WCO Capacity Building Strategy
Foreword

Recognizing the need to provide support to its Member administrations, the World Customs Organization (WCO), fosters the adoption of a holistic approach to Customs reform and modernization in order to achieve harmonization at the international level, while taking account of specific local circumstances.

Hence, capacity building (CB), which essentially aims to improve the effectiveness of Customs administrations, is critical both for individual countries and for technical and financial partners. It also means that countries can take advantage of the numerous opportunities for development that the expansion of the global trading system offers.

The WCO, as a global center of Customs expertise, plays a fundamental role in the development, promotion and application of modern Customs standards, procedures and systems, and has achieved international leadership in the development and delivery of capacity building in these areas.

The revised WCO Capacity Building Strategy, which is aligned with the WCO Strategic Plan 2019-2022, reflects the views of the international Customs community and calls for a more targeted, coordinated and sufficiently resourced approach to Customs capacity building. The strategy favors a people-centric and participatory approach that places Members and their staff at the heart of all activities. To ensure accountability and results-based interventions, the strategy defines the roles and responsibilities of each actor in the capacity building process. It also embodies a new change-driven project management-based approach, supported by a robust monitoring and evaluation mechanism.

This CB Strategy is intended to facilitate the cohesive and effective collaboration of all stakeholders in the CB process, to assist Member administrations to carry out their reform and modernization processes effectively, ultimately having a positive impact on the socio-economic development of their countries.

This Strategy is developed on the basis of the lessons learned from the past experiences and is an attempt to respond to the significant developments in the global Customs environment in recent years where the role of capacity building is highlighted in many important areas.

Kunio Mikuriya,
Secretary General.
## Contents

**FOREWORD** 3

**INTRODUCTION** 7

**EVOLUTION AND NEW ELEMENTS IN THE WCO CAPACITY BUILDING MODEL** 7

**LESSONS LEARNT IN THE AREA OF CAPACITY BUILDING** 8

**STRATEGIC ANALYSIS AND DISTINCTIVE COMPETENCIES** 9

1. **ENVIRONMENTAL SCAN** 9
2. **STRATEGIC PLANNING** 11
2.1. **WCO Vision, mission and values** 11
2.2. **Objectives and results: Strategic Map** 12
3. **ROLES AND RESPONSIBILITIES OF THE STAKEHOLDERS** 12

4. **INTERVENTION PROCEDURE, PRIORITIES AND STRATEGIC ACTIVITIES** 13
4.1. **Intervention: a systemic and inclusive approach** 14
4.2. **Regionalization approach** 15
4.3. **Priorities and areas of intervention** 15

5. **EXPERT MOBILIZATION AND MANAGEMENT** 16

6. **SECURING PARTNERSHIPS AND DONORS** 17

**CONCLUSION** 17

**APPENDIX 1: REGIONALIZATION APPROACH** 19

**APPENDIX 2: LIST OF ABBREVIATIONS** 21

**APPENDIX 3: DEFINITIONS OF TERMS USED** 23
Introduction

Globalization, rapid advances in technology and the resultant increase in the speed of international transactions has posed new challenges for Customs worldwide. Customs administrations are now obliged to operate in a context marked by uncertainty, an increasingly complex environment, changes in legislation, an increasing trend towards regionalization, the growing digitization and computerization of processes, the need to have greater stakeholder engagement and involvement and, to confront the increase in terrorist and money-laundering activities\(^1\).

These changes in the Customs environment demand a greater emphasis to reconcile imperatives of security and facilitation and to act strategically and proactively in order to respond positively to these changes while excelling at both traditional and new roles.

These realities demand careful, well-targeted investment in capacity building (CB) in order to yield benefits for governments, citizens and the private sector alike, as well as for technical and financial partners.

Many CB initiatives have been successful and have contributed to the development of Member administrations, but it must be recognized that in some respects there is still some work to be done to fully meet the desired objectives. With this in mind, and eager to respond favourably to the expectations of Member administrations and their stakeholders, the review of the WCO Capacity Building Strategy is clearly stated as a priority activity under the WCO Strategic Plan 2019-2022. The aim is to ensure that the CB Strategy is responsive and needs-driven in support of efforts to enhance Customs performance and modernization while ensuring their sustainability in a long-term perspective.

This strategy document is targeted at the WCO staff, WCO bodies for capacity building, Members administrations and other stakeholders that are directly or indirectly involved in the process of capacity building provided by the WCO. Over time, this document will help to facilitate the analysis of their activities in the field of capacity building and, on that basis, it encourages them to adopt an evidence based position, define suitable approaches and thereby identify realistic prospects for achieving better capacity building.

