Workshop Report

Customs Officer Training on Substances Depleting the Ozone Layer

Castries, St. Lucia, 4-6 July 2001

Organised by:
Ministry of Planning, Development, Environment & Housing of St. Lucia
United Nations Environment Programme (UNEP)
Division of Technology, Industry & Economics (DTIE)
Concurrent Technology Corporation (CTC)
World Customs Organization (WCO)

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Multilateral Fund for the Implementation of the Montreal Protocol

UNEP

Environment Canada
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Executive Summary

St Lucia’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 23th 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 St. Lucia'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 250 customs officers in St. Lucia within 12 months.

The train-the-customs-trainers workshop in St. Lucia is the ninth 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 "St. Lucia Handbook on ODS Legislation and Import / Export Licensing System" 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 19 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 national television stations and in newspaper articles.
The design of the train-the-customs-trainers workshop followed an interactive and participatory approach and involved 5 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, 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, and the Rotterdam and 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 on a final set of recommendations (see Annex 10.4). The overall evaluation of the workshop was “excellent” (41%) and "good" (53%).

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

St Lucia’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 23th 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 St. Lucia'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. St. Lucia acceded to the Vienna Convention and the Montreal Protocol in July 1993. St. Lucia ratified the London, Copenhagen and Montreal Amendments in August 1999.
In most developing countries, the largest remaining sector in which ozone-depleting substances are still used is the refrigeration and air-conditioning servicing (RAC) sector. In 1999, St. Lucia consumed approximately 3.5 metric tonnes of ozone-depleting substances (ODS) in its RAC sector. This is 100% of St Lucia’s total ODP consumption in 1999. Since St. Lucia neither produces nor exports ODS, consumption is dependent solely on imports. 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 will adversely impact on 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 St. Lucia. Such a licensing system is an obligation for all Parties of the Montreal Amendment. The Ministry of Commerce is the agency which is managing the licensing system. Customs authorities are involved in the enforcement of the licensing system and standards officers are involved in the enforcement of labeling standards. Customs training is providing the means through which St. Lucia will 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 St. Lucia 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 different 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 on the newly established licensing system for ODS and its implications for customs officers, Bureau of Standards officers and officials of the Ministry of Commerce
VI. Presenting the revised customs codes which 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 in the use of identification equipment for refrigerants

X. Designing the concept, agenda, strategy and the 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 and the development of a training approach and recommendations for the subsequent Phase II training of customs and enforcement officers in St. Lucia.

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, Rotterdam Convention, Stockholm Convention and the Kyoto Protocol 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, 19 participants attended the train-the-customs-trainers workshop. They included 6 customs officers from the various sections of the customs department around the country, as well as 11 key stakeholders from national agencies whose involvement and support is necessary for the successful implementation of the import/export licensing system.

The 11 stakeholders came from the Ministry of Agriculture, Consumer Affairs, Ministry of Commerce, Pesticides Control Board, Royal St Lucia Police Force, Statistics Department, Marine Police Unit, St Lucia Air and Sea Ports Authority, Sir Arthur Lewis Community College, and the St Lucia Customs Brokers Association.

There were also two observers from Environment Canada and from the Senegal Customs Authority.

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 St. Lucia Bureau of Standards and the Ministry of Commerce.

The instructor for the workshop was:

Ms. Brittany Whiting of Concurrent Technologies Corporation.

Additional resource persons were:

Ms. Donnalyn Charles, National Ozone Officer, Ministry of Planning
Mr. Chris Corbin, Sustainable Development and Environment Officer, Ministry of Planning
Ms. Elma Gene Issac, National Legal Consultant
Mr. John Sylvester, Lecturer, Sir Arthur Lewis Community College
Mr. Bishnu Tulsie, Local Co-ordinator Caribbean, UNEP DTIE

Additional speakers during the opening and closing sessions included:

Hon. Dr. Walter Francois, Minister of Planning, Development, Environment and Housing
Mr. Claude Paul, Comptroller of Customs

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 "St. Lucia 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 19 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 stations and in newspaper articles.

The UNEP customs training manual, the “St. Lucia 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 5 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 the operational details of the ODS import / export licensing system, Group 2 the enforcement of ODS regulations, Group 3 public awareness and Group 4 strategic alliances / networking. Each group prepared reports with their findings and recommendations.

