OCEANIA CUSTOMS ORGANISATION

STRATEGIC PLAN (2022-2027)

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FOREWORD – CHAIRPERSON OF OCO

It is with much pleasure that I introduce and present the new Strategic Plan for the Oceania Customs Organisation (OCO) that covers the period 2022-2027.

Six strategic priority areas have been incorporated into the Plan and a Measurement and Evaluation Framework has been developed to ensure appropriate action is taken on each of the respective goals listed under these strategic areas which are:

- Customs leadership
- Law enforcement and border security
- Trade management and facilitation
- Revenue management and compliance
- Institutional strengthening of small Member administrations.
- Institutional Strengthening of the OCO Secretariat

This Strategic Plan has been prepared over a period of seven months with the assistance of two New Zealand-based consultants and is the product of extensive consultations and dialogue with OCO members, partner organisations, regional stakeholders and OCO staff.

The OCO is a dynamic and professional organisation which is staffed by very competent officers. I have every confidence that the Plan will augur well for Member administrations over the next five years.

I commend this Plan to our Governments, Members and partners.

Xavier Mitchell
Chairperson
Oceania Customs Organisation

LIST OF ACRONYMS

AEO	Authorised Economic Operator
ABF	Australian Border Force
APAN	All Partner Access Network
API	Advance Passenger Information
ASYCUDA	Automated Systems for Customs Data
CCES	Centre for Customs and Excise Studies
CDS	Customs Declaration System
CHARM	Customs Head of Administration Regional Meeting
EQAP	Educational Quality and Assessment Programme
FIC	Forum Island Countries
FTA	Free Trade Agreement
HS2022	Harmonised System 2022
HoS	Head of Secretariat
IONICS	Project ION Incident Communication System
IPR	Intellectual Property Rights
M & E	Monitoring and Evaluation
MOU	Memorandum of Understanding
OCO	Oceania Customs Organisation
OPSCA	OCO Pacific Small Craft Application
OPSF	OCO Professional Standard Framework
OSCF	OCO Secretariat Capability Framework
PACHS	Pacific Harmonised System
PCA	Post Clearance Audit
PIFS	Pacific Islands Forum Secretariat
PNR	Passenger Name Record
PPIU	PACER Plus Implementation Unit
RKC	Revised Kyoto Convention
ROO	Rules of Origin
SAD	Simplified Administrative Documents
SAFE	Standard to Secure & Facilitate Global Trade
SITC	Standard International Trade Classification
SPC	Pacific Community
TFA	Trade Facilitation Agreement
TRS	Time Release Study
UNCTAD	United Nations Conference on Trade and Development
WCO	World Customs Organisation
WHO	World Health Organisation
WTO	World Trade Organisation

1. INTRODUCTION

The Strategic Plan covers the period 2022-2027, which coincides with the conclusion of the 2017-2022 Strategic Plan.

OCO is forecasting changes in international movements and anticipates the following developments:

- The impacts of the COVID-19 pandemic which will endure for some time
- Constantly evolving geo-political and socio-economic relationships impacting trade, including recent Chinese initiatives in the Pacific
- Greater international harmonisation of systems, policies and protocols, including intelligence sharing
- Increased workload for Customs
- Increased volume and speed of movement of goods and people
- Streamlining of Customs processes through digitisation and other mechanisms
- Continuing increase in e-commerce
- Enhanced data collection
- Increased costs
- Increased intelligence sharing
- Emerging players in the shipping and goods movement industry
- Enhanced capacity to track and monitor goods
- Better cooperation between countries

OCO anticipates changes in the movement of illicit goods as follows:

- Increased contraband movement (drugs, counterfeit goods, money laundering, smuggling)
- Increase in new and innovative approaches by criminals to continue their illicit activities
- Increasing evasion of duties and taxes
- Increasing difficulty in detection of illicit goods due to increasingly sophisticated methods of concealment
- Increase in cyber-enabled criminal activity, cybercrime and related threats

OCO will strive to take active steps towards future readiness which is critical to the success of the Organisation and its Members. This Strategic Plan sets out the actions required to achieve this.