The revised CB Strategy is devoted to highlighting the evolution, lessons learned and guiding principles in the area of capacity building as well as new elements of the WCO capacity building model. In addition, it outlines the strategic determinants that the WCO will use as a basis for carrying out and completing its capacity building activities. It also includes a summary of the roles and responsibilities of each of the stakeholders involved in this capacity building process.

Evolution and new elements in the WCO Capacity Building Model

The WCO Capacity Building Strategy was initially approved by the WCO Council in June 2003 and was further refined to take account of the capacity building requirements under the WCO SAFE Framework of Standards to Secure and Facilitate Global Trade. The Strategy sets the principles and the framework that led to the development of operational programmes including the establishment of Regional Offices for Capacity Building (ROCBs) and Regional Training Centers (RTCs).

This revised Capacity Building Strategy builds on previous strategies and initiatives that have led to fruitful outcomes. The achievements under the initial Capacity Building Strategy included the launch, in 2006, of the WCO Columbus Programme that became the largest Customs capacity building initiative on record, conducting 113 diagnostic missions and follow up support to over 80 Customs administrations. The Mercator Programme, launched in 2014, to support WCO Members

\(^1\) For more information, please refer to the WCO Environmental Scan
to implement the WTO Trade Facilitation Agreement (TFA) builds on the successes of the Columbus Programme.

A number of WCO tools and instruments that now form part of the WCO packages (namely the Organizational Development Package, the Economic Competitiveness Package, the Revenue Package, and the Compliance and Enforcement Package) were also developed to support structured and informed capacity building delivery.

These achievements confirm that the fundamentals and principles enshrined in the initial CB Strategy were correct. However, the changed context and the continued increase in the number of requests from Members, suggested the need to rethink the approach. Consequently, there has been some limitations in the role of the regional entities especially the ROCBs’, the implementation of the capacity building principles, the delivery approach and in the area of performance monitoring and measurement resulting in challenges to successfully achieving the full potential of capacity building interventions.

The Strategy takes into account the change in the capacity building delivery model endorsed by the 8th session of the Capacity Building Committee (CBC) that favor a multi-year, project-based approach with an increased role for WCO accredited experts. It also reinforces the new approach to training delivery endorsed by the 9th session of the CBC that offers effective empowerment to Member Customs administrations to enable them to take charge of their own capacity building efforts and their people development agenda.

Lessons learnt in the area of capacity building

The experience in capacity building over the years, and in particular since the establishment of the WCO Capacity Building Directorate in 2006, has helped to identify some of the key factors that have contributed to the success of capacity building activities and also the limitations and gaps that have led to results not fully reaching initial expectations. Based in the lessons learned, these are the factors that will be addressed in this Strategy:

- **The need for a strengthened approach to regionalization through autonomous and competent regional entities**: It is time to redefine the roles of regional entities in the capacity building chain while updating their terms of reference in this perspective. Advanced regionalization is guaranteed by competent regional structures (ROCBs, RTCs, etc.) following a strategy aligned with WCO Strategic Plan.

- **The need for sustainable and pervasive political commitment to Customs modernization initiatives**: Without such commitment, maintained over the longer term, capacity building efforts are likely to be unsuccessful, regardless of the quality of their design and implementation.

- **The need for greater ownership and determination of all strata of the Customs administration to effectively drive Customs modernization**: To successfully address this problem, special attention needs to be paid to involving local Customs officials at all levels in the formulation, design, implementation, monitoring and evaluation of capacity building efforts.

- **The need for accurate diagnosis of capacity building needs based on data analysis and the development of country-specific responses**: Capacity building programmes should respond to country-specific needs and be designed to fit the individual political, economic and social circumstances of each Customs administration.

- **The need for increased cooperation with other stakeholders and coordinated programming of interventions**: To achieve real improvement in this area, governments and Member administrations must take a more active and strategic approach to meeting their capacity building needs. Moreover, governments should play a more strategic and positive role in determining the needs and shaping the direction of the reform efforts.
- **The need for a standardized approach in capacity building delivery:** All capacity building activities (projects and programmes) should follow the unified capacity building model starting with initial diagnosis, implementation planning, delivering and monitoring and validating (project based approach).

In addition, the experience gained has given rise to the observation that simple technical assistance based on the transfer of tools, instruments and knowledge models is not sufficient to address the basic challenges faced in Customs modernization and development.

Feedback obtained by the WCO from a number of Member administrations indicates that many capacity building programmes that advocate this approach have failed to adequately address the need to obtain the full participation and commitment of Customs officials. As a result, many Customs personnel have had little personal stake in, or commitment to the organizational and administrative reforms being promoted through various capacity-building activities.

