

ADAPTATION OF THE WCO PROFESSIONAL STANDARDS ON THE INTERNATIONAL LEVEL: EXPERIENCE OF UKRAINE

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Abstract. This paper describes the extensive experience gained by the Ukrainian Academy of Customs within the pilot project of the WCO PICARD Programme (Partnerships in Customs Academic Research and Development). The main attention is given to content and structure of the curriculum, correlation between the curriculum of the Ukrainian Academy of Customs and the WCO professional standards, as well as recommendations derived from the pilot implementation of the WCO Professional Standards, and results of their implementation.

The discussed experience may be useful for other customs universities seeking to implement the WCO Professional Standards in their curricula.

Introduction. The globalisation process in recent years has led to the necessity of complying with international professional standards. Due to these demands and requirements, the Ukrainian Academy of Customs participated in conferences held by the PICARD in 2007, and paid considerable attention to current trends in the development of these standards. We have realised that the process of bringing Ukrainian customs in line with the international standards should be done together with PICARD partners.

We would like to emphasise a few reasons why we were interested in becoming a member of the International Network of the Customs Universities (INCU) and why we started adoption of the WCO Standards.

- *Firstly, educators' responsibility for those who are being educated.* One of specific features of any

modern educational system is that its educational establishments are required to train graduates in such a way that they can be adapted to a life in a global society. Scientists, educational specialists and international organizations direct their efforts towards this objective. Ultimately, a key point is whether, as a result of education, an enterprise or society in general can obtain an intelligent professional, a creative person, and a pro-active and responsible citizen. We should admit that this process depends *upon us*, i.e. upon those who educate.

- *Secondly, innovations in curricula.* Integration processes, which have taken place in the world for two decades, resulted in changes in curriculum and syllabus. The relationship between these dynamic processes and curriculum being adopted by universities has been investigated by many researchers. Such innovation of curriculum for customs administration is especially important for Ukraine, declaring the European integration as one the country's most important priorities.

- *Furthermore, opinion and experience exchange with colleagues.* For successful development of both educational institutions and the educational system in the country, it is important to continuously monitor trends related to a specific educational area, such as customs, and to take into account critical comments of our international colleagues.

Overview: historical and political aspects

Ukraine adopted the WCO SAFE Framework of Standards to secure and facilitate international trade. This activity allowed the country to support

a policy towards a unification of the SAFE Standards, as well as towards modernisation of customs services, and improvement of the involved human resources.

The State Customs Service of Ukraine has signed the declaration of intentions to implement the WCO Framework of Standards on the national level, which provided an opportunity not only to exploit the main international standards in the national customs system development, but also to contribute to a better correlation of national priorities in the customs sphere with international standards. Especially, this is expected to facilitate a more effective protection of the national interests in the area of the international trade development and economic cooperation [1].

The Ukrainian Academy of Customs, as the main educational and methodical establishment of the national system of full-time and vocational training of the customs officers of Ukraine, understands its essential role in the development of human resources in accordance with the level of the International Standards. For this reason, since 2006 the Ukrainian Academy of Customs has been included in the International Network of the Customs Universities (INCU) and has become a pilot-university of the WCO PICARD Programme on the implementation of the WCO Professional Framework Standards [2].

To create a high-quality curriculum, the Ukrainian Academy of Customs (hereinafter – the UAC) undertakes tremendous efforts in implementing a Pilot project into its educational process based on the WCO best practices within the PICARD project.

Comparison of UAC Curriculum and WCO Professional Standards

Since October 2007, the Ukrainian Academy of Customs has been implementing the Pilot project on the application of the WCO Framework of Standards to the educational process in two directions: full-time **training** (target group – students of 2nd-5th year of study) and **vocational training** (target group – customs officers). The UAC Curriculum has been compared to the Professional Framework Standards relating to ten thematic priorities defined by WCO.

It has been discovered that there is a close relationship between the competencies identified by the WCO Professional Framework Standards and the UAC curriculum [3]. The comparison of curricula for different target groups is given in Tables 1 and 2.

