Workshop Report

Customs Officers Training on Substances Depleting the Ozone Layer

Belize City, Belize, 18-20 March 2002
WORKSHOP REPORT

Customs Officers Training on Substances Depleting the Ozone Layer

BELIZE

organized by:

The Government of Belize

and the

United Nations Environment Programme (UNEP),
Division of Technology, Industry & Economics (DTIE)
OzonAction Programme

in co-operation with

World Customs Organization

funded by the

Environment Canada

to the
Multilateral Fund for the Implementation of the Montreal Protocol

Belize City, Belize, 18-20 March 2002
# Table of contents

Executive Summary ................................................................. 4  
1. Background ......................................................................... 5  
2. Objectives ........................................................................... 6  
3. Expected results .................................................................. 7  
4. Participants .......................................................................... 7  
5. Methodology ........................................................................ 8  
6. Contents ................................................................................ 10  
7. Results and lessons learned ................................................. 10  
8. Challenges ........................................................................... 11  
9. Follow-up Action Plan .......................................................... 13  
10. Workshop Evaluation ............................................................ 14  
11. Annexes ............................................................................... 14  
  Annex 11.1 Agenda ................................................................. 15  
  Annex 11.2 List of participants ................................................. 20  
  Annex 11.3 List of trainers and speakers ................................. 24  
  Annex 11.4 Workshop recommendations ............................... 25  
  Annex 11.5 Evaluation by participants .................................... 28  
  Annex 11.6 Reference documents ........................................... 30  
  Annex 11.7 About the OzonAction Programme ....................... 31
Executive Summary

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

The programme consists of two phases, the train-the--trainers phase and the train-the-customs-officers phase, both phases will be monitored and evaluated. The aim of the first phase is for the trained customs trainers to fully train approximately 80 out of the 130 customs officers in Belize before January 2003, and to provide awareness raising sessions to the remaining 50 officers.

The preparation of the workshop required the development of the “Belize Handbook on ODS Legislation and Import / Export Licensing System” by the National Ozone Unit and the local legal consultant. This Handbook 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 and a Montreal Protocol-related training module, geared to new customs and police officers, was also added into the training curricula.

The Chief Environmental Officer presented during the opening session of the workshop. Local media provided significant coverage on Belize’s Ozone Protection Program and the on the customs training session.

The design of the train-the-customs-trainers workshop followed an interactive and participatory approach involving 4 local presenters. Three case studies on smuggling schemes were also presented to participants to test their knowledge of the material.

During the breakout sessions, three working groups discussed the workshop recommendations and implementation schedule. Planning for Phase II training was also discussed and an agenda was drafted.

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 and the National Ozone Unit (NOU).

The participants produced a workshop evaluation that resulted with a mark of over 4 points out of a possibility of 5 points meaning “excellent” (Annex 11.5) and they agreed on a final set of recommendations (Annex 11.4).
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.unepdtie.org/ozonaction.html

1. Background

Belize’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 29th Meeting of the Executive Committee to be implemented by Environment Canada. UNEP provides technical and policy support to Environment Canada. Belize acceded to the Vienna convention on the 6th of June 1997, and later to the Montreal protocol, along with the London and Copenhagen amendments on the 21 of June 2000, (UNEP latest schedule B-3 of the training manual (p-114).

The train-the-customs-trainers workshop in Belize is the twelfth of its kind in the world to be implemented as part of a national Refrigeration Management Plan (RMP). Similar workshops will be held in more than 45 other developing countries.

The program 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 Belize’s Refrigerant Management Plan (RMP).

In most developing countries the largest remaining sector in which ozone-depleting substances (ODS) are is still used is the refrigeration and air-conditioning servicing (RAC) sector. In Belize, mobile air conditionings (MAC system) are the highest consumer of ODS, followed by the commercial stand-up cooling units and regular refrigeration units. Belize does not produce (ODS), one hundred percent of Belize’s national consumption of CFCs is supplied by imports. Appliances containing CFCs are imported into the country either already assembled (e.g. refrigerators, AC units) or in parts ready 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.

Adoption of the import/export licensing system is essential for the effective implementation of Phase I of the customs training and is an obligation for all Parties to the Montreal Amendment to the Montreal Protocol. Once approved, customs authorities will be involved in the enforcement of the system while standards officers will be involved in the enforcement of labelling standards. Customs training provides the means through which Belize is able to meet the challenge of effective enforcement of the ODS licensing system.
Policy and Legislation in Belize

Amendments to the Pollution Regulations of 1996 were finalized and include articles establishing the ODS Licensing System (control & enforcement of imports/export of ODS and ODS-using equipment).

