

CONTAINER  
CONTROL  
PROGRAMME

# Annual Report 2014



**UNODC**

United Nations Office on Drugs and Crime



**WORLD  
CUSTOMS  
ORGANIZATION**



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CONTROL  
PROGRAMME

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2004 to 2014 - A DECADE OF BUILDING CONTAINER CONTROL CAPABILITY

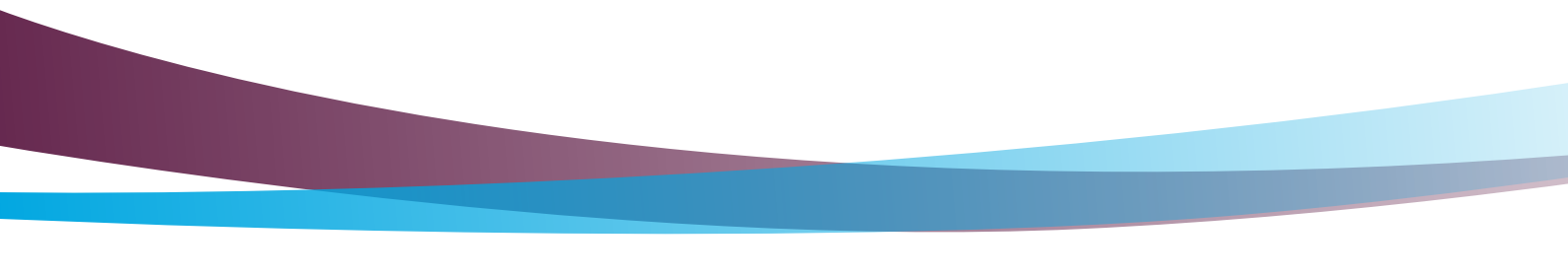


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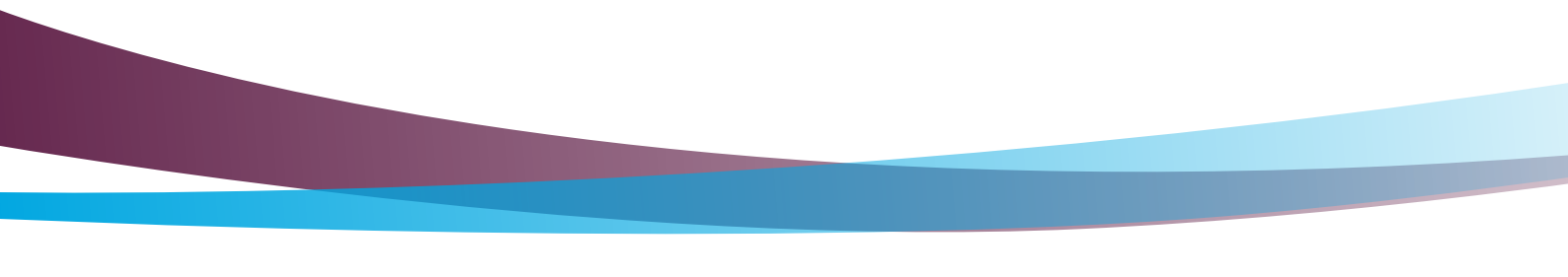


## Glossary

<b>CBNRE</b>	Chemical, Biological, Nuclear, Radiological and Explosive
<b>CCP</b>	Container Control Programme
<b>CITES</b>	Convention on International Trade in Endangered Species of Wild Fauna and Flora
<b>CTS</b>	Cargo Targeting System
<b>INECE</b>	International Network for Environmental Compliance and Enforcement
<b>PCU</b>	Port Control Unit
<b>SEACOP</b>	Seaport Cooperation Programme
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>WCO</b>	World Customs Organization

## Weights and measures

<b>kg</b>	kilogram
<b>ton</b>	metric tonne



# Contents

<b>Foreword</b>	<b>9</b>	
<b>The Container Control Programme Mission</b>	<b>11</b>	
<b>Container Control Programme Objectives</b>	<b>11</b>	
<b>Ten Years of Success</b>	<b>12</b>	
<b>2014 Achievements</b>	<b>15</b>	
<b>The Future - Opportunities and Challenges</b>	<b>18</b>	
<b>Funding</b>	<b>19</b>	
<b>Collaboration with the Private Sector</b>	<b>20</b>	
<b>Training</b>	<b>20</b>	
<b>Inter-Agency Collaboration</b>	<b>21</b>	
<b>Accountability, Transparency and Integrity</b>	<b>22</b>	
<b>Diversifying the Programme</b>	<b>23</b>	
<b>Annexes</b>		
<b>Annex A</b>	<b>Regional and Country Reviews</b>	<b>25</b>
<b>Annex B</b>	<b>Organization and Structure</b>	<b>34</b>
	<b>UNODC</b>	<b>34</b>
	<b>WCO</b>	<b>34</b>
<b>Annex C</b>	<b>What CCP Does</b>	<b>36</b>
	<b>Equipment</b>	<b>36</b>
	<b>Training</b>	<b>37</b>
	<b>Collaborative Working</b>	<b>38</b>
	<b>ContainerComm</b>	<b>38</b>
	<b>WCO Cargo Targeting System</b>	<b>39</b>

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## Foreword



Yury Fedotov,  
Executive Director,  
UN Office on Drugs and Crime



Kunio Mikuriya,  
Secretary General,  
World Customs Organization

*The Container Control Programme (CCP), since its inception, has established more than 40 port control units, and has significantly increased the detection and confiscation of drugs and other illicit goods. In the last ten years, this success has been translated into more than 100 metric tons (mt) of cocaine, 3 mt of heroin, 60 mt of cannabis, and 1,275 mt of precursor chemicals used to manufacture illicit drugs, as well as cigarettes, luxury cars, medicines, electronic waste, hazardous materials and wildlife.*

*Founded on these successes, UNODC-WCO continues to expand its CCP, and will soon launch a new version of the programme for the movement of airfreight. A pilot programme has been started in Karachi airport, and the new programme will apply the same rigorous standards to airfreight and forms an important element of future CCP activities. Indeed, the air programme represents yet another step towards creating a genuinely comprehensive global control system.*

*Today, the CCP has officials positioned within the UNODC Field Office Network that cooperate and coordinate with the national authorities to improve security throughout the containerised trade supply chain. UNODC is also making significant strides in building greater connectivity between this programme and the inter-regional drug control approach, as well as our growing Maritime Crime Programme. The result will be a greatly enhanced system of intercepting illicit goods as they flow through the world's transport systems.*

*The Container Control Programme (CCP), which the WCO jointly implements with UNODC, celebrated its 10th Anniversary in 2014. Under the CCP, there have been significant efforts by the WCO, its Members, and UNODC in establishing modern Port Control Units. I am particularly pleased to see the WCO communication platform "ContainerComm" as an instrument for the international exchange of intelligence and seizure information both for the units established in the framework of the CCP and other port control experts worldwide. The results of this long-term collaboration are encouraging. Annually, multi-ton seizures of drugs, large numbers of seizures of counterfeit goods and other illicit goods are made. In addition, the risk profiling work of the Port Control Units resulted in numerous detections of falsely declared goods and other forms of commercial fraud. Customs officers have greatly benefited from the CCP training in its structured stage-to-stage approach to enable informed decisions on identifying high-risk shipments while facilitating the flow of legitimate cargo which enters or leaves ports.*

*The WCO's theme for 2015 is "Coordinated Border Management" and the Port Control Units established in the framework of the CCP are practical and operational examples of cooperation and collaboration between the competent national authorities involved in the fight against illicit trade. I very much welcome such initiatives as this approach is an important element of the wider WCO strategy for fully-fledged Coordinated Border Management.*



# The Container Control Programme (CCP) Mission

*“The Container Control Programme has helped in the risk profiling of containerized cargo at our port and even though the CCP was designed as a drug control programme, it has led to several detections of revenue fraud.”*

Director General, Guyana Customs

*“... the cooperation between the WCO Regional Office for Capacity Building and the CCP is a useful path for outreach to the Private Sector on SAFE and other WCO instruments ...”*

Head of the Asia-Pacific Regional Office  
for Capacity Building



Handling of containers  
Photo courtesy of PCU Panama

The mission of the Container Control Programme (CCP) is to build capacity in those countries that seek to improve trade security and facilitation standards and controls at their borders. The CCP develops capability to profile, target and examine containers being used for the transport of illicit goods.

