# ACTIVITIES OF THE WORLD CUSTOMS ORGANIZATION IN PROMOTING GENDER EQUALITY AT CUSTOMS

Purpose. The article highlights the main stages of formation and development of the World Customs Organization's legal framework for promoting gender equality and diversity at customs. The author emphasizes that in the science of international law, the issue of the WCO's activities in promoting gender equality at customs has not been the subject of research at the doctrinal level.

Method. The article uses the systematic method to analyze the genesis and further evolution of the WCO norms on gender equality; the formal logical method is used to analyze the legal basis of the WCO in the field of gender equality; the axiological method is used to characterize the gender equality in the practical activities of the WCO and the specialized institutions it has created.

Results. It is noted that the WCO's activities in this area were launched in 2013 when the international forum conference "Women in Customs, Trade and Leadership" was organized, which focused on the problems of observance of women's rights in the labour sphere; issues of taking into account women's potential and observance of gender equality and diversity in customs activities, etc. Subsequently, the WCO has developed legal instruments, including the following: WCO Declaration on Gender Equality and Diversity, Arusha Declaration (revised), Anti-Corruption and Integrity Program (A-CIP), Model Code of Ethics and Conduct, WCO policy documents (Strategic Plan 2022-2025, Implementation Plan 2023/2024), etc. that contain fundamental norms on gender equality and diversity and impose obligations on WCO member states to implement them in the activities of customs. The article focuses on the practical activities of the WCO in this area. The role of specialized institutions aimed at facilitating the exchange of experience and promoting the principle at the strategic level is emphasized: Gender Equality and Diversity Network, Virtual Working Group on GED.

Conclusions. The author concludes that the inclusion of the issue of gender equality in customs by the WCO is aimed at increasing the level of protection of the rights of customs officers themselves from unlawful attacks on honour and dignity (for example, inclusion of provisions prohibiting sexual harassment, violence), observance by the administration of labour rights regarding decent and equal pay, conditions of employment and dismissal, occupation of positions, including managerial positions, by representatives of both sexes, etc. As well as the observance by customs personnel of the rights of persons using customs services, which in turn will undoubtedly increase the level of public confidence in the employees of these structures.

**Key words:** gender equality, ethical standards, protection, human resources, international organization, human rights, personnel.

JEL Classification: K33.

#### Tetiana SYROID,

Head of the Department of International and European law V.N. Karazin Kharkiv National University, Doctor of Juridical Sciences, Professor t.l.syroid@karazin.ua orcid.org/0000-0002-8165-4078

### Oleksandra KALMYKOVA,

Assistant Professor at the International Law Department Istanbul University, Candidate of Juridical Sciences okalmykova@istanbul.edu.tr orcid.org/0000-0002-3829-1478

Introduction. Gender equality is a fundamental human right, proclaimed as a principle of equality between men and women by the UN Charter of 1945 (Preamble, Article 8) (UNC 1945), it is also a necessary basis for a peaceful, prosperous and sustainable world. Promotion of gender equality is crucial for all areas of a healthy society: from reducing poverty to improving the health, education, protection and well-being of men and women, girls and boys. Women and girls make up half of the world's population and thus half of its potential. However, gender inequality persists everywhere and hinders social progress.

The process of developing and adopting gender-based norms took many years. Its essence lies not only in the development and updating of the legal framework, but also in the creation by the international community of additional controlling bodies, expansion of their powers and improvement of their activities. The principle of gender equality was developed in the Universal Declaration of

Human Rights of 1948, with the adoption of which gender equality became part of international human rights law. This landmark document in the history of human rights recognized that "All human beings are born free and equal in dignity and rights" (Article 1) and that "everyone is entitled to all the rights and freedoms set forth in the present Declaration, without distinction of any kind, such as race, colour, sex, language, religion, ... origin or other status" (Article 2) (UDHR 1948). The norms of gender equality are an integral part of the International Covenant on Civil and Political Rights of 1966, according to which "all persons are equal before the law and are entitled without any discrimination to the equal protection of the law. In this respect, discrimination of any kind shall be prohibited by law and the law shall guarantee to all persons equal and effective protection against discrimination on any ground such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status (Article 26) (ICCPR 1966).