The undertaken curriculum analysis has shown *that the graduate programmes are aligned with the competencies required for Operational Managers, whereas the vocational programs are geared more for Strategic Managers.* However, in general, both graduate and vocational training programs are aligned with the competencies required for Strategic Managers of the customs domain. *The management and leadership programs are designed for managers of all levels, and tailored to reflect the level of duties taken by an official.*

The results of the analysis have discovered that the UAC curriculum *for full-time training* (target group – students) corresponds to the WCO PICARD competency requirements approximately by 70 per cent; at the time, *for vocational training* (target group – customs officers) – the match is approximately 80 per cent.

Table 1. Correlation between WCO framework standards and the Ukrainian Academy of Customs curriculum for full-time training. (Target group – students).

* Numbering corresponds to the module numbers in the Standards sections 'Knowledge' and 'Skills', respectively.

№*	Module name (thematic priorities) in the WCO Framework Standards	WCO Standards module summary	WCO Standards module essentials	The educational modules in the curriculum of the Academy
	1	2	3	4
Overall Knowledge Requirements				
1.	National and international policy	The individual will demonstrate a critical understanding of the state overall economic policies and social direction, its international and regional obligations and priorities.	The identification of the key players at governmental and international level with influence on Customs policy and resources Creation of a proactive system of information gathering to enable constructive engagement with govern-	1. Macroeconomics 2. Governmental economic regulation 3. International economic relations 4. International conventions and agreements on trade 5. International Customs Law 6. International Law

	1	2	3	4
1.			ment The ability to identify and provide advice to government as to international and regional developments. International Customs Law	7. European Union Law basis 8. The aspects of political science of state management
2.	Customs role in government and interaction with other government departments	Understanding of the role of customs in applying Government policy to people and trade at the frontier, its basic management control and collection requirements.	Identification of the key Government departments with frontiers, trade and taxation requirements either working through Customs or working alongside customs. Establishment of effective consultancy networks and co-operative approaches to border management Knowledge of all the missions of customs for itself and other administrations (public health, safety, etc).	1. Governance in customs service 2. Foreign economic activity basis (module "Governmental regulation of foreign economic activity") 3. Strategic Management (module "Strategic Planning") 4. Customs Law
6.	Strategic Planning	Critical understanding of the internal and external environment	Transforming vision to attainable goals Development of strategies to achieve governmental objectives Performance and effectiveness measurement Human Resources Management	1. Strategic Management (module "Strategic Planning") 2. Strategic Management (module "Strategy formation") 3. Strategic Management (module "Strategic Planning") 4. Operational Management 5. Human Resources Control 6. Human Resources Management 7. Job organization of a manager 8. module "Strategic and Situational Management" 9. module "Market's mechanism of Macroeconomic regulation"
7.	Policy development and implementation	Understanding of the internal Customs policy requirements and procedures for their development and implementation Understanding of national and international policy imperatives and transforming them into internal customs policies	WTO Agreements and Annexes The Revised Kyoto Convention SAFE Framework of Standards Be able to apply procedures corresponding to the policies. <i>or</i> Translation of strategy into operational policy. The policy development process within government The legislative basis for limitations on policy implementation The engagement of key stakeholders both to influence policy development and to assist with	1. International Customs Law 2. Customs Law