2. OCEANIA CUSTOMS ORGANISATION

The Oceania Customs Organisation (OCO) was established in 1986 originally with six-member Customs organisations under the Customs Head of Administration Regional Meeting (CHARM), it became OCO in 1998 and progressively expanded until in 2011, Timor Leste became the most recent member.

The OCO comprises twenty-three nations and territories that are autonomous Customs jurisdictions in the Pacific. The twenty-three-member countries comprise sovereign nations and territories that are autonomous Customs jurisdictions in the Pacific. These include American Samoa, Australia, Cook Islands, Fiji, Federated States of Micronesia, French Polynesia, Guam, Kiribati, Republic of Marshall Islands, Nauru, New Caledonia, New Zealand, Niue, Commonwealth of Northern Mariana Islands, Palau, Papua New Guinea, Samoa, Solomon Islands, Timor Leste, Tonga, Tuvalu, Vanuatu and Wallis and Futuna.

The main business of OCO in the formative years was to facilitate the Annual Conference and to coordinate communication and information sharing among members. Since that time, Customs reform, and modernisation has been an important strategic objective as it has become apparent that the growth of international trade together with cross-border fraud and smuggling in the prior years had substantially increased the workload of Customs.

Members' characteristics vary substantially from small microstates and territories that have very small cross-border terms of trade that are heavily import-dependent, to much bigger well-developed member countries and territories that have relatively large terms of trade, including commodity exports. These widely varying characteristics underscore the work of the OCO in meeting the expectations of its members, as well as the demands of increasing global trade and cross-border movement of people, capital, goods, and services.

Eight OCO members are also members of the World Customs Organisation (WCO), and eight members are also members of the World Trade Organisation (WTO).

3. VISION AND MISSION STATEMENT

The OCO Vision Statement is:

> The OCO to be recognised as a dynamic Regional Customs Secretariat that collaborates with regional and global partners to develop and deliver high quality and sustainable outputs to Member administrations.

The OCO Mission Statement is:

> The OCO to facilitate and help administrations to align with Customs international standards and best practices.

4. OCO CORE BUSINESS

OCO delivers capacity building, coordinates and facilitates regional cooperation and information sharing amongst Members to assist in achieving outcomes for them in the region.

5. CORE FUNCTIONS OF THE OCO SECRETARIAT

The existing six core functions of the OCO Secretariat, as detailed below, will be adopted for this Strategic Plan.

- To collaborate with development partners, other regional organisations and international bodies to support OCO and member administrations in the funding and implementation of approved OCO strategic plans and programmes;
- To promote and facilitate the establishment of common standards for legislative frameworks, streamline procedures, simplified documentation and comparable automation platforms for the Pacific;
- To assist to build good governance and effective leadership;
- To enhance cooperation and effectiveness in the delivery of regional approaches to revenue collection, trade facilitation, border security and combatting of cross border criminal activities;
- To coordinate, monitor and report on the implementation of the decisions of the OCO Conference; and
- To promote regional coordination to assist Member administrations and in particular the small Member administrations to achieve their priority national outcomes.