To successfully address this problem, special attention needs to be paid to involving local Customs officials at all levels in the formulation, design, implementation, monitoring and evaluation of capacity building efforts with a focus to strengthen capacity building in soft skills for sustainable results. In this connection, the approach based fundamentally on technical assistance has changed, taking into consideration the human and organizational dimensions holistically, with a focus on leadership ownership and empowerment of Members for which capacity building is both a means and an end.

**Guiding principles**

Capacity building is about building sustainable institutional capacity to manage change over time, and to create strategic, policy, and operational capabilities which can manage and lead a Customs administration into the future. In this respect, capacity building needs effective organizational development over the medium and long term perspectives along with a strategic, holistic and structured approach to prioritized, practical, operational activities based on proper needs assessment. The table below summarizes the main and most important principles of this capacity building strategy:

<table>
<thead>
<tr>
<th>Key Principles for Successful Capacity Building</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Political will, leadership and commitment are essential for successful capacity building.</td>
</tr>
<tr>
<td>• Holistic development, which looks at the impact of changes across the whole Customs service, must be coupled with a sustainable implementation approach.</td>
</tr>
<tr>
<td>• Customs services must be empowered to take full ownership of the capacity building programme.</td>
</tr>
<tr>
<td>• There must be a steering vision of the results of capacity building, with concrete targets, recognized programme management techniques, and measurement of implementation and results.</td>
</tr>
<tr>
<td>• Integrity, gender and diversity must be an integral part of the capacity building programme.</td>
</tr>
<tr>
<td>• Partnerships at the global, regional and institutional levels between Customs, trade, donors, development agents and academia are essential.</td>
</tr>
<tr>
<td>• Technology and data should be used to the largest possible extent, for efficiently answering to the needs, preparing and delivering the tailored support and ensuring proper evaluation and follow-up.</td>
</tr>
</tbody>
</table>

**Strategic Analysis and Distinctive Competencies**

1. **Environmental Scan**

The WCO annual Environmental Scan involves drawing up an overview of the general trends affecting world trade which might have an impact on the role, policies and practices of Customs.
With a view to be aligned with the environmental scan and providing an accurate picture of the current status of the WCO’s capacity building process, the Strengths / Weaknesses / Opportunities / Threats (SWOT) diagnosis model provides the opportunity, as applicable, to carry out an objective analysis of the strategic determinants (strengths and weaknesses) and the key success factors (opportunities and threats). The SWOT Analysis of the WCO's CB process below aims to provide an objective and accurate picture of current status of CB. It provides an opportunity to build on strengths, take advantage of opportunities, and leverage them to overcome weaknesses and to combat identified threats.

Table 2: SWOT analysis of the capacity building process

<table>
<thead>
<tr>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Own, tested and consistent model of Capacity Building support provided to Members;</td>
<td>Absence of a robust and universal mechanism for monitoring and evaluation of the implementation of standards and instruments;</td>
</tr>
<tr>
<td>Recognized, validated expertise in capacity building in Customs-related and Customs organizational development fields;</td>
<td>Unscientific method for the collection and analysis of the needs of Member Customs administrations;</td>
</tr>
<tr>
<td>Established reputation and credibility in CB at international level;</td>
<td>Absence of follow-up or assessment of the impact of capacity building delivery on customs administrations performance</td>
</tr>
<tr>
<td>Qualified, competent human resources in Customs-related and organizational development fields.</td>
<td>Limited human and financial resources to meet all identified needs;</td>
</tr>
<tr>
<td>Network of Accredited Experts</td>
<td>Limited awareness on the role of WCO regional bodies (ROCB, RTC, RILO…etc.).</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Opportunities</th>
<th>Threats</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achievement of the Sustainable Development Goals by the Member Customs administrations;</td>
<td>Lack of return on investment on CB activities as a whole;</td>
</tr>
<tr>
<td>Organizational performance and success of the modernization programmes for Member Customs administrations;</td>
<td>Dissatisfaction of Members and shift towards other partners;</td>
</tr>
<tr>
<td>Strengthening coordination with and involvement of regional bodies, and aligning efforts to accomplish initiatives;</td>
<td>Loss of credibility of the WCO in the eyes of Member Customs administrations and funders or other institutions;</td>
</tr>
<tr>
<td>Improve and reinforce the experts management procedure;</td>
<td>Increase in vulnerability of Member Customs administrations in the face of commercial and non-commercial fraud and terrorism;</td>
</tr>
<tr>
<td>Strengthening of the partnership with all stakeholders in the Customs environment;</td>
<td>Lack of political will to support CB initiatives in Member administrations;</td>
</tr>
<tr>
<td>Recognition of the roles of Member Customs administrations by their governments and at global level;</td>
<td>Loss /reduction in donor funding</td>
</tr>
<tr>
<td>Implementation of follow-up mechanism to ensure sustainability of the missions deployed;</td>
<td></td>
</tr>
<tr>
<td>Developing new areas of activities associated to data science and enhanced use of technology along with complementary soft skills;</td>
<td></td>
</tr>
<tr>
<td>Engaging and securing new donors.</td>
<td></td>
</tr>
</tbody>
</table>

I/10.
2. **Strategic planning**

2.1. **WCO Vision, mission and values**

- **WCO Capacity Building Vision**

To provide *personalized, high-quality capacity building* so that the World Customs Organization is able to bring Customs together for a *safer and more prosperous world*.

