



Multilateral Fund
for the Implementation of the Montreal Protocol



Customs Officers Training in Monitoring, Control & Reporting of Trade in ODS

St Georges, Grenada
24th – 25th August, 2011



Organised by:
National Ozone Unit (NOU), Energy Division
Ministry of Finance, Planning, Energy & Co-operatives
and
Grenada Customs & Excise Division
Ministry of Finance, Planning, Energy & Co-operatives

Funded by:
Multilateral Fund (MLF) for the Implementation
of the Montreal Protocol

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United Nations Environment Programme (UNEP)

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Executive Summary

Worldwide co-operation aimed at protecting the stratospheric ozone layer began in 1987 with the advent of the Montreal Protocol on Substances that Deplete the Ozone Layer, together with the Vienna Convention for the Protection of the Ozone.

Parties to the Protocol have all committed themselves to the elimination of the production and consumption of ozone-depleting substances (ODS). Grenada has already met its obligations under the Montreal Protocol for the phasing out one of the most significant group of ODSs – the Chlorofluorocarbons (CFCs) before the 2010 deadline in 2006, and is now among other developing countries required to phase-out the importation of HCFCs. The target for the phasing out of the HCFCs is 2030. Grenada's National Ozone Unit has launched its Hydrochlorofluorocarbons (HCFCs) Phase-out Management Plan (HPMP) on June 15, 2011, under the watch words, "*CFCs Gone, HCFC Must Go*".

Grenada is among the first Latin American and Caribbean Countries to launch this project. Funding for Grenada's HPMP is being provided by the Multilateral Fund for the Implementation of the Montreal Protocol and is administrated by the lead implementing agency, United Nations Environment Programme (UNEP).

Like most developing countries, Grenada does not produce or manufacture ODS but only imports. A licensing system to help control and monitor the amount of ODS Grenada imports/exports has already been successfully implemented and the effective management of this system by Customs officers and other stakeholders has proven to be a major contributing factor in Grenada's early phase-out of CFC's. To ensure the success of the HPMP, it is an important prerequisite to have in place Customs officers that are adequately trained to be able to identify the controlled substances, facilitate their legal entry and prevent any attempts of illegal trade.

The primary objectives of the training workshop were to provide Customs officers with the skills and knowledge necessary to monitor and control the imports/exports of ODS and products (including equipment) containing them, and the detecting and prevention of illegal trade in same. The one day training module followed an interactive and participatory approach and was conducted by two facilitators (Mr. Gerard James & Mr. Leslie Smith). Training was delivered to a total of 30 participants over two day in groups of 14 and 16 participants each day. The recently revised customs module, which places special emphasis on HCFC refrigerants, was used to deliver the workshop to participants.

All 30 participants evaluated the workshop. The overall evaluation was 5 (with 5 being the maximum score). 70% of the participants rated the workshop as excellent and the remaining 30% as very good. The long term result of the training workshop is to enhance awareness of ozone depletion issues among Customs officers, improve the ability of Customs in identifying the controlled substances and facilitating their legal entry and curtailing their illegal trade and the empowerment of customs officers in the enforcement of the licensing regime for ODS and ODS dependent technologies.

Background

Upon the discovery that man-made substances were 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 eventually phasing out the production and consumption of ozone-depleting substances. Grenada acceded to the Vienna Convention and its Montreal Protocol on March 31st, 1993. The country also ratified the London amendment on that date, the Copenhagen and Montreal Amendments on May 20th, 1999 and the Beijing Amendment on January 12th, 2004.

At the 62nd Meeting of the Executive Committee of the Multilateral Fund for the Implementation of the Montreal Protocol on Substances that Deplete the Ozone Layer, Grenada was among the first Latin American and Caribbean countries to receive approval of funding for the Hydrochlorofluorocarbons (HCFC) Phase out Management Plan (HPMP). Having successfully met the phase-out targets for Chlorofluorocarbons (CFCs) in 2010, Grenada is now attempting to phase-out another group of chemicals with lower Ozone Depleting Potential (ODP) referred to as Hydrochlorofluorocarbons (HCFCs).

The largest remaining sector in which ozone-depleting substances are still used is the refrigeration and air-conditioning servicing (RAC) sector. Any abrupt non-availability of HCFC refrigerants would adversely impact on important sectors of the local economy. It is therefore essential for users of HCFCs to be able to reduce and eventually phase-out their consumption in a coordinated, planned, and cost-effective manner in compliance with the country's commitments under the Montreal Protocol.