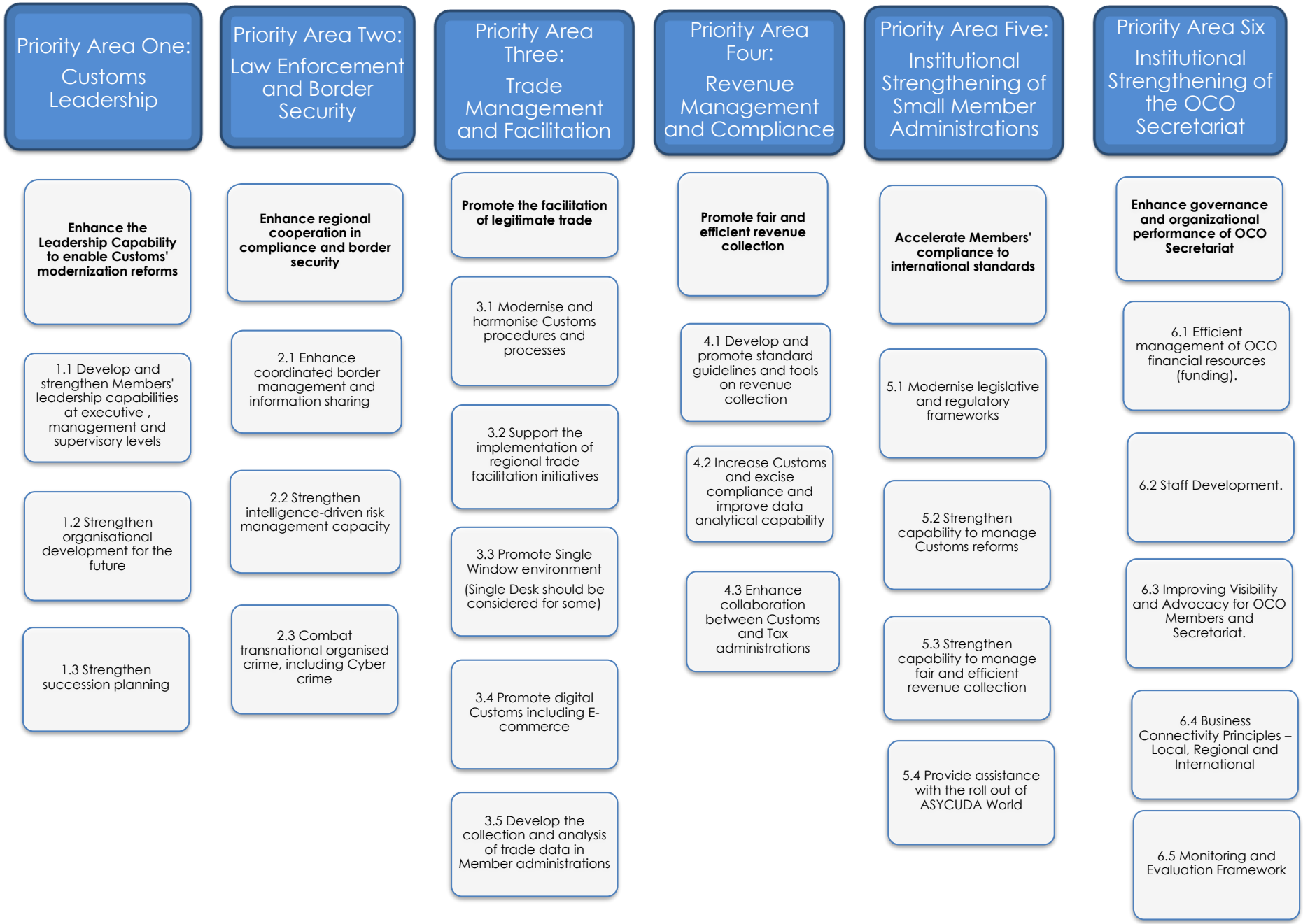
6. STRATEGIC PRIORITY AREAS

There are six priority areas that will be addressed. They are of equal importance and significant work has already been undertaken in most of them as part of implementing the 2022-2027 Strategic Plan.

The priority areas are as follows:

Priority Area One	:	Customs Leadership
Priority Area Two	:	Law Enforcement and Border Security
Priority Area Three	:	Trade Management and Facilitation
Priority Area Four	:	Revenue Management and Compliance
Priority Area Five	:	Institutional Strengthening of Small Member Administrations
Priority Area Six	:	Institutional Strengthening of the OCO Secretariat

Details of the Priority Areas are summarised in the Chart and then set out in the following tables.