During the group discussions 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 Ozone Unit 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 St. Lucia 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 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

**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 I & 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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<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>
</tr>
<tr>
<td>X. Designing the concept, agenda, strategy and the time schedule for the training of the remaining customs officers in the country.</td>
<td>Through Session 13</td>
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In addition, the following specific outcomes were achieved:
- Successful training and certification of 19 participants on monitoring and controlling of imports and exports of ODS and ODS products/equipment.
- 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 "St. Lucia 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 St. Lucia.

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

- The local legal consultant was unprepared to present the St Lucia Handbook during the first workshop day and the presentation was moved to the second day.
- Some customs officers were not able to attend the training because of another government engagement.
- The practical session was very useful for participants. The testing equipment will be very important for the enforcement of the licensing system.
- The break-out session on the effective operation of the import/export licensing system, enforcing ODS regulation, public awareness, and strategic alliances was well received by participants. Many recommendations came out of this session. The recommendations from the participants are included as Annex 10.4.

8. Follow-up action plan

This training programme is part of the RMP for St. Lucia. 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 to 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 good. Seventeen of 19 participants (89%) returned the evaluation questionnaire. Out of the 17 evaluations, 7 participants rated the workshop as “excellent” (41%) and 9 participants as “good” (53%).

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 “St. Lucia Handbook”.

(a) Phase I customs training

- A little more time on practical aspects would help in my view. Insist that someone in authority from Customs be present to better appreciate the whole task ahead.
- Include more stakeholders in future courses to facilitate more public awareness e.g. Ministry of Health, Education (schools), & NGOs.
- More practical exercises should be done on identifying ODS (pressure & temperature test)
- The course was a very successful venture. The only thing I recommend is the holding of refreshers at least once a year to keep us in tune with new trends.
- It would be useful to invite trainers of all stakeholders to attend a similar workshop.
- More time should be allocated to the identification of the different ODS.
- The quality of the course was exceptional. The information was pertinent and timely. The discussions proved effective and now better control can be exercised.
- It was a very informative course, though time and the quantity of work did not balance, a lot was learnt.
- The quality of the course suffered or was compromised by the absence of personnel from the Ministry of Health.
- I believe that this course is too long and can be shortened if it aims at the key issues.
- The course material was adequate but the presentation time was inadequate.
- I was very impressed with the manner in which the workshop was conducted. I don’t believe anyone else could do a better job of lecturing us.
- The course was well prepared for and implemented. It was very interactive and participatory and that was very good. I believe the format could be retained.
- I thought that the course met its objectives. However there needs to be a better appreciation of safety equipment and practices.

(b) UNEP customs training manual

- I think the manual had sufficient information to help achieve the workshop’s goals.
- Needs to be updated constantly.
- There should be a condensed manual of the main functions and information required which would make in more manageable.
- Video abstracts of fatal handling of these ODS should be included.
- International cases of smuggling, prosecutions, evidence used, and court decisions should all be included.
- The Global Customs Manual practically covered everything we needed to know and more.
- I think the information presented was adequate and it did achieve its goals in making us aware of the seriousness of ozone depletion.

(c) **St. Lucia Handbook on ODS Legislation**

- Clarify roles of each agency and provide contact name and phone number.
- Improve some of the forms to provide more data for the NOU.
- ODS and their direct effect to humans.
- When the Act & Regulations are finalised, these should be included.

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 opening statement
Ms. Donnalyn Charles, National Ozone Officer

UNEP DTIE's OzonAction Programme
Mr. Bishnu Tulsie, Local Co-ordinator Caribbean, UNEP DTIE

Training team and workshop approach
Ms. Brittany Whiting, Trainer, Concurrent Technologies Corporation (CTC)

Workshop address
Hon. Dr. Walter Francois, Hon. Minister of Planning, Development, Environment & Housing

Workshop address
Mr. Claude Paul, Comptroller of Customs

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. Bishnu Tulsie, Local Co-ordinator Caribbean, UNEP DTIE

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

11:30  Session 2: International response
Mr. Bishnu Tulsie, Local Co-ordinator Caribbean, UNEP DTIE

-  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
*Ms. Donnalyn Charles, NOU*

- 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
*Ms. Elma Gene Issac, 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  
Mr. Chris Corbin, Sustainable Development and Environment Officer, Ministry of Planning

- 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 and goods  
Ms. Brittany Whiting, Trainer, CTC and Mr. Vianney Gemme, Environment Canada

- 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

**12:30 Lunch**

**13:00 Session 10: Identification of ODS and ODS-containing products, equipment and 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 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

**15:30 Session 11: Practical exercises on identification of ODS**

*Ms. Brittany Whiting, Trainer, CTC  
Mr. John Sylvester, Lecturer, Sir Arthur Lewis Community College*

