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# Customs Reform and Modernization Activities: Final Report

AMIR II Achievement of Market-Friendly Initiatives and Results

July 2006

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**JORDAN AMIR II**

Achievement of Market-Friendly Initiatives and Results

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**Customs Reform and Modernization Activities:  
Final Report, July 2003 to July 2006**

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## **Abstract**

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This report documents the progress made in Jordan on customs reform and modernization (CRM) during July 2003 to July 2006 through the USAID-funded AMIR Program. Specific areas covered include regulatory environment for international traders, points of continuing concern for the advancement of Jordan's border operations, and areas for potential further development in the Jordan Customs (JC) and other border-related regulatory agencies, and border operations generally. This report updates the prior report "Customs Reforms & Modernization Interim Report," prepared Walter Hekala in January 2006 that reported the status of the CRM activities from July 2003 to November 2005. The context of this report updates the previous report with the outcomes of the work that was in progress at that time.

## **Abbreviations and Acronyms**

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AMIR	Achievement of Market-Friendly Initiatives and Results Program
ARTS	Automated Reports Tracking System
ASEZ(A)	Aqaba Special Economic Zone (Authority)
ASEZSC	Aqaba Special Economic Zone Special Customs
BMTF	Border Management Task Force
CITS	Customs Integrated Tariff System
CRM	Customs Reform and Modernization
DG	Director General
GOJ	Government of Jordan
H. E.	His Excellency
HCDM	Human Capital Development and Management
HR	Human recourses
IU	Intelligence Unit
HS	Harmonized System
ISO	International Standards Organization
JCCAA	Jordan Customs Clearing Agents Association
JC	Jordan Customs
KPI	Key Performance and Indicators
MOU	Memorandum of Understanding
MENA	Middle East and North Africa
MIT	Ministry of Industry and Trade
NGO	Non Government Organization
OGAs	Other Government Agencies (other than Customs)
PMP	Project Management Professional
PSPI	Public Sector Policy Initiative
PM	Prime Minister
PMI	Project Management Institute
SAT	Systems Approach to Training
USAID	United States Agency for International Development
USCBP	United States Customs and Border Protection
WCO	World Customs Organization
WTO	World Trade Organization

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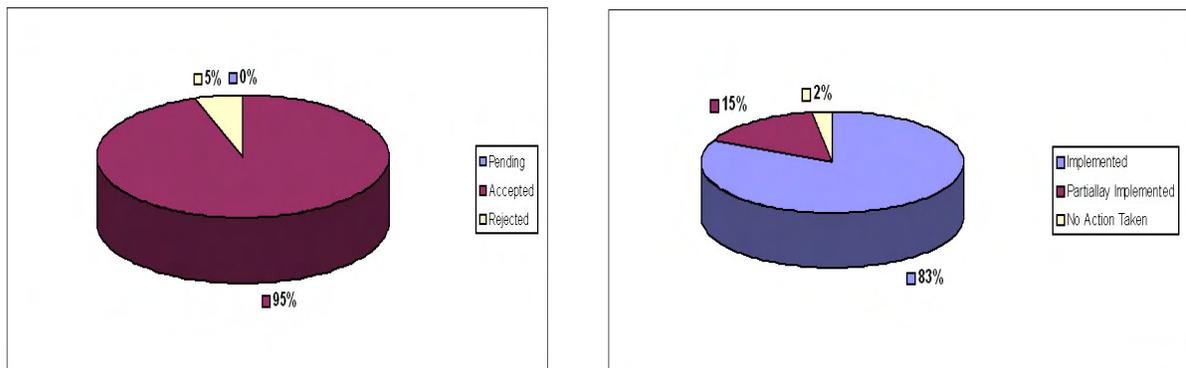
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## **Executive Summary and Recommendations**

As previously reported in the AMIR Program report “Customs Reforms & Modernization Interim Report,” prepared in January 2006 by Walter Hekala, the Jordan Customs (JC) has gained from the benefits of both phases of the USAID-funded AMIR Program. The long-term commitment of USAID funding recognizes that the customs administration as the primary gatekeeper at the border is a ‘make or break’ agency to promote international trade, processing of persons, and security of a nation, particularly in a troubled region. Prior to 2003, the investment from USAID in customs reforms followed the more traditional concerns of building capacity in basic customs functionality.

Beginning in the fourth quarter of 2003, the focus of the Customs Reform and Modernization (CRM) subcomponent of the AMIR Program shifted from reviewing the organization and providing recommendations to more hands-on project implementation. Accordingly, CRM subcomponent staff reduced the delivery of theoretical training to the JC. They also changed assistance to the development of specific projects<sup>1</sup> within the JC in partnership cooperation with USAID’s AMIR Program. Additionally, they introduced a new industry standard in the developmental industry for tracking and reporting on the response from counterparts to consultant recommendations, which they named the Automated Reports Tracking System (ARTS). Based on the ARTS tracking, as of the writing of this report, the JCD has accepted 95 percent of the 555 recommendations<sup>2</sup> from the 60 reports prepared by AMIR Program consultants and staff and implemented 83 percent of them.

**Figure 1. Automated Reports Tracking System: Statistical Report**



The new projects introduced into the CRM portfolio include shifting to an informed, voluntary compliance strategy within the JC. To address this strategy,<sup>3</sup> the CRM

<sup>1</sup> It is important to note that the shift in focus introduced significantly higher program risks than the traditional type of technical assistance, yet were justified by the prior investment in training and general capacity building.

<sup>2</sup> See Annex A.

<sup>3</sup> Informed, voluntary compliance simply means taking aggressive steps to make information readily available on the rules to follow for exporting and importing, and rewarding the entities that voluntarily follow those rules.

portfolio included both an information project and a voluntary compliance project. For the information pillar, CRM staff worked with the JC to launch the Customs (Comprehensive) Integrated Tariff System (CITS), a web-based information system. CITS is intended to be the single rulebook used by both government and the private sector for international trade regulatory compliance in Jordan. To promote voluntary compliance, CRM staff and consultants assisted in the development of the JC Golden List Program. The Golden List Program recognizes those businesses in which the JC has high confidence as being voluntarily compliant.

Another project that shifted from the more traditional customs reform and modernization activities was the introduction of the concept of multi-agency coordination. Customs does not stand alone with regulatory mandates at any country's borders. The JC recognized that while they are usually blamed when things go wrong at the borders, the problem often is not a direct result of customs. CRM, through a series of workshops, introduced a radically new concept for Jordan to address holistic border management. This is the formation of a task force comprised of members of key border agencies. A directive from the Prime Minister formed the Border Management Task Force (BMTF), giving it a one-year mandate beginning in March 2005 to develop high-level recommendations for better border management in Jordan. The BMTF completed recommendations to shift to a single border agency in Jordan. The Cabinet approved the concept of forming a single border agency with an interim period where two agencies, Public Security and Jordan Customs, would fulfill the border mandate for all other Jordan government agencies. The Prime Minister directed the formation of a BMTF II to draft the inter-agency agreements for consolidation. The BMTF II has not taken off and needs technical support that is no longer available due to the end of project financial constraints of the AMIR Program. Potentially the long delay between the AMIR Program's technical assistance and the proposed USAID-funded SABEQ project will not completely kill the momentum of the BMTF.

The final macro level project in the CRM portfolio holds the potential and promise for the greatest impact. This is the reforms in human resources (HR) and training, which is based on a very modern Human Capital Development and Management software tied to a Systems Approach to Training (SAT) software package and business reforms. The JC has completed the transfer to the new software system and the project continues on the business reforms independent of donor support by the JC. The JC is progressing in attempts at HR reform by addressing the underlying general failure of the Jordan Civil Service by attempting to withdraw from it.

Jordan Customs is also addressing the macro issue of poor risk management caused by the underlying concept of the bounty hunter mentality in the Jordan Customs where officers receive financial incentives for "discovering violations." This problem is tied to the Jordan "Cases" system that tracks the historical violations primarily for pay purposes rather than for a database for intelligence and risk management.

Despite numerous advances in the area of customs practice, an anomaly remains that places Jordan at risk for financial competitiveness and security in the area of international

trade. This anomaly is having a separate customs administration for the Aqaba Special Economic Zone (ASEZ). The complexity of having two independent customs administrations in one nation with poor to no interoperability between the organizations creates risks for both revenue leakage and supply chain security that affect Jordan and its trading partners. While numerous external international customs experts, the Jordan Government as represented by the BMTF and even His Majesty King Abdullah have commented on the problem, the issue of the directive to consolidate the separate customs administration in Aqaba into the JC has not taken place and the subject remains problematic.

## Recommendations

1. Jordan Customs and consultants continue tracking the recommendations of the AMIR Program in the new USAID-funded SABEQ program.

Basis – The creation of the ARTS system presents a unique opportunity for both customs and donor-supported technical experts to transition from one project to another. Following up on prior recommendations provides the future consultants and the JC with a unique opportunity to continuously track the return on investment for donor support and the ultimate goal of donor-funded activities, which is the modernization of the JC. Additionally, many planned activities in the CRM portfolio for May to September 2006 were curtailed due to budget constraints. Accordingly, the review of the ARTS outstanding recommendations should also include a review of previously planned activities for this five-month period for potential funding through SABEQ.