Grenada's HCFC Phase-out schedule is as follows:

1. for Parties operating under paragraph 1 of Article 5 of the Protocol (Article 5 Parties), to choose as the baseline the average of the 2009 and 2010 levels of, respectively, consumption and production; and
2. To freeze, at that baseline level, consumption and production in 2013;
3. Article 5 Parties (developing countries) to have completed the accelerated phase out of production and consumption in 2030, on the basis of the following reduction steps:
 - (a) by 2015 of 10 per cent;
 - (b) by 2020 of 35 per cent;
 - (c) by 2025 of 67.5 per cent;
 - (d) while allowing for servicing an annual average of 2.5 per cent during the period 2030–2040;

Grenada's HPMP incorporates the following components:

- ✓ Training workshops in Good Practices in Refrigeration
- ✓ Training workshops for Customs officers on the Control and Monitoring of Trade in Ozone depleting Substances and Related Technologies.

Assessing the risk of illegal trade in HCFCs prompts a strong feeling of déjà vu. The regulatory controls now being enforced needs to be strengthened to avoid creating a favorable environment for a thriving black market in HCFCs, as was the case in the mid-1990s with CFCs. Once the use of HCFCs, (R-22 for example), become increasingly restricted, the resulting price increases could provoke a surge in smuggling. Already illegal imports of HCFCs are on the rise in the developed world and lessons learned from CFC smuggling trends suggest that a rapid rise in the trafficking of HCFC may occur before the end of the decade.

However, Grenada with all the lessons learnt from the control measures imposed for CFCs consumption remains well positioned to meet the challenges of illegal trade in HCFCs, when, and if, it does occur. Training workshops, such as this one, are aimed at providing the capacity building needed for Customs officers to remain ever vigilant to control and monitor imports and effectively prevent any attempts of HCFC smuggling.

Objectives

The main objectives of this training workshop were to provide Customs officers with the skills necessary to monitor and control imports/exports of HCFCs and other ODS and ODS-based products and equipment. The detection and prevention of illegal trade in ODS and ODS-based products and equipment were also components of this workshop.

The training objectives were achieved by:

1. Increasing awareness of ozone depletion issues and impacts of ozone layer depletion;
2. Familiarization of participants with the provisions and phase-out schedules of the Montreal Protocol;
3. Providing participants with an understanding of the Hydro chlorofluorocarbons (HCFC) Phase-out Management Plan (HPMP);
4. Discussing the role of customs officers and other stakeholders in the control and monitoring of trade in ODS and ODS dependent technologies;
5. Presenting the revised customs codes which allow for the identification of ozone-depleting refrigerants and ODS-based products;
6. Providing an overview of commonly used trade names and labeling for ODS;
7. Examining legal trade and NOU reporting requirements;
8. Examining illegal trade practices and detection techniques to enhance vigilance and stop ODS smuggling;
9. Demonstrating the use of ODS identification equipment;
10. Training in Health and Safety considerations.

Expected Results

The long term result is to enhance awareness of ozone depletion issues among Customs officers as well as the achievement of all of the training objectives outlined above.

The adoption of a Montreal Protocol-related training module into the Junior Officer Basic Training Course for new Customs officers.

Sessions on Refrigerant Identifier Usage, Health and Safety, Dos and Don'ts be delivered to frontline officers as part of their list of standard operating procedures and in the form of in-house refreshers.

The formation of synergies for the enforcement of all international environmental agreements to which Grenada is a party or non-party to be established. The adoption of the Green Customs Initiative to reinforce Grenada's continued commitment to the success of international environmental agreements.

Participants and Facilitators

A total of 30 participants attended the training workshop over a two day period in groups of 14 and 16 participants per day. Participants represented a wide cross-section of Customs with the exception of the Sister-Isle, Carriacou. Both workshops were facilitated by:

Mr. Leslie Smith – Project Officer – NOU

Mr. Gerard James – NOU Customs Consultant

Please find a list of participants and facilitators attached in Annex 2.1 & 2.2

Contents & Structure

The training materials were designed to ensure that the objectives set out for the workshop were met. The training workshop included the following sessions:

- Session 1: **Ozone Creation & Ozone Destruction;**
- Session 2: **International Response;**
- Session 3: **National Response;**
- Session 4: **Role of Customs Officers and other Stakeholders;**
- Session 5: **Identification of ODS and ODS-Based products;**
- Session 6: **ODS Smuggling;**
- Session 7: **Practical Exercises in Identifying Refrigerants;**
- Session 8: **ODS Safety;**
- Session 9: **Workshop Evaluation.**

Results & Lessons Learned

The objectives set out for the training workshop were all realized through the appropriate design of the agenda. Eight robust sessions addressed all relevant issues.