Priority Area One: Customs Leadership
Enhance the Leadership Capability to enable Customs' modernization reforms
1.1 Develop and strengthen Members' leadership capabilities at executive , management and supervisory levels
1.2 Strengthen organisational development for the future
1.3 Strengthen succession planning
Priority Area Two: Law Enforcement and Border Security
Enhance regional cooperation in compliance and border security
2.1 Enhance coordinated border management and information sharing
2.2 Strengthen intelligence-driven risk management capacity
2.3 Combat transnational organised crime, including Cyber crime
Priority Area Three: Trade Management and Facilitation
Promote the facilitation of legitimate trade
3.1 Modernise and harmonise Customs procedures and processes
3.2 Support the implementation of regional trade facilitation initiatives
3.3 Promote Single Window environment (Single Desk should be considered for some)
3.4 Promote digital Customs including E-commerce
3.5 Develop the collection and analysis of trade data in Member administrations
Priority Area Four: Revenue Management and Compliance
Promote fair and efficient revenue collection
4.1 Develop and promote standard guidelines and tools on revenue collection
4.2 Increase Customs and excise compliance and improve data analytical capability
4.3 Enhance collaboration between Customs and Tax administrations
Priority Area Five: Institutional Strengthening of Small Member Administrations
Accelerate Members' compliance to international standards
5.1 Modernise legislative and regulatory frameworks
5.2 Strengthen capability to manage Customs reforms
5.3 Strengthen capability to manage fair and efficient revenue collection
5.4 Provide assistance with the roll out of ASYCUDA World
Priority Area Six Institutional Strengthening of the OCO Secretariat
Enhance governance and organizational performance of OCO Secretariat
6.1 Efficient management of OCO financial resources (funding).
6.2 Staff Development.
6.3 Improving Visibility and Advocacy for OCO Members and Secretariat.
6.4 Business Connectivity Principles – Local, Regional and International
6.5 Monitoring and Evaluation Framework

Priority Area One

CUSTOMS LEADERSHIP

Overall Objective : Enhance the Leadership capability to enable Customs' modernisation reforms

Specific Objectives	Outputs
Develop and strengthen Members' leadership capabilities at executive management and supervisory levels	• Strengthen the implementation of the current OCO Professional Standards Framework (OPSF). • Facilitate executive and management programmes with a continued focus on women in leadership • Develop mentoring and internship programmes and modules • Develop front line supervision training • Develop a train the trainer program • Provide ethics and governance training
Strengthen organisational development for the future	• Conduct annual training needs analysis for individual Members • Facilitate and promote the use of relevant WCO and OCO E-learning modules • Develop a Gender Equality Plan for Customs • Policy and Legislative skill development • Develop a pathway to be a recognised accredited Customs training provider • Secretariat and Member engagement at regional and international forums. • Build and maintain a Customs Expert database
Strengthen succession planning	• Development of executive and leadership courses for Member administrations • Conduct a regional workshop on Corporate Governance and Succession Planning for Member administrations

Priority Area Two

LAW ENFORCEMENT AND BORDER SECURITY

Overall Objective : To enhance regional cooperation in compliance and border security.

Specific Objectives	Outputs
Enhance coordinated border management.	• Enhance intelligence and enforcement information sharing capability amongst Member administrations • Strengthen coordination between border and law enforcement agencies 'through joint policy and program development and joint operational exercises. • Command and control training • Multi agency Multinational desk top exercises on trans national crime. • Head of Law enforcement conference • Border Fundamentals Management Course ABF (Small Craft Search Course)
Strengthen intelligence-driven risk management capacity	• Risk management training to assist with profiling and targeting on suspicious trade and travel. • Training on Passenger Name Record (PNR) & API (Advance Passenger Information)
Combat transnational organised crime, including Cyber crime	• Promote the information sharing arrangement and encourage members collaboration • Coordinate and facilitate collaborations with law enforcement agencies to disrupt transnational organised crime • Improve law enforcement capacity on IPR border protection • Facilitate and develop the use of computer forensics • Encourage OPSCA use and develop expertise through training • Train members on the use of modern information sharing tools eg. OPSCA, PICs, IONICs, nComm and APAN • Maritime Domain Awareness Training • Delivery of CCES Enforcement Modules to achieve enhanced contemporary methods of regulatory compliance and enforcement. • X-ray Image training • Health and Environment Targeting operation on tobacco with WHO