Action – A) Jordan Customs requests that any new donor-funded project assist in transition by updating and using the ARTS approach to tracking recommendations. B) SABEQ technical experts use the ARTS database and update the system with any outstanding AMIR Program reports not previously entered due to the program's phase-out. C) Jordan Customs and the new SABEQ project continue to monitor and report progress against recommendations using the ARTS program.

2. Jordan Customs requests technical assistance from the SABEQ project to continue with the HR and training modernization. This request should include pay reforms and organizational restructuring.

Basis – AMIR supported the foundation for the most significant changes that will occur within the JC in the next decade by modifying the current HR and training reforms to adapt to best practices. The one important roadblock that will challenge the greatest of intents by the JC to modernize human resources is the current pay and incentives systems. As an example, in the opinion of the CRM team of experts, the incentives tied to the “discovery” of violations are a root cause of many of the problems in the JC including inappropriate motivation and objectives of work performed. In many ways, the JC is a loose coalition of independent ‘bounty hunters’. In some cases the bounty hunters seek and receive direct payment in the form of bribes rather than their officially-sanctioned bounty.

Action – A) The Jordan Customs and SABEQ consultants review the outstanding recommendations from the AMIR reports relative to HR and organizational restructuring. B) Based on this review, confirm and consolidate the recommendations into an elaborated project plan for continued HR, training and organizational restructuring including pay reforms.

3. As a distinct project within the JC, reform the organization's approach to violations.

Basis – The ARTS tracking of recommendations by consultants identified that the largest block in implementing the outstanding, yet accepted, recommendations revolved around the approach of JC to non-compliance. Consultants found that that penalty actions were too soft on serious violations, overly-applied for inconsequential errors, tracked primarily in the JC Cases database system for bounty payments, not taken for intelligence purposes, and that the Cases database system lacks integrity safeguards.

Action: - A) The JC and SABEQ consultants should conduct a complete review of the JC approach to non-compliance and the related AMIR reports. B) Based on the outcome of this review, the JC, preferably with donor support for legal, regulatory, business process and organizational changes, and IT system support, modify its approach to non-compliance in a multi-year reform process that follows standard project management guidelines.

4. The JC needs to ‘fast-track’ the membership of companies into the Golden List Program.

Basis – The JC has what other customs administrations recognize as a world-class model for an Authorized Economic Operator program in the Golden List. However, the JC has been excruciatingly slow in admitting more companies into the program. Because of the lack of members in the Golden List, the potential effect on improved risk management through reduction of inspections for low-risk shipments is still lacking.

Action – A) The JC should review and follow through on the specific recommendations regarding the future of the Golden List Program contained in the AMIR reports, particularly the most recent reports. B) With the participation of the Golden List Members, the JC should modify the program criteria to incorporate the latest modifications to the World Customs Organization (WCO) Framework of Standards. Jordan Customs should seriously consider outsourcing the Golden List audit process, which is similar to the process by which International Standard Organization (ISO) conformance audits are performed with the JC continuing to reserve the right to validate selectively the outsourced audit findings.

5. JC and ASEZ Customs, subsequent to reorganization of the JC outside the Jordan Civil Service and supported by the SABEQ Project, should draft provisions to fully bring the ASEZ customs officers into the new agency as well as take over the functions currently performed by the ASEZ Special Customs.

Basis: – Jordan has an anomaly of having two customs administrations in one country. The fragmentation of the primary border agency responsibility has proven not to be in the best interests of Jordan or international security. How and why Jordan created a separate customs administration in the Aqaba Special Economic Zone is a lesson that all participants in the process should study so that they avoid a similar situation in the future. The ASEZA (Aqaba Special Economic Zone Authority) Law gives ASEZA the right to have a separate customs administration. It also means they have the right and the power to correct the problem by agreement to unification. Likewise, ASEZA and the JC should

follow the BMTF recommendations are for holistic, multi-agency coordination at the borders under one agency. The JC and the ASEZA Customs have signed a Memorandum of Understanding (MOU) that essentially out sources the customs responsibilities of the customs function in the Zone to the ASEZA Customs. The JC and the ASEZ Customs have agreed to use common key performance indicators (KPIs). This approach is a step in the right direction but not a likely final solution. Currently Jordan is considering building a new clearance facility at the ASEZ boundary at Wadi Al-Yutum. The proposal suggests that this multi-million dollar project should be funded by the fees paid against declarations filed.

Action – A) The JC and ASEZA Customs should further elaborate the KPIs to measure the attainment of specific goals by both agencies **and** the efficiency of meeting those goals independently within the segregated agencies and the combined cost vs. added value to achieve full interoperability between the two organizations. Illustrative examples include:

1. Declarations processed within agreed-to vertical standards against the number of staff assigned to the work within each organization.
2. Number of staff hours from both organizations per year to achieve full interoperability of risk management for the proposed separate ASYCUDAWorld systems.

B) Prior to investing the funds of international traders in the new facility, JC and ASEZ Customs should reconsider the need for this new facility and the source of funds. The new facility is needed because the effective border of Jordan for duties purposes was moved. Like the creation of any free zone, the costs of the physical infrastructure required for customs control of the free zone are normally paid for by the zone operator. This new facility at Wadi Al-Yutum is a result of the creation of ASEZ.. Potential use of the new facility could be as a primary point of clearance for goods entering Jordan proper and transiting Jordan after arrival at the port of Aqaba. Further study is needed of the overall impact. Prior to committing to build the new facility full **public** hearings should be initiated to gather input from all stakeholders, including the private sector.

## **1. Background and Objectives of Consultancy**

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The Jordan Customs (JC) has made significant progress on reforms over the life of the USAID-funded AMIR Program. Through informal polling CRM subcomponent consultants informally ranked the JC in at least the top one-third of all customs administrations regarding technical capacity. The number of JC officers that are continually being recruited away from Jordan to work in other countries in technical specialties is further confirmation of this position. Jordan Customs is also progressing up the scale. There are, however, still significant areas for improvement.

When the current CRM subcomponent manager arrived in Jordan in July 2003, the project was still in a recuperation phase from the evacuation caused by the Iraq war. During the evacuation, the local staff had made significant progress on the much-needed translations such as the one into Arabic of the Revised Kyoto Convention.

Beginning in the Fall 2003, the CRM subcomponent began a shift from the more traditional cycle of consultancy-report-recommendations-consultancy to a “hands-on” approach of co-ownership of projects between the JC and the AMIR Program. Hands-on technical assistance required the identification of specific “projects” within a portfolio. In essence, the CRM subcomponent became more “program like” than the previous practice. For example, with the introduction of the due diligence and the eventual development of the JC Golden List Program the CRM subcomponent introduced a shift away from only working with the JC and the Government of Jordan (GOJ) to include working with the private sector. This change in approach opened the opportunity for the issuance of the first grant under the Private Sector Policy Initiative (PSPI) component. The new emphasis on public and private partnership recognized the needs of Jordan for competitive advantage changes.<sup>4</sup>

Competitive advantage reforms shifted the CRM portfolio to a higher risk. At the same time, those reforms changed part of CRM work from ‘catch-up’ to what other countries customs administrations have done to what they will do in the future. The risk is correctly projecting what will be the mandates of the future (in the case of the CRM customs administrations and international trade). As a competitive advantage target for Jordan, the CRM manager selected an increased role for the JC in the validation of supply chain security. The role of the JC in supply chain security was incorporated into the due diligence development project. The competitive advantage strategy has paid off. Jordan is one of less than a handful of countries in the world that has a program meeting the customs-public partnership standards of the June 2005 WCO “Framework of Standards to Secure and Facilitate Global Trade.”

Over the reporting period, 11 primary focus areas covered the CRM pre-defined AMIR Program objectives as mandated by USAID. The largest grouping of activities is the

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<sup>4</sup> This consultant has defined the focus of competitive advantage as the how government can support the private sector in their home country over the private sector in other countries, while staying within the limits of international agreements.

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reform of human resources (HR) and training. Second to the HR focus area was the two-pillar approach of an informed, voluntary compliance strategy. The informed, voluntary compliance strategy shifts a greater obligation to the private sector to be compliant with the regulations. It also places a serious obligation squarely on government to have readily available information to the public. The following section of this report covers the 14 primary CRM project areas during the period of July 2003 to July 2006.

## 2. Significant Projects and Key Outcomes

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### 2.1 Border Management Task Force

Upon arrival in Jordan, the CRM manager initially found a high concern by both the private sector and government on an anomaly of the existence of two customs administrations in one country. In a press report, His Majesty King Abdullah issued a directive to integrate the operations of the JC and the ASEZ Customs. The press report from the *Jordan Times*, July 2003 stated:

"His Majesty King Abdullah visited the Customs Department at Aqaba Port Sunday July 27. During a meeting with officials, the King directed concerned authorities to put in place a strategy to upgrade the port and facilitate the movement of goods. His Majesty King Abdullah stressed the need to complete planned measures to **unify customs procedures** in Aqaba by the end of the year, to facilitate the smooth flow of goods through this city's port. At a meeting chaired by the Monarch, the King directed concerned authorities to draw up a five-year strategy put into effect in the next few months to upgrade the port in consideration of Aqaba's status as a special economic zone. His Majesty also checked upon the port's customs unit, set up upon his directives following a surprise visit the King made to the department last year".

