Chemistry and Laboratory, the Environment Division, the Ministry of Finance, the Pesticide Control Board, the Royal Police Force of Antigua & Barbuda, and West Trading.

The list of workshop participants is attached as Annex 10.2.
The participants in Phase II of the training programme will be the remaining customs and enforcement officers of the country including the Antigua & Barbuda National Bureau of Standards and the Ministry of Trade, Tourism and Industry.

The instructor for the workshop was:

Ms. Brittany Whiting of Concurrent Technologies Corporation.

Additional resource persons were:

Mr. Dunstan Sorhaindo, National Ozone Officer, Ministry of Economic Development, Trade, Industry and Commerce
Mr. Jason Martin, National Legal Consultant,
Ms. Dianne Black-Layne Environment Officer, Ministry of Tourism and Environment
Mr. Randy Aska, Refrigeration Technician & President, Antigua & Barbuda Refrigeration and Air-conditioning Association.

Additional speakers during the opening and closing sessions included:

Hon. Hilroy Humphreys, Minister, Ministry of Economic Development, Trade, Industry and Commerce
Hon. Molwyn Joseph, Minister, Ministry of Tourism and Environment
Mr. Winston Bailey, Deputy Comptroller, Customs
Ms. Victorine Alexander-George, Permanent Secretary, Ministry of Economic Development, Trade, Industry and Commerce
Mr. Ira Carty, Ministry of Economic Development, Trade, Industry and Commerce.

The details of the trainer and other resource persons are attached as Annex 10.3 and the agenda is attached as Annex 10.1.

5. Methodology

The training programme is being implemented in two phases:

Phase I: Train-the-customs-trainers workshop
Phase II: Subsequent training of the remaining customs officers in the country
Phase I & II: Monitoring & evaluation

Phase I: Train-the-customs-trainers workshop

The preparation of the workshop required the development of the "Antigua & Barbuda Handbook on ODS Legislation and Import / Export Licensing System" which was prepared by the National Ozone Unit and the national legal consultant. The document complements the UNEP training manual "Customs Officer Training on Substances Depleting the Ozone
Layer” by providing country-specific information and data. Local presenters contributed additional training materials.

The immediate result of the train-the-customs-trainers workshop is the availability of 22 trained customs and enforcement officers and the inclusion of a Montreal Protocol-related training module in the training curricula of the customs department for new customs officers.

The long term result of the training programme is to enhance awareness of ozone depletion issues among customs officers and other relevant stakeholders and to enable customs officers to enforce the import / export licensing system for ODS and products (including equipment) containing or using them. The control of virgin ODS entering the country, following the phase-out schedules under the Montreal Protocol, will lead to increased prices of ozone depleting refrigerants, help reduce consumption and make the recovery & recycling (R&R) system economically viable.

The workshop included presentations by high-level Government representatives during the opening and closing sessions. Media coverage included television interviews and coverage of the opening ceremony on the national television station.

The UNEP customs training manual, the “Antigua & Barbuda Handbook,” and other relevant resource documents were handed out to the participants. Additional documents and examples of ODS-containing products and equipment were displayed at the conference centre. The UNEP video "Every Action Counts" was shown to the participants.

The design of the train-the-customs-trainers workshop followed an interactive and participatory approach and involved 4 local presenters. Four case studies on smuggling schemes were presented to participants to test their knowledge of what they had learnt throughout the workshop.

Four working groups were created during the break-out session in order to discuss specific topics. Group 1 discussed effective operation of the ODS licensing system, Group 2 discussed the enforcement of ODS regulations, Group 3 discussed public education, and Group 4 covered ODS networking and task force. Each group prepared reports with their findings and recommendations.

During the group discussion participants planned Phase II of the training programme and prepared detailed workshop recommendations, a tentative concept note, agenda, and implementation schedule for both phases.