- **WCO Capacity Building Mission**

To develop international standards, foster Customs cooperation and deliver capacity building and to provide leadership, guidance and support to Customs administrations to facilitate legitimate trade, to secure fair revenue collection, to protect society and to build capacity.

- **WCO core values**

We are a knowledge-based and action-oriented organization. We believe in transparent, honest and auditable governance procedures. We are responsive to our Members, stakeholders in trade, and society. We capitalize on technology and innovation. We believe in inclusiveness, diversity, equitable treatment and opportunities for all.
2.2. Objectives and results: Strategic Map

3. Roles and responsibilities of the stakeholders

As mentioned above, the breadth and scope of the challenges faced by Customs administrations in the area of capacity building are considerable. With a view to increasing the effectiveness of capacity building activities on a lasting basis and consequently contributing positively to their modernization process, it will be necessary to secure the cooperation and long-term collaboration of all the stakeholders involved in this process. In particular, these include the following:

− Government;
− Member Customs administrations;
− Regional and international financial and technical support organizations and partners;
− The private sector;
− Academia;
− The WCO Secretariat and its bodies.
− The WCO accredited experts.

Each of the above-mentioned stakeholders has an important role to play in the implementation of the WCO capacity building programmes.

A brief summary of the contribution that they can make is set out in the table below:

Table 3: Main CB stakeholders and their roles

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Explanation of role in CB</th>
</tr>
</thead>
<tbody>
<tr>
<td>Government</td>
<td>As a rule, CB is fundamentally a matter for the government of each of the countries concerned. With this in mind, Customs administrations should gather political will to ensure that the government provides the support needed for their effective functioning, while making sure that the human, financial and logistical resources allocated to Customs, are in proportion to the expectations and objectives that it has set. In parallel, it should empower Customs, by allowing room for manoeuvre and freedom in the performance of modernization programmes and day-to-day activities.</td>
</tr>
</tbody>
</table>
Stakeholders                                Explanation of role in CB

Likewise, it is important to stress that the government should steer and coordinate the CB measures conducted by technical and financial partners. Similarly, it is important to create a dynamic of cooperation between Customs and the other governmental agencies in order to serve world trade more effectively.

Member Customs administrations

Customs administrations should adopt a strategic approach when determining their capacity building needs and allocate adequate resources to support development initiatives. Customs administrations should make good use of the programmes offered by development partners and provide accountability and ownership for their own development. Members should include organizational capacity building as key a strategic goal within their strategic plans.

Regional and international development partners (regional and international banks, donors…etc.)

Development partners are in a position to support global capacity building initiatives in line with international standards and agreements and play a major role by providing access to appropriate financing for value-added initiatives. In this regard, Customs administrations should be recognized by partners with regard to their contribution in achieving economic, social, fiscal and trade ambitions, and act as a key stakeholder in the success of a country’s overall development.

The private sector

The private sector has a crucial role to play in capacity building as it is often the main beneficiary of the positive changes brought about in Customs. Accordingly, effective Customs-Business partnerships should influence governments to allocate the necessary resources to support the Customs reform agenda. The private sector should work collaboratively with Customs on an ongoing basis and actively contribute to improving the overall integrity of Customs.

Academia

Customs and Academia should actively cooperate in the reform process by developing international standards (PICARD Standards) to modernize and enhance the effectiveness of Customs administrations. Members should partner with Academia to incorporate research and development as an ongoing approach.

The WCO Secretariat and regional entities

In the area of capacity building, the WCO must equip and empower Member administrations to take ownership and be accountable for their own reform and modernization programmes. The WCO should also encourage Members to monitor and improve their performance in the pursuit of national development objectives, in particular in the areas representing the main strategic objectives of the WCO, i.e. compliance with trade regulations, trade facilitation, protection of society and efficient revenue collection.

WCO Accredited experts

WCO accredited Experts play a vital role in the effective delivery of capacity building activity. They should maintain and develop their competencies in their specific areas of expertise in order to effectively contribute to the overall development and reform agendas of other Member administrations, whilst enhancing their own personal development.