The greater issues involve multiple agencies other than just the two agencies of the JC and ASEZ Customs that must work in a coordinated effort to meet the national objectives. By design, having two customs administrations requires far more effort to address a seamless interoperability between the two entities. While the national customs administration, acting as the lead agency for the clearance of goods, will take the blame for inefficient borders, the existence of more than one agency with a border mandate compounds the potential problems. A holistic approach to border operations is required. To address the holistic approach issue, in August 2003 the CRM manager prepared a proposal for the formation of a Border Management Task Force.<sup>5</sup> With the concurrence of visionaries in the JC, AMIR Program management and USAID, the formation of a BMTF using allocated CRM funding was included in the work plan.

2.1.1. Investment - \$188,450 / 4.36% of CRM budget<sup>6</sup>

2.1.2 Goal - Apply multi-agency approach to border management.

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<sup>5</sup> AMIR document "Task Force Workshop" Walter Hekala, August 20, 2003 (Task force proposal\_final.doc)

<sup>6</sup> The final budget for the CRM Subcomponent for the period of September 2003 to July 2006 was \$4,327,137 including long-term positions dedicated to the CRM team. Estimates were included for support from the AMIR Program's Information and Communications Technology Initiative (ICTI) team and short-term consultants assisting with the HR and CITS IT projects. The estimated figures exclude administrative and training team assistance, managerial support or overhead. While the figures are not exact, the consultant would place the reported amounts invested in each major subgroup of CRM activities within a range of plus or minus five percent.

**2.1.3 Process** – Formation of a Border Management Task Force.

The formation of a BMTF required multi-agency commitment. As in every country, the border mandate agencies have a relative ranking of importance. In Jordan, in addition to Customs, the assessment identified key agencies that included Public Security, General Intelligence, and the Jordanian Army. Secondary yet critical agencies due to trade-related regulatory authorities included the Ministries of Industry and Trade, Health, Transport, and Agriculture, the Jordan Institute of Standards and Metrology (JISM), and ASEZA. To gather commitment from the GOJ, in October 2003 the AMIR Program introduced to the Minister of Finance the concepts of creating a multi-agency task force with a limited duration mandate to provide high-level recommendations for holistic border management in Jordan. Additionally, the CRM team presented the concept to other key actors in the critical agencies to gain their support.<sup>7</sup>

A key element to the success of any multi-agency endeavor such as the BMTF is having an external champion. Initial recommendations were to have the Ministry of Planning participate and help select the champion, identified as the BMTF Chairperson. The PSPI Manager and the CRM Manager discussed the concepts for the BMTF and recommendations for the foundational steps with the Ministry of Planning. However, for unknown reasons, the Ministry of Planning subsequently declined to participate in this role. (As will be further identified, the lack of a highest-level champion significantly affected the BMTF.)

CRM conducted two workshops in Jordan in late 2003 and early 2004 to introduce task force concepts to key agencies. The final objective of the workshops was for the participants to prepare documents with recommendations for the formation of the BMTF. This included an inter-agency agreement, identification of funding sources, and suggestions for gaining the highest level of government support for the task force work. In the invitation, CRM provided each agency with a candidate profile for the attendee from their organization. The consultant later used that candidate profile for BMTF membership. Key elements to the profile were:

- Mid- to upper-level manager viewed as a potential organization leader;<sup>8</sup>
- Fully cognizant of the organization mandate and operations;
- Highly respected within the organization and trusted by the head of the organization; and
- Empowered on a routine basis to commit significant resources of the organization to meet objectives.

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<sup>7</sup> AMIR Program presentation “Task Force Concepts” Walter Hekala, December 2003 (Task Force PP Dual language\_v2.ppt)

<sup>8</sup> As an example, CRM staff asked the participating agencies to nominate candidates that they would send to a one-year graduate program. The expected return on investment would be over another 10 to 15 years of employment by the candidate.

A final key process in the planning for the formation of the BMTF was the identification of the formation of the BMTF as a condition precedent for the release of U.S. funding to the GOJ. The USAID funding commitment in return would cover the costs for subsidized activities in support of the BMTF including training, equipment usage, a potential study tour, and technical advisors.

2.1.4 Outcome – Participating agencies formed the BMTF April 2005 and concluded it in May 2006; the BMTF gave key stakeholders in participating government agencies the opportunity to challenge recommendations developed for Jordan to have a single border agency.

The two workshops delivered by CRM generally resulted in a list of candidates that met the desired profile. By the end of the first workshop, the participants fully understood the suggested concept of a task force as opposed to a working group or committee. They had also internalized the very non-traditional concepts of management by consensus. The workshops resulted in the preparation of key outcome documents including:

- BMTF mission statement;
- Model inter-agency agreement; and
- Protocol recommending the formation of a BMTF and requesting a review of their work by the Prime Minister.

In a signed protocol, the participants directed the JC on their behalf to take the lead to move forward in seeking approval from the Prime Minister (PM) to form the BMTF. The routing for the request to the PM recommended the Ministry of Planning as the lead, since that agency would act as a “neutral stakeholder” as the process champion. The concern of the participants, and rightly so, was that a proposal from any of the border mandate agencies could give the impression of ownership of the BMTF to that agency. Following the Protocol, the JC prepared cover letters and submitted the BMTF formational documents to the Minister of Finance who in turn forwarded them to the Minister of Planning. The Minister of Planning declined to submit the proposal to the PM stating it was not within their mandate and returned the proposal to the Minister of Finance. Subsequently, after discussions with AMIR Program and USAID representatives, the Minister of Finance submitted the proposal for the formation of the BMTF to the PM directly. The PM and Cabinet approved the formation of the BMTF. The PM issued a directive to form the BMTF with the authority to appoint a chairperson to the Minister of Finance and the BMTF supervisor represented by the JC. The Government gave the BMTF a one-year mandate to prepare recommendations against the BMTF mission statement.

"The mission of the BMTF Joint Task Force is to bring together the major participants in the border processes, including public officials and agencies, in order to cooperate for the purpose of formulating positions on issues of national interest, leading to consensus or mutual understanding of differences of opinion on those issues and developing recommendations for consolidation of border process."

After much wrangling over the appointment of members from the agencies named in the directive of the PM, the BMTF members came together in a kickoff workshop funded by USAID during 5-7 April 2005. Notably and unfortunately, none of the initial participants who participated in the foundational workshops and understood the background for the BMTF were among the final selected participants. Accordingly, not all participants met the candidate profile. The chairperson selected by the Minister of Finance was also not in attendance. The kickoff workshop had to cover much of the same ground as the initial workshops; however, the participants produced an initial work plan for the BMTF and a project risk analysis. By bad luck, one of the addressed risks occurred on the last day of the workshop, which was a change in Government including a new Minister of Finance. This change left the BMTF orphaned and without a champion. Task force members lost both ministerial-level support and the chairperson also resigned from the post.

The BMTF proceeded to set up shop, notably under a subcontract for unused space of the AMIR Program. The Director General of JC fulfilled the role of caretaker for the BMTF in the absence of a chairperson to get them started. The BMTF began working on a series of studies of border activities for potential consolidation. Subsequently the BMTF befell a further shift in management with a change in the JC Director General in May 2005. The result was the appointment of a new JC member to the BMTF. Unfortunately, because of the foundational documents, the mandate for the supervisor was to be the JC representative and hence the newest member of the BMTF became the supervisor. The “supervisor” role to the newly appointed JC member in a consensus management style appeared to be an unknown concept. The result in the group dynamics of the introduction of the new member again created serious group dysfunction. CRM staff raised the issue of the new supervisor and its impact to the new JC Director General; however, the new supervisor remained in place and the BMTF suffered continued dysfunction.

The BMTF completed beneficial work to identify work overlap at the borders. The BMTF submitted for review and comment some of the work to the CRM consultant assigned as a technical expert and used the CRM staff as technical resources to identify international best practices. Generally, the opinion of the work was that while was accurate, the analysis was shallow. The BMTF submitted a final report that they ultimately sent forward through channels to the Cabinet of Ministers. The Cabinet of Ministers concurred with the recommendations of the BMTF to create a single border agency in Jordan. The BMTF recommendation is to create the new agency in a phased approach with first the consolidation of all border activities under two agencies, the JC and the Public Security. The Prime Minister also authorized the formation of a BMTF II to prepare all inter-agency agreements and MOUs to place the primary border operations under the two-agency concept. As of the writing of this report, it is rumored that the BMTF II may be canceled due to lack of support from the Minister of Finance. This would be a tragic event. The value of the unique opportunities in the formation of the BMTF in Jordan may be lost. Clearly, there are key upper and mid-level managers in some agencies that understand the vital concept of holistic border management. Others in key roles do not. The BMTF and the agenda have become lost in the GOJ “shuffling of the deck”. As a result, the work product of the BMTF may be lost. As recognized by

USAID's Cognizant Technical Officer for the AMIR Program, in the end the BMTF is a GOJ responsibility.

2.1.5 Lessons learned and recommendations – GOJ instability is a significant risk to continued long-range planning and commitments.