	1	2	3	4
7.			policy development Understanding of the basic principles of programme and project management	
10.	Risk management	Understanding the context in which risk is to be managed including the information, intelligence, structural and system requirements for an effective risk management system which has both preventive and targeting elements.	The Revised Kyoto Convention National policy as a risk management tool The relationship between intervention and facilitation. The strategic use of risk management to control trade, protect society and combat cross-border crime The tactical use of risk management to detect smuggling and terrorism, and to provide assurance. The importance of <ul style="list-style-type: none"> • Approval • Audit • Anti-smuggling in the risk management process 	1. Strategic Management 2. Economic risks in customs business
12.	The international supply chain	Understanding of the effective operation of the international supply chain and of the role of customs inside it. "both for import and export, the needs of its component parts and the opportunities it presents for effective control and trade facilitation	The WTO Instruments for trade facilitation and preventive measures The Revised Kyoto Convention The SAFE Framework of Standards Decrease the costs of customs controls & actions Supply chain management Customs impact on Opportunities /barriers The requirements of stakeholders, including: <ul style="list-style-type: none"> • Banking and insurance sectors • importers and exporters • logistics companies • transportation companies • Clearance agents • Public • International associations and organizations • National bilateral and multilateral agencies • The final clients (end of the chain) Capacity to integrate customs inside the supply chain.	1. International marketing 2. Logistics

	1	2	3	4
16.	Principles of ethics, good governance & integrity	Understanding, practice and transmission of the principles that underpin good governance Creation of an ethical environment	The Arusha declaration on Integrity <ul style="list-style-type: none"> • Leadership • Regulatory framework • Transparency • Automation • Reform and modernization • Audit • Code of conduct • HR strategy • Morale • Relationship with Private sector National laws and principles related to ethics and anti-corruption in the civil service. Sensitize the private sector to corruption issues (two-way problems)	1. International Management (module «Culture and ethics in the international business») 2. Management of foreign economic activity (module «Management technology of foreign economic activity») 3. Management engineering 4. Criminal Law 5. Customs Law 6. Labour Law 7. Public Relations 8. Law-enforcement activity of customs administrations
17.	Customer Management	Customer segmentation, customer satisfaction, customer dialogue	Understanding of customer business needs Establishment of communication, consultation and partnerships Rules of engagement	1. Marketing 2. Job organization of a manager 3. Public Relations
Overall skill requirements				
15.	Change management	The ability to strategically analyze the key components of the change process to clearly outline the need for change, empathize with those experiencing change and assist them in developing the new knowledge, skills and behaviors required.	Customs reform and modernization Implementation of external reviews Implementation of internally generated changes	Strategic management
16.	Programme/ Project management	The ability to scope a range of projects, to identify overlaps resolve conflict, and sequence into a strategic programme. To provide a steering mechanism and develop , manage, monitor and evaluate progress The ability to change or stop projects which do not meet business requirements.	Customs reform and modernization Structural reform programmes Government reform programmes	Fundamentals of Management

Table 2. Correlation between wco framework standards and the Academy of Customs of Ukraine curriculums for vocational training. (target group – customs officers).

* Numbering corresponds to the module numbers in the Standards sections 'Knowledge' and 'Skills', respectively.

№*	Module name (thematic priorities) in the WCO Framework Standards	WCO Standards module summary	WCO Standards module essentials	The educational modules in the Academy curriculum
1	2	3	4	
Overall Knowledge Requirements				
1.	National and international policy	The individual will demonstrate a critical understanding of the state overall economic policies and social direction, its international and regional obligations and priorities	The identification of the key players at governmental and international level with influence on Customs policy and resources Creation of a proactive system of information gathering to enable constructive engagement with government The ability to identify and provide advice to government as to international and regional developments. International Customs Law.	State Government and State Service. Legal provision of the state government Labour legislation fundamentals of Ukraine Economical aspects of the Ukraine's entry to the World Trade Organization (WTO) Application of the European Court practice on the human rights protection (The convention on the human rights protection).
2.	Customs role in government and interaction with other government departments	Understanding of the role of customs in applying Government policy to people and trade at the frontier, its basic management control and collection requirements.	Identification of the key Government departments with frontiers, trade and taxation requirements either working through Customs or working alongside customs. Establishment of effective consultancy networks and co-operative approaches to border management Knowledge of all the missions of customs for itself and other administrations (public health, safety, etc).	Customs business history Functions of customs administrations Topical problems of the economic development of Ukraine
6.	Strategic Planning	Critical understanding of the internal and external environment.	Transforming vision to attainable goals Development of strategies to achieve governmental objectives Performance and effectiveness measurement Human Resources Management	Legal principles of the social peace providing in the customs agencies of Ukraine Social-psychological fundamentals of work with personnel
7.	Policy development and implementation	Understanding of the internal Customs policy requirements and procedures for their development and implementation Understanding of national and international policy imperatives and transforming them into internal	WTO Agreements and Annexes. The Revised Kyoto Convention SAFE Framework of Standards Be able to apply procedures corresponding to the policies. <i>or</i> Transformation of strategy into operational policy. The policy development	Managerial decision making with a purpose of specific problem solving of the customs activity. Customs procedures fulfilment in the goods moving through the customs border of Ukraine by different kinds of transport Practical application of Customs legislation The ways of the customs formalities improvement