The Licensing System will be fully implemented in July 2002, while the provision for prohibition of certain ODSs and equipment using ODSs commence January 1st, 2003. A one-year grace period is being granted for public awareness on this new legislation requirement. With the passage of this new legislation, license(s) will now be required to import ODS, such as CFC-12, while the related refrigeration/air conditioning equipment using CFC 12 will be prohibited from importation effective January 1st 2003. In the case of CFC-11, importation will be prohibited as of July 1st 2002.

2. Objectives

The main objective of this training program is to provide the customs, police and standards officers in Belize 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 International Harmonized Customs Codes (within the background training material) 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 & control systems for ODS in other Caribbean countries
IX. Training on the use of identification equipment for refrigerants, and designing the concept, agenda, strategy, and time schedule for the training of the remaining customs officers in Belize.
3. Expected results

The immediate result of the train-the-customs-trainers workshop is the availability of 9 trained customs trainers, who occupy different levels of management in the Customs Department, 6 Police Officers, and other relevant stakeholders.

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 reduce consumption and make the recovery & recycling (R&R) system economically viable.

A Montreal Protocol-related training module will be included in the ongoing training programs for Customs and Police Officers. It will also be integrated in the refresher courses for experienced officers, ensuring the sustainability of the training program.

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 stakeholder agencies.

4. Participants

In total, 18 participants attended the train-the-customs-trainers workshop. They included 9 customs managers from the various sections of the customs department around the country, 7 police officers, 1 bureau of standards officer, and 1 representative from the Ministry of Finance. Involvement and support from these national agencies is necessary for the successful implementation of the import/export licensing system. The list of all participants is attached as Annex 11.2.

Phase II of the customs training program will focus on training the remaining customs and enforcement officers in Belize, including those within the Ministry of Industry & Commerce.

The main instructors for the workshop include:

Mr. Martin Alegria, National Ozone Officer
Mr. Vianney Gemme, International Customs Consultant.

Additional resource persons include:

Mr. Stephan Dinel from Environment Canada
Mrs. Michelle Ouimet Canada Customs and Revenue Agency
Mr. Jose Cardona, National Legal Consultant
Mr. Albert Roches, Multilateral Environmental Agreements (MEAs)
Mr. Marcello Winsor from CITIES

5. Methodology

The training program was implemented in three phases:

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

Phase I: Train-the-customs-trainers workshop

The preparation of the workshop required the development of the “Belize 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 UNEP video, “Every Action Counts” was shown to participants.

The design of the train-the-customs-trainers workshop followed an interactive and participatory approach and involved 4 local presenters. Three of the UNEP training case studies on smuggling were assigned to the participants in three working groups. At the end of the workshop, participants were tested on their knowledge of information gained throughout the course. During the breakout sessions, three working groups were created in order to discuss specific topics as suggested in the UNEP training material:

Group 1 discussed “Effective operation of the ODS Licensing System”;
Group 2 discussed “Enforcement of ODS Regulations”;
Group 3 discussed “How to effectively control ODS shipments from Belize City Port and out of the Belize Free Zone.”

A speaker from each group made a presentation with recommendations on the assigned topics. Afterwards, discussions opened up to the whole group. Group discussions also focused on the planning of Phase II training where detailed workshop recommendations, agenda, and implementation schedule were prepared.

Practical demonstrations were also an important part of the training session. Demonstrations included the use of various types of refrigerants, methods, and equipment (leak detector, digital
refrigerant identifier, CFC tanks and vehicles). Demonstrations also included product and package labelling.

The participants conducted a workshop evaluation (Annex 11.5) and agreed on a final set of recommendations (Annex 11.4).

At the end of the training session, each participant received a, “Certificate of Participation” from the Government of Belize. It was proposed that the training and certification programme 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.uneptie.org/ozonaction.html.

Phase II: Training of the remaining customs officers

Participants of Phase I training agreed that Phase II should consist of two sessions to be held in May and June 2002. 18 candidates would participate in each session. Following sessions are proposed to be held in October and November 2002. Since the legislation is to come into force in January 2003, it was suggested that a short refresher information forum on the legislation, obligations and license requirements to be held at this time and would accommodate as much staff as possible.

The group also agreed on the following:

• Phase II training is to be under the coordination of Customs Management and the NOU. It is expected that Phase II of the training program will be concluded by January 2003;

• New customs officers will receive training on ozone-related issues as part of the formal Customs Training Program;

• Phase II will incorporate information from the UNEP manual, the Country Handbook and legislation. The use of local expertise will also be encouraged. A technician and local legal consultant will also be on hand to demonstrate the use of technical equipment as per Phase 1;

• Participants discussed the idea of developing a training package (i.e. "desk book" for Customs Officers) containing concise information on statistics of past importation of various products and equipment. The “desk book” should also contain details on packaging, origin, quantities, type of products, importers, the storage aspects, the permits or license that will be required, as well as safety precautions;
Phase III: Monitoring & Evaluation

The National Ozone Unit is to co-ordinate, monitor and follow-up on the training activities during Phase II of the training program and to report progress on project implementation to UNEP and Environment Canada after completion of Phase II of the training program, the NOU will evaluate the program results and prepare a follow-up and evaluation report. This report will be submitted to UNEP and Environment Canada once it is complete.