A practical hands-on session was included in the programme to identify different types of refrigerants, using the pressure-temperature method, leak detector and digital refrigerant identifier. Product and packaging labelling was checked. The Antigua & Barbuda Refrigeration and Air-conditioning Association made available a refrigerant identification kit for demonstration purposes.
Wrap-up sessions concluded the day's discussions. The participants conducted a workshop evaluation and agreed a final set of recommendations (see Annex 10.4).

Each participant received a “Certificate of Participation” from the Government of Antigua & Barbuda and was registered at the end of the workshop. It is proposed that this training and certification should become mandatory for all customs officers.

The workshop report will be disseminated to all participants and speakers as well as relevant stakeholders. It will also be placed on UNEP's homepage at: http://www.unep-tie.org/ozonaction.html.

**Phase II: Training of the remaining customs officers in the country**

The trained-customs-trainers will train the remaining customs and enforcement officers in the country. In addition, experienced customs officers may receive training on ozone-related issues as part of the continuous customs re-training programme.

The National Ozone Unit will, in close collaboration with the customs department, be responsible for the definition of a specific timetable for the training of the remaining customs officers in the country and take into account the recommendations from the train-the-trainers workshop.

It is expected that Phase II of the training programme will be concluded within 12 months after completion of Phase I - by July 2002.

**Phase I & II: Monitoring & evaluation**

The National Ozone Unit will co-ordinate, monitor and follow-up on the training activities during Phase II of the training programme and report progress in project implementation to UNEP.

Immediately after completion of Phase II of the training programme, the NOU will evaluate the results of the training programme and prepare a follow-up & evaluation report. This report will be submitted to UNEP.

**6. Contents and structure of the train-the-trainers workshop**

The training materials were designed to ensure that the objectives set out for the workshop (see Section 2) were achieved.

The workshop included the following sessions:

- **Session 1:** Ozone layer depletion
- **Session 2:** International response
Session 3: National obligations and response
Session 4: National import / export licensing system
Session 5: Checking papers, forms and permits
Session 6: Related international conventions
Session 7: Global & regional context
Session 8: Role of customs officers and other key stakeholders
Session 9: Illegal trade in ODS and ODS-containing equipment and goods
Session 10: Identification of ODS and ODS-containing equipment
Session 11: Practical exercises on identification of ODS
Session 12: Safe handling, transport and storage of ODS
Session 13: Breakout Session on effective operation of ODS import / export licensing system and enforcement of ODS regulations
Session 14: Action planning for Phase II and III of the customs training
Session 15: Workshop evaluation.

7. Results and lessons learned

The objectives set out for the workshop were fully met through the appropriate design of the workshop agenda during which the 15 workshop sessions addressed all relevant issues. A detailed evaluation of the most relevant issues is included in Annex 10.5.

<table>
<thead>
<tr>
<th>OBJECTIVES SET OUT</th>
<th>RESULTS ACHIEVED</th>
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<tbody>
<tr>
<td>I. Increasing awareness of ozone depletion issues</td>
<td>Through Sessions 1, 8 and UNEP video “Every Action Counts”</td>
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<tr>
<td>II. Familiarizing enforcement officers with the different types of ODS being used in the sector and for which applications</td>
<td>Through Sessions 1, 3, 4, 10, 11, 12</td>
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<tr>
<td>III. Familiarizing enforcement officers with the provisions and phase-out schedules of the Montreal Protocol and its Amendments</td>
<td>Through Sessions 2, 3, 4</td>
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<td>IV. Providing officers with an understanding of the national Refrigerant Management Plan</td>
<td>Through Sessions 3, 4</td>
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<tr>
<td>V. Providing an overview on the newly established licensing system for ODS and its implications for customs officers</td>
<td>Through Sessions 4, 5, 8</td>
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<tr>
<td>VI. Presenting the revised customs codes which allow for the identification of ozone-depleting refrigerants and products containing them</td>
<td>Through Session 10</td>
</tr>
<tr>
<td>VII. Refining and optimizing the operational details of the monitoring and control system for ODS</td>
<td>Through Session 13</td>
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<tr>
<td>VIII. Providing an overview of customs regulations and monitoring and control systems for ODS in other Caribbean countries</td>
<td>Through Session 7</td>
</tr>
<tr>
<td>IX. Training enforcement officers in the use of identification equipment for refrigerants</td>
<td>Through Sessions 10, 11, 12</td>
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</table>
X. Designing the concept, agenda, strategy and the time schedule for the training of the remaining customs officers in the country.