## CCP Objectives

1. Assist Governments in participating countries to establish and maintain effective container controls that will serve not only to prevent drug trafficking and other illicit activity, but also to facilitate legitimate trade and protect border revenue.
2. Establish and maintain Port Control Units (PCUs), comprising customs and other law enforcement officers, trained and equipped to identify and inspect high-risk freight containers with minimum disruption to legitimate trade and business.
3. Ensure that all PCUs have regular access to expert/mentor services and are encouraged to forge partnerships and links with the trade and business community.
4. Promote closer cooperation and encourage the development of effective information-sharing mechanisms between countries participating in the CCP and with the wider customs and border policing community.
5. Ensure that UNODC and WCO, in cooperation with relevant partners, enhance mechanisms for the collection, analysis and dissemination of container intelligence and risk assessment.

## Ten years of success

Since its inception in 2004, the CCP has bolstered the capability of Governments across the globe to build effective and sustainable border controls at sea ports, thus reducing the risk of maritime containers being exploited for illicit drug trafficking, transnational organized crime and other forms of criminality. The year 2014 marks 10 years of successful operations.

In 2004 (with \$1.5 million in donor funding) the programme started in Ecuador and the Republic of Senegal; two years later Pakistan and Ghana joined. Thanks to the continued generous support of its donors the CCP is today operational in 24 countries and has funding to expand into another 27 countries.

At the heart of this innovative approach is the creation of more than 40 inter-agency PCUs, comprising analysts and search teams from a range of law enforcement agencies (e.g. customs, police, wildlife crime units etc). They are trained and equipped to work together to systematically target and examine high-risk containers using profiling and other proactive targeting techniques that minimise disruption to the free flow of legitimate trade.

During the 10 years of the existence of CCP, the PCUs have been instrumental in seizing more than 100 tons of cocaine, nearly 3 tons of heroin and 60 tons of cannabis as well as 1,275 tons of drug precursor chemicals and significant quantities of illicit medicines, counterfeit goods, hazardous waste and materials as well as forest products and endangered wildlife.

Officers examining a rip-on/rip-off refrigerated container



### CCP highlights

*In 2008 teams at the port of Karachi seized several shipments carrying illicit chemicals, including 14,000 kg of acetic anhydride, a precursor substance used in the production of heroin, and 4,500 kg of acetyl chloride, a chemical used to convert morphine into heroin. Officers also seized about 8 tons of marijuana.*

*Items seized in Ecuador during the pilot phase (2005-2008) of the Container Control Programme included contraband electrical items, whiskey and vodka, valued at \$1.5 million.*

*In Port Tema, Ghana, a month after completing training, officers intercepted three stolen luxury cars in containers coming from Spain, which were declared as personal effects.*

*There were 122 seizures of illicit drugs reported in 2008, a significant increase over the 76 seizures made in 2007. Officers often risk their lives as traffickers stop at nothing to conceal smuggled goods sometimes using highly dangerous cover loads including radioactive scrap metal to conceal heroin and cocaine.*

This impressive record of seizures is only part of the story; during the last 10 years CCP has also delivered:

- Over 30 signed formal agreements between Governments and UNODC to ensure commitment and dedication which have been the key to the creation of successful PCUs;
- More than 30 technical needs assessments that have provided recommendations for building capability and effective controls at PCUs, including 15 conducted in 2014;
- In excess of 150 training events that have delivered both theoretical and practical training both in basic techniques and specialized skills training;
- At least 35 work study and exchange visits for PCU officers carried out to benchmark, build on and further develop profiling and targeting skills, as well as to encourage information sharing;
- Over 300 mentoring visits by CCP experts providing support to PCUs, assuring their effectiveness and performance, as well as monitoring their sustainability;

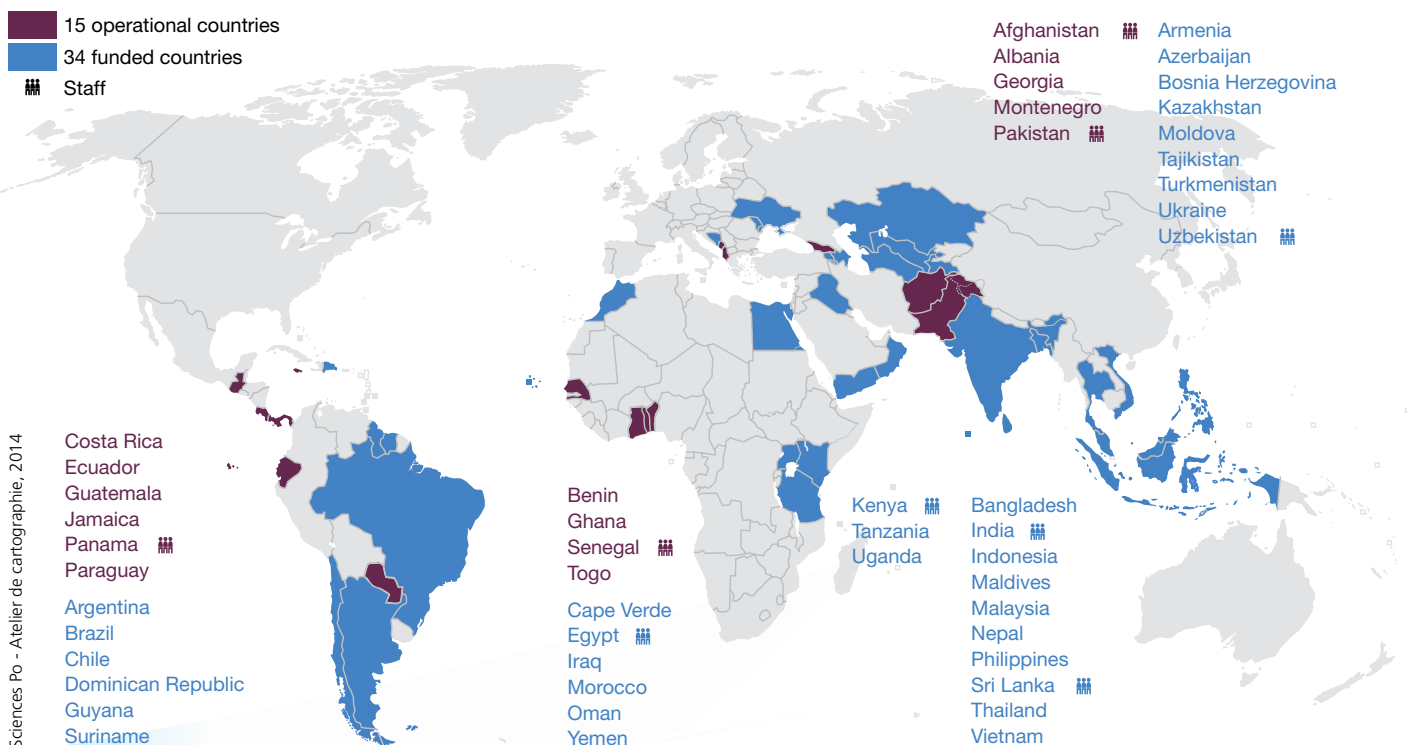
- The implementation of WCO's ContainerComm system across the Programme's participating countries with 700 active users worldwide, allowing PCUs to share and exchange information and intelligence securely.

The CCP has been a key contributor to improving the security of the global container trade supply chain. It has made available specialized guidelines and tools, and developed modern working methods and technologies that have resulted in improved capacity and capability in participating countries.

The CCP has received funding from Canada, Denmark, the European Union, European Commission, France, Germany, Italy, Japan, the Netherlands, Norway, Spain, Switzerland, The United Kingdom and the United States of America. To date, the Programme's donors have provided overall funding worth \$45,000,000.

Donors also provide equipment, trainers and additional training material, mentors and work study tours that ensure that PCU officers gain knowledge and experience of the latest developments in container targeting and examination.

## Map 1: Regional structure



The CCP also receives support from a wide range of business, non-governmental organizations and networks including:

- Business Alliance for Secure Commerce (BASC)
- International Network for Environmental Compliance and Enforcement (INECE)
- INTERPOL
- Green Customs Initiative

Looking to the future, the CCP can expect the worldwide expansion of a network of container profiling units at sea-, land- and airports facilitated through the use of WCO tools; the ContainerComm information sharing system; and the Cargo Targeting System (CTS). These measures will enhance risk assessment, targeting and the exchange of information providing new countries with access to an existing network of trained and equipped container profilers in the established PCUs.