6. Contents

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: Identification of ODS and ODS-containing equipment
- Session 9: Role of customs officers and other key stakeholders
- Session 10: Illegal trade in ODS and ODS-containing equipment and goods
- Session 11: Practical exercises on identification of ODS
- Session 12: Introduction to Breakout Sessions / of Session 14
- Session 13: Safe handling, transport and storage of ODS
- Session 14: Breakout Sessions on effective operation of ODS import / export, Licensing system and enforcement of ODS regulations
- Session 15: Presentation and findings of the group work to the plenary
- Session 16: Action planning for Phase II and III of the customs training
- Session 17: Workshop evaluation.

7. Results and Lessons Learned

The table below describes each objective. Annex 11.4 presents the workshop recommendations in detail.

<table>
<thead>
<tr>
<th>OBJECTIVES SET OUT</th>
<th>RESULTS ACHIEVED</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. Increasing awareness of ozone depletion issues</td>
<td>Through Sessions 1, 6, 10 and UNEP video “Every Action Counts”</td>
</tr>
<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, 13</td>
</tr>
</tbody>
</table>
OBJECTIVES SET OUT | RESULTS ACHIEVED
--- | ---
III. Familiarizing enforcement officers with the provisions and phase-out schedules of the Montreal Protocol and its Amendments | Through Sessions 2, 3, 4.
IV. Providing officers with an understanding of the national Refrigerant Management Plan | Through Sessions 3, 4, 9
V. Providing an overview on the newly established licensing system for ODS and its implications for customs officers | Through Sessions 4, 5, 9
VI. Presenting the revised customs codes which allow for the identification of ozone-depleting refrigerants and products containing them | Through Session 7
VII. Refining and optimizing the operational details of the monitoring and control system for ODS | Through Session 9, 10
VIII. Providing an overview of customs regulations and monitoring and control systems for ODS in other Caribbean countries | Through Session 7
IX. Training enforcement officers in the use of identification equipment for refrigerants | Through Sessions 8, 11, 13
X. Designing the concept, agenda, strategy and the time schedule for the training of the remaining customs officers in the country. | Through Session 16

In addition, the following specific outcomes were achieved:

- Demonstration of 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 "Belize Handbook" will be used for the further training of customs officers;
- Detailed workshop recommendations were prepared by the participants (Annex 11.4);
- Certification of the participants by the Government of Belize.

8. Challenges

The open group discussions and the site visits provided useful and insightful information on the ODS import/export situation in Belize. Customs officers acknowledged the growing problem with respect to the effectiveness of controlling the movement of goods in and out of Belize. The following are identified as challenges faced by Customs Officers of Belize:

The Free Zone
A free zone, in the north of Belize, adjacent to the Mexican border regularly receives shipments from the Port of Belize City. The original intended function of the Free Zone is to provide an opportunity for the development of trade business, transport, storage and handling of goods in Belize. Imports may be temporarily stored in Belize before being
shipped to their ultimate destination.

The challenges for Customs, as pertaining to the above, include:

- Import documents are considered voluminous. Customs Officers have no time to properly inspect these documents;
- Customs Officers are faced with large volumes of goods to inspect;
- Since customs duties and taxes do not apply to ‘in-transit’ goods, officers are not motivated to be vigilant;
- Customs Officials do their best to escort every shipment leaving the Port and entering the Free Zone to ensure that “in-transit” shipments do not get diverted into Belize. However, it is also recognized that imports do get lost in this process.

**Additional Challenges**

- Customs does not have access to the Free Zone to conduct audits;
- Police could gain access but they have neither a customs mandate nor expertise;
- Exports to Mexico are uncontrolled;
- Consumption inside the Zone is uncontrolled;
- Illegal goods exiting the Free Zone are possibly being smuggled into Mexico;
- Illegal goods are also being smuggled back into Belize;
- Schemes to by-pass customs controls are increasing, i.e. carriers are cleared to proceed with an half load or “being empty”. In fact after their clearance they still have access to go back to re-load more goods, and than proceed into Belize.