Holistic approaches to border management are critical to both trade facilitation and border security. The formation of a BMTF is a good idea to raise above the political agency rivalries that occur in every government. What the BMTF in Jordan lacked was a powerful but neutral champion. The initial proposal envisioned that the Minister of Planning would fulfill this role to get the ball rolling, and for whatever reason he backed out. The results suggest that without the backing and patronage of the Royal Court or the Prime Minister, the BMTF faced challenges from the start. The Royal Court has the only long-term stability in Jordan government. Had the BMTF started with a Royal Court mandate, including the selection of suggested candidates and a chairperson with the desired profiles, then the outcome and results would have a much higher chance of success. The question then is how to raise the profile of the BMTF to the level of the Royal Court within the limits of the political agendas in Jordan. The consultant suggests, in retrospect, that it would have been better to initiate the concept of the BMTF external to government. The private sector, rather than government agencies, would have been more effective in raising the profile. Once the private sector championed the concept to the Royal Court, then participating government agencies would follow the trickle down mandate.

## **2.2 Legal Issues**

2.2.1. Investment - \$218,094 / 5.04% of CRM budget

2.2.2 Goal - Reform the legal and regulatory environment in Customs

2.2.3 Process – Consultancies to the JC on legal reform drafting and building external awareness of reforms.

Jordan's Customs Law is relatively modern yet excludes some key concepts to support international trade. The CRM strategy was to have leading international consultants work directly with the JC on drafting amendments to the Customs Law to fill the gaps. The Revised Kyoto Convention provided the foundational basis to justify the selected changes. Additionally, CRM consultants identified regulatory changes external to customs as one area of required legal reform. For example, the types of securities accepted by the JC should include customs bonds offered as a product of the insurance sector. Addressing the issue of customs bonds also requires the insurance sector to have the authority to issue and willingness to offer the product. As a result, the process also included a grant to build awareness and drive business motivation to offer this product in the Jordan insurance market. The customs bonds issue became a spin off independent activity to legal reforms and this report covers customs bonds separately.

2.2.4 Outcome – JC Legal Department staff, supported by CRM technical legal experts, wrote legislative amendments and submitted them to GOJ. These amendments are currently stalled and are pending submission to the Parliament. Confidence remains high that the reforms will ultimately pass through Parliament.

Through the analysis and drafting process, the JC followed the CRM workshop recommendations, and prepared a series of amendments to the Customs Law and submitted them to the GOJ. The CRM legal consultants hold the opinion that when the GOJ adopts these amendments the country will move into a legal basis for full compliance with the revised Kyoto Convention. The amendments include critical points tied to other parts of the reform package already in place in Jordan. These include provisions related to voluntary disclosure that are critical to voluntary compliance. As the law now stands, there is a negative incentive for a company to come forward and correct unintended errors and omissions. In fact, a company could potentially face criminal charges for voluntary disclosure. (There is also a positive incentive to customs officers not to see this change go thorough. Under the “bounty hunter” system in Jordan, they will no longer personally receive a part of any additional payment from this “discovered” violation.) A second example in the reform package is a provision for binding rulings. A binding ruling legally binds the JC to follow a ruling they make in advance of importation even if it turns out later they want to change their opinion.

Another very important part of the pending legislative changes is an amendment to permit customs bonds issued by insurance companies as a form of security accepted by the JC. A customs bond is nothing more than a specific type of performance bond. Customs bonds will introduce an entirely new insurance product into Jordan. Initial research has identified that millions of Jordanian Dinars (JD) are locked up in bank deposits as securities that could be more efficiently used as working capital.

In June 2006 the JC formally filed their instrument of accession to the revised Kyoto Convention with the WCO. The effect is that now Jordan has three years to implement the newly accepted standards of the revised Kyoto. Foundational to putting in the new standards is having the required legal basis in the Jordan Customs Law.

2.2.5 Lessons learned and recommendations – Legal reforms in Jordan are slow and need external push.

The customs legal reform package remains stalled in the Legislative Bureau under the Prime Minister. Attempts by the JC and the Minister of Finance have not prevailed in getting the package moving. The JC has also raised a concern that if USAID pushes too hard, the result will be negative and that the Government will perceive the legal reform package as “an American agenda.” The lesson learned from this process is that a legislative reform package would likely have fared better if the initial workshops had included a participant from the Legislative Bureau to gain a champion from within that office.

The Lower House of Parliament rejected the legislative package to introduce customs bonds issued by insurance companies, but it appears that the Upper House accepted it. Therefore, a joint session of Parliament will need to determine the outcome. The issuance of insurance-based customs bonds appears to be facing some stiff opposition from the banking industry. This reaction is expected since the private sector estimated that the annual cost of bank guarantees they pay to banks is eight percent of the value of the required bank deposit made. An eight percent fee for depositing funds in a bank account is a profitable business for banks.

### **2.3 Intelligence Unit Support**

A functional intelligence capability in every customs administration can greatly increase the capacity to detect and target non-compliant shipments. Intelligence requires raw data, tools, and skills to manipulate that data. Intelligence for customs administrations starts with a serious look at historical violations, then identifying the common factors, and finally projecting the likelihood of future violations based on those findings. Currently, the JC does not use the tools it has already to support the Intelligence Unit (IU). CRM stopped technical assistance to the IU pending internal reforms in Customs. In May 2006 the JC Director General agreed to initiate the required reforms to the organization's "Cases" system that will justify future technical assistance.

2.3.1. Investment - \$169,009 / 3.91% of CRM budget

2.3.2 Goal - Provide a better process for identifying high-risk shipments

2.3.3 Process – Technical consultancies

An ongoing activity in July 2003 was the development and support for an IU in Customs. The JC formed this unit as the result of prior recommendations made by CRM consultants. The IU staff was the beneficiary of several workshops by CRM consultants. Unfortunately, the Head of the IU had a pre-conceived expectation on the level of support from the AMIR Program. In essence, his expectations included full funding from USAID for both hardware and software to support the intelligence process, extended study tours to other customs administrations, and a long-term technical consultancy specifically targeting support for the IU. The expected level of assistance was unrealistic to the CRM budget. Unfortunately, the CRM manager discovered that the foundation for these unrealistic expectations were statements to JC counterparts from a CRM short-term consultant.

As a middle ground, limited short-term consultancies continued. As a result, a series of recommendations identified steps that the IU should initiate to gather intelligence from front-line customs inspectors and market the IU to front-line customs officers. Additionally, the CRM consultancies identified that software exists within the current JC systems that could be a potential tool. If properly applied, that software could tremendously increase the amount of data available for analysis. This software is the JC internally developed "Cases" system. "Cases" is the system built by the JC IT Directorate to store and track customs records of violations. Its primary use is to track

open cases and penalties. Additionally, at least from the perspective of the customs officers involved in the discovery of violations, officers use “Cases” more importantly as the foundational system for the dispersing of “incentives”<sup>9</sup> tied to the violations. The system has a very good potential for creating a database of historical violations for analysis by the IU. The Head of the IU also recognized the potential for the Cases system.

CRM provided a specific consultancy looking at the Cases system. The result documented in a report to the JC identified a series of steps to make Cases a usable tool for intelligence. Customs terribly underutilized this tool. The system itself has serious faults but they are correctable. Examples identified by the consultancy include not requiring mandatory fields and permitting free text fields that make statistical analysis difficult. As a specific example, the reporting units of measurement for the seizure of a shipment of cigarettes are the number of cigarettes, the number of boxes, or cartons or even by weight. A user group of the Cases data should decide on the correct measurement unit.

2.3.4 Outcome – The JC has initiated reforms of the related Cases system.

A return on investment prior to commitments from the JC following up on the specific recommendations related to the Cases system was low. The CRM manager stopped the technical assistance to the IU pending demonstrated commitment on the part of Customs to reform the Cases system. In May 2006 the JC’s DG confirmed that the reform of Cases following the outstanding recommendations from the AMIR program consultants would proceed. The JC is now reviewing the Cases system for modifications to make the system a multi-functional database for use in tracking violations for court, which will hold officers accountable for the results of enforcement actions while providing a database for historical violations. When reformed, the modifications to the Cases system will provide a useful tool for profiling and intelligence.

2.3.5 Lessons learned and recommendations – Modified internal CRM project management practices.

The short-term consultants should clearly understand that they have no authority to commit project resources. The lesson learned is to verify this understanding by short-term consultants. The specific recommendation regarding the development of the intelligence capability within the JC is to make the redevelopment of the Cases system a future conditionality for direct funds disbursement to the GOJ. The tracking of the consultant recommendations in the CRM Automated Reports Tracking System (ARTS) as discussed later in this report helped focus the attention on the need to reform the Cases system.

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<sup>9</sup> “Under a legally-based system, JC officers are paid a proportion of the penalties collected by customs. In the opinion of CRM staff and consultants, the “incentives” pay system that covers a wide range of payments to customs officers in addition to base salaries is a root cause of many of the problems that persist in the JC. Section 2.4 of this report on HR and training reforms further addresses the incentives pay system.

## **2.4 Human Resources and Training**

The largest commitment of the CRM budget has been allocated to reaching the highest goal in providing technical assistance, self-sustainability for self-initiated further changes. The goal is for the JC to do themselves what donor funded consultancies attempt to do, find areas of weakness, eliminate the root cause of those weaknesses and make progressive changes. The quality of the knowledge, and the sharing and management of the organizational knowledge affects the ability of an organization to make change. Externally delivered and externally funded training does not reach for this goal but in some cases has perpetuated a dependency on donor-assisted training.