Container terminal in Panama  
Photo courtesy of PCU Panama



### What two of our donors say about CCP

*“Canada’s Global Partnership Program highly values our partnership with UNODC to implement their Global Container Control Programme in Southeast Asia, which supports our commitment to assist Member States on their UN Security Council Resolution (UNSCR) 1540 obligations by implementing effective domestic controls to prevent the illicit trafficking and brokering of WMD, their means of delivery, and related materials. This Canadian support aims to reduce the threat to global security posed by the proliferation of WMD and related materials by non-state actors, including terrorists.”*

Department of Foreign Affairs, Canada

*“... CCP has great potential in our joint efforts to fight the proliferation of weapons of mass destruction ...”*

US Department of State

## 2014 Achievements

The year 2014 has been another successful year for the Programme and with the support of the donors, the CCP continues to grow and expand. Regional and country reports in Annex A provide more detail of achievements. In 2014 ten formal agreements between UNODC and participating countries were signed. Implementation reached \$8 million, delivering a wide range of activity and equipment.

CCP activity included 15 technical needs assessments (baseline studies for the development of the PCUs) and set out recommendations on the areas where port controls need to be developed and enhanced, including through the provision of training and equipment. Assessment reviews also provide advice on inter-agency cooperation and ensure that PCUs can be resourced consistently and are sustainable.



Ivory seizure in Lomé, Togo  
Photo courtesy of PCU Togo

CCP seizures worldwide for 2014 by category

COMMODITY	QUANTITY	SEIZURES
COCAINE	19,428 KG	67
HEROIN	466 KG	15
CANNABIS	4,593 KG	30
PRECURSOR CHEMICALS	34,000 LITRES	2
MEDICINES	43,158 KG TRAMADOL 162.44 KG IBUPROFEN & VIAGRA	7
CIGARETTES	29.04 MILLION CIGARETTES	2
INTELLECTUAL PROPERTY RIGHTS / COUNTERFEIT GOODS	A WIDE RANGE OF GOODS INCLUDING CLOTHES, SHOES, TOYS, COMPUTER ACCESSORIES AND TECHNOLOGY	99
OZONE DEPLETING SUBSTANCES	37,298 KG	1
FOREST AND WILDLIFE CRIME	3,815 KG IVORY 55 KG PANGOLINS 266 TEAK LOGS 10 CONTAINERS OF NICARAGUAN ROSEWOOD	4
REVENUE DETECTIONS AND MISDECLARATIONS		102
CASH	\$232,060	3

In 2014, PCUs were established in Afghanistan (Kabul), Bosnia and Herzegovina, the Dominican Republic (Caucedo and Rio Haina), the Maldives (Male), Montenegro (Bar), Panama (PSA International Terminal) and Sri Lanka (Colombo).

The Programme provided training, mentoring and study visits to 1024 law enforcement officials.

Event	Male Trainees	Female Trainees	Number of Events	Number of Participating Countries
Theoretical Training	156	30	11	11
Practical Training	85	6	6	6
Mentoring	251	15	17	9
Study Tour	36	1	8	8
Specialised Training	408	33	18	10
Exchange Visits	3	0	1	1

Delivery of specialized training also began with a curriculum that includes more advanced risk assessment and modules on strategic goods, particularly Chemical, Biological,

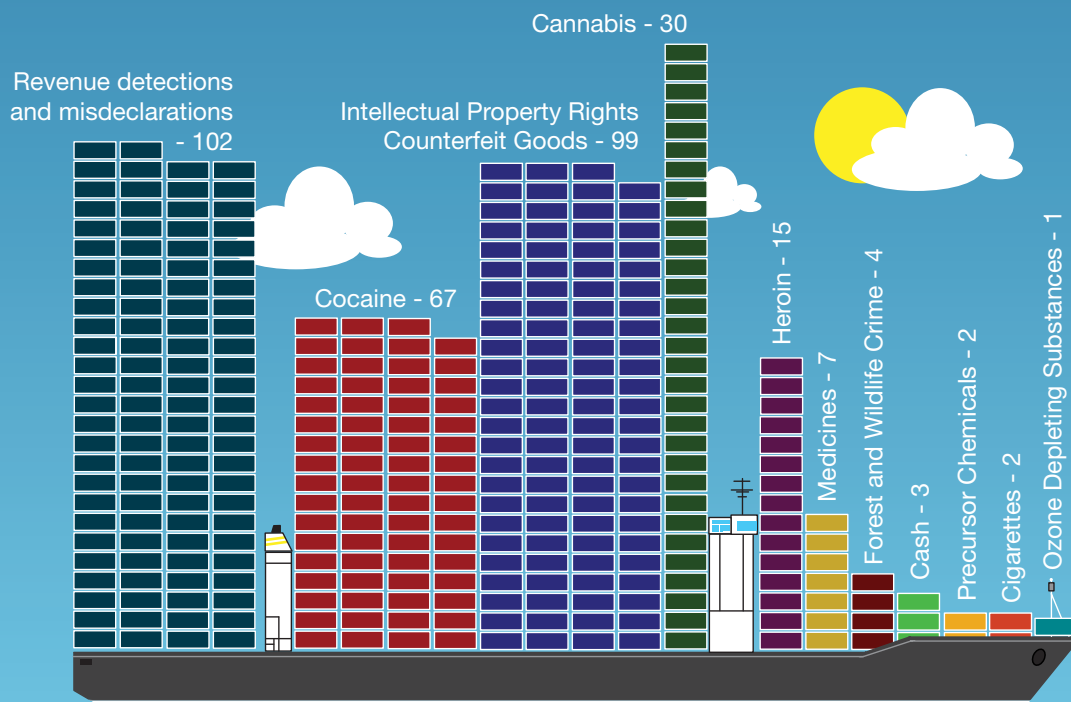
Nuclear, Radiological and Explosive (CBNRE) materials, forest and wildlife crime products and counterfeit.

The CCP continued to roll out the WCO's ContainerComm across ports. The sharing of information and intelligence across ports is absolutely essential for effective controls across the developed and developing world. ContainerComm is one of the tools to support this: Currently, there are more than 700 active users globally allowing PCUs to share and exchange information and intelligence securely.

Under the CCP umbrella, CTS has been delivered to Jamaica, Sri Lanka, and the Republic of Maldives. Rollout of the system by WCO to countries participating in CCP, including the Bahamas, Panama, Thailand, Singapore, Trinidad and Tobago, Georgia, Morocco and Ukraine is ongoing or planned for 2015.

The results of CCP's activity are impressive: in 2014, PCUs made drug seizures totalling approximately 20 tons of cocaine, 4,593 kg of cannabis and 466 kg of heroin. The CCP has also made large seizures of goods infringing intellectual property rights, cigarettes, and endangered forest and wildlife species.

## Number of seizures worldwide for 2014 by category





Recognition of the CCP's achievements and continued success came when the Programme was nominated for a "UN21" award, which honours innovation, efficiency and excellence in the way the Organization delivers its programmes and services. In 2014, 75 submissions were received, and alongside CCP, 14 were nominated. The nomination recognized that the success of CCP was achieved as a result of the vision, leadership and foresight of those organizations and partners that support the programme. This success in turn has rested upon the commitment and willingness shown by the participating States to tackle organized crime at their borders through better border management.