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

**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 organizers

15:45  Break

16:00  Closing session and media briefing

Conclusions and outlook
Ms. Donnalyn Charles, National Ozone Officer

Closing statement by UNEP DTIE's Ozone Action Programme
Mr. Bishnu Tulsie, Local Co-ordinator Caribbean, UNEP DTIE

Evaluation of workshop
Ms. Brittany Whiting, Trainer, CTC

Distribution of participation certificates
Ms. Donnalyn Charles, National Ozone Officer & Ms. Brittany Whiting, Trainer, CTC

Closing remarks by customs representative

Closing of workshop
Mr. Bishnu Tulsie, Chief of Sustainable Development, Ministry of Planning

Answers to questions of the media
ANNEX 10.2  List of participants

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ANNEX 10.4   Workshop recommendations

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

1. St. Lucia should raise the issue of vessels’ release of CFCs at sea (MARPOL marine pollution).
2. The Ministry of Planning should develop and implement an effective public awareness programme to encourage consumers and retail suppliers to purchase ozone friendly refrigerators, air conditioners and other equipment that use refrigerants.
3. HS codes should be included in the newly developed forms for St. Lucia’s import/export licensing system (e.g. Order for retrofit form).
4. The registered importers should be assigned numbers, which should be included on all forms developed for the import/export licensing system.
5. The newly developed form for use in the licensing system, Form #7: Retrofitter License, should be copied to the Customs Department.
6. In allocating importer quotas from the national quota, the NOU should hold a small amount of national quota for special use.
7. An authorized officer should be identified within the regulations, to conduct the testing of refrigerant gases upon receipt at the docks.
8. All seizures made by the Customs Department should be reported to the NOU and the Minister of Planning, Development, Environment and Housing. Regulations should reflect this recommendation (page 26 of National Handbook).
9. The Ozone Officer should be called to identify goods before being released by Customs Officers to the importer.
10. Forms should request both the street address and mailing address of importers.
11. The NOU should consider the need for qualified personnel, legally capable of giving evidence in the courts, to do sampling and testing of chemicals.
12. All imports of ODS to be received at the docks, should be accompanied by a certificate issued by a recognized lab or testing facility, that identifies the chemical being imported.
13. The NOU should revisit its current data collection procedures and identify other secure sources of data collection.
14. The pricing structure for ODS as opposed to their alternatives should be revisited to discourage the import and purchase of ODS, encouraging the purchase of alternatives (e.g. higher consumption tax or environmental levy on ODSs).
15. The NOU should explore the option of using CEHI’s gas chromatography equipment for testing of refrigerants.
16. Following the clearance of a shipment of ODS, the NOU should have an institutional arrangement with Customs to pass on the cleared licenses to the NOU for data collection and cross checking purposes.
17. For future customs training workshops, participants should include a representative from the occupational health sector.
18. Only trained experts should be involved in taking samples and conducting tests on refrigerants.
19. The NOU should consider including the importation of refrigerated containers under regulatory controls.
20. Guidelines for ODS storage facilities and handling procedures should be included in the regulations.
21. The disposal of ODS that have not been cleared form Customs within the allotted time frame should be included in the Regulations.

22. Provision of import data from importers, to the NOU, should be made mandatory and be included into the regulations.

23. Too much material for three days.

24. More emphasis should be placed on the practical sessions.

25. Without implementation of new HS Codes in CARICOM, monitoring becomes difficult.

26. More emphasis should be placed on safety.

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

**Group I: Effective operation of the ODS licensing system**

a. Form 1 – Put out registration of importers early on.

b. Form 2 – NOU to grant or deny the registration of these forms; list of authorized signatories be provided to the Customs Department, therefore do away with Certificate of Registration.

c. Official Stamp be fixed on registration form.

d. The address of importer should be on all forms.

e. The application form for import license should be given a number for references purposes.

f. Form 3 – NOU should get copy of this form.

g. Form 4 – License to import – HS numbers should be included.

h. Time period – particular time frame should be allotted to the storage of ODS goods at Customs until which items must be cleared.

i. Guidelines for importing ODS should be developed and circulated to all importers.

j. Raise public awareness on the licensing system including brochures, jingles, TV talk shows etc.

k. Brochure should have been published to provide information to the importers.