Subsequently, the principle of gender equality was reflected in international acts of universal and regional levels relating to various areas of human rights: ensuring political rights, combating discrimination, labour relations, economic sphere, etc. (Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others of 1949, Convention on the Political Rights of Women of 1952, The Convention on the Elimination of All Forms of Discrimination against Women of 1979, the International Covenant on Economic, Social and Cultural Rights of 1966 (Articles 3, 6, 7, 8), the Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others of 1993, the International Labour Organization Conventions No. 100, No. 111, No. 156, No. 190, No. 198, Council of Europe Convention on preventing and combating violence against women and domestic violence of 2011 (Istanbul Convention), etc. Furthermore, gender equality is a priority of the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals (SDGs), adopted by world leaders in 2015, which embody a roadmap for sustainable progress that leaves no one behind. Each of the 17 SDGs assigns an exceptionally important role to women, with many targets directly aimed at recognizing women's equality and promoting their empowerment. Thus, Goal 5 directly refers to "achieving gender equality and empowering all women and girls" (SDG 2030).

The inclusion of gender equality and diversity (hereinafter referred to as GED) in the capacity building and development programs of international intergovernmental organizations, in particular the World Customs Organization (hereinafter referred to as WCO) (founded in 1952 as the Customs Cooperation Council (CCC)(CECCC 1952), which is an independent intergovernmental body whose mission is to improve the efficiency of customs administrations), which represents 185 customs administrations (as of 2024) around the world, makes it possible to promote this principle in the activities of customs. This process has a significant impact on the human resources involved in the functioning of customs.

The above indicates the **relevance of** the chosen research topic and its importance for guaranteeing and protecting the rights of employees of international intergovernmental organizations, in particular the WCO, and promoting the principle of gender equality at customs.

**State of development of the issue.** It should be noted that in the science of international law, the general issues of customs cooperation, the status of the World Customs Organization, trade facilitation and women's participation, the activities of international intergovernmental organizations and the status of personnel, and human rights violations are addressed by both domestic and foreign authors, including: I. Kolodii, A. Kredisov, Ya. Musyka, I. Panov, S. Perepiolkin, L. Fomina, P. Fomin, De Wulf, Luc, Héctor Hugo Juárez Allende, Carsten Weerth, Sokol, José B., Tadatsugu Toni Matsudaira, and others. At the same time, the issue of the WCO's activities in promoting the principle of gender equality at customs has not been the subject of a doctrinal study.

The purpose of the article is to highlight the issue of the WCO's implementation of the principle of gender equality at customs and its importance for the activities of staff and the public.

**Methodological basis.** The following methods of scientific cognition were used in writing the article: the systemic method was used to analyze the genesis and further evolution of the WCO norms on gender equality; the formal logical method was used to analyze the legal basis of the WCO on gender equality; the axiological method was used to characterize the gender equality in the practical activities of the WCO and the specialized institutions it has created.

### WCO activities in the development of legal instruments to ensure gender equality

Getting down to the main material, it should be noted that the World Customs Organization, being the global center of customs expertise and the only international organization with competence in customs

matters that can fairly call itself the voice of the international customs community, given the number of its members, began its work on promoting gender equality in customs in 2013, when it organized the international conference "Women in Customs, Trade and Leadership", which brought together 160 participants from 50 countries. The conference addressed the problems faced by women traders and raised the issue of the need to involve women's organizations in discussions on international trade. During the conference, the speakers reviewed a number of challenges faced by women traders, as well as a number of initiatives, including customs reform, which the international donor community is undertaking to address these challenges. They also spoke of the importance of engaging men in discussions on gender equality, and of having a wide range of women's organizations participate in discussions with the international trade community, including customs, if women are to contribute fully to social and economic life, and to the development of their communities and societies through trade.

The forum also noted that customs administrations play an important role in supporting the economic empowerment of women, especially women traders. Those administrations that consult with traders - especially women's business associations - and provide clear information on customs procedures can play a very constructive role in supporting women's economic empowerment, including their participation in international trade. Further initiatives proposed at the conference included product-specific customs information with a focus on goods predominantly traded by women, as well as dedicated customs clearance channels for women.

The conference benefited from concrete examples of how women's leadership is manifested at the organizational level, both inside and outside the customs community. The forum argued that women's leadership could help reduce corruption, increase employee engagement, and improve teamwork. Most importantly, delegates heard a range of perspectives on how diverse organizations - those that bring out the best in men and women - can benefit enormously from a broader range of talent (WCO Conference 2013).

As a result of the conference, the WCO developed the Gender Equality Organizational Assessment Tool (GEOAT), which aims to help Customs administrations assess their policies, practices and activities to see how they can address GED in a holistic manner within their various areas of competence, both internally in human resource management and externally in border operations and stakeholder engagement. With the support of members, WCO updated the tool in 2019, adding new content, including definitions of GED-related concepts, a section on how to implement gender mainstreaming through project management, and new cross-cutting indicators needed to implement gender mainstreaming.