**Considerations and Controls**

- The Customs department may want to consider, in its efforts of controlling CFC(s) movement, strictly monitor the destination of CFC(s) into and out of the Free Zone;
- Customs obtain access all the way to the final point of delivery for storage into the free Zone when escorting a shipment from the sea-port;
- Customs obtain access to the Free Zone at any time to conduct Audits or Investigations;
- Regulated Goods leaving the Port i.e. CFC(s) going anywhere inland “in-transit” including going for storage to the Free Zone should be subject to the licensing system. For this purpose it is recommended to amend the proposed/drafted legislation since as drafted only a permit (not a license) would be required for shipments of CFCs going to the Zone. There are neither limitations on the number of permits to be issued or specific standards requirements for their issuance nor enforcement mechanism planned for such permit system;
- misinterpretation of the definition of “trans-shipment” and “in-transit” needs to be clarified. It has been made aware that goods entering the Free Zone are considered
“trans-shipment” as opposed to ‘in-transit’, therefore, not governed by the licensing system;

• the public awareness campaign, targeted at the public and end-users, should take place before the new legislation enters into effect (January 2003 - due to one-year grace period).

Methyl Bromide / CFC-11 / Halons / Solvents Imports
Importation of Methyl Bromide into Belize has been prohibited since 1985. Belize has been reporting zero consumption since that date.

CFC-11
The Pollution (Amendment) Regulations 2002 and by the Customs (Amendment) Regulations 2002, state that imports of CFC 11 will be prohibited starting July 2002.

Aerosol, Foams and Solvents
The above products will be prohibited effective 1st January 2003 (the one-year grace period).

Halon based fire fighting equipment: These products will be prohibited effective 1st July 2002. All entries of these goods should be considered as “imports” even if they are “in-transit” taking into regard the provision of prohibition.

HFC-134a
Current import data shows that there is has been a rise in the importation of non-ODS gases such as HFC-134a (refer to the Country Handbook, p.9). For further training it has been suggest to shown this information in a tabular form in the Country Handbook, and in the Desk book for customs officers for phase II training.

9. Follow-up Action Plan

This training program is part of Belize’s RMP. As such, it will be accompanied by other training and policy related activities including the training program on good practices in refrigeration and the recovery and recycling program.

In addition, the National Ozone Unit will establish a monitoring mechanism to ensure that the objectives of the training program are met and will produce a follow-up report on the status of implementation. Phase II of the customs training program should be completed within 12 months after the train-the-trainers workshop.

The NOU and the Belize Customs Administration should consider and, as far as possible, implement the workshop recommendations and considerations presented in this workshop report and proposed by the workshop participants (see Annex 11.4).
10. Workshop Evaluation

The overall evaluation of train-the-customs-trainers workshop participation was very good. 17 out of the 18 participants returned the evaluation questionnaire.

The 17 evaluation sheets reveal that candidates were satisfied with the training received, giving an overall mark of 4+, (5 being the top mark of excellent).

In response to questions 6-8, comments are as follows:
- More time should be allotted
- the training manual should have been available ahead of time,
- the training was excellent,
- the course opened our view on the global problem,
- The Defence and the Maritime Police should be included, etc.

The evaluation sheets and attached comments will be forwarded to the UNEP Office.

A graphic analysis of the received evaluation questionnaires is included in Annex 11.5.

11. Annexes

Annex 11.1 Agenda
Annex 11.2 List of participants
Annex 11.3 List of trainers and speakers
Annex 11.4 Workshop recommendations
Annex 11.5 Evaluation by participants
Annex 11.6 Reference documents
Annex 11.7 About the OzonAction Programme
Annex 11.1 Agenda

Day 1

8:30 Registration of participants

9:00 Opening ceremony and media briefing

- Welcome address and workshop objectives by Ozone Officer
  (Mr. Martin Alegria – Ozone Officer)
- Opening Statement
  (Mr. Ismael Fabro – Chief Environmental Officer)
- The training team and workshop approach
  (Mr. Vianney Gemme - International Consultant (Environment Canada))

10:00 Break - Interviews with the Media

10:15 Introduction (Mr. Vianney Gemme)

- Expected output of the training programme for customs officers
- Training materials and display
- Self-introduction of participants including questions & answers

10:45 Session 1: Ozone layer depletion (NOU)

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

11:30 Session 2: International response (NOU)

- 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 (NOU)

- Overview of national ODS consumption pattern
- National phase-out obligations
- National response - Refrigerant Management Plan
- Data Reporting
- Discussion

13:00 Lunch
14:00 Session 4: National import/export licensing system (Legal Consultant/ Mr. Martin Alegria)

- 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  (Mr. Vianney Gemme)

- Logistics and data management
- Application forms, permit forms, freight papers, retrofit certificates etc.
- Practical exercise on checking freight papers and permits
- Data reporting
- Discussion

17:00 Wrap-up sessions and day’s recommendations

Day 2

9:00 Session 6: Related International Conventions: (NOU)