**Group II: Enforcement of ODS regulations**

a. Authorized officers of NOU, Customs and Bureau of Standards must be sufficiently trained to detect ODS and equipment containing ODS. Training provided and equipment to do testing provided.

b. Evidence gathering – note taking report writing, collection of documentation, collection of physical evidence or samples, taking pictures prescribed forms may be withheld and used at all times. Forms legislated.

c. Seizure – where an item has been seized, substances/equipment should be secured in suitable location (safety and preservation)

d. Bribes – possible cancellation of importer’s license when bribes are offered to importers, heavy fines imposed; officers who accept this would face disciplinary actions, as heavy as dismissal.
e. Penalties – the fine of $5,000.00 insufficient. It should be graded to suit the gravity of the offence, e.g. starting at $5,000 – 25,000 for huge shipments, concealment and fraud methods considered.

f. More equipment is needed for testing non-identified ODS. More effort should be made to train personnel/officers.

g. Cooperation essential to success of implementing the licensing system and the entire programme. Collaboration between Regional Customs Offices.

h. Intelligence gathering – This is a new area. Suggest the creation of a database and a structured method of collecting information. E.g. past infractions or exporters, quantities, time period, consumption statistics, trends, profiles, suspicions. All information should be confidential.

i. Create an ODS Task Force

**Group III: Public awareness**

a. General public: GIS, video presentations, talk shows, town hall meetings, popular theatre, jingles, newspaper ads/supplements, t-shirts, website.

b. Importers / business places: workshops, seminars, videos, presentations on enforcement of act and regulations.

c. Schools / students: essay / poster competitions at the primary school level, popular theatre at the secondary school level, lectures at higher levels of education.

d. Policy makers: presentations to cabinet, Minister of Environment attend conferences, GIS.

**Recommendations**

e. NOU to form public awareness task force / committee to work on content of public awareness tools.

f. All refrigeration technicians should be licensed and have permits to operate.

g. The Act/Regulations should be updated and enforced.

**Resources needed:**

h. Money.

i. Manpower.

j. Reliable supply / source of parts and equipment.

**Group IV: Strategic alliance**

**Issues:**

a. Information – individual groups needs info on issues of ozone depletion and the legislation.

b. Responsibilities – each individual group needs to be appraised of their responsibilities.

c. All parties should know of licensing system and regulations and how this interacts with other national regulations.
**Resources needed:**

a. Human resources  
b. Public awareness key to the success of the alliance  
c. Technical skills to make alliance work  
d. Institutional strengthening for stakeholder alliances – computers; protective clothing  
e. Testing facilities are required  
f. Communication / coordination  

**Partners:**

g. Customs, SLASPA, Police, Customs Brookers, Shipping Agents, Importers, general public, Technicians, Ministry of Health, Environment Department, NGO’s, Bureau of Standards.

**Recommendations:**

h. Formation of a national committee to address all matters on ODS to be headed by the NOU and armed with the necessary information on ODS including International treaties, local and international legislation, etc.  
i. An evaluation of our present situation including each entity, individual responsibilities as well as the collective responsibilities of the group. The human requirements as well as the tools and equipment, facilities, including lab and warehouse space.  
j. The internal and external communications of the above matters and its dissemination to the general public will be key to its success.

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

**Approach:** Incorporated into the routine training  
20 participants per class

**Duration:** 2 days

**Agenda:** Page 159 / 160 of customs manual

**Schedule:** Within normal training schedule

**Trainers:** Customs Officers, Refrigeration Technician, National Legal Consultant, NOU, Standards Officer

**Participants:** 250

**Training materials:** Customs Deskbook  
Types of ODSs imported and their uses (2.2 of h/b)  
Local legislation (2.4 of h/b)
Duty concessions (2.5 of h/b)
Substances requiring an import/export license (6.1 of h/b)
Motor vehicle A/C (6.5 of h/b)
Known importers (6.2 of h/b)
Customs procedures (8.5 of h/b)
Prohibited goods (8.7 of h/b)
Application process (8.1 of h/b)
Seizure (8.8 of h/b)
Ozone layer and ODS (chp. 1 of training manual [t/m])
Chapters 4 to 6 of t/m
Annexes A, B, C of t/m
Chapter 7 of t/m
Video – “Every Action Counts”
2 local case studies
Practical equipment
Road mapping exercises geared towards identifying actions, who’s responsible for actions and results of those actions

**Ensure timely implementation:**
Customs training unit will need to ensure timely implementation
NOU should approach head of training section (assist in speeding up phase 2 of the training)

**Monitoring and reporting:**
Customs Training Unit responsible for follow-up.
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 “St. Lucia 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 ST. LUCIA
(17 of 19 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.

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