	1	2	3	4
7.		customs policies	<p>process within the government</p> <p>The legislative basis for limitations on policy implementation</p> <p>The engagement of key stakeholders both to influence policy development and to assist with policy development</p> <p>Understanding of the basic principles of programme and project management</p>	<p>Customs legislation of the conterminous countries</p> <p>The international convention on simplification and harmonization of the customs procedures of 1973</p> <p>SAFE Framework standards and the world trade facilitation</p> <p>Ukraine in the multilateral universal trade system GATT</p> <p>WTO: juridical mechanism, subsequences and prospects</p> <p>Application of the European Court practice on the human rights protection</p> <p>(The convention on the human rights protection).</p>
10.	Risk management	<p>Understanding the context in which risk is to be managed including the information, intelligence, structural and system requirements for an effective risk management system which has both preventive and targeting elements.</p>	<p>The Revised Kyoto Convention</p> <p>National policy as a risk management tool</p> <p>The relationship between intervention and facilitation.</p> <p>The strategic use of risk management to control trade, protect society and combat cross-border crime</p> <p>The tactical use of risk management to detect smuggling and terrorism, and to provide assurance.</p> <p>The importance of</p> <ul style="list-style-type: none"> • Approval • Audit • Anti-smuggling in the risk management process. 	<p>Legal regulation of the goods that contain intellectual property objects moving through the customs border of Ukraine</p> <p>Some problems of the Ukrainian Customs legislation application</p> <p>Framework standards and risk management</p> <p>Post-audit</p>
12.	The international supply chain	<p>Understanding of the effective operation of the international supply chain and of the role of customs inside it. "both for import and export, the needs of its component parts and the opportunities it presents for effective control and trade facilitation</p>	<p>The WTO Instruments for trade facilitation and preventive measures</p> <p>The Revised Kyoto Convention</p> <p>The SAFE Framework of Standards</p> <p>Decrease in the costs of customs controls & actions</p> <p>Supply chain management</p> <p>Customs impact on Opportunities /barriers</p> <p>The requirements of stakeholders, including:</p> <ul style="list-style-type: none"> • Banking and insurance sectors • importers and exporters • logistics companies • transportation companies • Clearance agents 	<p>Problem issues of the customs control legal regulation in Ukraine</p> <p>The international convention on simplification and harmonization of the customs procedures of 1973</p> <p>SAFE Framework standards and the world trade facilitation</p> <p>Topical questions of organization of accounting, control and financial and economic activity analysis of the customs agencies</p> <p>Ways of the vehicles examination</p> <p>Handling technique of an unaccompanied luggage</p> <p>Technologies of customs control and customs formalities</p>