By the fall of 2003, the JC progressed through the prior technical assistance from USAID and most notably by the German Government development agency GTZ, to have foundational building blocks in place to justify the investment in further technical assistance focusing on Human Capital Development and Management (HCDM) reforms. The CRM technical assistance program approach was to tie a long-term business reform plan to the acquisition of software to support the changed business processes. Automated systems alone do not succeed if the business changes are not likewise reformed. Automation of business processes does, however, add key elements of discipline, consistency, and transparency to business practices. The process planning required for the acquisition, deployment and test of the proposed new software added the project discipline to the business reforms. By learning how a modern software package for HCDM and the Systems Approach to Training (SAT) controls the processes and steps for a modern business practice aided the JC team in understanding the business process changes.

The multi HR and training reforms project intentionally exceeds the AMIR Program lifecycle. By leaving a legacy and roadmap for further reforms is the best departure of a technical consultancy.

2.4.1. Investment - \$1,029,725 / 23.80% of CRM budget

2.4.2 Goal - Create a self-reforming and sustaining organization through management of human resources and training.

2.4.3 Process – Local and international consultancies, purchase of supporting software.

The largest project in the CRM portfolio both in investment and in expected return on investment is a project introducing both business reforms and supporting software for HCDM and SAT methodology. HR and training reforms are fundamental to self-sustainability. The approximate breakdown in the project investment is one-third for software and two-thirds for business reforms.

The JC previously received support from a multi-year GTZ technical assistance project that assisted the JC in starting a training center. The prior project supplied computers and equipment, and assisted the JC in establishing the training center. The same project also

provided the JC with revamped job descriptions. The JC never put the new job descriptions into practice. The training center separated from the HR Directorate becoming a fiefdom unto itself for the generation of “incentives” pay for a limited few instructors, notably the previous director of the training center. The lessons learned from a review of the previous project identified that fundamental pieces were missing. First, the JC did not place training in a systemized methodology. Second, the JC did not own the training materials and training itself. Training remained the personal property of the instructors receiving incentives for delivering courses. Third, the separation of HR from the training center also created a critical flaw. Training was not associated with training needs based on job descriptions.

The lessons learned from the GTZ project and the invaluable cooperation of the GTZ consultant helped the CRM subcomponent step in cautiously to HR and training reforms with the JC. A problem previously identified was the weak management of the HR and training. One point that the prior work did not address was locking the new job descriptions into an organizational system, and assigning personnel to the job descriptions. The proposed solution was a parallel approach of business reforms coinciding with automation. An automated HCDM software solution is not an answer in itself however, the management of information through an automated process adds both transparency and discipline.

The process of proceeding on HR and training reforms began with training to key personnel in the JC and the Ministry of Finance on the SAT. A systems approach to training is the planned grouping and sequencing of training research, development, delivery, and evaluation of activities and decisions. Human capital development and management is a system for developing and managing the information and people in an organization. It is a natural outcome that human capital management was born from the systems approach to training. Under this approach to human resources management, the competency requirements to perform the functions of an organization are carefully developed, tracked, and managed as an organizational asset.

A business case further enhanced the justification for the purchase of a software solution. The business case identified the best scenario as the purchase of off-the-shelf software. A painstaking process carefully gathered the requirements for a new software solution for the JC that would combine the business practices of HCDM and SAT. With USAID approval, Chemonics issued an RFP for a proposed solution. An acceptable offer came to Chemonics that combined very modern HR management software from a Jordanian company combined with a customized build using Microsoft Sharepoint software for SAT. USAID accepted the proposed solution for a pilot test in the JC.

At the same time as the software solution was tested the macro changes in business process reforms continued. The business process changes lead consultant, Ruth Perrett, actively developed a plan to merge process changes with software support. To support further the project, the JC key personnel received training in project management, change management, team building, and modern HR and training practices.

The pilot phase was successfully completed. USAID approved the purchase of software for the full rollout in the JC. The project is under very high scrutiny to keep on track. A key person in the process is a professional project manager hired by the AMIR Program who was responsible for incorporating best business practices into the process. At the same time, the project team from the JC received valuable training not only in the selected disciplines of HR and training, but in hands-on project management experience.

The HR reforms initiated by the CRM component with the JC also looked at moving forward to justify the JC taking the next steps, pay and benefits that match responsibilities, skills and performance. Based on interviews with the headquarters managers, the systemic problems created by the current pay and incentives are well known. Managers in the JC almost universally acknowledged the need for change as well. The will to make changes from a pay system based on connections and piecemeal pay to a system based on a transparent, modern practice is still untested but confidence is high.

2.4.4 Outcome – Business practices reformed supported by modern, transparent software are tested. The JC and CRM are preparing for further rollout.

The outcome of HR and training project is unknown. The million-dollar (literally) question is the sustainability of the changes post-AMIR. The project's return on investment will be measured by the changes that the JC initiates itself over the next five years and beyond. The final frontier of HR reforms has yet to be crossed: pay and incentives reforms. The CRM component invested in a study<sup>10</sup> to assist the JC in making the case to highest government permitting the JC to cross the pay reforms threshold. The new business practices in HR and training supported by a software solution provide a foundational basis for permitting the JC to take the last step as a pilot for government wide reforms.

The HR and training program has achieved measurable results to date. Illustrative measurable results identified include:

- Key milestones against the project plan were met.
- The JC training center now owns all training materials.
- Training material formats are now standardized.
- On the job training system is now formalized and in a successful pilot phase.
- Job descriptions for all positions in JC are completed.
- Core competencies and skills for positions are identified.
- Testing of pilot of new software is completed.
- Full role out of the software completed with some features such as career and accession planning scheduled for implementation in the coming months.

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<sup>10</sup> “Customs Institutional Development: Roll-out of HR Training, prepared for the AMIR Program by Kenneth Donaldson, November 2005.

2.4.5 Lessons learned and recommendations – Project planning, formalized partnership with counterparts, and professional project management are key to augment technical subject matter experts.

Lessons learned in the HR and training reform to date are:

- The formalized process of project management must be a skill set shared by the counterparts, donor, and contractor. Investment in formal project management training provided to counterparts is justified.
- Formalized project management substantially reduces risks.
- Formalized commitments by donor, contractor and recipient are highly recommended. Formalized agreement to include clear delineation of responsibilities and commitment of resources is also recommended.
- IT project is only justified with confirmation of change in business practice associated with IT service.
- Administrative processes in USAID-funded acquisitions typically are underestimated in schedule development.
- Technical consultants may underestimate the order of magnitude cost estimates, thereby placing projects at risk.

## **2.5 Due Diligence development and Golden List Program**

The development of the concept of exercising due diligence or reasonable care by the private sector was a new concept introduced into the JC. This is a well-founded practice only in the most advanced customs administrations; however, it is fundamental to self-regulation by the private sector. By stepping out of the box of “normal” customs reforms, the JC has advanced its business practices and the country’s private sector. In fact, the JC has advanced so far that some of Jordan’s largest trading partners will have to catch up. In the meantime, Jordanian companies have a unique opportunity to excel in the export of goods manufactured in this country. Through this process, Jordan gains competitive advantage.

2.5.1. Investment - \$501,996 / 11.60% of CRM budget

2.5.2 Goal - Create an environment that promotes and recognizes self-regulating companies that are low risk for non-compliance with tariffs, non-tariff regulations, and that can effectively exercise supply chain security measures.

2.5.3 Process – Build capacity of the private sector to demonstrate documented due diligence, assist the JC to recognize low-risk and compliant companies.

The development of the due diligence practice area and the Golden List Program in Jordan are not part of a strategy to ‘catch up’ a developing economy with other economies, but to move the JC into a position as a world leader. The development of the JC’s Golden List Program required stepping out of the traditional CRM box of focusing only on the government side of transactions. The most advanced customs administrations apply the strategy of informed, voluntary compliance, such as those in the North

American Free Trade Agreement member countries of Canada, the United States of America and Mexico. The Golden List is the key program initiated by CRM to improve continuously voluntary compliance. The first step in the process was to educate CRM counterparts, including USAID, on the due diligence concepts. The CRM Manager started the process by widely circulating a short paper on the concepts of due diligence in international trade transactions.<sup>11</sup> The timing for this activity was critical to support Jordan's exports as the world moves to higher standards for supply chain security.

Once the JC understood the advantages of the informed, voluntary compliance strategy, the evolution of what the JC called their Golden List Program started. A critical capacity that needed technical assistance was for the JC is to be able to measure due diligence in the private sector. The measurement is through conducting compliance audits of the applicant companies to the Golden List Program. A CRM consultant provided a training course to JC Risk Management Directorate personnel. As part of the training, a Jordanian importer volunteered to permit the trainees and the instructor to conduct an on-site audit of their company. The CRM team also provided models to the JC for a complete compliance audit manual. The Risk Management Directorate used the model to develop the JC audit manual.

The application of a voluntary compliance program requires the enlistment of companies willing participate in the program. One of the positive points in Jordan is that there are very good companies that meet international best practices such as ISO 9000 Quality Management Systems, so the ground was fertile for this project. To encourage the private sector to take responsibility in a voluntary compliance program means developing standards that make sense and with which companies can effectively comply in a cost-effective manner. The next step in the process was to find volunteer companies.