Priority Area Three

TRADE MANAGEMENT AND FACILITATION

Overall Objective : To promote the facilitation of legitimate trade

Specific Objectives	Outputs
Modernise and harmonise Customs procedures and processes	• Adoption by 5 additional members of the Revised Kyoto Convention (RKC) Gap analysis conducted on selected members to measure compliance with Customs related International Conventions and Standards • Assist members to address gaps identified.
Support the implementation of regional trade facilitation initiatives	• Support Members with the implementation of relevant regional trade agreements. • Conduct Time Release Study (TRS) on selected members • Support selected Members to implement the Authorised Economic Operator (AEO) Programmes • Work with the regional partners to coordinate Customs' initiatives in the region
Promote Single Window environment (Single Desk should be considered for some)	• Conduct awareness training on the Single Window framework and Tools • Awareness building on the option of the Single Desk concept
Promote digital Customs including the facilitation of E-commerce	• Review/assess Members' Legal and Regulatory Framework to support E-commerce • Workshop on Cross-border E-commerce • Accelerate the implementation of the WCO Framework of Standards for Cross-Border E-Commerce. • Develop a template of simplified Customs Declaration (SAD) at FICs' post offices, and interface with customs systems
Develop the harmonised collection and analysis of trade data in Member administrations	• Collaborate with regional and international partners on developing a common Customs trade database base on the Harmonised System • Harmonise extraction of Customs, trade data and statistics to assist analysis and policy decision making.

Priority Area Four

REVENUE MANAGEMENT AND COMPLIANCE

Overall Objective : To promote fair and efficient revenue collection.

Specific Objectives	Outputs
Develop and promote standard guidelines and tools on revenue collection	• Promote and guide members on the implementation of the PACHS2022. • Valuation and Rules of Origin Training • Update relevant tools and guidelines on PCA for members use. • Conduct Train the Trainers on PCA
Increase Customs and excise compliance and improve data analytical capability	• Support the modernisation and alignment of excise processes and systems. • Develop Members' capabilities on data analysis • Conduct awareness training on the non-tariff measures that complies with international convention.
Enhance collaboration between Customs and Tax administrations	• Implement joint regional Customs and Tax initiatives on common areas such as compliance, valuation and other revenue related areas. • Develop information exchange mechanisms between Tax and Customs administrations.

Priority Area Five

INSTITUTIONAL STRENGTHENING OF SMALL MEMBER ADMINISTRATIONS*

Overall Objective : Accelerate Members' compliance to international standards

Specific Objectives	Outputs
Modernise legislative and regulatory frameworks	• Align legislation to the Revised Kyoto Convention and other relevant international instruments. • Develop a Pacific Customs regional framework on the implementation of international Conventions
Strengthen capability to manage Customs reforms	• Support the enhancement of technical and management capability and institutions • Implement digital capacity to advance Customs modernisation • Regular dialogue with Small Islands members on their needs.
Strengthen capability to manage fair and efficient revenue collection	• Support the implementation of PACHS2022 and subsequent amendments • Develop the capability of Members on application of the WTO Valuation and Rules of Origin • Develop the capability of Members to interpret and implement relevant legislation and regulations
Provide support to the roll out of ASYCUDA World	• Collaborate with UNCTAD in the roll out of Asycuda to members countries. • Develop a sustainable plan for the Asycuda system for members

* The definition and composition of the "Small Member administrations" category is reviewed at each Annual Conference as part of the consideration of the Membership Fee Structure.