In addition, the following specific outcomes were achieved:

- Successful training and certification of 22 participants on monitoring and controlling of imports and exports of ODS and ODS products / equipment in Antigua & Barbuda.
- Demonstrating methods for the inspection of imported refrigerators, motor vehicles, compressors, the identification of refrigerants and the checking of freight papers and labelling. The practical demonstrations included the use of a leak detector, a digital refrigerant identifier and the temperature/pressure method.
- Exchange of information and experiences between the participants and development of a network of personal contacts.
- The "Antigua & Barbuda Handbook" will be used for the further training of customs officers.
- Detailed workshop recommendations by the participants (see Annex 10.4).
- Certification of the participants by the Government of Antigua & Barbuda.

The following lesson was learned from the train-the-customs-trainers workshop:

- Some of the testing equipment did not function properly, but the refrigerant technician was able to provide additional equipment on Day 3. Antigua & Barbuda will receive refrigerant identifiers under a separate project - the Global Enabling Activity.
- The issue of export licensing is extremely important in Antigua & Barbuda, since it is an important transhipment harbour and tranships / re-exports to many other countries in the region. Antigua & Barbuda may want to consider the lessons learned in other countries using export licensing systems.
- The break-out session on the effective operation of the import/export licensing system, enforcing ODS regulation, public education, and taskforce/networking was well received by participants. Many recommendations came out of this session. The recommendations from the participants are included as Annex 10.4.
- Additional agencies and stakeholders involved in controlling and monitoring ODS should have participated, it is important to note that they were invited, but failed to attend.

8. Follow-up action plan

This training programme is part of the RMP for Antigua & Barbuda. As such it will be accompanied by other training and policy related activities as defined in the RMP such as the training programme on good practices in refrigeration and the recovery and recycling programme.

The NOU will establish a monitoring mechanism to ensure that the objectives of the training programme are met and will produce a follow-up report on the status of implementation of the training programme. If Phase II of the training programme is not completed 12 months
after the train-the-trainers workshop, an intermediate follow-up report will be prepared, following the UNEP standard format.

The National Ozone Unit will consider and, as far as possible, implement the workshop recommendations as adopted by the workshop participants (see Annex 10.4). The recommendations will also be communicated to the relevant decision-makers and politicians, and their support requested.

9. Evaluation by participants

The overall evaluation of train-the-customs-trainers workshop participation was very good. Twenty of 22 participants (91%) returned the evaluation questionnaire. Out of the 20 evaluations, 11 participants rated the workshop as “excellent” (55%) and 8 as “good” (40%).

A graphic analysis of the received evaluation questionnaires is included in Annex 10.5.

The following section includes feedback and suggestions received from the workshop participants concerning (a) the workshop itself, (b) the UNEP customs training manual and (c) the “Antigua & Barbuda Handbook”:

(a) Phase I customs training

- A more positive response from customs brokers would be better, since they are the ones who clear the ODS from the different ports.
- Course was very informative. All the sections of study related to the whole topic and dictated an urgency in dealing with ODS.
- Expected a more positive response from the private sector such as the customs brokers and merchants in the commercial sector.
- It should be mandatory that customs be given the equipment. Otherwise, the course was very good.
- Quality of the course was good. Similar courses could be extended to a week with fewer hours.
- The course was well presented. It probably would have been better for us if we had a little more time (2 or 3 days).
- Educational institutions, which conduct refrigerant training, should be included in the trainers group.
- I think the course was a very informative one but more organizations should be given an invitation e.g. EAG because they have a lot to do with the environment.
- More qualified instruction for the various agendas.
- The other courses should be simplified.
- More training equipment to assist developing countries who are not financially able to purchase items.
- The quality of the course was good. Give more time for practical demonstration.
- The practical experience or training aspect should be reevaluated and more equipment should be supplied for this training.
- The course was very informative. It highlighted the environmental issues regarding the depletion of the ozone layer.
- The quality of the course was excellent. Ms. Whiting is a hard worker, but the course was just too short.
- I think that a couple of ODS testers should be donated to the customs department so they can work more effectively.