4. Intervention procedure, priorities and strategic activities

All national and international stakeholders involved in cross-border trade facilitation and regulation agree unanimously on the importance of capacity building in enabling modern, efficient Customs administrations. However, there is still no consensus about the approaches and strategies that must be deployed. In the context of Customs modernization, capacity building is a critical component in terms of the harmonization and the simplification of procedures.

In this respect, a holistic approach to capacity building in the Customs context requires reflection focusing primarily on key strategic and policy issues. In that respect, the WCO is committed to facilitating the implementation of Customs standards and international instruments and, therefore, to ensuring the success of the respective modernization programmes. To that end, the WCO relies on a regionalization strategy and makes use of a considerable number of accredited experts from
Member administrations. Emphasis is also placed on greater involvement and coordination of development partners in order to respond effectively to Members’ needs while avoiding duplications and overlaps.

4.1. Intervention: a systemic and inclusive approach

The importance of organizational and human capacities in ensuring the effectiveness of modernization programmes is now recognized unanimously. As a result, and owing to the speed and increased frequency of changes in the Customs environment, organizational and human capacity building is now, more than ever, a key area of WCO activity. While there are several organizational development models, the WCO will favor a “systemic and inclusive approach”. In other words, an approach based on an iterative process embodying the principal stages of coaching and integrating the interlinkages between various elements and environments, whether internal or external. This approach relies on the support of all parties in the capacity building chain. The respective WCO actions seek to ensure a full examination of different aspects of organizational life (internal functioning, human resource management, procedures, management, relationships and development) and an in-depth analysis of how these aspects interact with each other.

The capacity building delivery model to be adopted by the WCO and its regional bodies (ROCB, RTC and RILO) within this strategy will favor a people-centric approach based on cooperation and trust, in which the human element is at the heart of all actions. It will, in addition, advocate a participatory and inclusive approach by all actors and stakeholders. The aim is to define the roles and responsibilities of each actor while incorporating their programmes into a holistic “results-based” rationale with “impacts” embedding change management principles. This essentially involves developing a culture that favors learning and the application of the range of WCO tools and instruments. The following diagram illustrates this approach.

Figure 1: The WCO approach to capacity building

---

2 Trust is based, among other things, on open relationships, transparent decision-taking, mutual respect and positive experiences of cooperation between experts and personnel from Member Customs administrations.
4.2. **Regionalization approach**

The WCO has focused on expanding its presence in the regions in recent years through the establishment of a number of Regional Training Centers (RTCs) and Regional Offices for Capacity Building (ROCBs). As at November 2019, the network consists of the six Regional Offices for Capacity Building (ROCBs), 28 Regional Training Centers (RTCs), 11 Regional Intelligence Liaison Offices (RILOs) and 13 dog training centers established across all WCO regions.

The overall strategy for establishing and running such regional entities has been to support Members' organizational development, to reflect the WCO's strategy, to capitalize on regional synergies, to work closely with regional and local stakeholders and donors supporting capacity building, and addressing specific regional issues in a more relevant way.

The 79th Session of the WCO Policy Commission reaffirmed the autonomy of these regional structures. A new approach to management and development is necessary for these structures, to ensure that while being autonomous, they work for the benefit of the regions and in compliance with the strategy, the policy and governance rules of the WCO. The relationship with the Secretariat and role of each regional structure is defined in Appendix I to this Strategy. In this regard, further development efforts will be needed and an appropriate mechanism and other governance functions will need to be put in place.

It is noted that despite the efforts made by these structures, it is necessary to reinforce their contribution to the regionalization approach. In the context of the operational capacity building strategy, it will be necessary for the WCO Secretariat to play its full role of supporting the development and evaluation of the contribution to capacity building of Members by these entities. Likewise, to reinforce the roles and responsibilities of these regional entities while ensuring that they are able to play their role in contributing to the WCO capacity building agenda in alignment with the expectations under the WCO Strategic Plan.

4.3. **Priorities and areas of intervention**

For many Members the WCO adopts a bi-dimensional approach based on a “tailor-made” track and an “overall” track. The latter is based on the whole range of WCO standards, tools and instruments. It deals with broader interests, including awareness-raising at global, regional and national levels, as well as updating and developing tools and instruments.

The tailor-made approach focuses on meeting specific Members’ needs, which include needs assessments, strategic planning and implementation, followed by monitoring and evaluation. Tailor-made assistance may come in the form of Multi-Year (MY) Mercator Programme implementation plans or “stand-alone” engagements.

Support under the MY Mercator Programme can go beyond support purely focused on the implementation of trade facilitation measures and can include underlying organizational development matters, such as human resources development and management, training, integrity, gender and diversity, leadership and management, which are all viewed as foundational in the sustainable implementation of capacity building initiatives.