*"In an increasingly globalized world where we are all faced with a range of constantly changing threats to our borders, in which the facilitation of trade is more important than ever, the benefits for donors and the CCP participating countries are obvious. Effective and successful PCUs, alongside inter-regional and inter-agency cooperation where data and information is shared, delivers better security for us all. Your border is also my border, robust controls at one is border security for many."*

UNODC-WCO CCP Programme Coordinators

Officers examining a rip-on/rip-off container  
Photo courtesy: UNODC



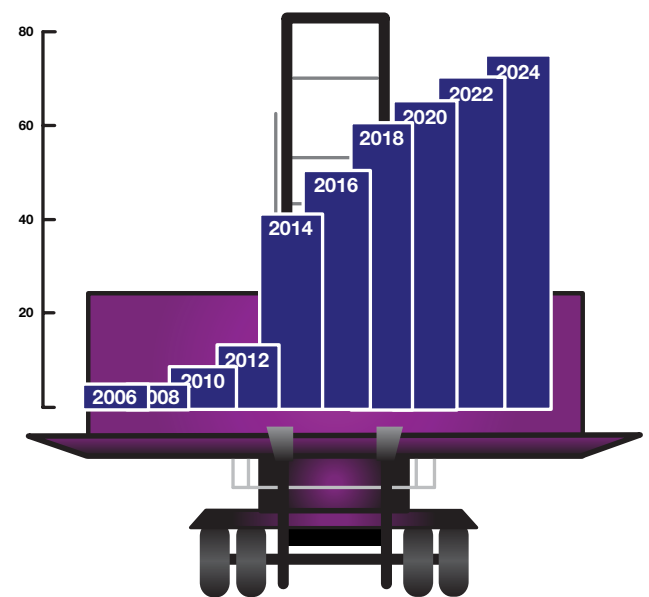
## The Future – Opportunities and Challenges

The CCP has come a long way since its inception in 2004 and is growing towards becoming a Programme that is expected to have the participation of 75 countries by 2020. Another 12 countries in 2014 signalled their interest in joining the CCP.

Processes need to be in place to ensure that participating States are committed to implementing the Programme as a priority. Alongside this, individual countries' working practices and culture differ, particularly attitudes to information sharing and exchange. Furthermore, the deployment and retention of officers to PCUs can make the planning and delivery of training programmes challenging. Finally, overcoming the perennial challenges associated with corruption and border integrity is absolutely vital.

As global threats have changed and the Programme has developed, the need to diversify from the original concept of targeting narcotics to a range of risks and transport modes including air cargo has become clear. This presents a range of opportunities and challenges for the Programme that the CCP is addressing through the development of a 5-year strategy.

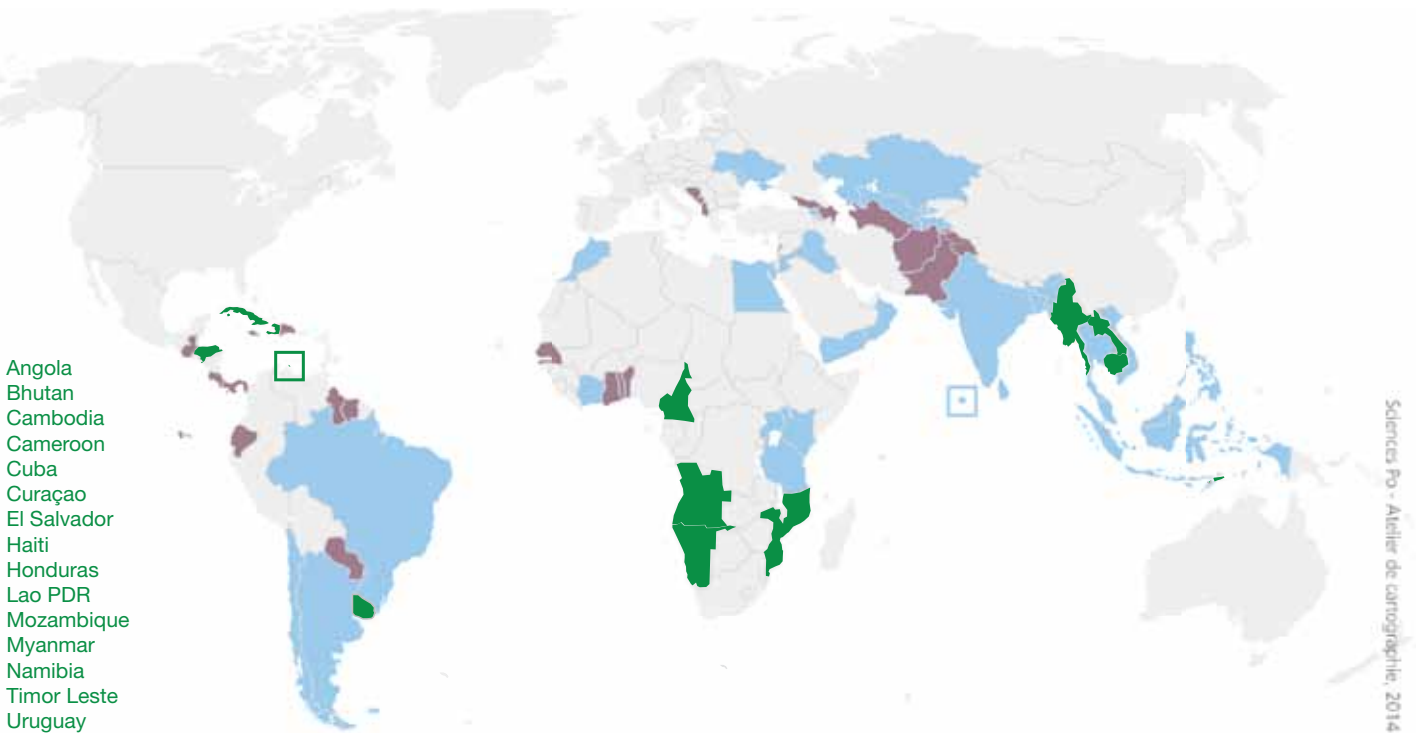
Number of countries in the CCP



Ships on anchorage, containers on trucks, Ghana  
Photo courtesy of PCU Ghana

## Map 2: New countries

 Formal interest in participation



## Funding

Total programme costs for the next three years (2015-2017) are estimated to be \$25 million. The Programme will continue to improve financial and substantive reporting, making both achievements and the benefits of the programme more transparent.

For 2015, most of the CCP activities are already financed through donor contributions. However, funding for activities from 2015 to 2017 needs to be secured. One of the main sustainability elements is the CCP Structure, where the UNODC Field Office network implements and monitors the work of the PCUs. Such continuous follow-up and interaction with national authorities have proved essential for keeping the PCUs operational and are key ingredients to the Programme's success.



Cash seizure, Montego Bay Wharf, Jamaica  
Photo courtesy of PCU Jamaica

## Collaboration with the Private Sector

Essential to the success of the CCP are co-operative and collaborative relationships with the private sector. These partnerships are key to the effective targeting of the highest risk cargo and delivery of increased trade facilitation through the provision of manifest data, information on port operations and better coordinated and quicker cargo examinations. Furthermore, the benefits this brings to national economies and the protection of Government revenues cannot be underestimated.

The Programme goal for the short term will be to continue to build and strengthen relationships with key private sector stakeholders, particularly terminal operators and shipping lines. In the longer term, it will seek better access to data, particularly manifest and shipping data, to improve PCUs' container profiling processes.



Private Sector meeting in Tirana, Albania  
Photo courtesy of UNODC Project Office in Tirana, Albania

## Training

Training material for trainees and trainers is being updated to ensure the latest techniques and advances in port controls. A more comprehensive and WCO-approved training curriculum, including e-learning and other modules as well as a template of standard practices for port control, is being developed in consultation with the WCO Capacity Building Directorate, UNODC and other experts.

In 2013, WCO developed an accreditation programme for CCP trainers and experts that is being rolled out in order to create a pool of accredited training delivery experts from within WCO Member administrations across all WCO regions. A pool of accredited experts will augment those provided by WCO Member States. These specialists will provide the delivery of timely training and mentoring and help to ensure the continued sustainability of the Programme.

The development of new training modules for the CCP covering investigation techniques, evidence-handling and prosecutions began in 2014 and training will start in mid-2015. Training material on CITES has also been completed and will be fully integrated in the portfolio of specialized training in 2015.



Training in Ghana  
Photo courtesy of PCU Ghana

The CCP is putting in place assurance mechanisms and monitoring arrangements to ensure that officers undergoing training complete the full curriculum. This normally takes between 24 to 36 months. Finally, WCO together with UNODC, is in the process of identifying and developing 'on the job' training locations for basic, intermediate and advance training.

## Inter-Agency Collaboration

Improved inter-agency cooperation and improved information sharing are the best ways to increase the capacity of law enforcement agencies to identify high-risk containers. Achieving effective collaborative working across agencies at the border can be challenging but is a core principle of CCP.