(b) **UNEP customs training manual**

- Coloured pictures would enhance the manual. This helps officers in identifying containers & colours of containers.
- Proper implementation of the harmonising system code & certification license forms should be included. Also, training should be mandatory.
- Reporting framework could be included.
- Something on the industrial uses of methyl chloroform should have been provided so that you’d know who would import them. Something on the cost of laboratory testing equipment also would have been useful.
- The manual was well put together and presented. It gave a better idea of how other customs departments internationally are dealing with ODS.
- Some of the charts and pictures would be better viewed in colour to give a better idea of what they represent.
- The HS codes for individual refrigerants should be internationally standardised.

(c) **Antigua & Barbuda Handbook on ODS Legislation**

- Adjustments should be made to the licensing system.
- Identification of all stakeholders, even though they are subject to change, would be helpful.
- More on-hand information on customs rather than the legal aspect would be more helpful. Also, provide proper statistics upon the importation of these ODS.
- Need equipment for customs to check and test for ODS
- Phase-out dates for Antigua & Barbuda in reference to all ODS.
- Something should have been provided on the role of the Pesticide Control Board.
- The Country Handbook should also address the on island phase-out for those entities that already use ODS.
- Names and numbers of relevant individuals, bodies, and organisations that are involved in monitoring & controlling ODS.
10. Annexes

Annex 10.1 Agenda
Annex 10.2 List of participants
Annex 10.3 List of trainers and speakers
Annex 10.4 Workshop recommendations
Annex 10.5 Evaluation by participants
Annex 10.6 Reference documents
Annex 10.7 UNEP DTIE OzonAction Programme
ANNEX 10.1  Agenda

Day 1

8:30  Registration

9:00  Opening ceremony and media briefing

   Welcome address and workshop objectives  
   Mr. Dunstan Sorhaindo, National Ozone Officer

   Opening Address  
   Hon. Hilroy Humphreys, Minister of Economic Development, Trade, Industry and Commerce

   Guest Speaker  
   Hon. Molwyn Joseph, Minister of Tourism & Environment

   Workshop address  
   Mr. Winston Bailey, Deputy Commissioner of Customs

   UNEP DTIE’s OzonAction Programme & training approach  
   Ms. Brittany Whiting, Trainer, CTC

   Answers to questions asked by the media

   Vote of Thanks  
   Mr. Ira Carty, Ministry of Economic Development, Trade, Industry & Commerce

10:00  Break

10:15  Introduction  
   Ms. Brittany Whiting, Trainer, CTC

   -  Expected output of the training programme
   -  Training materials and display
   -  Self-introduction of participants

10:45  Session 1: Ozone layer depletion  
   Mr. Dunstan Sorhaindo, National Ozone Officer

   -  Environmental and human health consequences
   -  UNEP video: Every Action Counts
   -  Ozone layer science
- Discussion

11:30 Session 2: International response  
Mr. Dunstan Sorhaindo, National Ozone Officer  
- International response - the Montreal Protocol and its Amendments  
- Phase-out schedule and strategies for Article 2 and Article 5 countries  
- Discussion

12:00 Session 3: National obligations and response  
Mr. Dunstan Sorhaindo, National Ozone Officer  
- Overview of national ODS consumption pattern  
- National phase-out obligations  
- National response - Refrigerant Management Plan  
- Discussion

13:00 Lunch

14:00 Session 4: National import / export licensing system  
Mr. Jason Martin, National Legal Consultant  
- Institutional framework  
- National ODS regulations  
- Structure of national import/export licensing system  
- Institutional arrangements and procedures to manage the system  
- Import quotas and application for permits and allowances  
- Information to importers, wholesalers and end-users  
- Handling of seized ODS and ODS-containing equipment and goods  
- Enforcement and penalties  
- Forms introduced by the licensing system  
- Discussion