Note: Other objectives relevant to Small Member administrations are reflected in the other Priority Areas applicable to all Members.

Priority Area Six

INSTITUTIONAL STRENGTHENING OF THE OCO SECRETARIAT

Overall Objective : To Enhance Governance and Organisational Performance of OCO Secretariat

Specific Objectives	Outputs
Efficient management of OCO financial resources (funding).	• Review internal policy and procedures to reflect best practice. • Development of the OCO Secretariat Capability Framework (OSCF). • Develop a robust budget process • Develop a sustainable business continuity financing plan • Develop an asset maintenance policy
Staff Development.	• Identify relevant professional development opportunities for staff. • Implement the OSCF with a view to be the employer of choice in the region.
Improving Visibility and Advocacy for OCO Members and Secretariat.	• Develop and strengthen the advocacy and communications strategy • Coordinate and facilitate implementation of the OCO Annual Conference decisions • Facilitate and coordinate regular dialogue between members and OCO at all levels
Strengthen regional and international public and private stakeholder engagements.	• Promote regional coordination and cooperation in achieving Members' priority national outcomes • Promote collaboration with regional and international partners organisations and donors on implementation of OCO strategic plans and work programmes
Monitoring and Evaluation (M&E) Framework	• Develop and strengthen the M&E Framework • Independent review of the M&E Framework

7. CAPABILITY FRAMEWORK

OCO has produced the OPSF for members and will develop the OSCF for staff. The OPSF is aligned to the WCO competency-based framework which identifies the need for a professional, competency-based approach where training and organizational culture serve to support efficient and pro-active staff competencies. The implementation of the Capability Framework will determine the pace and progress of the Strategic Plan within the financial and resource constraints to which the OCO is subject.

The development of the OSCF under Priority Area Six and its implementation will enhance the governance and organisational performance of the OCO Secretariat which will be reflected in the execution of the Strategic Plan.

OCO PROFESSIONAL STANDARDS FRAMEWORK

Diploma in Regional Customs Management	**Theory**			**Workplace Project**			**Theory, Practice and Assessment**			**Specialist Subjects**
Certificate IV in Regional Customs Administration	**Rules of Origin**	**Valuation**	**Risk Management**	**Customs Tariff**	**Enforcement and Compliance**	**International Trade Transaction**	**Trade Facilitation**	**Cargo and Travelers: Principles & Procedures**	**Legislation**	**Ethics and Governance**	**Train the Trainer**
Certificate III in Regional Customs Administration	**Rules of Origin**	**Valuation**	**Risk Management**	**Customs Tariff**	**Enforcement and Compliance**	**International Trade Transaction**	**Trade Facilitation**	**Cargo and Travelers: Principles & Procedures**	**Legislation**	**Ethics and Governance**	**Intellectual Property**
Induction Program	**Introduce newly recruited officers to basic Customs Procedures**					• **Structures, roles, values, ethics and functions of the administration** • **Basic information about Customs Laws, procedures and practices, international agreements and conventions and the environment of Customs etc.**					

8. MONITORING AND EVALUATION FRAMEWORK

A Monitoring and Evaluation Framework has been developed to ensure that the objectives and targets set in the Strategic Plan are achieved. Noting this is provided in a separate document.

9. MID-TERM REVIEW

This Plan will be formally reviewed at its mid-point viz 2024/25.

