GCI - PILOT CUSTOMS OFFICERS CURRICULUM FOR SPANISH-SPEAKING LATIN AMERICA AND CARIBBEAN

UNITED NATIONS ENVIRONMENT PROGRAMME

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Introduction

This curriculum provides a structure for a comprehensive training on the control of the international trade of environmentally sensitive commodities (ESCs) in the Spanish-speaking Latin America and Caribbean region, so that trained customs officers can perform effectively in control situations linked to these commodities. It is also expected that the inclusion of this curriculum in customs officers’ training will help raise awareness amongst them on environmental issues.

This curriculum has been developed by the Green Customs Initiative (GCI). Launched in 2004, the GCI is a partnership of international entities cooperating to prevent the illegal trade and facilitate the legal trade of ESCs covered by relevant trade-related multilateral environmental agreements (MEAs) as well as the Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on their Destruction (the Chemical Weapons Convention or CWC). These commodities include ozone depleting substances (ODS), toxic chemicals, hazardous wastes, endangered species and certain living-modified organisms.

The GCI aims to provide support to national training institutes to appropriate this pilot curriculum, and to adapt and integrate it into their regular training programs.

Target audience

Candidates to become customs officers and active customs officers.

Expected outcomes

For customs officers:

- Increased awareness among customs officers regarding trade-related environmental issues.
- Enhanced capacity of customs officers to prevent the illegal trade and to facilitate the legal trade of ESCs.

For customs training institutes:

- Improved capacity to deliver training on, and to integrate green customs into national customs training programmes.

For countries and the region:

- Institutionalization of the green customs training to ensure consistent and continuous learning in the region.
- Enhanced compliance of States in Spanish-speaking Latin America and Caribbean with the relevant agreements to which they are Parties.

Learning objectives

The general learning objectives are to:

i) Know and understand relevant information and concepts regarding:
• the GCI in general;
• each of the agreements included in the GCI;
• the national implementation legislation relating to the specific agreements;
• the role of customs officers in the control of ESCs;
  » health and security issues related to ESCs;
  » identification and tariff classification of ESCs; and,
  » prevention of the illegal traffic of ESCs.

ii) Develop skills regarding the application of the relevant information and concepts mentioned above to ESCs customs control.
Organization of the units

The pilot curriculum consists of 15 units. The main contents are detailed below:

1. Introduction
2. The Green Customs Initiative (GCI) and issues relating to trade and the environment
3. The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and its national implementation
4. The Cartagena Protocol on Biosafety to the Convention on Biological Diversity and its national implementation
5. The Montreal Protocol on Substances that Deplete the Ozone Layer and its national implementation
8. The Stockholm Convention on Persistent Organic Pollutants and its national implementation
9. The Minamata Convention on Mercury and its national implementation
10. The Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on their Destruction (the Chemical Weapons Convention or CWC) and its national implementation
11. Role of customs officers regarding the control of ESCs
12. Health and safety regarding ESCs
13. Identification and tariff classification of ESCs
14. Preventing the illegal traffic in ESCs
15. Knowledge assessment
Contents

The contents are organized in a way to achieve a gradual approach to matters of interest for customs officers.

- The first unit is an introduction to the course setting out the objective, methodology and expected results of the course.

- Unit 2 introduces the GCI partnership and the topics relating to the trade and environment discourse covered by MEAs and the CWC, which are later presented more in detail in the following units.

- Units 3 to 10 are reserved to separately consider the agreements that are the focus of the GCI. In these units, the presentation of each agreement includes: an introduction to the specific environmental problem, the main existing control measures, the regulated commodities, the national implementing legislation and the competent national authority.

- With this foundation of specific knowledge on the agreements, the curriculum moves on, in units 11 to 14, to customs-specific information to make the link between customs and the relevant agreements explicit: the role of customs officers in the control of ESCs (unit 11); health and security issues regarding ESCs (unit 12); identification and tariff classification applicable to ESCs (unit 13); and, preventing the illegal traffic of ESCs (unit 14).

- Finally, recognizing the need to first understand the basic information in units 2 to 13, the unit on the prevention of illegal traffic is the last thematic unit, followed at the end by the knowledge assessment.
Teaching methodology

It is proposed that the teaching methodology be both theoretical and practical, with emphasis on the use of real cases to exemplify the theoretical content presented as well as practical exercises on the simulation of control situations. Where the participants are active customs officers, they can benefit from sharing information on and discussing control situations they have experienced. This approach can obviously not be followed with participants who are candidates to become customs officers. In addition, it is suggested that trainers also use visual means (e.g. photographs and videos) to better explain the information.