- CITES (endangered species)  (Mr. Martin Alegria/NOU)
- Kyoto Protocol (global warming) - (Mr. Martin Alegria)
- Basel Convention (hazardous waste)
- Rotterdam Convention (prior informed consent)
- Lusaka Agreement (illegal trade in wild fauna and flora) (Mr. Martin Alegria)
- Common features related to the control of trade and synergies for customs authorities for effective enforcement (Mr. Vianney Gemme)
- Discussion

Session 7: Global and regional context  (Mr. Vianney Gemme)

- Global production and trade with ODS and ODS-containing products
- Transhipment harbours, production, disposal, reclaim facilities in the region
- Regional and global trade agreements. Impact on trade and economy
- Implementation of revised HS codes in the region
- Discussion
10:30 Break

10:45 Session 8: Identification of ODS and ODS-containing equipment and goods
(Mr. Stephan H. Dinel and Ms. Michelle Ouimet)

- 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 labelling for ODS and colour codes
- Examples of labelling of ODS-containing equipment and goods
- Detection of mislabelled ODS containers, cylinders etc.
- Identification of ODS-containing equipment and goods
- Use of refrigerant identifiers (theory)

Session 9: Role of customs officers and other key stakeholders (Mr. Vianney Gemme)

- 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

12:00 Lunch

13:00 Session 10: Illegal trade with ODS and ODS-containing equipment and goods
(Mr. Vianney Gemme)

- 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
- Customs Inspection of Cargo / Containers / trucks /
- Indicators / pressures / prioritizing-risks goods, etc.
Session 11 Practical exercises on identification of ODS
(Mr. Stephan H. Dinel and Ms. Michelle Ouimet)

- 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 equipment and goods

15:00 - Discussion

15:15 Break

15:30 Introduction to break-out Session 12: Effective operation of ODS import / export licensing system and enforcement of ODS regulations (Mr. Vianney Gemme)

- 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: How to control ODS / Free Zone

17:00 Wrap-up session and workshop recommendations

Day 3

9:00 Session 13: Safe handling, transport and storage of ODS (Mr. Stephan H. Dinel/NOU)

- 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 14: Effective operation of ODS import / export licensing system and enforcement of ODS regulations + topic 3 (Mr. Vianney Gemme)

- Group moderators will co-ordinate the breakout sessions.

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 15: Presentation of findings of the group work to the plenary (Groups and Mr. Vianney Gemme)

- 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 16: Action planning for Phase II of the customs training (Mr. Vianney / NOU)

- 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 II and III
- Discussion

15:00 Session 17: Workshop evaluation (Mr. Vianney Gemme)

- Completion of evaluation questionnaires
- Answers and questions by the media
- General feedback and comments from participants and organizers

15:45 Break

16:00 Closing session and media briefing

- Conclusions and outlook by Ozone Officer – NOU (10 min)
- Closing remarks by the training team (5 min)
- Hand-over of participation certificates (15 min)
- Closing remarks by Customs representative (5 min)
- Closing of workshop by Government representative (10 min)
### Annex 11.2  List of participants