	1	2	3	4
12.			<ul style="list-style-type: none"> • Public • International associations and organizations • National bilateral and multilateral agencies • The final clients (the end of the chain) Capacity to integrate customs inside the supply chain.	International transportation Customs logistics
16.	Principles of ethics, good governance & integrity	Understanding practice and transmission of the principles that underpin good governance Creation of an ethical environment	The Arusha declaration on Integrity <ul style="list-style-type: none"> • Leadership • Regulatory framework • Transparency • Automation • Reform and modernization • Audit • Code of conduct • HR strategy • Morale • Relationship with Private sector National laws and principles related to ethics and anti-corruption in the civil service. Sensitize the private sector to corruption issues (two-way problems)	Human Resources Management Social-psychological fundamentals of work with a personnel State service and government in Ukraine Management peculiarities in the customs service system of Ukraine Professional ethic Ukrainian as a language of the professional communication Post-audit Fighting with money laundering
17.	Customer Management	Customer segmentation, customer satisfaction, customer dialogue	Understanding of customer business needs Establishment of communication, consultation and partnerships Rules of engagement	Application of the European Court practice on the human rights protection (The convention on the human rights protection)
Overall skill requirements				
15.	Change management	The ability to strategically analyze the key components of the change process to clearly outline the need for change, empathize with those experiencing change and assist them in developing the new knowledge, skills and behaviours required.	Customs reform and modernization Implementation of external reviews Implementation of internally generated changes	Performance measurement problems of customs business; Management documentary provision in the customs service
16.	Programme/Project management	The ability to scope a range of projects, to identify overlaps resolve conflict, and sequence	Customs reform and modernization Structural reform programmes Government reform	Ukraine in the multilateral universal trade system GATT WTO: juridical mechanism, subsequences and prospects

	1	2	3	4
16.		into a strategic programme. To provide a steering mechanism and develop, manage, monitor and evaluate progress The ability to change or stop projects which do not meet business requirements.	programmes	

At the Ukrainian Academy of Customs, training programmes for the students of 2nd-5th year of study as well as for the future customs officers or those who will closely co-operate with the customs agencies (e.g. customs applicants/brokers) are meant to ensure all spectrum of knowledge and skills of the specialists in the field of customs services and international economic activity.

Vocational training programmes are short-term (14 days), however, they provide extensive content; being developed for managers of senior and middle levels, these courses apply modern theory and management practice within the customs context.

All offered educational modules promote the development of knowledge and skills necessary for Strategic and Operational Managers (according to the terminology of the WCO PICARD Project). The disciplines reviewed include Law, Economics, Management, Marketing, Logistics, Information Technology and others.

Based on the above research, the recommendations on the further implementation of Professional Framework Standards to UAC curriculum have been offered by the working group. As this table suggests, a number of new subjects and modules will be introduced into curriculum as well as new topics will be embedded into currently existing modules.

Recommendations

Based on the above analysis, the following recommendations for further implementation of the Professional Framework Standards to ACU curriculum for the full-time students have been offered by the working group.

I. Overall Knowledge Requirements section

For the module 1, National and International Policy:

- To add such subjects as State Customs Regulation, WCO in the International Economic Relations System, International Customs Conventions to the curriculum.

- The European Integration discipline should be added to the syllabus for the qualification in International Economics.

For the module 2, Customs Role in Government and Interaction with other Government Departments:

- To add a module on Customs Service in the State Government System to the curriculum.
- With launch of the MSc level programme in State Affairs to add this discipline to the curriculum.

For the module 6, Strategic planning:

- To include the components on Strategy Formation and Strategic Planning to the module of work curriculum for Strategic Management within the Strategic Management discipline.
- To adapt the topics of the work curriculum to the specific activity of the customs authorities.

For the module 10, Risk Management:

- To add the discipline on Risk Management in the Customs Business to the curriculum of the specialists (masters).

For the module 16, Principles of Ethics, Good Governance & Integrity:

- To distinguish the special courses on Public Relations and Law-enforcement Activity of the Customs Authorities as separate subjects of the work curriculum.

For the module 17, Customer Management:

- It is possible to add an educational discipline on Marketing of the Customs Services.

II. Overall Skill Requirements section

For the module 15, Change management:

- To add the discipline on State Affairs to the curriculum with the launch of Master's level programme in State Affairs.

For the module 16, Program/Project management:

- To add the component on Engineering and Reengineering of Management.