Assessment

It is proposed that a knowledge assessment take place before the training to serve as baseline for the progress achieved at the end of the training. The curriculum includes partial assessments in each unit (units 2-14) and a final knowledge assessment (unit 15). National training institutes can adopt the type of assessment that best suits their needs and teaching guidelines.

Trainer’s profile

The content of the different units of the curriculum requires trainers with a specific background and expertise. Units 3-10 require in-depth knowledge of each specific agreement and the national implementing legislation. Consequently, the trainers can be officers of the competent national authority of each agreement (and of course, they can also be customs officers with specific knowledge and training on these matters). Units 11-14 require knowledge about specific customs matters applied to the control of ESCs, thus customs experts should deliver these parts of the training. Unit 2, which is introductory to the GCI, requires a trainer with comprehensive knowledge of both, environmental and customs issues and of the GCI.

The course could be delivered entirely by a customs trainer who meets all the knowledge conditions for each unit of the curriculum or could be delivered by different experts meeting the specific requirements of the different units, as explained in the previous paragraph. In that case, a customs trainer, with general knowledge of both environmental and customs matters should have the overall facilitation and coordination role for the training.
Curriculum outline

The outline of each unit is shown below, including an indication of the expected duration for each unit. Training institutes may make changes to the duration, depending on their needs and as they deem necessary.

1) Introduction [0.5 hrs]
   i. General presentation
   ii. Objectives
   iii. Expected results
   iv. Methodology
   v. Teaching materials

2) The Green Customs Initiative (GCI) and issues relating to trade and the environment [1.5 hrs]
   i. Introduction to the multilateral environmental agreements (MEAs) and the CWC included in the GCI [brief description of each agreement; this goes into further detail in units 3-10]
   ii. Introduction to the role of customs in compliance with the agreements included in the GCI [brief description; this goes into further detail in unit 11]
   iii. Overview of the problem of the illegal traffic of ESCs [brief description; this goes into further detail in unit 14]
   iv. The GCI and its partners: background, mandate and activities
   v. Implementation of the GCI in the region
   vi. Introduction to the agreements of the World Trade Organization (WTO) and other trade-related global and regional agreements and issues relating to the environment
   vii. References to information resources and further reading
   viii. Knowledge check

3) The Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) and its national implementation [2.5 hrs]
   i. The issue and its link to the environment
   ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)
   iii. Objectives of the agreement
   iv. Situation on ratifications/accession (general and national)
   v. Regulated species
   vi. Restrictions on international trade
   vii. Other measures and obligations for the parties
   viii. National implementing legislation
ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the species subjected to CITES

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of trade in species regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check

4) The Cartagena Protocol on Biosafety to the Convention on Biological Diversity and its national implementation [2 hrs]

i. The issue and its link to the environment

ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)

iii. Objectives of the agreement

iv. Situation on ratifications/accession (general and national)

v. Regulated living modified organisms (LMOs)

vi. Restrictions on international trade

vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the LMOs subjected to the Cartagena Protocol

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of the production and legal trade of LMOs regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check

5) The Montreal Protocol on Substances that Deplete the Ozone Layer and its national implementation [3 hrs]

i. The issue and its link to the environment

ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)
entry into force, relationship with other agreements, etc.)

iii. Objectives of the agreement

iv. Situation on ratifications/accession (general and national)

v. Regulated commodities

vi. Restrictions on international trade

vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of the production and legal trade of the ESCs regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check


i. The issue and its link to the environment

ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)

iii. Objectives of the agreement

iv. Situation on ratifications/accession (general and national)

v. Regulated commodities

vi. Restrictions on international trade

vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

   i. The issue and its link to the environment
   
   ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)
   
   iii. Objectives of the agreement
   
   iv. Situation on ratifications/accession (general and national)
   
   v. Regulated commodities
   
   vi. Restrictions on international trade
   
   vii. Other measures and obligations for the parties
   
   viii. National implementing legislation
   
   ix. Competent national authority
   
   x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement
   
   xi. The role of customs in the implementation of the agreement
   
   xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)
   