The first, and preferred option, was to find an existing organization to take ownership of the program from the private sector. The AMIR Program issued a Request for Proposals seeking one of the existing business NGOs to take the lead in this process. AMIR did not receive any proposals where the candidate had the required capacity to fulfill the grant. A fallback was to use a consultant from one of the local subcontractors working with an international consultant to develop the program. The subcontractor likewise lacked the required capacity to meet the program requirements. After this somewhat rocky start, ultimately, AMIR received an unsolicited proposal from the International Research Corporation to do the development work with the private sector for the due diligence program.

Through both consultancies by an international consultant and grantee work, CRM put a program in place where:

- Consultants drafted industry-specific due diligence models that they subsequently elaborated to the satisfaction of both JC and the participating private sector companies that agreed to beta test the models.

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<sup>11</sup> "Facilitation of Cross Border Trade Through Risk Management, prepared for the AMIR Program by Walter Hekala, July 2003.

- Beta test companies put the due diligence standards into practice within their companies.
- The JC conducted voluntary audits of the beta test companies to validate that the companies had the capacity for tariff, non-tariff and supply chain security self-regulation.
- The JC publicly recognized on their website the companies meeting the compliance standards and successfully passing the voluntary compliance audit to be on the list of “Golden List Companies.”
- The JC prepared to move independently to the next step of giving and receiving mutual recognition with other customs administrations for their capacity to maintain a program of measured and documented lowered risk, as envisioned under the new WCO “Framework of Standards to Secure and Facilitate Global Trade.”

2.5.4 Outcome –Program successfully implemented and is now acting as a model for other countries.

The outcome of the Golden List Program has placed the JC at the leading edge of technical capacity in the field of documenting low-risk companies and the related transactions. It also has opened a world of opportunity for those companies gaining acceptance into the Golden List. With today’s high concern for security in international trade transactions, documented compliance with the supply chain security is critical. The design of the Golden List Program meets new standards agreed to June 2005 by the WCO members. A handful of countries in the world can make this claim, Jordan and the United States being among them. The JC attended a meeting of the WCO and reported that the WCO identified that, as of October 30 2005, the status of the level of international commitment to the June 2005 “Framework of Standards to Secure and Facilitate Global Trade” is as follows:

- Countries identified as committed – 90
- Countries identified that submitted letters of intent and checklist against the standards – 30
- Countries with existing compliance measurement programs meeting the new standards – 2 (United States and Jordan)

According to the WCO, as of June 29, 2006 a total of 137 countries have expressed their intent to implement the WCO Framework standards. Jordan remains one of the most advanced countries in the world in having in place an authorized economic operator program in accordance with the standards. It will be extremely critical for the JC to actively engage with Jordan’s private sector and include more companies in the Golden List as quickly as possible.

2.5.5 Lessons learned and recommendations –Private sector partnership is critical to customs reform and modernization. Inter-agency conflict is a risk to global security.

The due diligence process and concepts introduced that resulted in the JC launching their own Golden List Program validated that by involving the private sector in the reform process significantly increases the potential for success. This highly interactive process between the JC and the private sector could have been used to assist other CRM projects to meet better or quicker successes. CRM supported through limited funding one additional grant to entrench the Golden List process in Jordan. The grant had an objective of building a marketing strategy for the Golden List Program, and built a partnership between the Jordan Investment Board, Jordan Enterprise Development Corporation and the Jordan Exporters Association to foster continuing post-AMIR support for the program from external stakeholders. The CRM manager recommended that concepts of due diligence and documented low risk are not limited to customs applications. Further donor-funded technical support to other government regulatory agencies in Jordan should include similar processes of informed, voluntary compliance.

The JC Golden List Program development was primarily justified under a USAID mandate to build competitive advantage for Jordan. The Golden List Program also generally progresses the global need for supply chain security.

USAID should take full recognition for the technical assistance provided to the JC in the Golden List Program. The work under the CRM portfolio is not the answer to global security in the Golden List Program. It is however, the only project that has taken a developing country from ground zero to having a supply chain security program in place similar the program in the United States Customs and Border Protection (USCBP). At the USAID headquarters level, USAID should receive recognition for having contributed in their part for supporting a U.S. Government prime concern of enhanced global security. Further, under a USAID mandate, similar programs in other developing countries are justified taking full advantage of the documentation and lessons learned over a two and a half year process in Jordan. USAID should consider, at a high level, coordinated programs with USCBP to better develop supply chain security.

## **2.6 Study Tour to the United States**

In the spring of 2005, five officers from the JC went on a study tour to the United States where they visited the USCBP headquarters in Washington, D.C., the U.S. Federal Law Enforcement Training Center in Glynco, Georgia and the U.S. Customs Port of Miami.

2.6.1. Investment - \$78,840 / 1.82% of CRM budget

2.6.2 Goal - Provide an opportunity for JC to learn from example best practices in a modern customs administration

2.6.3 Process – Coordinated visit of JC customs officials to U.S. counterparts.

JC officials including the DG participated in an AMIR Program-funded study tour to meet with counterparts in the USCBP. The technical aspects of a customs-to-customs study tour to the United States funded by a consultancy are challenging. As an example, this study tour could only take place because of a change in management in the USCBP

International Affairs. Prior attempts to organize the study tour met with strong resistance from lower echelon employees in USCBP who refused to entertain working with a private consulting firm even on the logistics for the study tour. Fortunately, this policy changed and the technical aspects remained customs-to-customs but the logistics were well coordinated with Chemonics home office and the USCBP. The study tour had high-level objectives of helping the participants understand key CRM supported objectives including training, and working in partnership with private sector.

2.6.4 Outcome – The USCBP and JC have developed a closer customs-to-customs working relationship.

The majority of the participants from the JC took the study tour seriously and the USCBP made every effort to make high-level executives in the Customs Headquarters available for briefings. The most important outcome was moving closer to a process of mutual recognition of the Jordan Golden List to the similar program in the United States.

2.6.5 Lessons learned and recommendations – Inter-agency rivalries can be a significant hindrance to both donor assistance and, when resolved, cooperation efforts are the best return on investment by all agencies.

The technical assistance under the CRM mandate included taking steps to bring the JC and the USCBP together into a closer relationship. USAID/Jordan deserves accolade for recognizing that it is in the mutual interest of the United States and Jordan to strengthen the customs-to-customs relationship. Likewise, the USCBP should be commended for their spirit of interagency cooperation.

## **2.7 Process Re-Engineering**

2.7.1. Investment - \$78,341 / 1.81% of CRM budget

2.7.2 Goal - Redesign the processes at customs borders to facilitate trade.

2.7.3 Process – Consultancy and work with a team from JC.

As part of the CRM work plan, a series of consultancies identified steps in the border processes to facilitate clearance of shipments and passenger processing. The process started with conducting a series of process mapping exercises. To transfer the skills for the JC to conduct similar exercises, the international consultant performed the process mapping exercises with customs officers. The consultant and the customs officers prepared recommendations for process changes. These recommendations are contained in AMIR Program reports sent to the JC.

2.7.4 Outcome – Some processes changes by independent initiative by local officers but the more macro changes require multi agency concurrence.

A primary finding of the process mapping exercise identified a “black hole” in the clearance process among the JC and other border mandate agencies. The border process

mapping reports were placed in the hands of the BMTF and used to form a basis for the BMTF further recommendations.

The JC has not taken full ownership of the required reforms; however, many of the duplicated processes will require more fundamental changes in organizational structure to accomplish them. The process engineering requires fundamental HR changes to be effective. As an example, clearance documents are currently, “audited” many times and require excessive levels of approval. Until the jobs of those persons “auditing” are defined in a more meaningful fashion, the process reengineering cannot take place. A more fundamental issue of pay reforms also is tied to the excessive document review. Currently, officers receive incentives (additional pay) for discovering violations. Violations are reported to include non-consequential errors or omissions such as mistyped words. Until HR practices eliminate the real underlying cause driving the audits, personal financial gain, there will continue to be high motivation for this type of auditing.

2.7.5 Lessons learned and recommendations – Single agency border reforms are of limited value and identifying the root causes for processes is critical.

The BMTF recommendations were of such a quality that the multi-agency processes can be streamlined. As a follow up, the same consultant that worked with the JC on the process mapping and resultant recommendations should continue to follow up with the BMTF.

The process mapping exercise identified several steps that Customs could take just within the JC. The JC should continue to follow up on the recommendations that are the outcome of this consultancy.

## **2.8 Jordan Customs WCO Regional Office Support**

2.8.1. Investment - \$50,461.45 / 1.17% of CRM budget

2.8.2 Goal - Build the capacity of the region through Jordan leadership

2.8.3 Process – Event support, document support

The JC is the regional representative for the Middle East and North Africa to the WCO. In this capacity, the direct work with the JC for capacity building can support regional capacity building. The CRM support included helping the JC organize and host regional meetings, including the Policy Commission of the WCO that took place in December 2004. By the assistance from CRM and the supporting teams from AMIR Program Communications and Training Departments, the JC gained experience in major event organization that it will independently apply in the future.

Additionally, the CRM subcomponent co-financed with the JC the translation and printing of WCO papers into Arabic for the benefit of the region. This included the

WCO “Framework of Standards to Secure and Facilitate Global Trade” and the “Convention on Mutual Administrative Assistance in Customs Matters.”

2.8.4 Outcome – JC gained regional and international recognition and the donor assistance provide through USAID funding was leveraged to other Arabic countries.