OBJECTIVES SET OUT	RESULTS ACHIEVED
Increasing awareness of ozone depletion issues and impacts of ozone layer depletion;	Through Session 1
Familiarization of participants with the provisions and phase-out schedules of the Montreal Protocol;	Through Session 2
Providing participants with an understanding of the Hydrochlorofluorocarbons (HCFC) Phase-out Management Plan (HPMP);	Through Session 3
Discussing the role of customs officers and other stakeholders in the control and monitoring of trade in ODS and ODS dependent technologies;	Through Session 4
Examining legal trade and NOU reporting requirements;	Through Session 4
Presenting the revised customs codes which allow for the identification of ozone-depleting refrigerants and ODS-based products;	Through Session 5
Providing an overview of commonly used trade names and labeling for ODS;	Through Session 5
Examining illegal trade practices and detection techniques to enhance vigilance and stop ODS smuggling;	Through Session 6
Demonstrating the use of ODS identification equipment;	Through Session 7
Training in Health and Safety considerations.	Through Session 8

Evaluation by the Participants

The result of the overall evaluation of the workshop was 5 (with 5 being the maximum score). 30 participants completed and returned the evaluation questionnaire. Of the 30 participants, 21 (70%) rated the workshop as “excellent”, while the remaining 9 (30%) rated the workshop as “very good”.

The following are some of the comments received from the workshop participants:

- The workshop was very condensed, but more time could have been allotted for deeper understanding.
- The workshop was completely clear, future workshops could be improved by the inclusion of outdoor practical training of frontline officers.
- The workshop was well executed and the training will go a long way.
- Extra testing material should be available.
- The presenters were open to questions. Overall the quality of the workshop was commendable.
- It was well organized and put together. More hands on training.
- The facilitation of the workshop was conducted in an open and interactive manner.
- Officers should be brought into the field to get more exposure in the use of the refrigerant identifiers.

List of Annexes

Annex 1 Workshop Agenda

Annex 1.1 Agenda for Training Workshop: August 24th & 25th, 2011

Annex 2 List of Participants and Facilitators

Annex 2.1 List of Participants for Training Workshop

Annex 2.2 List of Facilitators for Training Workshop

Annex 3 Workshop Recommendations

Annex 4 Evaluation by the Participants

Annex 5 Data For Analysis

Annex 6 Workshop Evaluation Bar Graph

Annex 7 Training Pictures – August 24th, 2011

Annex 8 Training Pictures – August 25th, 2011

Annex 9 Acknowledgements

ANNEX 1.1: Agenda for Training Workshop

Training for Customs Officers in Monitoring, Control and Reporting of Trade in Ozone Depleting Substances (ODS) and ODS Dependent Technologies.

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Agenda for Workshop

8:30 – 9:00 Registration of Participants

9:00 – 9:30 Introduction

- Invocation
- Self introduction of participants
- Workshop Objectives
- Background

9:00 – 9:45 Session 1: Ozone Layer Depletion

- The Ozone Layer – what is it, and how does it protect life on Earth?
- The threat to the Ozone Layer – why are man-made chemicals destroying ozone?
- The Effects of Ozone Layer Depletion – what are they, and how serious are they?
- Discussion – Knowledge Check

9:45 – 10:15 Session 2: International Response

- Montreal Protocol: Amendments and Adjustments
- Phase-out Schedule for ODS
- Revised Phase-out Schedule for HCFCs (Grenada)
- Exemption of use and production
- Trade with Parties
- Related Conventions
- Green Customs Initiative
- Ban on Trade with Non Parties
- Discussion

10:15 – 10:45 Session 3: National Response

- National Response – Hydro chlorofluorocarbons (HCFC) Phase-out Management Plan (HPMP);
- National Phase-out obligations
- Training
- Data Gathering and Reporting
- Licensing System
- Public Awareness
- Other Responses
- Discussion