As part of the Gender Equality and Diversity component of the West Africa Security Project (WASP), further updates have been made to make the tool more user-friendly. A new dedicated section on safety and security has also been developed and a template has been added to assist member states in conducting a self-assessment (WCO promotes GED).

The WCO has developed legal instruments aimed at ensuring gender equality and diversity. A key milestone in this direction was the adoption by the WCO Council in December 2020 of the WCO Declarations on Gender Equality and Diversity (DCCCGE 2020). The document calls on all customs administrations to pursue a policy of non-discrimination on the basis of gender or ethnicity and/or other grounds in accordance with the anti-discrimination laws in force in the Member States. Calls on Member States to ensure that all customs officers are treated fairly, based on their performance and ability to perform their work, and that they have equal opportunities in terms of recruitment, career development, salary, benefits, disciplinary measures, termination of employment and dismissal. Encourages customs administrations to share their experiences in implementing gender equality and diversity in customs; encourages customs administrations to share best practices in methodologies for tracking and evaluating the effectiveness of the implementation of gender equality and diversity in customs, including the collection of gender-disaggregated data to encourage voluntary reporting of work in this area. Advocates for enhanced cooperation with all stakeholders on gender equality and diversity, including other government agencies (OGAs), private sector representatives (including women entrepreneurs' associations) and border guard associations, and calls for a strengthened harmonized and coherent approach to creating a gender equitable and inclusive work environment at all stages of the trade process. Supports the promotion of a work-life balance among customs officers by providing them with flexible working conditions to the extent possible in order to create a healthy working environment. Emphasizes the importance of preventing any type of harassment and/or gender-based violence among customs officers or by customs officers against the public and vice versa in all areas of customs work. Encourages customs administrations to continue to create opportunities for women and other underrepresented groups of employees to take up leadership positions through targeted initiatives, such as mentoring programs, and encourages the WCO Secretariat to commit to disseminating gender equality and diversity policies as an example to customs administrations.

It should be noted that the legal acts adopted by the WCO aimed at ensuring integrity are also relevant to the promotion of gender equality and diversity. Among the legal instruments of the WCO is the Arusha Declaration adopted in 1993 (81/82 Council Session), revised in 2003 (101/102 Council Session) (Revised Arusha Declaration 2023), dedicated to effective management and integrity at customs. It emphasizes that the issue of integrity is of paramount importance if customs authorities are to gain and maintain the trust and confidence of the public. The Declaration recognizes the negative impact of corruption on the effective functioning of a particular governing body and establishes principles that should be taken into account by customs authorities when developing their national programs to ensure integrity at customs. In our opinion, the following principles have a significant impact on ensuring gender equality: 1) adoption and development of norms regulating the behaviour of customs service personnel (principle 7, Standards of Conduct); 2) establishing requirements for the conditions of recruitment and employment of staff (ensuring sufficient salaries, other remuneration and conditions to enable customs officers to maintain a decent standard of living; recruiting and retaining staff who have and are likely to maintain high standards of integrity; ensuring that selection and promotion procedures are free from bias and favoritism and are based on merit, etc.) (principle 8, Human Resource Management); 3) maintaining morale and organizational culture, which involves ensuring proper training and professional development of customs officers upon recruitment and throughout their careers to continuously promote and reinforce the importance of maintaining high ethical and professional standards (principle 9, Morale and organizational culture). In 2019, the WCO has launched the Anti-Corruption and Integrity Promotion (A-CIP) Program 2019 in response to the recognized high costs of corruption in customs, offering a results-based approach to integrity-related capacity building initiatives.

The norms on gender equality and diversity are also reflected in the Model Code of Ethics and Conduct of the WCO. It regulates the behaviour of customs officers with the public, in particular, the document prohibits customs officers from engaging in any discriminatory actions based on race, nationality or ethnic origin, religion, age, sexual orientation, disability or any other discriminatory grounds (Article 3). It also imposes obligations to create a proper working environment for customs officers. It states that all employees have the right to a healthy and safe workplace free from discrimination and harassment, in which individual and organizational goals can be achieved. It emphasizes that commitments to fairness and non-discrimination are key to customs maintaining standards of fairness, ethical behaviour and accountability. All employees must be active in ensuring that the customs work environment is free from discrimination and harassment of any kind, including sexual harassment (Article 11.2).