15:45 Break

16:00 Session 5: Checking papers, forms and permits  
Ms. Brittany Whiting, Trainer, CTC  
- Logistics and data management  
- Application forms, permit forms, freight papers, retrofit certificates etc.  
- Practical exercise on checking freight papers and permits  
- Discussion

17:00 Wrap-up sessions and workshop recommendations  
Ms. Brittany Whiting, Trainer, CTC
Day 2

9:00 **Session 6: Related international conventions**
*Ms. Diane Black-Layne, Ministry of Environment Official*

- CITES (endangered species), Kyoto Protocol (global warming), Basel Convention (hazardous waste), Rotterdam Convention (prior informed consent)
- Common features related to the control of trade and synergies for customs authorities for effective enforcement
- Discussion

9:45 **Session 7: Global and regional context**
*Ms. Brittany Whiting, Trainer, CTC*

- Global production and trade with ODS and ODS-containing products
- Transshipment harbors, production, disposal, reclaim facilities in the region
- Regional and global trade agreements
- Implementation of revised HS codes in the region
- Impact on trade and economy
- Discussion

10:15 Break

10:30 **Session 8: Role of customs officers and other key stakeholders**
*Ms. Brittany Whiting, Trainer, CTC*

- Key players in monitoring and control imports / exports of ODS and ODS-containing equipment and goods (customs, coast guard, police, court, chemistry laboratory, importers/wholesalers, end-users, NOU etc)
- Reporting legal and illegal trade with ODS and ODS-containing products
- Enforcing ODS legislation
- Checklist for customs officers
- Discussion

11:00 **Session 9: Illegal trade with ODS and ODS-containing products, equipment & goods**
*Ms. Brittany Whiting, Trainer, CTC*

- Legal and illegal trade with Parties and non-Parties
- Detecting legal and illegal trade at local, regional and international level
- Trade with recycled, recovered, reclaimed or contaminated refrigerants
- Causes and trends of illegal trade
- Methods of smuggling
- Prevention of illegal trade
- Case study on illegal trade
- Discussion

12:00 Lunch

13:00 Session 10: Identification of ODS and ODS-containing products, equipment & goods
Ms. Brittany Whiting, Trainer, CTC

- Harmonized System codes for pure and mixed ODS
- Common trade names for ODSs, including CFCs, HCFCs, methyl bromide, halons, solvents, foams, aerosols etc.
- CAS numbers, ASHRAE numbers, UN numbers etc.
- Examples of labeling for ODS and color codes
- Examples of labeling of ODS-containing equipment and goods
- Detection of mislabeled ODS containers, cylinders etc.
- Identification of ODS-containing equipment and goods
- Use of refrigerant identifiers (theory)
- Discussion

15:00 Break

15:15 Session 11: Practical exercises on identification of ODS
Ms. Brittany Whiting, Trainer, CTC

- Examples of ODS containers and cylinders and ODS-containing equipment and goods
- Hands-on work with CFC detection equipment if available
- Identification of ODS-containing products, equipment and goods

16:45 Introduction to Break-out Session 13: Effective operation of ODS import / export licensing system and enforcement of ODS regulations
Ms. Brittany Whiting, Trainer, CTC

- In addition to two key topics, participants may suggest 2 additional topics of interest:
  Topic 1: How to effectively operate ODS import / export licensing systems
  Topic 2: How to effectively enforce ODS regulations
  Topic 3: To be suggested by participants
  Topic 4: To be suggested by participants

17:00 Wrap-up Session and workshop recommendations
Ms. Brittany Whiting, Trainer, CTC
Day 3

9:00  **Session 12: Safe handling, transport and storage of ODS**  
*Ms. Brittany Whiting, Trainer, CTC*

- ODS chemical information relevant to customs officers
- Safe handling of ODS and ODS-containing products
- Safe transport and storage of ODS and ODS-containing products
- Safe sampling of ODS - who is allowed to take samples and to use refrigerant identifiers
- Discussion

9:45  **Break-out Session 13: Effective operation of ODS import / export licensing system and enforcement of ODS regulations**  
*Ms. Brittany Whiting, Trainer, CTC*

- Group moderators will co-ordinate the Break-out Session.