   xiii. Overview of the situation of the production and legal trade of the ESCs regulated by the agreement (at global, regional and national levels)
   
   xiv. References to information resources and further reading
   
   xv. Knowledge check


   i. The issue and its link to the environment
   
   ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)
   
   iii. Objectives of the agreement
   
   iv. Situation on ratifications/accession (general and national)
   
   v. Regulated commodities
   
   vi. Restrictions on international trade
vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of the production and legal trade of the ESCs regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check


i. The issue and its link to the environment

ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)

iii. Objectives of the agreement

iv. Situation on ratifications/accession (general and national)

v. Regulated commodities

vi. Restrictions on international trade

vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of the production and legal trade of the ESCs regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check
10) The Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on their Destruction (the Chemical Weapons Convention or CWC) and its national implementation [2 hrs]

i. The issue and its link to the environment

ii. Basic information about the agreement (background, negotiations, place and year of signature, entry into force, relationship with other agreements, etc.)

iii. Objectives of the agreement

iv. Situation on ratifications/accession (general and national)

v. Regulated commodities

vi. Restrictions on international trade

vii. Other measures and obligations for the parties

viii. National implementing legislation

ix. Competent national authority

x. Specific measures introduced in national legislation regarding the import and export of the ESCs subjected to the agreement

xi. The role of customs in the implementation of the agreement

xii. Procedures provided for the exchange of information with customs (including the identification of the official acting as liaison with customs)

xiii. Overview of the situation of the production and legal trade of the ESCs regulated by the agreement (at global, regional and national levels)

xiv. References to information resources and further reading

xv. Knowledge check

11) Role of customs officers regarding the control of ESCs [2 hrs]

i. Summary of restrictions on international trade introduced by each agreement included in the GCI

ii. National customs regulations applicable to ESCs

iii. Procedures related to the physical inspection and documentary analysis of the import and export of ESCs

iv. Procedures to follow in case of non-compliance with regulations (report the findings of the control procedure, ensure that the ESCs remain in customs’ custody, evidence gathering, file charges against the suspect(s), etc.)

v. Coordination and collaboration with other actors related to law enforcement

vi. Group work on practical cases related to the role of customs officers regarding the control of ESCs

vii. References to information resources and further reading

viii. Knowledge check
12) Health and safety regarding ESCs [3 hrs]
   i. Overview of the risks associated with ESCs
   ii. Precautions to be observed when performing controls related to ESCs
   iii. Documents for the communication of hazards related to chemical products: International
        Chemical Safety Card (ICSC) and Material Safety Data Sheets (MSDS)
   iv. UN Recommendations on the Transport of Dangerous Goods - Model Regulations: risk classes
        and divisions, risk communication pictograms, UN number, identification of risks in containers
        and transport units, information on the risk of goods in the transport document
   v. Globally Harmonized System of Classification and Labelling of Chemicals: main aspects of risk
        communication
   vi. National and regional regulations regarding the transport of dangerous goods
   vii. Other specific risk communication systems: ASHRAE 34 standard (refrigerants) and risk
        identification system ("diamond of danger") of the National Fire Protection Association (NFPA)
   viii. Group work on practical cases related to the handling, transport and storage of dangerous
        goods
   ix. References to information resources and further reading
   x. Knowledge check

13) Identification and tariff classification of ESCs [3 hrs]
   i. Names and symbols used to identify ESCs (common, technical and trade names; chemical
      formula and Chemical Abstracts Service (CAS) number (if applicable); etc.)
   ii. Labels, packaging and containers used with ESCs
   iii. Introduction to the technological resources for the detection and analysis of ESCs: portable
        devices and laboratory equipment
   iv. Overview of the Harmonized Commodity Description and Coding System: origin, use, structure,
       general rules of interpretation, updating procedure and link with regional and national tariff
       nomenclatures
   v. Tariff classification of ESCs: general guide for the classification of the different types of ESCs
      and specific tariff codes for these commodities
   vi. Group work on practical cases of identification and tariff classification of ESCs
   vii. References to information resources and further reading
   viii. Knowledge check