The CCP now has in place the full complement of Regional and Country Programme Coordinators who have the key responsibility for ensuring that agencies understand the benefits of working together and sharing information.

To deliver this they will:

- promote and explain the benefits of inter-agency cooperation;
- show examples of best practices;
- attend meetings on inter-agency cooperation; and
- visit countries where such inter-agency cooperation is already in place.

Inter-agency cooperation internationally will continue to be promoted through the establishment and use of the global communication system, ContainerComm. Such information, shared amongst law enforcement agencies worldwide, provides the vital data and intelligence that enables the targeting and interdiction of high-risk containers.

### An example of what Inter-Agency Cooperation delivers

*“On 7 April 2014, the regional border police carried out a routine control on a truck. The information as well as the inconsistent answers made the border police request assistance of the anti-narcotics officers of the Container Control Unit operating at the Port of Durres ... Assisted by the counter-narcotics detector dog, the officers seized over 2 tons of cannabis. This is another example of the excellent results achieved by the officers of the Container Control Unit at the Port of Durres. Last year, the team succeeded in seizing about 8 kg of heroin which was meant to be trafficked to Italy.”*

CCP Coordinator South Eastern Europe

47 kg cocaine paste, Paraguay  
Photo courtesy of PCU Paraguay



## Accountability, Transparency and Integrity

A major challenge for the CCP is delivering the Programme to countries and regions where border security is compromised because officers lack accountability and where processes and procedures are not transparent. This weakens border integrity and increases the risk of corruption.

Accountability, transparency and integrity are key elements for the successful implementation and operation of the PCUs and are required by UN conventions and standards to counter both corruption and human rights abuses. To reduce the threat from corruption to the Programme, anti-corruption measures, consisting of vetting systems for CCP officials and anti-corruption training, have been put in place.

A central responsibility of programme personnel, including Coordinators at all levels, is to monitor and ensure that PCU officials understand and meet the expectations relating to their conduct as trained officials of the CCP. Officials not complying with the UNODC-WCO level of conduct will be excluded from future training and participation in the PCU's activities.

To address integrity issues, anti-corruption modules and activities have been included in CCP basic training workshops and throughout the Programme. Donors are also encouraged to visit PCUs and to share their observations with the Programme Coordinators.

Container port, Panama  
Photo courtesy of PCU Panama



### Cooperation delivers

*West Africa and the Latin America and Caribbean Regions working together achieved:*

*“... the seizure of 700 kg of ivory, in the month of August 2013 and those made in January 2014, amounting to 3,815 tons of ivory, 22.55 kg of pangolin scales and 266 teak logs, in addition to criminal arrests related to these seizures represent a great success and demonstrate the commitment of the team and the head of the Lome PCU. The team has always demonstrated commitment and interest in fighting against illicit trafficking, but also we mention the commitment of the Togolese authorities in the fight against this scourge. In addition, the Lome PCU seized 33.2 kg of cocaine from Brazil in February 2014. The PCU of Cotonou also did a great job with the seizure of 59 kg of cocaine found in a generator in August 2014. That seizure took place thanks to information received from the PCU Paramaribo.”*

CCP Coordinator West Africa



Seizure of ten containers of protected timber, Port of Balboa, Panama 2014  
Photo courtesy of PCU Panama

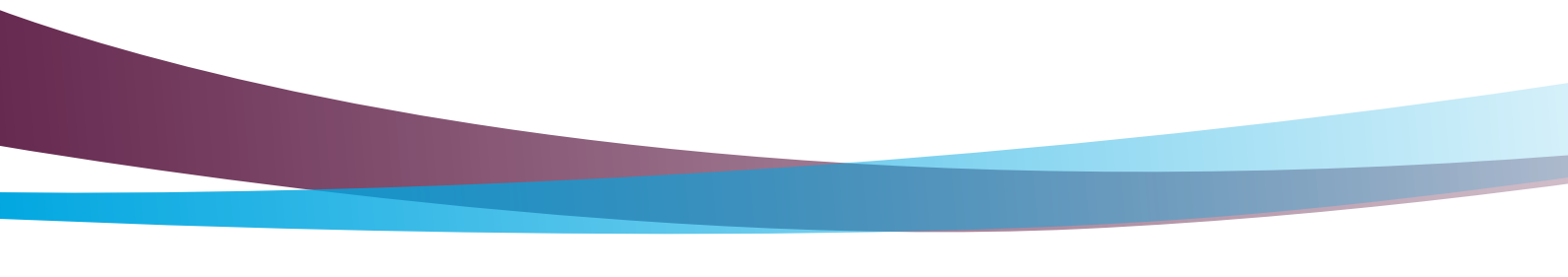
## Diversifying the Programme

The CCP has clearly demonstrated its track record of achievements. Donor countries have therefore proposed the expansion of the focus to include all types of container crime and trafficking of illicit goods, including CBNRE material, weapons of mass destruction (WMD), goods infringing copyright/intellectual property rights, counterfeit goods, precursor chemicals, small arms and light weapons, and fraudulent medicine.

The Programme has also recognized that the threat to the environment and the impact this will have particularly in developing countries need to be a priority. The CCP has therefore been working closely with UNODC's Global Programme for Combating Wildlife and Forest Crime to strengthen its capacity to tackle this growing problem.

The CCP is also diversifying into the inspection of air cargo (CCP-Air). This is being offered to countries where there is a demonstrable need for such inspections and which have well-established and active participation in the CCP. The first needs assessment in the air cargo segment will take place in Pakistan in early 2015.

To provide professional training in this area, a dedicated Air Cargo Training Expert will be recruited. Existing programme management structures and the field-based network of CCP Regional and Country Coordinators will be used to deliver this additional activity. This will ensure continuity of programme implementation and will minimize increased costs.





# Annexes

## Annex A - 2014 Regional and Country Reviews

### Afghanistan

Afghanistan continues to be a very challenging environment. The country is the world's largest producer of opium which has created high levels of drug trafficking. As a result drug trafficking, other forms of organized crime, terrorism and the associated increasing levels of violence continue to pose major challenges for the surrounding countries in the region.

A Memorandum of Understanding (MoU) between the Islamic Republic of Afghanistan and UNODC was signed in 2012, followed by a CCP inter-agency agreement signed by the Afghanistan Border Police (ABP), Afghanistan Customs (ACD) and the Counter Narcotics Police of Afghanistan (CNPA) in October 2014.

In June, a National Focal Point for CCP activities in Afghanistan was appointed by the ACD.

In October, a total of 23 Afghan PCU officials received theoretical CCP training in Baku, Azerbaijan. The training workshop was organized by the WCO followed by practical training, held in the Afghanistan National Training Academy (ANCA) in Kabul, in November.

The delivery of workshops has continued with five CCP officials who have been trained on Programme Global Shield chemicals, a WCO initiative to identify precursor chemicals commonly used to manufacture Improvised Explosive Devices (IEDs).

The first Afghan PCU was inaugurated in Kabul in December 2014, staffed by nine officials from three different law enforcement agencies. The creation of three additional PCUs is under development in Torkham/Jalalabad bordering Pakistan, Shirkhan Bandar bordering Tajikistan and Hairatan/Mazar-e-Sharif bordering Uzbekistan. For each PCU, a total of nine officials from ABP, ACD and CNPA will officially be appointed.

The CCP will initiate the development of Standard Operating Procedures (SOPs) for the units and the recruitment of officers from ABP, ACD and CNPA for the remaining PCUs. The continued delivery of port-based needs assessments, the official opening of PCUs in Torkham/Jalalabad, Shirkhan Bandar and Hairatan/Mazar-e-Sharif, communication and office equipment, a second basic practical training course, as well as training in, and the provision of drug testing equipment, are planned for 2015.

## Black Sea

Support for the Black Sea region is primarily from the European Union and from the United States of America. Currently, of the 4 countries participating in the CCP, Armenia, Georgia, Moldova and Ukraine, only Georgia is fully operational. For Armenia and Moldova the expectation is that with continued engagement, both will soon be actively participating in the Programme. However, in Ukraine, because of the continuing instability, CCP implementation is more challenging.

The PCU in Poti / Georgia has been operational for 2 years and consists of 7 officers from the Georgia Revenue Service, the Patrol Police and the Criminal Police. The CCP is currently reviewing the possibility of a second PCU to be established at the inland Customs Clearance Zone, which is expected to include a rail terminal in Tbilisi. In 2014, the unit was provided with HazMatID360 drugs testing equipment and received training in its use.