10:45 – 11:00 COFFEE BREAK

11:00 – 11:45 Session 4: Role of Customs Officers and other Stakeholders

- Who are the key players in implementing the Montreal Protocol Regulations
- Role of Customs Officers in Enforcing ODS Regulations
- Reporting legal and illegal trade
- Checklist for Customs Officers
- Discussion – Knowledge Check

11:45 – 12:15 Session 5: Identification of ODS and ODS-based products

- HS Tariff Classification
- Trade and Chemical Names
- ASHRAE and UN numbers
- CAS Numbers
- ASHRAE designations for single components
- Discussion – Knowledge Check

12:15 - 13:15 LUNCH

13:15 – 13:45 Session 6: Illegal Trade with ODS and ODS-based Products

- Motives for ODS Smuggling
- ODS Producing Countries
- Smuggling Schemes
- Screening Methods
- Screening Documentation
- Inspection of Goods
- List of ODS Products
- Trade in ODS Equipment
- Smuggling examples
- Means to curb illegal trade in ODS
- Discussion – Knowledge Check

13:45 – 14:45 Session 7: Practical exercises on Identification of ODS

- Examples of ODS containers and cylinders and ODS containing equipment and goods
- Examining Labels
- Colour Codes
- Demonstration of ODS identification equipment
- Demonstration of leak detectors
- Laboratory Analysis
- Discussion – Knowledge Check

14:45 – 15:15 Session 8: ODS Safety

- Safety Checklist for Customs Officers
- Discussion – Knowledge Check

15:15 - 15:45 Workshop Evaluation

- General feedback and comments from participants and organisers
- Hand-over of participation certificates

ANNEX 2 List of Participants and Facilitators

Annex 2.1 List of Participants for Training Workshops

August 24th, 2011

Carl-Ann Blackman	Customs Clerk
Donnisha Harriman	Customs Clerk
Jade Telesford	Customs Clerk
Kevin Douglas	Customs Clerk
Ralph Thomas	Customs Clerk
Roni Baptiste	Customs Clerk
Sahrmoy Wellington	Customs Clerk
Sterl Frame	Customs Clerk
Gemma Paul	Preventative Guard
Kenton Baptiste	Preventative Guard
Kiwanie Marshall	Preventative Guard
Marcus Dick	Preventative Guard
Persia St. Paul	Preventative Guard
Wendy Coutain	Preventative Guard

August 25th, 2011

Brian Grimes	Customs Clerk
Dane Andrews	Customs Clerk
Eursel Hector	Customs Clerk
Jennielle Alexander-Allert	Customs Clerk
Kwesi Francis	Customs Clerk
Marlin Lewis	Customs Clerk
Martin Felix	Customs Clerk
Shane Ellis	Customs Clerk
Shonda Alexander	Customs Clerk
Toni Nicholas	Customs Clerk
Tyrone Francis	Customs Clerk
Vanetta Edwards	Customs Clerk
Heron Jones	Preventative Guard
Joel Robert	Preventative Guard
Shon Che Ottley	Preventative Guard
Tariq Hajee	Preventative Guard

Annex 2.2 List of Facilitators for Phase 3 Workshop

Mr. Leslie Smith – Project Officer – NOU
Mr. Gerard James – NOU Customs Consultant

ANNEX 3 Workshop Recommendations

Onsite practical training in the use of the refrigerant identifiers for frontline officers.

Extended time for the delivery of information in more detailed format.

Hardcopy Manuals to be distributed along with electronic copies as not all officers have access to computers at their stations.

More information should be disseminated on refrigerants that are not regularly imported.

More smuggling scheme examples should be highlighted to place emphasis on smuggling techniques employed in illegal trade.

ANNEX 4 Evaluation by the Participants

Training for Customs Officers in Monitoring, Control and Reporting of Trade in Ozone Depleting Substances (ODS) and ODS Dependent Technologies.

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Workshop Evaluation

Please complete this questionnaire and indicate your personal evaluation by ticking the appropriate boxes

(1 represents poor and 5 represents excellent):

1. What is your overall evaluation of the workshop?

1. 2. 3. 4. 5.

2. Did the workshop provide the information you expected?

1. 2. 3. 4. 5.

3. Was communication between participants possible and useful?

1. 2. 3. 4. 5.

4. Was the composition of the audience adequate?

1. 2. 3. 4. 5.

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?