<table>
<thead>
<tr>
<th>NAMES</th>
<th>POSITION</th>
<th>ORGANIZATION.</th>
<th>ADDRESS</th>
<th>TEL..</th>
<th>FAX</th>
<th>E-MAIL</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Mr. Jose Marin</td>
<td>Ag. Senior Customs Examiner</td>
<td>Customs &amp; Excise</td>
<td>Caesar Ridge Rd., Belize City</td>
<td>02-77092/93</td>
<td>02-77091</td>
<td></td>
</tr>
<tr>
<td>2. Mr. Marco Alpuche</td>
<td>Senior Customs Examiner</td>
<td>Customs &amp; Excise</td>
<td>Corozal Town</td>
<td>04-37000</td>
<td></td>
<td><a href="mailto:toomich@excite.com">toomich@excite.com</a></td>
</tr>
<tr>
<td>3. Mr. Benedict Palacio</td>
<td>Senior Customs Examiner</td>
<td>Customs &amp; Excise</td>
<td>Caesar Ridge Rd., Belize City</td>
<td>02-73510</td>
<td></td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>4. Mr. Miguel Uk</td>
<td>Customs Examiner Grade II</td>
<td>Customs &amp; Excise</td>
<td>Caesar Ridge Rd., Belize City</td>
<td>02-71022</td>
<td></td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>5. Mr. Alden E. Dawson</td>
<td>Sergeant</td>
<td>Police Department</td>
<td>9 Queen Street, Belize City</td>
<td>02-72222 / 77489</td>
<td>02-74931</td>
<td></td>
</tr>
<tr>
<td>6. Mr. Javier E. Castellanos</td>
<td>Detective Constable Reg. No. 916</td>
<td>Police Department</td>
<td>1569 Buttonwood Bay</td>
<td>016-1544 or 02-31472 / 32639</td>
<td>02-31472</td>
<td></td>
</tr>
<tr>
<td>7. Mr. Wilfredo Ferrufino</td>
<td>Police Constable</td>
<td>Police Department</td>
<td>Queen Street</td>
<td>02-72222</td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Mr.</td>
<td>Customs</td>
<td>Customs &amp; Excise</td>
<td>Caesar</td>
<td>02-</td>
<td></td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>NAMES</td>
<td>POSITION</td>
<td>ORGANIZATION</td>
<td>ADDRESS</td>
<td>TEL.</td>
<td>FAX</td>
<td>E-MAIL</td>
</tr>
<tr>
<td>------------------------------</td>
<td>----------------</td>
<td>----------------------</td>
<td>----------------------------------------------</td>
<td>--------------</td>
<td>----------------</td>
<td>-------------------------</td>
</tr>
<tr>
<td>Policarpio Manzanero</td>
<td>Examiner Grade II</td>
<td>Dept.</td>
<td>Ridge Rd., Belize City</td>
<td>77092</td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Mr. Jason C. Menzies</td>
<td>Customs Examiner Grade I</td>
<td>Customs &amp; Excise Dept. (Belize Western Border)</td>
<td>New Area, Santa Elena Town</td>
<td>093-2010 or 015-1546 or 02-72580</td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Mr. Artemio Osorio</td>
<td>Economist</td>
<td>Ministry of Finance</td>
<td>New Administration Bldg., Belmopan</td>
<td>08-22158</td>
<td>08-22886</td>
<td><a href="mailto:finsecmof@btl.net">finsecmof@btl.net</a></td>
</tr>
<tr>
<td>11. Mr. Ernel E. Dominguez</td>
<td>Supervisor</td>
<td>Police Department</td>
<td>2 ¾ Mls. Western Highway c/o Raccoon St., Belize City</td>
<td>02-72222 ext. 206 or 016-0575</td>
<td>02-74931</td>
<td></td>
</tr>
<tr>
<td>12. Mr. Juan Ricardo Carrillo</td>
<td>Corporal of Police</td>
<td>Police Department</td>
<td>Yo Creek, Orange Walk District</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. Mr. Colin Faux</td>
<td>Corporal</td>
<td>Police Department</td>
<td>1401 University Blvd., Belmopan</td>
<td>016-7730</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Mr. Eusebio Lanza</td>
<td>Corporal of Police</td>
<td>Police Department</td>
<td>Forest Drive, Belmopan</td>
<td>08-22404/2405 ext. 36</td>
<td>08-26095</td>
<td></td>
</tr>
<tr>
<td>NAMES</td>
<td>POSITION</td>
<td>ORGANIZATION</td>
<td>ADDRESS</td>
<td>TEL..</td>
<td>FAX</td>
<td>E-MAIL</td>
</tr>
<tr>
<td>-----------------------</td>
<td>---------------------------------</td>
<td>-------------------------------------</td>
<td>-----------------------------------</td>
<td>---------------------</td>
<td>------------</td>
<td>--------------------</td>
</tr>
<tr>
<td>15. Mr. Henry C. Marsden</td>
<td>Senior Customs Examiner</td>
<td>Customs &amp; Excise Department</td>
<td>Caesar Ridge Road, Belize City</td>
<td>02-77092 / 95014-5094</td>
<td>02-77091</td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>16. Mr. Thomas Young</td>
<td>Senior Customs Examiner</td>
<td>Customs &amp; Excise Department</td>
<td>San Pedro Town, Ambergris Caye</td>
<td>026-3340</td>
<td>026-3341</td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>17. Mr. Reynaldo Verde</td>
<td>Customs Examiner Grade II</td>
<td>Customs &amp; Excise Dept.</td>
<td>Caesar Ridge Rd., Belize City</td>
<td>02-77015</td>
<td>02-77091</td>
<td><a href="mailto:cusnet@btl.net">cusnet@btl.net</a></td>
</tr>
<tr>
<td>18. Ms. Helen Reynolds Arana</td>
<td>Director</td>
<td>Belize Bureau of Standards</td>
<td>P. O. Box 1647, 53 Regent St. Belize City</td>
<td>02-72314/77354</td>
<td>02-70711</td>
<td><a href="mailto:bbs@btl.net">bbs@btl.net</a></td>
</tr>
<tr>
<td>19. Mr. Vianney Gemme</td>
<td>International Customs Consultant</td>
<td>Vianney Gemme Consultancies</td>
<td>613 – 830 - 1150</td>
<td></td>
<td></td>
<td><a href="mailto:Vianney_Gemme@yahoo.com">Vianney_Gemme@yahoo.com</a></td>
</tr>
<tr>
<td>20. Ms. Michelle Ouimet</td>
<td>Trainer IT Specialist</td>
<td>Canada Customs &amp; Revenue</td>
<td>475 Chemin Grande Ligne, Rigaud, Quebec, Canada</td>
<td>450-451-6711</td>
<td></td>
<td><a href="mailto:Michelle.ovimet@ccra-adrc.gc.ca">Michelle.ovimet@ccra-adrc.gc.ca</a></td>
</tr>
<tr>
<td>21. Mr. Stephan H. Dinel</td>
<td>Law Enforcement Officer</td>
<td>Environment Canada</td>
<td>105 McGill Street, 4th Floor, Montreal Quebec,</td>
<td>514-283-4952</td>
<td>514-496-2087</td>
<td><a href="mailto:stephan.dinel@ec.gc.ca">stephan.dinel@ec.gc.ca</a></td>
</tr>
<tr>
<td>NAMES</td>
<td>POSITION</td>
<td>ORGANIZATION</td>
<td>ADDRESS</td>
<td>TEL.</td>
<td>FAX</td>
<td>E-MAIL</td>
</tr>
<tr>
<td>-------------------</td>
<td>----------------</td>
<td>---------------</td>
<td>-----------------------------</td>
<td>------</td>
<td>-----------</td>
<td>-----------------</td>
</tr>
<tr>
<td>22. Mr. Martin Alegria</td>
<td>Ozone Officer</td>
<td>NOU - Belize</td>
<td>10/12 Ambergris Ave. Belmopan</td>
<td>08-22816 / 22542</td>
<td>08-22862</td>
<td><a href="mailto:envirodept@btl.net">envirodept@btl.net</a></td>
</tr>
</tbody>
</table>
Annex 11.3  List of trainers & speakers