The WCO Strategic Plan highlights facilitation (Economic Competitiveness Package), revenue collection (Revenue Package) and the protection of society (Compliance and Enforcement Package) as the three main areas that determine the strategic needs of WCO Members. Capacity building is provided for each of these areas, supported by the content of the Organizational Development Package that supports the strengthening of capacity building delivery as a whole.

- Strengthen capacity building (Organizational Development Package);
- Promote the security and facilitation of international trade, including simplification and harmonization of Customs procedures (Economic Competitiveness Package);
• Promote fair, efficient, and effective Revenue collection (Revenue Package);
• Protect society, public health and safety, and contribute to combating crime and terrorism (Compliance and Enforcement Package).

- Organizational Development Package (ODP)

This package, which describes the WCO’s fundamental approach to organizational development, presents a simple and accessible summary of the associated texts, tools and instruments. The WCO, being aware of the importance of the human element to the success of reform and modernization programmes, will provide its Members with leadership and management support and support for HRM to ensure that skilled and motivated personnel are available. The WCO will also continue its capacity building activities in relation to ethics and the promotion of workplace diversity.

In addition, in order to enhance the overall knowledge and professionalism of the private sector, the WCO launched the WCO Academy, which is an e-Learning platform dedicated to the private sector, academia and individuals that wish to upskill their knowledge in Customs matters. Considering the rapid advancement in technology and the important volume of data that are significantly impacting the way international trade and Customs operate/function, initiatives under the ODP such as the Capacity Building Framework on Data Analytics will extend to support Members efforts in building capacity on how they embrace and cope with technology and data to better facilitate trade.

- Economic Competitiveness Package (ECP)

This package provides targeted operational support ensuring the implementation of ECP tools and instruments, in accordance with Member administration needs. This package involves a range of useful tools and instruments to ensure increased economic competitiveness. These include the Revised Kyoto Convention (RKC) in particular, which is currently being reviewed to better respond to the expectations of world trade stakeholders. Other instruments and tools include the SAFE Framework of Standards, the Framework of Standards on Cross-Border E-Commerce, the Time Release Study, the Coordinated Border Management Compendium, the Single Window Compendium, WCO Data Model and many more. In combination these provide Member administrations with guidelines to further international trade facilitation. In that respect, under this strategy, the WCO will continue its awareness-raising activities while enabling Member administrations to ensure the successful implementation of these tools and instruments.

- Revenue Package (RP)

This Package has been developed in response to the constant concerns of Members and their governments on declining revenues. Under this strategy, the WCO and Member administrations will work to further improve the effectiveness of capacity building programmes with a view in particular to combating the decline in revenue collection and obstacles to trade facilitation.

- Compliance and Enforcement Package (CEP)

This Package has been developed to help Members deal with high-risk enforcement issues. It is based on four key components: tools, technology and infrastructure, partnerships and operations. These components as a whole revolve around high risk areas (revenue, security, intellectual property rights, health and safety, drugs, environment and emerging risks) for Customs control and enforcement. The WCO will continue to provide its Member administrations with unceasing support in this area to help them to carry out productive control and enforcement activities in high-risk areas while providing a concise compilation of the huge range of compliance and enforcement tools available.

5. Expert mobilization and management
The WCO is committed to providing effective Capacity Building to its Members. To achieve this objective, it has developed a network of qualified experts from amongst its Members and associates who are called upon to assist the WCO in the delivery of capacity building activities. The WCO has developed a structured three-phased approach to the accreditation process that includes:

(i) Pre-assessment of candidates;
(ii) Successful participation at a WCO accreditation workshop; and
(iii) Evaluation during an in-field mission with another qualified expert.

With a view to continuous improvement and in order to provide a transparent and credible system for expert management, the WCO, in consultation with its Members, will strengthen the accreditation process and the expert selection and deployment process. In this regard, WCO will explore the use of technology to select the most suitable experts for each mission.

In addition, this Strategy will aim to ensure that the network of experts is constantly updated and monitored to ensure quality delivery and regular deployment in order to retain their knowledge, competence and expert status.

In collaboration with WCO Lead Officials, WCO Regional Development Managers (RDMs) and the other WCO Directorates, the Capacity Building Directorate (CBD) manages the pool of experts through the Accredited Customs Experts (ACE) database.

Working together, WCO Directorates provide overall coordination through the annual WCO Delivery Plan that supports the identification and allocation of experts. The WCO Virtual Working Group (VWG) on Expert Management is hosted on the WCO CLiKC! Platform and provides transparency and visibility associated with the deployment of experts. Over many years the WCO has continued to receive excellent support from Member administrations in releasing officials to participate in WCO accreditation events and subsequent in-field support missions.