1. 2. 3. 4. 5.

b. International response to ozone layer depletion (Montreal Protocol)?

1. 2. 3. 4. 5.

- c. National Obligations and phase-out strategy (HPMP)?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- d. Regulatory framework for the national import/export licensing system?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- e. Prevention of illegal trade of ODS?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- f. Role of Customs officers in enforcing the import/export licensing system?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- g. How to identify ODS and equipment containing ODS and the use of ODS identifying equipment?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- h. Issues relating to the safe storage and handling of ODS?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- i. Data reporting requirements and procedures?
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.
- j. Enforcement, penalties and prevention of illegal trade
 - 1.
 - 2.
 - 3.
 - 4.
 - 5.

6. Can you think of any additional material that should be included in the “Training Manual for Customs Officers” to enable it to better achieve its goals?

7. Please give additional comments about the quality of the workshop and how similar workshops could be improved:

PLEASE INDICATE YOUR NAME, ORGANIZATION AND PROFESSION AND RETURN COMPLETED QUESTIONNAIRE BEFORE LEAVING: (Optional)

Name: _____

Organisation: _____

Profession: _____

Date: _____

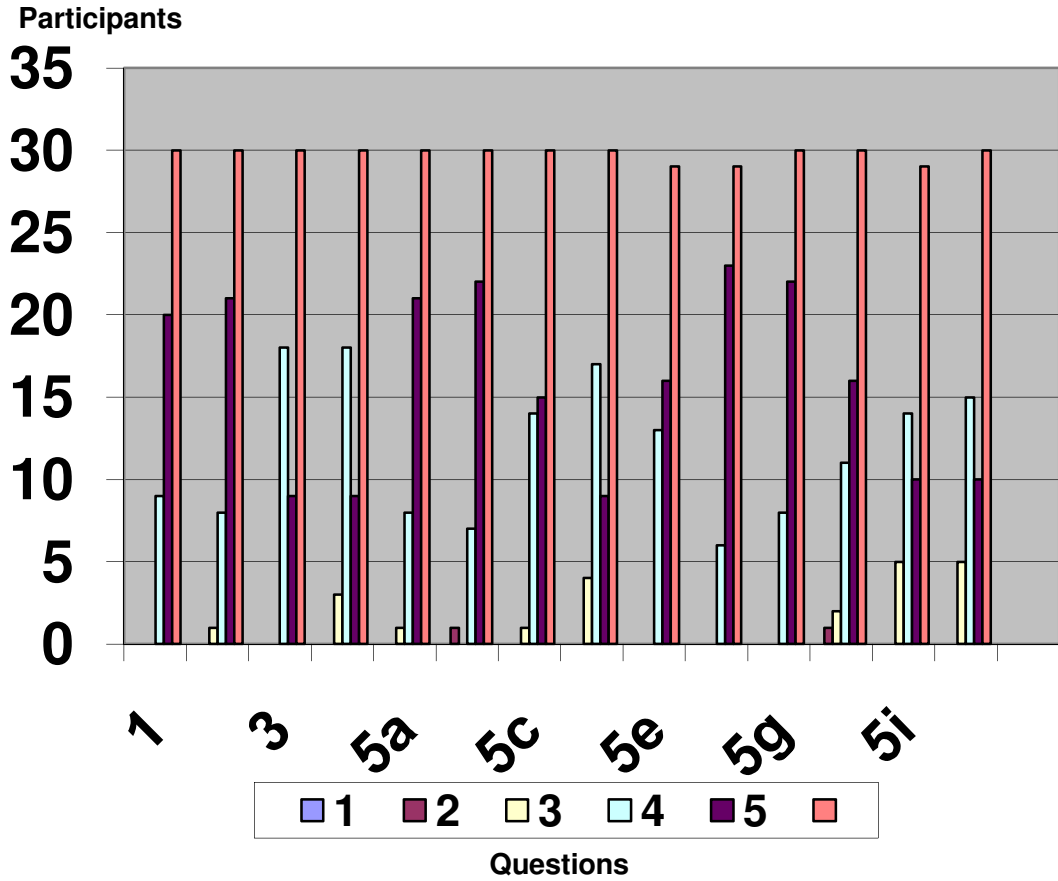
ANNEX 5 Data for Analysis

(1 represents poor and 5 represents excellent)