The following recommendations on further implementation of the Professional Framework

Standards to ACU curriculum for the vocational training have been offered by the working group.

I. Overall knowledge requirements section.

For the module 2, Customs Role in Government and Interaction with other Government Departments:

- To add the following topics to the programme:
 - Legal basis and main trends of cooperation between customs and law enforcement agencies
 - The policy of co-operation between the State Customs Service of Ukraine and the State Border Control Service of Ukraine with the use of joint technologies at the border-crossing points of Ukraine.

For the module 7, Policy Development and Strategy Implementation

- To add the following components to the programme:
 - Normative and legal base of information and technical assistance of customs activity.
 - Development and integration of the Customs Service of Ukraine with similar world services, providing the information security, growing role of information in operative and administrative activity.

For the module 10, Risk Management

- To add the following components to the programme:
 - Development of the risk analysis system, implementation of risk profiles in Ukraine using the information provided by the international organizations, law enforcement and control agencies concerning the routes of goods delivery, ways and means of their payment
 - Application of customs legislation provisions (transit problems, problems of customs registration of several types of goods, problems of implementations of European customs legislation norms in the CIS countries etc.

For the module 12, International Supply Chain

- To add the following components to the programme:
 - Prospects of developing the customs, information and telecommunication technologies
 - The priority directions for developing information systems and technical assistance for activity of Customs Service of Ukraine and the adjustment of the main provisions of information and technical policy in accordance with the WCO basic provisions;
 - Customs control of activity of enterprises that fill in declarations: ways of improvement.

For the module 16, Principles of Ethics, Good Governance & Integrity:

- To add the following components to the programme:
 - Co-operation between customs agencies and public councils functioning at the customs and problem-solving for public consultations and submitting agreed proposals related to carrying out customs policy

For the module 17, Customer Management

- To add the following components to the programme:
 - International practice of partner relations between customs services and business
 - Application of international criteria of estimating the resident Ukrainian enterprises to the goods which are not subject of simplified customs procedures.

After the implementation of above-mentioned recommendations to the UAC curricula (the second phase of implementation) the comparison of contents of these curricula and the WCO Professional Standards showed the UAC curricula for both target groups include international standards of customs training already for 98%.

Conclusions. There is a significant amount of work that can be accomplished in collaboration with other PICARD partners. We can implement projects on WCO Standards, innovations in education and MCA – programs. Then we can apply WCO Professional Standards, international standards in testing, estimating and competence standards within pilot projects with the aim of modernise education in customs administration.

On the national level, we can also develop and implement a rigorous learning and teaching plans for undergraduates and post-graduates in the customs domain, innovative curricula with the aim to train professionals for the Customs Administrations, active citizens, and leaders in the countries and in the world. Furthermore, we can launch framework projects between customs colleges and universities, whilst taking into account different objectives (for example, integrated courses, training, conferences, a framework system for raising qualifications, including facilitation of mechanisms for visiting professors). And finally, we can be competitive with respect to other educational frameworks in terms of applicants, influence, budget and prestige.

We want to live in a world of security. Therefore, we need enhance our teaching with

unified professional standards that can be based on understanding and implementing the WCO Framework Standards.

Our experience showed that the adaptation of the WCO Professional standards for the

national standards was feasible. The result of the Ukrainian pilot project confirms the feasibility to unify the standards of training and vocational training of customs officers all over the world.

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Аннотация

Ченцов В, Павленко О. Адаптация профессиональных стандартов ВТамО на национальном уровне: опыт Украины (статья). – Минск, 2009.

В статье рассматриваются вопросы модернизации обучения и подготовки таможенных кадров Украины в соответствии со стандартами Всемирной таможенной организации.

Annotation

Viktor Chentsov, Olena Pavlenko. Adaptation of the WCO professional standards on the international level: experience of Ukraine (article). – Minsk, 2009.

In article questions of modernisation of training and preparation customs специалистов Ukraine according to standards World of the Customs Organisation are considered.