Appendix 1: a. Pacific Islands & Territories Members Basic Profile

Member Country	Land Area (km^2)	Population (Est)	Gross Domestic Product (GDP) - current prices				Overseas Trade (Thousand US)		
			Currency	Total (000)	Per Capita (USD)	Year	Export	Imports	Year
American Samoa	199	56,800	USD	709,000	12,482	2020	353,215	711,567	2019
Cook Islands	237	15, 300	NZD	437,011	28,562	2020	29,966	161,888	2020
Federated States of Micronesia	701	105,500	USD	401,132	38,022	2018	46,770	197,980	2018
Fiji	18,333	895,000	FJD	9,707,300	10,846	2020	1,791,957	3,753,224	2020
French Polynesia	3,521	278,900	XPF	593,643,000	21,285	2020	7,458,575	177,420,463	2020
Guam	541	176,700	USD	5,844,000	33,073	2020	na	35,887	2020
Kiribati	811	118,700	AUD	262,883	22,146	2020	13,472	192,937	2020
Marshall Islands	181	54,600	USD	244,462	44,773	2020	na	na	2020
Nauru	21	11,700	AUD	170,200	14,547	2020	11,772	63,116	2018
New Caledonia	18,576	273,000	XPF	988,000,000	36,190	2020	177,860	270,722	2020
Niue	259	1,600	NZD	46,768	2,923	2019	854	18,105	2020
Northern Mariana Islands (CNMI)	457	56,600	USD	1,182,000	20,883	2019	na	427,373	2020
Palau	444	17,900	USD	257,674	14,395	2020	6,747	149,490	2020
Papua New Guinea	462,840	8,934,500	PGK	85,348,000	9,552	2020	36,959,649	16,119,440	2020
Samoa	2,934	198,600	SAT	2,177,397	10,963	2020	99,340	828,650	2020
Solomon Islands	28,230	712,100	SBD	12,448,193	1,748	2020	4,531,495	4,778,319	2018
Timor Leste	14,609	1,245,000	USD	1,441,719	1,158	2014	11,704	487,969	2014
Tonga	749	99,800	TOP	1,129,246	11,315	2020	35,401	526,246	2020
Tuvalu	26	10,600	AUD	65,213	6,152	2020	69	49,163	2020
Vanuatu	12,281	294,700	VUV	100,771,000	3,419	2018	5,308,000	34,620,000	2020
Wallis & Futuna	142	11,400	XPF	15,000,000	13,157	2015	na	7,014,222	2020

Source: SPC

Appendix 1.b. Member Customs Administration Profile

Member	HCS	Revised Kyoto Convention	WTO Valuation Agreement	Risk Management	Automation	Arusha Declaration	Post Clearance Audit
American Samoa	X	No	No	X	X	No	No
Australia	2022	Yes	Yes	Yes	ASYCUDA World	Yes	Yes
Cook Is	2017	Yes	Yes	Yes	CusMOD	Yes	Yes
CNMI	2022	No	No	No	INA	No	No
Fiji	2022	Yes	Yes	Yes	ASYCUDA World	Yes	Yes
FSM	2017	No	No	No	PC Trade	No	No
French Polynesia	2007	Yes	Yes	No	INA	Yes	N/A
Guam	X	No	No	X		No	N
Kiribati	2017	Yes	Yes	Yes	ASYCUDA	Yes	Yes
Nauru	2017	Partial	No	No	ASYCUDA	No	No
New Caledonia	2007	Yes	Yes	No	INA	Yes	X
New Zealand	2022	Yes	Yes	Yes	ASYCUDA World	Yes	Yes
Niue	2017	No	No	No	PC Trade	No	No
Palau	2017	No	Yes	Yes	CIS	No	No
PNG	2022	Yes	Yes	Yes	ASYCUDA World	Yes	Yes
RMI	X	X	No	No	No	No	No
Samoa	2017	Yes	Yes	No	ASYCUDA World	Yes	No
Solomon Is	2017	Partial	Yes	Yes	ASYCUDA World	Yes	Yes
Timor Leste	2017	No	No	X	ASYCUDA	Yes	Yes
Tonga	2017	Partial	Yes	Yes	CMS	Yes	Yes
Tuvalu	2017	Yes	Yes	Yes	ASYCUDA World	No	Yes
Vanuatu	2022	Yes	Yes	Yes	ASYCUDA	Yes	Yes
Wallis & Futuna	X	No	Yes	No	INA	No	No

X - Not implemented ; INA - Informaton Not Avalaible