National Ozon Unit (NOU):
Mr. Martín Alegría
Senior Environmental Officer
Department of Environment
Ministry of Natural Resources and the Environment
10/12 Ambergris Ave.
Belmopan
Belize
Tel: (501) 822 816 / 822 542
Fax: (501) 822 862
Email: envirodept@btl.net

Mr. Stephan Dinel
Law Enforcement Officer
Environment Canada, Montreal
514-283-4952

Ms. Michelle Ouimet
Training Specialist
Canada Customs Revenue Agency
Rigaud College
450-451-6711

Mr. Vianney Gemme International Customs Consultant
613-830-1150
Vianney_Gemme@yahoo.com

Mr. Ismael Fabro
Chief Environment Officer
Belize
08-22816/22542

Mr. Albert Roches
Ag. Environmental Officer
Department of the Environment
10/12 Ambergris Ave.
Belmopan
08-22816
Mr. Jose Cardona
National Legal Consultant
Annex 11.4 Workshop recommendations

Topic 1 How to effectively operate ODS import / export licensing systems

Key issues:

1. Implementation of activities
2. Public awareness
3. Political interference
4. Disposal/storage of seized CFC(s)
5. Occupational Health & Safety issues
6. Reporting of spills accidental or otherwise, destruction of evidence by perpetrator
7. Smuggling of CFC(s)
8. Police: The crime of CFC Smuggling not taken as serious, need to sensitize.

Summary & Conclusions

How can the system be best implemented?

1. Embark on a Public Awareness Campaign
2. Training of Law Enforcement Officers on identification, CAS #, Tariff Headings, detection, safety procedures, defining roles, responsibilities, familiarization of the law, penalties.
3. Creating a Task Force to address ODS Licensing System using a multi agencies approach.
4. System evaluation, responsibility NOU & Customs clarified, reconciliation with CMIS (status) sending copies of entry monthly and maintain ledgers of quota versus imports, verification of signatures / specimens provided to Customs.
5. Smuggling trends, quantities, International & Regional issues on ODS Trade.
6. Communication (visits from NOU to Customs, internet, faxes, Intelligence Joint Council).

Topic 2 How to effectively enforce ODS

Key issues:
1. Proper training (Customs, NOU, Police, key agencies)
2. Proper equipment to Identify CFCs at ports of entry
3. Facilities to store & recycle CFCs
4. More incentives for acquisition and use of needed equipment
5. Stringent regulation
6. Financing
7. International co-operation
8. Resources
Summary & Conclusions

1. Establish a ODS Regional Task Force on illegal trade of ODSs, similar to that use against drugs.
2. Intense training in detection and identification of ODS
3. Public awareness,
4. Finance resources (for warehousing, equipment, security)
5. Intelligence, document verification, liase with other agencies, confirm business information, develop informants, paying informants, profiling.
6. To combat bribe, better salary, awards,
7. Stiff Penalties needed,
8. Legislation to be improved with respect to Free Zone issue,
10. Frequent verification of detained goods, security,
11. More resources to assist in the enforcement of the ODS import system.