As an international trading country, the reputation of the JC is part of the business environment image for Jordan. International recognition of the JC supports this positive image for Jordan. At the same time, to understand fully models for modern customs business practices, key documents published by the WCO are routinely used. Translation into Arabic is a one-time cost. CRM leveraged this assistance by spreading the translated documents to other Arabic countries. The result is increased opportunities for modernization in the region’s customs administrations. Shared partnership between Jordan and the USAID- funded AMIR Program was an achieved goal of the CRM objectives.

2.8.5 Lessons learned and recommendations – Leveraged assistance is a good return of investment for donors.

## **2.9 General Assistance**

2.9.1. Investment - \$822,910 / 19.02% of CRM budget

2.9.2 Goal - Provide day-to-day assistance in customs reform

2.9.3 Process – Local and international consultancies

The general assistance category of this report covers both funding and technical assistance of the long-term consultant CRM manager and the long-term local customs advisor. A significant portion of the level of effort under this category is the general management of the CRM portfolio. This includes program design, project implementation, recruitment and management of short-term specialists, report review, and budget management. A portfolio the size of the CRM subcomponent is time-consuming for logistical and managerial activities. The MM&E system in the AMIR Program helped reduce this burden by providing a best practice managerial tool.

One outcome that is noteworthy of the results of the general managerial practices in the CRM subcomponent is actually a melding of managerial assistance and best practice in technical assistance formulated during this consultancy. A basic question asked by the PSPI Manager resulted in a new business practice initiated in CRM and the development of new software that was tested with the JC. The software is the Automated Reports Tracking System (ARTS). Over the course of both phases of the AMIR Program, consultants have made hundreds of recommendations. How many of these recommendations have been accepted and followed? Neither CRM nor the JC, the primary counterpart, could answer this question.

Root cause analysis of why this question could not be answered identified several key reasons including:

- AMIR distributed reports to only one office in the JC.
- JC did not have the capacity to distribute the reports to all key decision makers.
- English is the reporting language for AMIR Program reports and not all key decision makers in the JC read English.
- Many AMIR Program reports lacked structure to make the recommendations clearly identifiable.
- AMIR Program reports contained recommendations, which while valid, were often of such scale that they were unrealistic without significant commitment of further support.
- The reports contained recommendations, which while valid often lacked specific, actionable steps tied to the recommendation.
- The recommendations contained in the reports were not in any type of accountable and traceable system by either the AMIR Program or JC.

In response to the root cause analysis, CRM and the JC took the following the following steps:

- AMIR Program provided additional paper copies of the reports to the JC for wider distribution to the specific key directorates.
- CRM restructured report format to include the key recommendations in the Executive Summary.
- CRM reports tend to be lengthy because of attachments included such as reference materials, training manuals, charts.<sup>12</sup> The full translation, unfortunately would be extremely time consuming and costly. As an alternative, the restructured reporting format easily permitted the translation of the executive summary and the recommendations to Arabic.
- CRM consultants were required to rethink the recommendations into articulated, actionable formats.
- The JC agreed to place the Arabic version of the Executive Summaries with recommendations of all AMIR Program on the JC “Encyclopedia” on their intranet, so that the information is available to all JC employees.
- CRM agreed to develop a database program that would share between the AMIR Program and the JC a traceable history of the follow-up to the recommendations made to the JC. This automated tool would permit the JC and CRM to better partner on the reform process.

The tracking and accountability database is ARTS. The vision of ARTS is to permit an exchange of information between the JC and CRM on the status of recommendations and ultimately, to encourage the JC to take responsibility for their implementation. It is a dual language system. The concepts include:

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<sup>12</sup> The CRM work product under the second phase of the AMIR Program in the last 36 months has grown to over 6,000 files in 2.8GB of storage space.

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- JC will assign the recommendations to business owners in the organization.
- Business owners will either accept or reject the recommendation. In the latter case, the business owner provides the reason for the rejection.
- Once the JC accepts the recommendation, the JC assigns an owner that will report progress through to the completion of the recommendation.
- The CRM and JC will exchange data on a monthly basis.
- The system can generate a number of reports for tracking status.

An AMIR Program consultant first built the ARTS software, which a software subcontractor further developed. ARTS is new tool for management and for technical capacity building. Attached as Annex 1 is a status report of the ARTS activities as of July 6, 2006.

In addition to the managerial and responsibility for portfolio vision, a key point to the success of the CRM sub-component was the availability of the long-term staff to interface with counterparts on a daily basis. This includes frequent after-hour consultations by both the CRM manager and the local customs specialist. Simply put, availability and responsiveness are key to credibility. Drop in/drop out consultancies do not bridge the credibility gap. Frequently over the last 36 months, a small investment of time by the long-term consultants has resulted in significant returns. Illustrative examples include:

- Technical advice to the JC on reasons why the USCBP suggested certain provisions in US/Jordan Customs Mutual Administrative Assistance Agreement. (CMAA) - Despite an exchange lasting over one year between the United States and Jordan on suggested language on the proposed CMAA, by the Fall of 2003 this agreement had stalled. The JC was very frustrated with the process. Sitting with the JC team for only a few hours and providing information on U.S. public law legal provisions for asset sharing helped the JC understand that part of the U.S. proposal was really in the best interests of Jordan. Once the JC understood the U.S. legal requirements to permit the United States to share assets with Jordan, Jordan moved forward with the CMAA that was signed in Amman in December 2004.
- One of the two projects currently being tested in Jordan by its major trading partners that is innovative for modern customs and trade facilitation, namely Operation Safe Commerce, is directly attributable to CRM intercessions. Operation Safe Commerce, a U.S.-government funded project, is investigating the types of physical equipment that shippers can install on containers to make them less vulnerable or at least traceable to intrusion (viz., to make them “smart containers”). Jordan, Sweden and Finland are the three countries selected by the Port Authority of New York & New Jersey to participate in this program. The selection of Jordan for this program is directly tied to the due diligence project. Two critical path junctions are the direct result of quick response by the long-term advisors. First, the chosen Jordanian company Petra

Engineering decided at their expense to invest in radio frequency identification device (RFID) tag technology. That technology resulted in a 40-container shipment to the United States that received one-day clearances, and that is now well-documented as a key success of international trade between Jordan and the United States. Key to the decision made by Petra Engineering to invest in this technology were the numerous hours of conversation between the CRM Manager and Petra executives. Because of the trusted relationship, the CRM manager helped Petra rationalize the cost and return on investment in purchasing the RFID equipment.

2.9.4 Outcome – Through long-term commitment to technical assistance, key programs advanced. High credibility for this type of USAID technical assistance based on qualified expatriate personnel supported by specialized local personnel is a key outcome. Business practices in the developmental industry advanced.

The ultimate success measurements of the CRM relationship with the JC are the changes that have occurred in Jordan because of the program and the advancement of the business practices of developmental assistance. The measurement of the outcome of the general assistance part of the portfolio is in snippets of quick successful interventions, as illustrated above, as well as the success of the longer-term portfolio projects. In addition, changes in business practices within the developmental industry as exemplified by ARTS are measurable outcomes.

In the personal opinion as the CRM manager, the reputation of the JC, their primary clients, and Jordan in general advanced because of the CRM work under the AMIR Program. The regional customs administrations already respected the JC as their leader. The JC is now poised to gain world recognition because of the USAID assistance on the Golden List Program. Respect for the JC translates into respect for Jordan as a trading nation.

ARTS project is an example, as is the MM&E system, of an equally important return on investment for USAID. Consultants will take ARTS to other projects. ARTS will be further developed as a powerful tool documenting accountability both by technical advisors and by assistance recipients. ARTS impressed the JC as a potential tool not only for AMIR-related coordination but as a tool for coordination of all donor activities and as a potential tool for management of the JC Strategic Plan.

2.9.5 Lessons learned and recommendations – With long-term advisors for portfolio management, programs have higher credibility and accountability for investment by USAID. Specific lessons learned include:

- Long-term commitment increases return on investment by donors.
- Long-term portfolio managers need both technical expertise and technical project management skills. The processes and knowledge areas within the Project Management Institute exemplify the project management skills required.

- Automated tools such as the MM&E and ARTS reduce project risk and increase likelihood of successful outcomes.

## **2.10 Communications Improvement**

Two specific consultancies targeted better communications as a fundamental change in the JC. One outcome was a justification and rational basis for the CITS project. A second is now being implemented through organizational restructuring to include a dedicated communications function in the JC organizational structure.

2.10.1. Investment - \$91,416 / 2.11% of CRM budget

2.10.2 Goal - Provide recommendations on better internal and external communications in Customs.

2.10.3 Process – Consultancies to review the communication processes in Customs and provide recommendations.

Two separate consultancies took a serious look at the communications processes in the JC. The communications both internally and externally in customs are mission critical. The consultancies recommended several actionable steps the JC could take to change the communications processes. The external communications with both the public sector and with the other border mandate agencies identified a critical need for a method of communicating on regulation changes.

2.10.4 Outcome – The communications consultancies lead to refinements in the capacity of the Customs Integrated Tariff System Project.

One of the largest problems that identified in the communications processes within the JC was a quick and transparent mechanism to communicate changes in the customs regulations to both the JC officers and to the public. Often times the officers themselves would not see changes to the customs regulations for weeks after the issuance of the new regulations. There was not a single source where the public could go to find the regulations applied at the time of customs clearance. An outcome the communications consultancies was a justification for the building of the web-enabled Customs Integrated Tariff System.