14) Preventing the illegal traffic in ESCs [2.5 hrs]
   i. The concept of “illegal traffic”
   ii. Determinants of illegal traffic
   iii. Negative impacts of ESCs illegal traffic
iv. Overview of the situation of ESCs illegal traffic (at global, regional and national levels)

v. Main methods associated with ESCs illegal traffic

vi. Description of real cases of ESCs illegal traffic

vii. Recommendations for carrying out controls (physical inspection and documentary analysis)

viii. Overview of the customs risk management system

ix. Risk management: main aspects in relation to the enforcement of agreements included in the GCI

x. Cross-analysis of import and export data between countries as a tool to identify possible illegal traffic

xi. Tools for cooperation and information exchange (WCO Customs Enforcement Network (CEN) and the Regional Intelligence Liaison Offices (RILO), INTERPOL’s Ecomessage, Environet, informal prior informed consent (iPIC) for ODS, etc.)

xii. Group work on practical cases related to the prevention of the illegal trade of ESCs

xiii. References to information resources and further reading

xiv. Knowledge check

15) Knowledge assessment
Training material and information resources (as reference for Customs Training Institutes)

A) Learning platforms, training manuals, teaching materials, and other relevant resources for GCI curriculum

Learning platforms

1. Biodiversity e-learning platform (available in English, French and Spanish; last accessed on 29.04.2020).
2. CLiKC – Customs Learning & Knowledge Community (available in English, French and Spanish; last accessed on 29.04.2020).
3. The CITES Virtual College (available in English, French and Spanish; last accessed on 29.04.2020).
4. E-learning tool (Rotterdam Convention)- ITORC (available in English, French and Spanish; last accessed on 29.04.2020).
5. InforMEA (available in English, French and Spanish; last accessed on 29.04.2020).
6. Interpol - E-learning module for law enforcement officers on hazardous chemicals and wastes under the Basel, Rotterdam and Stockholm Conventions (available in English, French and Spanish; last accessed on 29.04.2020).
7. OPCW e-learning platform (available in English, French and Spanish; last accessed on 29.04.2020).
8. UNODC global learning (available in English; last accessed on 29.04.2020).

Green Customs Initiative (GCI) and Environment & Trade related issues

9. Green Customs – Environmental Crime: Customs on the Frontline (video; available in all official UN languages; last accessed on 29.04.2020).
12. Making trade work for the environment, prosperity and resilience (2018; available in English; last accessed on 29.04.2020).

Endangered Species of Wild Fauna and Flora / CITES

15. Checklist of CITES Species (available in English, French and Spanish; last accessed on 29.04.2020).
17. CITES Train the Trainers PowerPoint Presentations (available in English, French and Spanish;
18. Strengthening legal frameworks for licit and illicit trade in wildlife and forest products (UNEP, 2019; available in English and French; last accessed on 29.04.2020).


Living Modified Organisms (LMO) / Cartagena Protocol


27. An introduction to the Cartagena Protocol on Biosafety (UNEP, 2011; available in English, French and Spanish; last accessed on 29.04.2020).


Ozone Depleting Substances (ODS) / Montreal Protocol

29. HS Codes for HFCs. Advice for countries in advance of the 2022 HS code update (UNEP, 2019; available in English, French and Spanish; last accessed on 29.04.2020).

30. Enforcement Strategies for Combating the Illegal Trade in HCFCs and Methyl Bromide (UNEP, 2013; available in English; last accessed on 29.04.2020).

31. Study on monitoring of international trade and prevention of illegal trade in ozone-depleting substances, mixtures and products containing ozone-depleting substances (Decision XIII/12) (UNEP, 2002; available in English, French and Spanish; last accessed on 29.04.2020).

32. Customs Quick Tool for Screening ODS (UNEP, 2016; available in English, French and Spanish; last accessed on 29.04.2020).

33. Free Trade Zones and Trade in ODS (UNEP, 2015; available in Spanish and English; last accessed on 29.04.2020).


36. Report of seizures and informal prior-informed consent (iPIC) consultation (UNEP, 2016; available in English; last accessed on 29.04.2020).

37. Risk Assessment of Illegal Trade in HCFCs (UNEP, 2011; available in English; last accessed on 29.04.2020).

38. Tip of the iceberg: implications of illegal CFC production and use (EIA, 2018; available in English; last accessed on 29.04.2020).


Hazardous Wastes and Chemicals / Basel, Rotterdam, Stockholm, Minamata and Chemical Weapons Conventions


41. The Minamata Convention on Mercury and its Implementation in the Latin America and Caribbean Region (UNEP, 2014; available in English and Spanish; last accessed on 29.04.2020).