The CCP delivered a theoretical training course in Moldova in October, organized a work study tour in Georgia for 3 Moldovan officers and carried out a technical needs assessment. The culmination of this was the signing of the Moldova CCP MoU in December.

Although Armenia is not yet part of CCP, the Programme provided theoretical training in June for officers from the Ministry of Finance (Customs), the Police and National Security Services.

Plans are under way for a work study tour for the Poti PCU early in 2015, revision of the Georgian MoU, establishment of a PCU in Tbilisi and delivery of the initial phases of training during 2015. For Armenia, the aim is to have the MoU signed in early 2015, training and equipment delivered to both Armenia and Moldova and the establishment of PCUs in both countries. Delivery in Ukraine is likely to be in the longer term and the MoU process will begin in early 2015 with training expected to start in mid- to late 2015.

## Central Asia and Azerbaijan

Participating CCP countries in this region are Kazakhstan, Tajikistan, Turkmenistan, Uzbekistan, as well as Azerbaijan. Kyrgyzstan expressed its interest to join CCP in April. There are established PCUs in Baku and Astara (Azerbaijan), Turkmenbashi and Ashgabat (Turkmenistan). The establishment of PCUs has been initiated at Aktau in Kazakhstan, Chukursay and Angren in Uzbekistan, and Dunshanbe-2 and Nijiny Pyani in Tajikistan.

In April, technical needs assessments were carried out at the priority dry ports in Uzbekistan and in June at the priority dry ports in Tajikistan. Monitoring missions took place in Azerbaijan, Kazakhstan and Turkmenistan to visit project sites and to review the Programme implementation throughout the year. An introductory mission to Kyrgyzstan took place in July when the CCP briefed Kyrgyz Customs officials about the programme.

Training of PCU officers has continued with practical training in February for fourteen Turkmen law enforcement officers from the State Customs Service and the State Service for Protection of a Healthy Society in Beyik Serdar Yoly Customs House. The Programme also delivered practical training for twelve officers from the Kazakh Customs Control Committee in Aktau.

Three Kazakh law enforcement officials from the Committee on Customs Control and the Ministry of Internal Affairs participated in a study visit to Georgia (Poti seaport) in January. The first Regional CCP Meeting for Central Asia and Azerbaijan took place in Ashgabat, in May. This helped to develop a “road map” for future activities in the region. A regional training event on Profiling and ContainerComm for twenty-four Azeri, Kazakh, Turkmen, Tajik and Uzbek Customs and other law enforcement officials was conducted in Baku, Azerbaijan, in October.

The year 2014 has also seen the delivery of drugs identification HazMat ID 360 equipment to Azeri Customs in October with subsequent delivery of training for its operation in December. Computer and office equipment for Uzbek Customs and the National Information-Analytical Centre on Drug Control was also delivered in December.

In addition, a Regional Exercise was prepared that will promote cooperation among Customs and other law enforcement agencies to enhance the regions capability to identify high-risk consignments. This Regional Exercise will be implemented in 2015.

## East Africa

The CCP was initiated in East Africa in August 2014, focusing on building partnerships with Kenya, Tanzania and Uganda. The geographical location of this region between heroin-producing and consumer countries, the vast natural resources and the challenges to governance make it attractive to organized crime. A key concern is wildlife and forestry crime, in particular the trafficking of endangered species. To address this challenge, the programme is working in partnership with the UNODC Global Programme to Combat Wildlife and Forest Crime.

In Kenya, extensive work took place to engage stakeholders, resulting in letters of support for the establishment of the programme in the country. Two meetings of the Steering Committee took place in October and December 2014, producing a draft MoU that is expected to be finalized in March 2015. A workshop training 48 officers from customs, police, prosecutions services and the judiciary took place in November 2014 that covered the application of the Wildlife Act and legislation for recovering the proceeds from wildlife and forestry offences.

In September 2014, UNODC undertook a port assessment in Dar es Salaam, Tanzania. The modalities for CCP implementation were discussed with representatives of Customs, Police, Wildlife Department and Port Authorities. A workshop on “Taking the Proceeds from Wildlife and Forest Crime” in Tanzania was delivered in September 2014. Sixty prosecutors, investigators and customs officers were trained. Discussions on the MoU between UNODC and the Government of Tanzania are to take place during the first quarter of 2015.

In Uganda, consultation took place with the Uganda Revenue Authority, the Police, and the Wildlife Authority, during which they indicated their interest in participating in the programme. The Directorate for Public Prosecutions also welcomed the initiative and wanted to be fully engaged in the work of the CCP, in order to provide prosecutorial advice on any investigations carried out by the unit and the other institutions involved.

The launching of 2 to 3 PCUs is expected in 2015, once the relevant MoUs are concluded and signed.

## Latin America and the Caribbean

The Latin America region was one of the first beneficiaries of the CCP. The Caribbean countries of Jamaica, Suriname and Guyana joined the programme in 2012. Both regions face particular challenges from the illicit transshipment of cocaine across the borders from South America. The demand for the drugs comes mainly from North America and Europe, but cocaine is also transported from the region to transshipment routes in West Africa. In addition, the smuggling of products from wildlife and forest crime poses a significant threat. Since the Programme's inception, the region has established and developed PCUs in the following countries: Costa Rica, the Dominican Republic, Ecuador, Guatemala, Guyana, Jamaica, Panama, Paraguay and Suriname. Activities for this region are coordinated by the CCP team in the UNODC Regional Office in Panama.

MoUs were signed this year with Ecuador (a 3rd updated version) at the regional meeting in Guayaquil. Newly updated MoUs were also signed or will be signed with Panama, Costa Rica and Guatemala and amendments were made to the MoU with Paraguay.

Basic theoretical and practical training took place (in March and May respectively) in the Dominican Republic. In 2014, anti-money laundering and IPR training was provided in Costa Rica, Jamaica, Panama and Paraguay. Work study tours were conducted in May in Panama (with participants from Guyana, Jamaica and Suriname) and in September in the ports of Antwerp in Belgium, Rotterdam in The Netherlands and Valencia in Spain (for officers from Ecuador). The activities in the region were complemented by mentoring visits to the Dominican Republic, Guyana, Jamaica, Paraguay and Suriname.

A range of equipment was supplied in 2014, including chemical-handling equipment to Guatemala, drug identification technology to Jamaica. The implementation of the WCO CTS is progressing in Ecuador and Panama.

Again, the PCUs in the region have produced some impressive results in 2014, including:

- seizures of approximately 19,300 kg of cocaine and 1,130 kg of cannabis;
- seizures of 2 firearms;
- 92 containers intercepted with a wide range of counterfeit goods and products;
- 10 containers found carrying protected wood;
- detections of revenue irregularities and fraud as a result of the examination of 14 containers;
- 2 seizures of undeclared money, totalling \$70,800.

Plans are on course to expand the programme to Brazil and Argentina where the process has already begun to negotiate participation. The CCP is also seeking to build closer links between the region and Europe, in particular to develop operational "controlled delivery" capabilities with Panama and Ecuador. Drug precursor and CITES training is in preparation, mentoring sessions will be further extended across the region. Finally, the CCP will start to develop an air cargo pilot activity at Tocumen airport in Panama, an important air transport hub in the region.

## Middle East and North Africa

The region is an ideal transit point for the smuggling of firearms, IPR goods and other illicit commodities which represent a significant source of revenue to finance terrorist activities.

Throughout 2014, there has been a renewed focus on establishing the Programme in the region. Briefings on the CCP have been given to the relevant national agencies and progress has been made as follows:

- **Egypt** - The agencies with border responsibilities are supportive of the Programme; however full participation is dependent upon a political decision that will be made in the near future.
- **Iraq** - The ongoing security challenges mean that the CCP cannot currently operate inside Iraq. However, cooperation with the Iraqi National Committee for Organized Crime has continued and ministerial support for the implementation of the CCP will be sought. The option of training Iraqi officials in a CCP port outside the country in 2015 is being explored, alongside the potential for carrying out a desk port assessment of Omm Kasr. As a result of the continued security challenges, an implementation strategy is being developed (host country approach).
- **Jordan** - The Ministry of Interior confirmed Jordan's agreement to participate in the CCP in October 2014.