The WCO will continue to nurture the relationship with those Member administrations that release officials to support the delivery of capacity building activity to other requesting Members.

6. Securing partnerships and donors

Acquired experience shows that funding can be obtained for carefully designed projects and programmes. In some cases, this has been achieved by incorporating WCO capacity building programmes in existing donor relationships. Implementation of the development programme will require permanent support from the donor community.

The WCO and its bodies will continue to build on existing relationships and to create new ones to ensure programme funding. Member administrations and regional economic communities, meanwhile, must work together to mobilize donors by means of very well-developed case studies. Under this strategy, dialogue with donors will be sustained by various means including established governance structures for existing contracts and arranged meetings with potential donors at Secretariat or regional levels.

Conclusion

The WCO’s Customs Capacity Building Strategy is designed to provide a pragmatic response to identifying and addressing the capacity building needs of Customs administrations and to ensure a sustainability of the support provided by the Secretariat and its stakeholders.

The Strategy set out in this document represents an undertaking to Members that they will obtain the support they need to establish a professional Customs service which will be recognized by governments as a key element of economic development. It also offers Members the opportunity to
shape and to take charge of their own capacity building agenda and gives them control over their own development process. To the extent that this Strategy is implemented in its entirety, Member Customs administrations will be recognized as leaders in their respective governments and they will serve as role models for broader government reform.
Appendix 1: Regionalization Approach

Delivery of the necessary development and ongoing support will require refinement of the capacity building structures of the WCO and its donor Members. Furthermore, there will be a long-term continuing need to engage development agents from the private sector. Delivery will therefore be based on the following approach:

i. **The Regional Offices for Capacity Building (ROCBs)**

The ROCBs have a pivotal role in the provision of capacity building services to the region they serve. There will now be a ROCB in each of the WCO regions and the new operating guidelines will be standardized, implemented and monitored. These guidelines require the ROCBs, working closely with the Secretariat and the Regional Vice-Chairs, to:

- Develop, manage and monitor a pool of regional experts in organizational development and technical Customs matters.
- Organize and manage high-level seminars for senior managers, which explain new initiatives and their implications.
- Provide action planning and monitoring support for ODP actions based on the needs identified at the diagnostic stage.
- Identify common issues amongst the Members in the implementation of new initiatives and provide seminars, workshops, or direct consultancy to address them.
- Seek opportunities to establish development projects, with the support of the Secretariat, evaluate lessons learnt and distribute advice to Members.
- Collect data on and evaluate the developmental progress of the Members at regular intervals, both to confirm progress and to identify further development requirements.
- Liaise with the Secretariat to propose and prioritize technical external assistance and CB to Members.
- Co-ordinate the Regional Training Centers in the region.

The Secretariat will provide the development support required by the ROCB to reach these goals and monitor and evaluate their performance.

ii. **Regional Training Centers and Specialized Training Centers**

The role and performance of the existing RTCs will be reviewed with a view to:

- Ensuring that they are delivering the core training required by the regions they serve.
- Ensuring that they serve as regional centers of expertise for:
  - Management development.
  - Technology in Customs.
  - Customs procedures.
  - Core Customs competences (valuation, HS, origin, etc.).

These regional structures will require a new approach to their management and development to ensure that they are working for the benefit of the regions themselves but work within the policy and governance rules of the WCO. This will require further development effort and the introduction of appropriate audit and other governance functions based on a risk management approach.
iii. **Regional Intelligence Liaison Office**

The exchange of intelligence at national, regional and international levels is a critical mechanism employed by Customs authorities to create conditions for more efficient enforcement actions and controls and to secure the optimum use of available resources. At the strategic level the WCO has incorporated the aim of intelligence exchange among all stakeholders, recognizing the contribution this objective has in furthering the protection of society, public health and safety.

Under the umbrella of the WCO Enforcement Committee, the main role of these regional structures are:

- Supporting WCO Member administrations by providing them operational support;
- Designing and implementing target-oriented intelligence analysis projects;
- Regional intelligence-led operations;
- Facilitating mutual administrative assistance;
- Promoting and maintaining regional co-operation with other law enforcement agencies and organizations.

The figure below illustrates the role of each structures in capacity building activities.