Ensuring gender equality is at the centre of the WCO's policy documents, and is covered by the strategic objective - organisational development (SO4). Among these acts is the Strategic Plan for 2022-2025, which states that the main tasks of the organization will be to measure performance, gender equality and diversity, integrity, human resource management, realization of potential, strategy building and improvement of the pool of experts (Strategic Plan 2022-2025) (IV. Strategic Levels). To complement the Strategy, the Group also developed the 2022/2023 Implementation Plan and the 2023/2024 Implementation Plan, which focus on the implementation of the strategic goals set out in the 2022-2025 Strategic Plan.

#### WCO's practical activities to ensure gender equality

The WCO calls on all Customs administrations and the Secretariat to implement comprehensive and sustainable policies, procedures and measures to promote gender equality and diversity at customs in accordance with the obligations set out in the above-mentioned instruments of the organization. It also calls on governments, the private sector and members of the international community to support these provisions.

The WCO has also developed training materials to further assist its members in the practical implementation of gender equality, diversity and inclusion. This blended learning package, originally developed in 2018, has been continuously improved over the years to the point of developing e-learning modules with free access, which helps to expand the audience. Since 2020, the WCO has also included GED-related questions in its annual survey to monitor member countries' progress in this area.

In addition, the WCO regularly publishes guides on gender equality and diversity in customs, showcasing various examples of how its members are working to further advance this program in their respective administrations. Such guides were released in 2020 (first edition) (Compendium 2020) and 2023 (second edition) (Compendium 2023). The updated Compendium 2023 provide information on gender equality and diversity in the context of anti-corruption and integrity efforts at customs, including dispelling myths and preconceived notions about gender and integrity. It also presents the revised WTO Arusha Declaration from a gender perspective. It summarizes the key points of gender mainstreaming and integration in integrity project management, and provides examples of how gender equality and diversity can be realized when interacting with project stakeholders. It provides several examples of the importance of using gender-sensitive and inclusive language when it comes to honesty. Finally, it provides some thoughts on further ways in which customs administrations can consider gender equality and diversity in the context of anti-corruption efforts at customs, citing examples from the work of the WTO's A-CIP program, such as the Customs Integrity Perceptions Survey (CIPS) and the Next Generation Network (NGN).

To disseminate information, the WCO uses not only collections (guides) but also produces video material. For example, a video on the links between gender equality and integrity was launched on the occasion of the International Anti-Corruption Day in 2023 to help WCO members implement gender-sensitive and inclusive anti-corruption measures (see: https://www.youtube.com/watch?v=ctmWuaQqJq8).

It should also be noted that the WCO has created the following specialized institutions: 1. The WCO Virtual Working Group on GED (established in 2017) aims to provide a platform for members to share experiences and raise awareness of GEOAT. The group consists of appointed representatives of member countries and meets twice a year. For example, the topic of discussion with the WCO's Anti-Corruption and Integrity Program (A-CIP) in 2020 was the links between gender equality, inclusion and integrity. The participants concluded that corrupt behaviour is not a matter of gender, but rather a matter of personal attitude and influence. It was also emphasized that women and men experience, perceive and suffer from corruption differently, which should be taken into account when developing effective integrity strategies. Finally, it was also concluded that improving gender equality and inclusiveness in general could have a positive impact on the prevention of corruption. Participants also addressed various assumptions and misconceptions about gender and integrity, providing specific examples from their own experiences. It was concluded that corrupt behaviour is not a matter of gender, but of personal attitude and influence. It was also emphasized that women and men experience, perceive and suffer from corruption differently, which should be taken into account when developing effective integrity strategies. Finally, it has also been concluded that improving gender equality and inclusiveness in general can have a positive impact on the prevention of corruption (The WCO Virtual Working Group).

2. In 2022, the WCO launched the Network on Gender Equality and Diversity (hereinafter referred to as the Network) (Network GEDC 2022) - a high-level body that aims to facilitate the exchange of inspiring experiences on advancing this agenda at the strategic level. The Network, which meets annually through virtual conferences, advocates for the need and benefits of implementing gender-responsive and inclusive policies at customs and encourages increased and sustained support from senior management, as well as collaboration with private sector stakeholders on these issues. The Network intends to work with its members to continue this theme, in particular through its various capacity building programs and through the GED Virtual Working Group. The WCO Network on Gender Equality and Diversity in Customs is hosting an annual virtual global conference, launched on International Women's Day in 2022, to raise awareness and support ongoing work on gender issues. In particular, the focus of the 2023 conference was on staff engagement and GED assessment to increase gender equality and diversity in customs administrations.