Meetings and activities will continue to be rolled out throughout 2015.

- **Lebanon** - The country has made important advances towards integrated border management (between the General Security, Customs, Army and the Internal Security Forces). The CCP is welcomed as a needed cargo control element for successful border management.

- **Morocco** - The Moroccan Customs has indicated its readiness to undertake a container targeting training workshop for its personnel from various ports. The event will take place during the second quarter of 2015.

- **Oman** - A mission was undertaken to Oman in October 2014 in order to promote the signature of a MoU and to launch the CCP in the country; it is expected that this will happen imminently. In the meantime, a CCP port assessment is in the planning phase.

- **Yemen** - In light of the security situation which does not allow CCP activities inside Yemen, a study tour for officials from the Ministry of Foreign Affairs and Customs took place in Albania in December 2014. As a consequence of the security challenges, a specific implementation strategy is being developed that will likely rely on host country support.

## Pakistan

Pakistan's western border with Afghanistan is where most of the world's opium is produced. The region is also a source of significant quantities of cannabis. As a result, large amounts of opium, heroin and cannabis are trafficked through Pakistan. The Programme established the first 2 PCUs in 2009 in the port of Karachi and Port Qasim. Since then, the number of PCUs has grown and now includes Faisalabad, Lahore, Multan, Sambrial, Sust, Torkham and Islamabad.

All the officers in the PCUs have completed theoretical and practical training and carried out study visits; the CCP has also provided Advanced Interdiction Training (AIT) to a number of officers. The Programme has equipped the PCUs with vehicles, drug detection and test equipment, IT and basic tools to carry out examinations.

Training included three sessions on the operation of the HazMatID drug detection technology. In the course of these 3 events, over 200 officers were trained. A work study visit to Pakistan was arranged for Sri Lankan officers in March.

## South Asia

The Programme in South Asia has well established PCUs in the Maldives and Sri Lanka. This year, Chittagong Port in Bangladesh was established and Birgunj dry port in Nepal will become operational in 2015. The CCP is also in discussion with Bhutan and awaiting a decision from India on joining the CCP.

Training events throughout 2014 included Basic Theory and Basic Practical courses for both Sri Lanka and the Maldives, alongside CTS and Mentorship training running throughout the year to enhance their specific needs and requirements. In addition, awareness training days were held for shippers, shipping agents and brokers in Sri Lanka, the Maldives and Bangladesh.

Mentoring training was carried out in Faisalabad and Sambrial in April, Sust in May, Islamabad in July and Karachi and Port Qasim in October. In March, the CCP team in Pakistan provided a trainer for practical training at the PCU in Aktau in Kazakhstan.

Results from the PCUs have been impressive in 2014, including seizures of:

- approximately 380 kg heroin and 12,000 kg of drug precursor chemicals;
- 37,298 litres of ozone depleting substances;
- 5,140,000 cigarettes (Counterfeit); and
- 2 cases of tax fraud (one of which contained 80 kg of semi-precious stones) detected.

The CCP also carried out a technical assessment mission to Karachi where the newly developed air cargo control training will be piloted in 2015.

A technical assessment for the port of Chittagong in Bangladesh was carried out in May, with the formal MoU being signed in December. A pre-technical assessment was undertaken at Birgunj rail and dry ports in Nepal, with a full assessment scheduled to be carried out in March 2015.

There have been some very good results from the region's PCUs this year, including:

- approximately 125 kg heroin seized; and
- 51 detections involving mis-declarations and the evasion of duty (including motor spare parts imported from the UK, 4.4 kg of 24 karat gold and a \$3,000 duty evasion on mis-declared goods from Germany).

## South-East Asia

The region has 30 per cent of the world's population with 9 out of the 10 largest seaports in the world, handling 50 per cent of global sea container movements. South-East Asia has seen rapid economic development and is the world's main manufacturer of goods. As well as the benefits of this growth, the downside has been an increase in organized crime that is potentially involved in illicit trade flows worth tens of billions of US dollars per annum. The region is a major production area for illicit drugs and drug precursor chemicals, and a consumer of trafficked wildlife products.

Against this backdrop, the programme in South-East Asia began in November 2013 and the project staff was put in place in February of this year. A regional meeting to launch the CCP and to encourage regional cooperation was held in

August 2014. The Programme is planning to sign Letters of Agreement with Thailand and Viet Nam in 2015 and MoUs with Malaysia and Indonesia.

Port assessments were undertaken in Viet Nam, Thailand and Malaysia together with Customs-Business introductory workshops in Thailand and Viet Nam. In December, the region's first theoretical training course was held in Thailand and equipment was procured for the PCUs of Thailand and Viet Nam which will become operational in early 2015.

The year 2015 will be one of intense training and mentoring activity and will see the opening of PCUs across the region. It is envisaged that the Programme will expand to additional ASEAN countries as the year progresses.

## South Eastern Europe

South Eastern Europe is on the transit route for illegal drugs into the rest of Europe and has been the major illicit route for heroin for a number of decades. UNODC estimated that in 2009, 60 tons of heroin with a market value of \$13 billion was smuggled through South Eastern Europe. Although organized crime groups in the region have traditionally concentrated on the heroin trade, they are now increasingly moving into the cocaine trade from Latin America due to the greater profits that this market offers.

The Programme is operating in Albania with a PCU at the port of Durres and in Montenegro at the port of Bar. A MoU was signed with Bosnia and Herzegovina and a PCU initiated at the dry port of Bijaca. Training continued with a drugs risk assessment course in February. A one-day inter-agency awareness course was held in March in Tirana and basic theoretical training was provided for the PCU officers in Bosnia

and Herzegovina in November. The Programme also organized a work study tour for Albanian officers in the Port of Goia Tauro, Italy, and a mentoring training in the port of Durres in March and September. In October, an officer from the Durres PCU completed an exchange visit to the PCU at Guayaquil, Ecuador to foster inter-regional cooperation.

Results from the region this year include seizures of:

- approximately 10 kg of heroin, 250 kg of cocaine and over 3 tons of cannabis;
- one container of counterfeit goods worth 50,000.

The PCU at Durres was also involved in a joint operation with the regional border police that resulted in the seizure of over 2.3 tons of cannabis.



## West Africa

West Africa has been part of CCP since the inception of the programme and now has PCUs established in Dakar, Senegal, Port Tema, Ghana, Lomé, Togo and Cotonou, Benin.

Significant levels of corruption in West Africa, exacerbated by insufficient funding for law enforcement and, in some countries, weak and unstable government, make it attractive for organized criminal gangs. This, in turn, has made the region a major transshipment route for cocaine destined for Europe.

This year the programme has delivered, with SEACOP, training in examination and search techniques in March, container targeting in June and a workshop on controlling illegal waste in August jointly with INECE. A regional training workshop was also organised in Dakar in October 2014 with 13 officers from the PCUs at Dakar, Lome, Cotonou and Tema.

Mentoring at the PCUs continued at Dakar in March, June and the end of November / beginning of December. Lome received mentoring at the end of November and

beginning of December. For Tema, the mentoring programme took place in August, October and November.

The Programme has also been running a series of exchange visits in the region, the first between Dakar and Lomé in February, Lomé and Tema in August and Dakar and Tema in September. These exchanges provide officers with the opportunity to learn about each other's working methods and successes which will continue to improve operational procedures.

There have been a wide range of results from the region this year, including the following seizures:

- over 90 kg of cocaine;
- over 43,000 doses of tramadol (an opiate based medicine) and 162 kg of other prescription medicines;
- approximately 22 tons of nitric acid; and
- 3,815 kg of ivory, 55 kg of pangolins and 266 tons of timber.



Drug seizure, Ghana  
Photo courtesy of PCU Ghana

## Annex B - Organization and Structure

The CCP was created in 2004 as a partnership between UNODC and the WCO. The cornerstone of the Programme is the creation of inter-agency PCUs, in which capability is developed and maintained to carry out risk assessment, targeted controls and examinations of containers.

### UNODC

UNODC provides the administration for the programme and its continued development. This includes fundraising and engagement with the Programme's donors and the coordination of CCP activities in participating countries which is done in partnership with the WCO.

UNODC is also responsible for developing and building collaboration and cooperation with other international organizations, bilateral partners, private sector partners and organizations and the other UN agencies.