	1	2	3	4	5	Remarks
Question 1	What is your overall evaluation of the workshop?					
Responses	0	0	0	9	21	
Question 2	Did the workshop provide the information you expected?					
Responses	0	0	1	8	21	
Question 3	Was communication between participants possible and useful?					
Responses	0	0	0	7	23	
Question 4	Was the composition of the audience adequate?					
Responses	0	0	3	18	9	
As far as the contents of the presentation are concerned, did you find them adequate in explaining the following issues:						
Question 5 (a)	Environmental and human health consequences of ozone layer depletion?					
Responses	0	0	1	8	21	
Question 5 (b)	International response to ozone layer depletion (Montreal Protocol)?					
Responses	0	1	0	7	22	
Question 5 (c)	National Obligations and phase-out strategy (HPMP)?					
Responses	0	0	1	14	15	
Question 5 (d)	Regulatory framework for the national import/export licensing system?					
Responses	0	0	4	17	9	
Question 5 (e)	Prevention of illegal trade of ODS?					
Responses	0	0	0	13	16	1 No Ans.
Question 5 (f)	Role of Customs officers in enforcing the import/export licensing system?					
Responses	0	0	0	6	23	1 No Ans.
Question 5 (g)	How to identify ODS and equipment containing ODS and the use of ODS identifying equipment?					
Responses	0	0	0	8	22	
Question 5 (h)	Issues relating to the safe storage and handling of ODS?					
Responses	0	1	2	11	16	
Question 5 (i)	Data reporting requirements and procedures?					
Responses	0	0	5	14	10	1 No Ans.
Question 5 (j)	Enforcement, penalties and prevention of illegal trade					
Responses	0	0	5	15	10	

ANNEX 6 Workshop Evaluation Bar Graph

Workshop Evaluation



ANNEX 7 Training Pictures – August 24th, 2011



Photo Gallery Available at <http://nou.gov.gd/gallery.php>

ANNEX 8 Training Pictures – August 25th, 2011

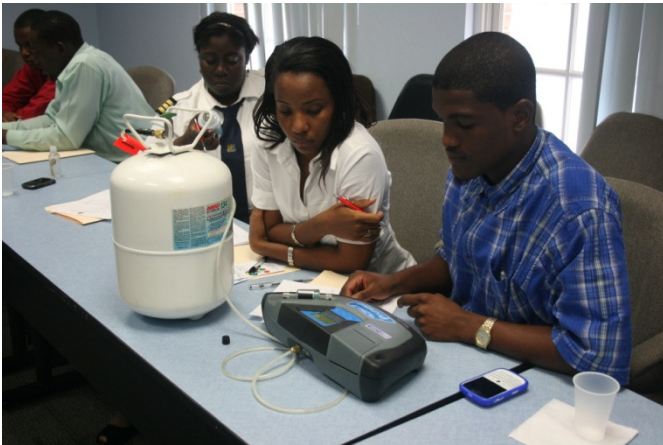
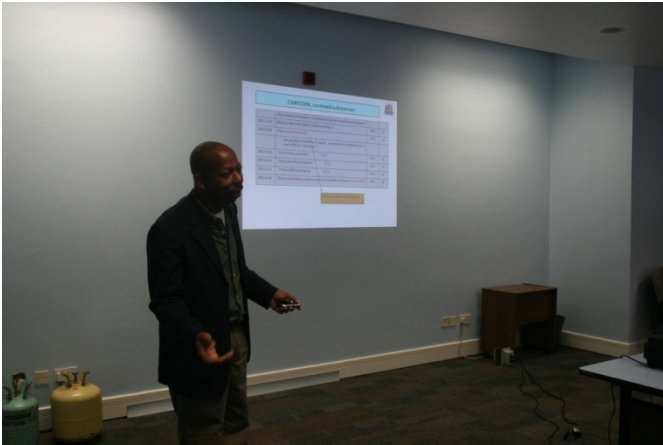


Photo Gallery Available at <http://nou.gov.gd/gallery.php>

ANNEX 9 Acknowledgements

Timothy N. J. Antoine	Permanent Secretary, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Mike Sylvester	Deputy Permanent Secretary, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Lyndonna Hillaire-Marshall	Deputy Comptroller of Customs, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Dr. Raymond Nurse	Energy Division, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Staff of the NOU	National Ozone Unit, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Staff of the MOF	Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Chinnel Andrews	Corporate Communications, Ministry of Finance, Planning, Economy, Energy & Co-operatives.
Island Catering	