42. Guidance for the control of import and export of POPs under the Stockholm Convention (2017; available in English; last accessed on 29.04.2020).

43. Handbook on Chemicals (OPCW, 2019; available in English; last accessed on 29.04.2020).


49. Text of the Minamata Convention on Mercury (available in English, French and Spanish; last accessed on 29.04.2020).


51. The 16 new POPs: An Introduction to the chemicals added to the Stockholm Convention as persistent organic pollutants by the Conference of the Parties (2017; available in English; last accessed on 29.04.2020).

52. The sound management of chemicals and wastes in the context of the Sustainable Development Goals (UNEP, 2018; available in English; last accessed on 29.04.2020).
53. UNEP Guidance - Enforcement of Chemicals Control Legislation (UNEP, 2019; available in English, French and Spanish; last accessed on 29.04.2020).


Safety and health issues

55. ICSC database - International Chemical Safety Cards (ICSCs) (ILO, 2018; available in English, French and Spanish; last accessed on 29.04.2020).


Environmental crime and enforcement


61. Environmental Crime: Tackling the Greatest Threats to our Planet – Our Planet (UNEP, March 2017; available in English; last accessed on 29.04.2020).


63. Manual on Compliance with and Enforcement of Multilateral Environmental Agreements (2006; available in English; last accessed on 29.04.2020).

64. The rise of environmental crime. A growing threat to natural resources, peace, development and security. A UNEP-INTERPOL rapid response assessment. (2016; available in English; last accessed on 29.04.2020).

65. The State of Knowledge of Crimes that have Serious Impacts on the Environment (UNEP, 2018; available in English; last accessed on 29.04.2020).

66. WCO Illicit Trade Report (annual edition) (OMA; available in English and French; last accessed on 29.04.2020).

B) Relevant websites for GCI curriculum

Green Customs Initiative (GCI) and its partners

67. CITES (available in English, French and Spanish; last accessed on 29.04.2020).

68. Basel Convention (available in English; last accessed on 29.04.2020).

69. Minamata Convention (available in English, French and Spanish; last accessed on 29.04.2020).

70. Stockholm Convention (available in English; last accessed on 29.04.2020).

71. Rotterdam Convention (available in English, French and Spanish; last accessed on 29.04.2020).

73. Green Customs Initiative (GCI) (available in English; last accessed on 29.04.2020).

74. INTERPOL (available in English, French and Spanish; last accessed on 29.04.2020).

75. United Nations Office on Drugs and Crime (UNODC) (available in English, French and Spanish; last accessed on 29.04.2020).

76. UN Environment Programme (available in English, French and Spanish; last accessed on 29.04.2020).

77. World Customs Organization (WCO) (available in English and French; last accessed on 29.04.2020).

78. Organisation for the Prohibition of Chemical Weapons (OPCW) (available in English, French and Spanish; last accessed on 29.04.2020).

79. OzonAction (available in English; last accessed on 29.04.2020).

80. Ozone Secretariat (available in English; last accessed on 29.04.2020).

**Other relevant websites**


82. EIA-Environmental Investigation Agency (available in English; last accessed on 29.04.2020).

83. INECE-International Network for Environmental Compliance and Enforcement (available in English, French and Spanish; last accessed on 29.04.2020).

84. World Trade Organization (WTO) (available in English, French and Spanish; last accessed on 29.04.2020).

85. Traffic-The wildlife trade monitoring network (available in English; last accessed on 29.04.2020).

86. UNECE-United Nations Economic Commission for Europe (available in English and French; last accessed on 29.04.2020).
About the design of the curriculum

This curriculum was produced by the GCI partnership. During its preparation, the opinions of customs officials who attended the Training Workshop for National Ozone Officials and Customs Officials from Latin America, Cuba and the Dominican Republic held in Asunción, Paraguay, between August 20 and 22, 2019, were considered. The collaboration of Mr. Juan Lorenzo Paulino Castillo, customs official of the Dominican Republic, both during the aforementioned Asunción workshop and also later, during the curriculum design, deserves special mention. At the stage of curriculum design, the promptness and willingness to collaborate shown by the Customs Training Institute of Uruguay and by the Customs Office of Colombia also deserve special mention. At the end of the design stage, comments were also received from two officials of the Chilean National Customs Training Institute.