*Figure 2: Roles and Management Structure in Capacity Building Delivery*
## Appendix 2: List of abbreviations

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Meaning</th>
</tr>
</thead>
<tbody>
<tr>
<td>CB</td>
<td>Capacity Building</td>
</tr>
<tr>
<td>CEP</td>
<td>Compliance &amp; Enforcement Package</td>
</tr>
<tr>
<td>ECP</td>
<td>Economic Competitiveness Package</td>
</tr>
<tr>
<td>HR</td>
<td>Human Resources</td>
</tr>
<tr>
<td>HRM</td>
<td>Human Resource Management</td>
</tr>
<tr>
<td>HS</td>
<td>Harmonized System</td>
</tr>
<tr>
<td>ODP</td>
<td>Organizational Development Package</td>
</tr>
<tr>
<td>RILO</td>
<td>Regional Intelligence Liaison Office</td>
</tr>
<tr>
<td>ROCB</td>
<td>Regional Office for Capacity Building</td>
</tr>
<tr>
<td>RP</td>
<td>Revenue Package</td>
</tr>
<tr>
<td>RTC</td>
<td>Regional Training Centre</td>
</tr>
<tr>
<td>WCO</td>
<td>World Customs Organization</td>
</tr>
</tbody>
</table>
Appendix 3: Definitions of terms used

Why a glossary? In the field of capacity building, each person or organization uses its own language; there is little agreement on a common definition of even the basic terms. This document therefore provides definitions for the various terms used in-house.

<table>
<thead>
<tr>
<th>Terms</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accompaniment, counselling,</td>
<td>The internal and external structures of the World Customs Organization coach (counsel, accompany) Members in the performance of their activities and projects through a “support and advice” approach in its interventions.</td>
</tr>
<tr>
<td>Coaching</td>
<td></td>
</tr>
<tr>
<td>Autonomy, empowerment</td>
<td>Independence and self-determination of the organization as regards decision-taking and management in general.</td>
</tr>
<tr>
<td>Capacity building</td>
<td>Capacity building is a process designed to enhance performance at the four levels of individuals, organizations, networks and the wider system, with the aim of improving options for management and resources. In the Customs context, capacity building is commonly understood to mean developing or acquiring the skills, competencies, tools, processes and resources needed to improve the capacity of the administration to carry out its allotted functions and achieve its objectives. It is a broad and comprehensive process involving all aspects of Customs administration and cannot be tackled successfully on a narrow technical or single-issue basis.</td>
</tr>
<tr>
<td>Evaluation</td>
<td>Entails an assessment of results, but takes place less frequently than monitoring at specific intervals.</td>
</tr>
<tr>
<td>Indicator</td>
<td>Set of criteria that have been mutually agreed by all the stakeholders or fixed by a funder</td>
</tr>
<tr>
<td>Monitoring</td>
<td>Entails continuous observation of the implementation of activities or of projects with the aim of verifying on a regular basis what is happening with them, how and why, and comparing this with the original plans. Monitoring is used more frequently than evaluation.</td>
</tr>
<tr>
<td>Organization</td>
<td>Structure (whether private, public, faith-based or other) with a degree of stability, which is of recognized legitimacy and has a social function.</td>
</tr>
<tr>
<td>Organizational assessment</td>
<td>Serves two objectives: it helps to improve awareness of the identity of the organization and is the starting point for the implementation of any capacity building activity. The intensity and depth of this assessment may vary.</td>
</tr>
<tr>
<td>Organizational development</td>
<td>Specific capacity building measure targeting an organization or structure; its goal is the autonomy and self-determination of the organization in the long term.</td>
</tr>
<tr>
<td>Organizational learning</td>
<td>The process of capitalization on (learning from) experience and enhancing it by adapting the lessons learned from experience (“learning organization”).</td>
</tr>
<tr>
<td>Ownership</td>
<td>Capacity of an organization to take decisions and to manage itself autonomously and independently; self-determination of an organization and/or adoption of a project by an organization.</td>
</tr>
<tr>
<td>Participation</td>
<td>Taking part in an activity or a project; the degree of participation varies.</td>
</tr>
<tr>
<td>Partner</td>
<td>Organization cooperating in a specific joint activity.</td>
</tr>
<tr>
<td>Partnership</td>
<td>Cooperation between two structures.</td>
</tr>
<tr>
<td>Terms</td>
<td>Definition</td>
</tr>
<tr>
<td>------------------------------</td>
<td>--------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Process</td>
<td>This means the combination of methods, means and approaches by which an action is carried out. Broadly speaking, it indicates “how”, as opposed to the content, “what”.</td>
</tr>
<tr>
<td>Self-determination, empowerment</td>
<td>Capacity of an organization to take decisions and to manage itself autonomously and independently.</td>
</tr>
<tr>
<td>Sustainability</td>
<td>Maintenance over a period of time of the resources (human, financial, material) needed to continue activities after the support provided by the WCO structures has come to an end.</td>
</tr>
<tr>
<td>Ultimate goal, purpose</td>
<td>Final aim to be achieved.</td>
</tr>
</tbody>
</table>