11:15  **Break**

- Group moderators will ensure the preparation of a short report and presentation of their findings including the group recommendations.

11:45  **Break-out Session 13: Presentation of findings of the group work to the plenary**  
*Ms. Brittany Whiting, Trainer, CTC*

- Hand-over of reports to the lead consultant
- Presentation of group recommendations to the plenary (10 min per group)
- Discussion and adoption of group recommendations (5 min per group)
- Feedback on the break-out session

13:00  **Lunch**

14:00  **Session 14: Action planning for Phase II of the customs training**  
*Ms. Brittany Whiting, Trainer, CTC*

- How to design Phase II of the customs training (approach, duration, agenda, schedule, trainers, participants etc.)
- Which training materials should be used for Phase II of the customs training and what should be the key contents of the training
- How to ensure timely implementation, monitoring and reporting during Phase I & II
- Discussion

15:00  **Session 15: Workshop evaluation**
Ms. Brittany Whiting, Trainer, CTC

- Completion of evaluation questionnaires
- General feedback and comments from participants and organisers

15:45 Break

16:00 Closing Session and media briefing

Conclusions and outlook
Mr. Dunstan Sorhaindo, National Ozone Officer

Closing remarks
Ms. Brittany Whiting, Trainer, CTC

Distribution of participation certificates
Ms. Brittany Whiting, Trainer, CTC
Mr. Dunstan Sorhaindo, National Ozone Officer

Closing statement
Mr. Winston Bailey, Department Commissioner of Customs

Closing of workshop
Mrs. Victorine Alexander-George, Government representative

Answers to questions asked by the media
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ANNEX 10.4 Workshop recommendations

The following workshop recommendations were discussed and approved by all participants during the workshop.

1. Public awareness at community level on licensing system (e.g. badge) and work with Consumer Affairs (pamphlets and consumer corner).
2. Hotel maintenance personnel should be certified as well as members of the refrigeration association.
3. Inside education programme, aired on Tuesday nights. Ministry of education should integrate into curriculum.
4. There should be dialogue between agencies on other international environmental conventions.
6. Country of origin should be stated on import/export license.
7. Import/export license - goods exported to – list countries ODS is exported to.
8. People should have to pay for Government license forms (fee to be decided).
9. Implementation and enforcement of licensing system should be effective immediately.
10. Need focal point in Customs for environmental conventions.
11. Need co-operation among agencies on environmental issues.
12. Need to educate children on environmental issues.
13. Customs needs to be involved in the decision-making concerning MEAs
14. The Ozone unit should be enlarged, in terms of a Customs representative, police, and environment officer in order to provide strengthening / “teeth” for the unit.
15. This group could become the ODS task group.
16. ISO to look at standards in labelling.
17. Needs of the laboratories should be taken forward to the regional meeting (e.g. equipment, standard chemicals and training).

The following recommendations have been made by the different working groups during the break-out session:

GROUP 1 HOW TO EFFECTIVELY OPERATE THE ODS IMPORT/EXPORT LICENSING SYSTEM

a. The HS codes for individual refrigerants should be incorporated into new statutory instruments.
b. New ASYCUDA software should flag: licenses required to import ODS, response to the input of the HS codes, refrigerant import/export form required in response of HS code commodity.
c. Licensing schedule should be amended by adding ODS
d. Refrigerant import/export form to be modified to “refrigerant and ODS import/export forms”
e. Must include motor vehicles
f. Carbon tetrachloride and methyl chloroform (1-1-1trichloroethane) to be added to the import/export form although they are not refrigerants. They are ODS that are used as solvents.
g. At airport, look for small cylinders and compressors.
h. Methyl bromide needs assessment should be made by the Pesticide Control Board
i. Public awareness should include officers asking “Do you have any ODS?” and large posters at all ports of entry / exit of the country. Also ask if the importers have the licenses for importing the substance and where they were from.
j. Memo added to information handed out by travel agents with immigration forms.