Topic 3 How to effectively control ODS from the point of entry (Port) into Belize, and their in-transit movements, up to / into and out of the Free Zone?

How do you control imports/clearance for consumption into Belize (if any)?
What controls do you put in place to control diversion of ODS into Belize?
How do you control exports from the Free Zone, and that ODS are in fact exported?
How do you control stocks, inventory of Zone enterprises? What audit system do you put in place?
How do you control/account for ODS consumption into the Free Zone?
What remedial action or penalty do you impose on offenders?

Key issues

1. There is no jurisdiction of Customs within any Free Zone in Belize, accountability, records/auditing, etc., can not be followed.
2. Ministerial interference when dealing with Free Zone (economics)
3. Penalties must apply to business within the zone
4. Communication between key enforcement agencies needed
5. No controls on export, 90% of products in Free Zone is smuggled in Mexico (no permits should be issued for ODS go into the Zone), Consumption of ODS inside the Zone is uncontrolled.
6. Physical layout of the Zone is problematic, trucks come out to report to Customs, go back in some location before Customs where they left loads and leave again.
7. “ Do we want to appease International Business or are we serious”?
8. Free Zone “big hole.”
Summary & Conclusions

1. Proper documentation, physical inspection, follow-up investigation on all shipments into Free Zone must be done by NOU.
2. Government must show its commitment by assisting in this potential problem,
3. Customs supervision within the Zone with proper enforcement required,
4. Presence of NOU at Ports of entry for examination during movement, permit to be issued for trans-shipments, a mechanism for sealing and escorting up to and into the Free Zone is essential.
5. Docket system, private bonds, monitoring
6. Harsher penalties required in Law for Illegal Trade of ODSs.
Annex 11.5 Evaluation by 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?
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 BELIZE

(17 out of 18 questionnaires returned)

1=POOR  2  3  4  5=EXCELLENT
Annex 11.6  Reference documents

[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 11.7 About the OzonAction Programme

Nations around the world are taking concrete actions to reduce and eliminate production and consumption 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 183 countries — has committed itself under the Montreal Protocol to phase out the use and production of ODS. Recognizing 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 OzonAction Programme has helped promote cost-effective 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 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 8 regional/sub-regional Networks involving 114 developing and 9 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 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 60 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 90 countries to develop their Country Programmes and 76 countries to implement their Institutional-Strengthening projects.

For more information about these services please contact:

Mr. Rajendra Shende, Head, Energy & OzonAction Branch
UNEP, Division of Technology, Industry and Economics
39-43, Quai André Citroën
75739 Paris Cedex 15, France
Tel: 33 1 44 37 14 50; Fax: 33 1 44 37 14 74
E-mail: unep.tie@unep.fr; URL: http://www.uneptie.org/
About the UNEP Division of Technology, Industry and Economics

The mission of the UNEP Division of Technology, Industry and Economics is to help decision-makers in government, local authorities, and industry develop and adopt policies and practices that:

- are cleaner and safer;
- make efficient use of natural resources;
- ensure adequate management of chemicals;
- incorporate environmental costs;
- reduce pollution and risks for humans and the environment.

The UNEP Division of Technology, Industry and Economics (UNEP DTIE), with the Division Office in Paris, is composed of one centre and five branches:

/ The International Environmental Technology Centre (Osaka), which promotes the adoption and use of environmentally sound technologies with a focus on the environmental management of cities and freshwater basins, in developing countries and countries in transition.

/ Production and Consumption (Paris), which fosters the development of cleaner and safer production and consumption patterns that lead to increased efficiency in the use of natural resources and reductions in pollution.

/ Chemicals (Geneva), which promotes sustainable development by catalysing global actions and building national capacities for the sound management of chemicals and the improvement of chemical safety worldwide, with a priority on Persistent Organic Pollutants (POPs) and Prior Informed Consent (PIC, jointly with FAO).

/ Energy and OzonAction (Paris), which supports the phase-out of ozone depleting substances in developing countries and countries with economies in transition, and promotes good management practices and use of energy, with a focus on atmospheric impacts. The UNEP/RISØ Collaborating Centre on Energy and Environment supports the work of the Branch.

/ Economics and Trade (Geneva), which promotes the use and application of assessment and incentive tools for environmental policy and helps improve the understanding of linkages between trade and environment and the role of financial institutions in promoting sustainable development.

/ Coordination of Regional Activities Branch (Paris), which coordinates regional delivery of UNEP DTIE's activities and ensures coordination of DTIE's activities funded by the Global Environment Facility (GEF).

UNEP DTIE activities focus on raising awareness, improving the transfer of information, building capacity, fostering technology cooperation, partnerships and transfer, improving understanding of environmental impacts of trade issues, promoting integration of environmental considerations into economic policies, and catalysing global chemical safety.