Conclusions. Given the above, it should be noted that the WCO's inclusion of the issue of gender equality in customs is aimed at increasing the level of protection of the rights of customs officers themselves from unlawful attacks on honour and dignity (sexual harassment, violence), the administration's observance of labour rights regarding decent and equal pay, conditions of employment and dismissal, holding positions, including managerial positions, by representatives of both sexes, etc. As well as the observance by customs personnel of the rights of persons using customs services. Legal instruments developed by the WCO include: The WCO Declaration on Gender Equality and Diversity, the Arusha Declaration (revised), the Anti-Corruption and Integrity Program (A-CIP), the Model Code of Ethics and Conduct, and WCO policy documents (Strategic Plan 2022-2025, Implementation Plan 2023/2024) contain standards of conduct for customs personnel that should help guarantee the rights of customs

personnel and increase public confidence in the representatives of these structures. Multilateral forums that facilitate the exchange of experience and the development of norms of behaviour in ensuring gender equality are essential. Institutional structures, namely: The Gender Equality and Diversity Network and the GED Virtual Working Group are also designed to facilitate the exchange of experience and promote the principle at the strategic level.

**Prospects for further research** in this area are to highlight the implementation of gender norms in the customs legislation of the WCO member states.

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## ДІЯЛЬНІСТЬ СВІТОВОЇ МИТНОЇ ОРГАНІЗАЦІЇ У ПРОСУВАННІ ГЕНДЕРНОЇ РІВНОСТІ НА МИТНИЦІ

## Тетяна СИРОЇД,

завідувач кафедри міжнародного і європейського права Харківського національного університету імені В.Н. Каразіна, доктор юридичних наук, професор t.l.syroid@karazin.ua orcid.org/0000-0002-8165-4078

#### Олександра КАЛМИКОВА,

асистент професора кафедри міжнародного права Стамбульського університету, кандидат юридичних наук okalmykova@istanbul.edu.tr orcid.org/0000-0002-3829-1478

**Мета**. У статті висвітлюються основні етапи становлення та розвитку правової основи Світової митної організації щодо просування гендерної рівності і різноманітності на митниці. Підкреслено, що в науці міжнародного права питання діяльності WCO у просуванні гендерної рівності на митниці не стало предметом дослідження на доктринальному рівні.

**Методологія**. При написанні статті застосовано системний метод при аналізі тенези та подальшої еволюції норм WCO щодо гендерної рівності; формально-логічний метод використано при аналізі правового підгрунтя WCO у сфері забезпечення гендерної рівності; аксіологічний метод застосовано при характеристиці забезпечення гендерної рівності у практичній діяльності WCO та створених нею спеціалізованих інституцій.

Результати. Зазначено, що діяльність WCO в означеній сфері започатковано в 2013 році коли було організовано міжнародний форум конференцію «Жінки у митниці, торгівлі та лідерстві» в межах якої було приділено увагу проблемам дотримання прав жінок у трудовій сфері; питанням врахування жіночого потенціалу та дотримання гендерної рівності і різноманітності в діяльності митниць тощо. У подальшому WCO розробила правові інструменти серед яких слід вказати такі: Декларація WCO про гендерну рівність та різноманітність, Арушська декларація (переглянута), Програма сприяння боротьбі з корупцією та доброчесністю (A-CIP), Типовий кодекс етики та поведінки, програмні документи WCO (Стратегічний план на 2022—2025 рр., План впровадження 2023/2024) тощо, які містять основоположні норми щодо забезпечення гендерної рівності і різноманітності та покладають зобов'язання на держав-членів WCO імплементувати їх у діяльність митниць. Зосереджено увагу на практичній діяльності WCO в означеному напрямку. Підкреслено роль спеціалізованих інституцій, які мають за мету сприяння обміну досвідом і просуванню принципу на стратегічному рівні: Мережа з гендерної рівності і різноманітності, Віртуальна робоча група з GED.

**Висновки**. Обгрунтовано висновок про те, включення WCO питання щодо забезпечення гендерної рівності на митниці має за мету підвищити рівень захисту прав самих співробітників митниць від протиправних посягань на честь і гідність (напр.: включення норм щодо заборони сексуального домагання, насильства), дотримання адміністрацією трудових прав щодо гідної та рівної оплати праці, умов прийняття на роботу та звільнення, зайняття посад, у тому числі і керівних посад представниками обох статей тощо. А також дотримання персоналом митниць прав осіб, які користуються послугами митниць, що у свою чергу безперечно підвищуватиме рівень довіри населення до співробітників представників цих структур.

**Ключові слова:** гендерна рівність, етичні норми, захист, людські ресурси, міжнародна організація, права людини, персонал.