Group 2 ODS ENFORCEMENT

a. A storage facility to be made available to hold substances and stiffer penalties to discourage bribes.
b. Proper equipment and training of personnel.
c. Urgent need for the creation of a task force.
d. NOU should be established and form liaison with other such units in the regions.

Group 3 PUBLIC EDUCATION

a. Public awareness through the media is important. Use of forums such as talk shows, feedback, Daily Observer, newspapers.
b. Sensitizing of youths within the school through Consumer Affairs, pamphlets, NAU, community outreach discussions.
c. Training and certification of technicians (Antigua & Barbuda Refrigeration Association and Ozone Unit).
d. Conversion year- year to be chosen for a deadline to be given to motor vehicles to retrofit their vehicles with ozone friendly substances. Failure to comply should result in the non-issuance of license.
e. Enforce that car dealers import cars with R134a or other alternative refrigerants.
f. Training for all customs officers.
g. Increasing the number of recovery centers.
h. Proper disposal facilities for old refrigerators and air condition units (to be funded using the environmental tax).
i. Introduce the use of ODS as a part of the curriculum at the Antigua & Barbuda State College (Engineering Department).
j. Proper legislation to be put in place to penalize those who use ODS.
k. ABACRA representative to be given coverage on TV to explain environmental importance of eliminating the use of ODS.

Group 4 TASKFORCE / NETWORKING

a. Task force to be comprised of the following: Police, ABACRA, Ozone Unit, Customs, Pesticide Board, Bureau of Standards, Port Authority, Coast Guard, Attorney General, Environment Division, ONDPC, Fire Department.
b. Purpose of networking: Source of information output to all major stakeholders, to create a better public awareness (working along with the
education department is important), computerized networking among all major stakeholders, coordination and cooperation among members of the taskforce.

c. Purpose of taskforce: For strategic planning for information exchange for implementation, to review and optimize legislation, monitoring of the phase out program, coordinating with the relevant agencies.

The following recommendations have been agreed for Phase II of the training programme for customs officers:

**Approach:** 10-15 Participants per class

**Duration:** 2 days

**Agenda:** 1 day agenda over 2 half days

**Schedule:** T B D

**Trainers:** Customs Officers, ABACRA, Environment Officers, NOU

**Participants:** 80 customs officers

**Training materials:** International response- MP – Environment/NOU National legislation and licensing Practical Sessions – technician Q&A sessions

**Ensure timely implementation:** Directive from Comptroller of Customs Necessary legislation/regulation passed

**Monitoring and Reporting:** Taskforce
ANNEX 10.5 Evaluation by the participants

Evaluation Questionnaire

The following questionnaire was given to participants to evaluate the training course. The responses are tabled in a graph in the following page. The rating “1” stands for poor performance and the rating “5” for excellent performance.

1. What is your overall evaluation of the course?
2. Did the course provide the information you expected?
3. Was the communication between participants possible and useful?
4. Was the composition of the audience adequate?
5. As far as the contents of the presentation are concerned, did you find them adequate in explaining the following issues:
   a) Environmental and human health consequences of ozone layer depletion?
   b) International response to ozone layer depletion (Montreal Protocol)?
   c) National obligations and phase-out strategy (RMP)?
   d) Regulatory framework for the national import/export licensing system?
   e) Prevention of illegal trade of ODS?
   f) Role of customs officers in enforcing the import/export licensing system?
   g) Role of other stakeholders in implementing the import/export licensing system?
   h) How to identify ODS and equipment containing ODS and the use of ODS identifying equipment?
   i) Issues relating to safe storage and handling of ODS?
   j) Data reporting requirements and procedures?
   k) Enforcement, penalties and prevention of illegal trade

6. Did the training course provide you with adequate information regarding the subsequent training of the remaining customs officers?
7. Did the training course provide appropriate training material as the basis for the subsequent training of the remaining customs officers?