The CCP has grown considerably since 2004 and is organized into 9 regions and 2 countries each with a CCP Programme Coordinator. Pakistan and Afghanistan currently have a country structure with their own Country Programme Coordinators.

Through this programme coordinator network UNODC and WCO implement day-to-day CCP activities which include liaison with government officials, technical needs assessment and close engagement with national institutions and agencies. Coordinators also develop SOPs and arrange training and study visits.

UNODC also has a CCP central management team with 5 staff members based in Vienna consisting of the Senior Programme Coordinator, Programme Manager, Crime Prevention Expert, a Training Expert and a Programme and Finance Assistant.

### WCO

Key to the success of CCP is WCO's facilitation and delivery of the training programme. This includes both classroom and practical training, mentoring and work study tours, done in collaboration with and support from WCO members and UNODC. WCO's role is also to promote co-operation between law enforcement agencies and with the private sector to strengthen supply chain security and facilitate trade.

WCO's ContainerCOMM system is the secure and effective communication tool for the PCUs. Installation, maintenance linkages to commercial databases and training are delivered by WCO. This year has also seen the start of the roll out of the CTS software package developed by WCO that provides PCUs with an automated risk assessment capability. CTS therefore allows for the effective deployment of resources to the highest-risk containers, coupled with enhanced trade facilitation as high risk consignments can be better identified in a significantly shorter time prior to examination.

The WCO has 4 staff members based in Brussels: a WCO Programme Coordinator, 2 Technical Trainers and a Programme Administration Officer.



**UNODC**

United Nations Office on Drugs and Crime



WORLD CUSTOMS ORGANIZATION



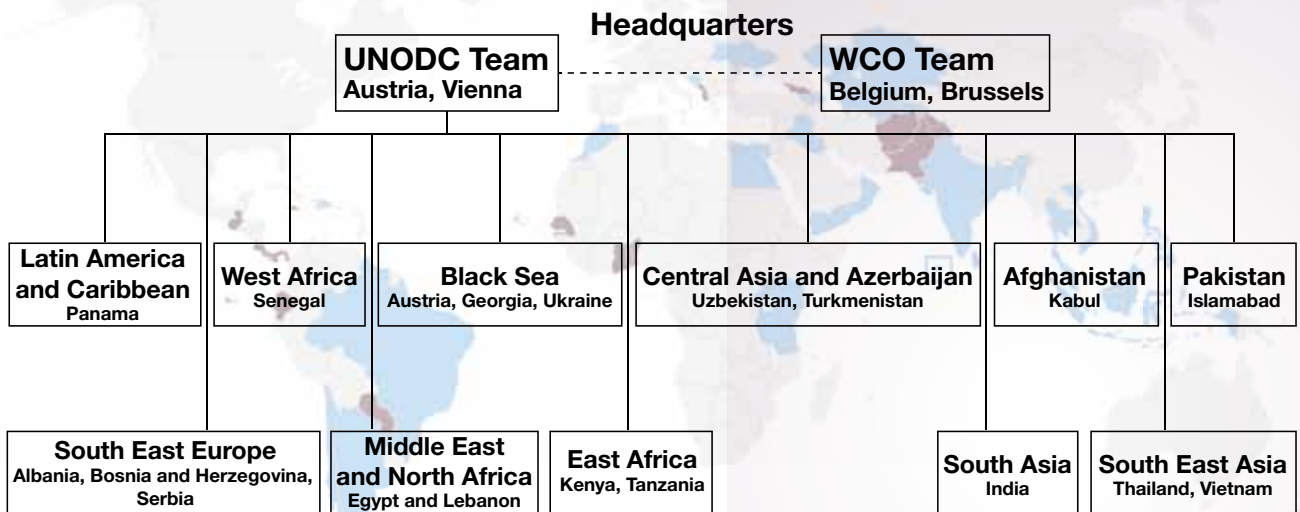
Joint Port Control Unit, Ghana 2007  
Photo courtesy of PCU Ghana

*“The Container Control Programme has shown some exemplary results since I joined it in June 2009. Some of the landmark seizures such as record and first ever cocaine and pseudo-ephedrine seizures in Pakistan are a few such examples. Since the unit became operational in June 2009, besides drugs, IED precursors and mis-declared goods have also been seized or reported by the unit.”*

Senior Preventive Officer - Pakistan Customs

## Global Structure of the Container Control Programme

Presence of staff on the ground



Precursor test kit used by CCP Port Control Units



## Annex C - What the CCP Does

The CCP is a long-term capacity building programme that develops effective and sustainable port controls through the establishment of PCUs. These provide a coordinated approach to container profiling, targeting and examination, are located in secure environments (usually inside ports) and are staffed by front line officers who are provided with training to ensure effective targeting and examination of containers. The training and equipping of these units is designed to ensure the sustainable development of officers and the activity and results they deliver. This is achieved by carrying out needs assessments, supported by ongoing training and mentoring undertaken at the start and at agreed periods throughout the Programme.

### Training

Training is split into a number of phases: the first phase starts with a 2-week theoretical training course where officers are introduced to risk analysis, profiling and targeting techniques. They also learn about cargo examination, information sources and information exchange mechanisms. The second part of this phase is the practical application of this knowledge in the operational environment, again lasting 2 weeks. This training normally occurs within 6 to 9 months of the creation of the PCU. However, the time frame is flexible and has to be tailored to the needs and capabilities of individual PCUs.

At the end of this first phase of basic training, a work-study tour will be organized. This provides PCU officers with the opportunity to learn firsthand from experienced customs officers and see different working techniques that can be applied at their home port. In order to get the maximum benefit, work-study tours only take place when operational capability has been developed and established within the PCU.

### Equipment

A range of tools and equipment are provided to the PCUs, comprising basic protection and search equipment, field test kits for the preliminary identification of drugs and chemicals, computer workstations and encrypted radio communications. In addition, PCUs are also equipped with basic office equipment.

Once these phases have been completed, most PCU officers will have the knowledge and experience to complete the AIT or specialized training on more complex forms of illicit trade. This further builds on the PCU's capabilities to target and search for a wider range of commodities in the container environment.

AIT is a relatively new and developing part of the curriculum. It currently contains three one-week training modules that include topics ranging from CBNRE items, dual-use items and other international obligations for PCU members to include in their profiling and risk analysis process.

To ensure that these skills are maintained and continually developed, regular mentoring is provided by a pool of experts. This ensures sustainability and the assurance that officers' training is consistent and that they have all been taught the same set of skills.

## Collaborative Working

The concept of national ownership and empowerment is a core CCP principle. In particular, the programme actively encourages collaboration between law enforcement agencies. Improved inter-agency cooperation and information sharing ensures that law enforcement capacity and capabilities are increased. This also helps to improve the facilitation of legitimate trade through enhanced risk profiling that in turn leads to better-informed decision making and targeting of the highest-risk consignments.

Part of the Programme's methodology is the formal cooperative agreement between UNODC and a participating country which establishes the foundation for such cooperation. This high-level agreement facilitates the development of the inter-agency PCUs through MoUs.

## ContainerCOMM

The WCO web-based ContainerCOMM information exchange system, developed and continuously enhanced by the WCO, represents the core of the information sharing and vital communication component of the CCP. The system provides the encrypted exchange of information and intelligence between users in participating ports and countries. ContainerCOMM links all the PCUs with each other giving accessible and secure communication. The Programme provides the system free of charge to all the PCUs, CCP trainers and experts, relevant agencies and organizations and WCO members, both in the developed and developing world. ContainerCOMM's pre-formatted message templates for alerts, feedback and seizures is available in English, French, Spanish, German, Russian, Portuguese, Urdu and Dari. This communication platform has the potential to be the pathway for port-to-port communication on illicit trade at global level.



Container Seal  
Photo: UNODC

## WCO Cargo Targeting System (CTS)

The WCO has developed the CTS System for container shipments allowing quicker and more effective targeting, based on cargo manifest data. The system provides for secure access to commercial cargo data and stores information over which risk rules can be applied either manually or automatically. This has a range of benefits, including the

systematic and significantly quicker targeting of containers for examination from pre-arrival and pre-departure information. By ensuring that only high-risk cargo is examined, customs authorities are enabled to facilitate the entry of large volumes of low-risk cargo through ports. Consequently, CTS allows more efficient deployment of resources.





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