Additional questions:

8. Can you think of any additional material that should be included in the "UNEP Customs Training Manual" to enable it to better achieve its goals?
9. Can you think of any additional material that should be included in the “Antigua & Barbuda Handbook on ODS Legislation and Import / Export Licensing System" to enable it to better achieve its goals?
10. Please give additional comments about the quality of the course and how similar courses could be improved.
CUSTOMS WORKSHOP EVALUATION ANTIGUA & BARBUDA
(20 of 22 questionnaires returned)
ANNEX 10.6 Further references

[2] ARI Guideline N
[16] Inventory of Approved Projects, Access Database, Multilateral Fund Secretariat, 2000
[19] Ozone Depleting Substances Regulations: A Refresher Course for Canada’s Customs Inspectors, Environment Canada
[26] Saving the Ozone: Every Action Counts (video & booklet), UNEP, 1996
ANNEX 10.7  OzonAction Programme

Nations around the world are taking concrete actions to reduce and eliminate emissions of CFCs, halons, carbon tetrachloride, methyl chloroform, methyl bromide and HCFCs. When released into the atmosphere these substances damage the stratospheric ozone layer - a shield that protects life on Earth from the dangerous effects of solar ultraviolet radiation.

Nearly every country in the world - currently 181 countries -- has committed itself under the Montreal Protocol to phase out the use and production of ODS. Recognising that developing countries require special technical and financial assistance in order to meet their commitments under the Montreal Protocol, the Parties established the Multilateral Fund and requested UNEP, along with UNDP, UNIDO and the World Bank, to provide the necessary support. In addition, UNEP supports ozone protection activities in Countries with Economies in Transition (CEITs) as an implementing agency of the Global Environment Facility (GEF).

Since 1991, the UNEP DTIE OzonAction Programme has strengthened the capacity of governments (particularly National Ozone Units or “NOUs”) and industry in developing countries to make informed decisions about technology choices and to develop the policies required to implement the Montreal Protocol. By delivering the following services to developing countries tailored to their individual needs, the Programme has helped promote cost-effective ODS phase-out activities at the national and regional levels:

**Information Exchange** provides information tools and services to encourage and enable decision makers to make informed decisions on policies and investments required to phase out ODS. Since the 1991, the Programme has developed and disseminated to NOUs over 100 individual publications, videos, and databases that include public awareness materials, a quarterly newsletter, a web site, sector-specific technical publications for identifying and selecting alternative technologies and guidelines to help governments establish policies and regulations.

**Training** builds the capacity of policy makers, customs officials and local industry to implement national ODS phase-out activities. The Programme promotes the involvement of local experts from industry and academia in training workshops and brings together local stakeholders with experts from the global ozone protection community. UNEP conducts training at the regional level and also supports national training activities (including providing training manuals and other materials).

**Networking** provides a regular forum for officers in NOUs to meet to exchange experiences, develop skills, and share knowledge and ideas with counterparts from both developing and developed countries. Networking helps ensure that NOUs have the information, skills and contacts required for managing national ODS phase-out activities successfully. UNEP currently operates 4 regional and 3 sub-regional Networks involving more than 109 developing and 8 developed countries, which have resulted in member countries taking early steps to implement the Montreal Protocol.

**Refrigerant Management Plans (RMPs)** provide countries with an integrated, cost-effective strategy for ODS phase-out in the refrigeration and air conditioning sectors. RMPs have evolved to meet the specific need to assist developing countries (especially those that consume low volumes of ODS) to overcome the numerous obstacles to phase out ODS in
the critical refrigeration sector. UNEP DTIE is currently providing specific expertise, information and guidance to support the development of RMPs in 40 countries.

**Country Programmes and Institutional Strengthening** support the development and implementation of national ODS phase-out strategies especially for low-volume ODS-consuming countries. The Programme is currently assisting more than 90 countries to develop their Country Programmes and more than 75 countries to implement their Institutional Strengthening projects.

For more information about these services please contact:

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