2.10.5 Lessons learned and recommendations – Communications policies and practices review is critical to determine root cause analysis for causes of problematic errors in organization function.

## **2.11 Customs Integrated Tariff System**

2.11.1. Investment - \$629,295 / 14.54% of CRM budget

2.11.2 Goal - Build the most advanced automated integrated tariff system that both government and the private sector can use to access a complete listing of all government regulations applied for imports, exports and transit goods in Jordan.

2.11.3 Process – Hire a subcontractor to work on the IT build and consultants to work on the business process changes in the Jordan Customs.

The Customs (Comprehensive) Integrated Tariff System (CITS) is the JC information side of an informed, voluntary compliance strategy. The CRM manager introduced the idea of creating a web-based system of international trade regulations to the JC and USAID in October 2003. Several underlying consultancies studied the feasibility of building this system in Jordan. After the initial workup of the feasibility, CRM presented the vision of the project to the Director General of the JC in a formal presentation. The CRM team suggested that the JC director general act as the project sponsor. The DG accepted this responsibility and agreed to commit JC resources to the project.

Serious underestimations of the magnitude of the project by both CRM's IT consultants and the JC developed during the course of the project. As a result, CRM and JC started the project without project planning following Project Management Institute (PMI) processes. The perception of the CRM consultants during the first months of the project was that the JC was "dragging their feet" on meeting the work requirements defined in the project. As a result, CRM considered the project close to collapse. The JC and AMIR then entered into a Memorandum of Understanding regarding the building of CITS only after the project was well underway. The MOU included formal agreement on the timeframes for decision making by the JC on the CITS Project. CRM and the JC agreed to increase the project budget and timeline to compensate for delays. The increase in USAID funding covered transferring additional parts of the IT development to an AMIR subcontractor rather than the JC IT Directorate personnel.

While all participants recognized that the CITS project had the potential for tremendous benefit to both the private sector and the GOJ, at the working level within the JC, particularly in the Tariff Directorate, creating CITS caused a dilemma. This dilemma was that prior work within the Directorate of the entry of regulations and tariff amendments into ASYCUDA was inaccurate. The inaccurate data in ASYCUDA would reflect poorly on those individuals responsible for the data. Further analysis identified that often the cause of inaccurate data in ASYCUDA was due to GOJ Cabinet level decisions beyond the control of the JC such as retroactive (ex post facto) regulation changes.

Another miscalculation was the capacity of the JC IT Directorate. The IT Directorate in the JC does not have the resources to build a solution from scratch such as CITS. One of the missed objectives of CITS version 1 was a complete interface with ASYCUDA.

CITS version two because of an extraordinary team effort by all participants is now available on the Jordan Customs web page.

2.11.4 Outcome – CITS version 1 and 2 launched, full integration with ASYCUDA still outstanding.

CITS version 1 launched before the shutdown date of July 31, 2005. The version 1 did not achieve some of the features of the vision for CITS contained such as the ASYCUDA interface. Still, CITS did meet the primary objectives of providing an easy to use reference site for finding all regulations associated with a given tariff number. Some of the features of CITS version 1 were not utilized such as the capacity for other agencies to consult with the JC prior to issuing a new regulation. .

In the work plan for CRM was the planning and budget for CITS version 2. The build of CITS version 2 takes into consideration the lessons learned in the version 1 project. The lead in the build of version 2 requires that the subcontractor, CRM, and JC team complete a full project plan following PMI methodologies. The JC was slow in allocating personnel resources to the version 2 build but ultimately a complementary team including business stakeholders in JC, AMIR business consultants and an IT subcontractor. CITS version 2 launched without full testing and errors were discovered. A project plan to correct the post launch errors corrected the identified problems. Additionally the JC committed to continue with the planned work to interface CITS with ASYCUDA.

The end result of having the world's best integrated tariff system as the single window for all government regulations for import, export or transit was achieved. The Jordan CITS has both an official Arabic language side and an unofficial English version on the Internet. CITS permits the international trading community to readily identify all current regulations as well as do projections of potential import dates to identify declining tariff rates based on trade agreements and most advantageous agreement to select. As an example, in a demonstration, we were able to show that by changing the date of importation by one day an importer could save three percent on duties, or in another case where multiple trade agreements are in place, the selection of the most advantageous agreement reduced the duty rate from 30 percent to zero.

CITS also has unique features for making tariff classification inquiries to the Jordan Customs and receiving an automated response. Further subscribers to the system automatically receive updates when there is a change in regulations or trade agreements. With all the features in the Jordan CITS, the CRM team is confident that the Jordan CITS the project met the goal of having the most advanced and easy to use integrated tariff system in the world.

2.11.5 Lessons learned and recommendations – Formal project management process such as recommended by the Project Management Institute are mandatory for a project of this nature.

Key lessons learned in the CITS version one and two project include:

- CITS confirmed that the build of new software from scratch is a high-risk project. In the case of CITS, no off-the-shelf solution was available.

Extraordinary care in a high-risk project must include formal project management practices.

- The business practices in the JC Tariff Directorate and the dilemmas caused by higher government in the regulation issuance process create a risk that CITS will fall to the same fate as ASYCUDA. This risk is inaccurate data. Inaccurate data in the primary declaration processing engine for a customs administration can result in incorrect revenue collections with negative consequences for both government and private sector.
- The JC IT Directorate should not routinely build new IT software, but rather outsource the build. The JC does not have the resources in house to dedicate to building new software. The JC IT Directorate did not adequately document the work on CITS version 1 creating a sustainability risk. A better solution is that JC staff are fully trained in IT contract issuance and management.
- The condition precedent system for the direct release of funding to the Government of Jordan by the Government of the United States provides an excellent insurance that good intentions and good results merge.

## **2.12 Developing Business Consolidation of Jordan Customs and ASEZA Special Customs through ASYCUDA World**

In the fall of 2005 the Jordan Customs requested CRM assistance in selecting a new primary operating system to replace the current ASYCUDA++ system used in Jordan. This decision to look at a new system at that time was primarily driven by aggressive marketing of a competitive system to the ASEZ Customs. The CRM intervention assisted the Jordan Customs and the ASEZ Customs to move to a more rational approach based on a business case and review of competitive alternatives to the selection of an upgrade to ASYCUDAWorld. With the assistance of the CRM consultants, the ASYCUDAWorld project is now based on a business case justifying the expenditure, the development of a MOU between the JC and ASEZ, and a charter from the Director General of JC and the Commissioner of the ASEZ for the project. A critical justification for the project now estimated at US\$6 million is the consolidation of the JC and ASEZ Customs. The correction of the Jordan anomaly of having two independent customs administrations is part of a business reform in the proposed ASYCUDAWorld project.

2.12.1. Investment - \$249,621 / 5.77% of CRM budget

2.12.2 Goal - Provide an opportunity for JC and ASEZ Customs to rationalize the investment in an upgrade to ASYCUDAWorld based on consolidation of business practices between the two entities.

2.12.3 Process – International consultants providing technical advice, drafting of project documents and workshops.

2.12.4 Outcome – The results to date are the creation of foundational documents to minimize the inherent risks in a highly complex project. Additionally the

documents are the basis for a rational justification for the JC to approach potential funding sources for the project.

Jordan Customs (JC) and ASEZ Customs have decided to replace the Automated System for Customs Data (ASYCUDA) ++, its primary customs declaration system. This decision was based on the system's insufficient technical capability to deal with the increased need for customs to communicate with private sector, other government departments, and other customs organizations, as well as the increased need to provide easier access to customs services online.

Initially, the ASYCUDA++ replacement in Jordan was driven as a technologically-dominant project – an upgrade of the current information technology (IT) system without a clear definition of the underlying business transformation. The business goals and justification of the project were not clearly articulated and no project methodology was defined and followed. JC and ASEZ Customs went through the system evaluation phase independently and it is to the great benefit of Jordan, its border security and flow of trade, that both organizations have arrived at the same selection.

It has been the best practice observed worldwide that the full benefit from any large information system development and implementation can only be obtained when it is integrated into a wider effort across the entire organization, and that this effort is driven by business needs and capacity building. It has also become an industry standard that a proper project management methodology is followed in order to better define and manage IT projects, which are usually very high risk.

One of the characteristics specific to Jordan is that the country has two autonomous customs organizations, JC and ASEZ Customs. During the project initiation and planning phases, all parties agreed broadly that the project should include a phase where commonalities between activities and processes of JC and ASEZ Customs were defined and implemented in the ASYCUDAWorld project at the national level. It is essential that JC and ASEZ Customs define and harmonize their activities in areas such compliance management, risk management, and communication with other customs organizations. JC and ASEZ Customs also agreed that the ASYCUDAWorld should be used as an opportunity to review existing customs practices across Jordan in the light of the standards and guidelines endorsed by the WCO (e.g. Framework of Standards to Secure and Facilitate Global Trade, Revised Kyoto Convention, Container Security Initiative [CSI]) and other international developments related to supply chain management and security. The initial cost estimate from JC and ASZE Customs to implement ASYCUDAWorld and running costs for the first year is US \$6 million and then approximately US\$ 900,000 to cover annual running costs.

2.12.5 Lessons learned and recommendations – Formal project management processes and business case decisions rationalize government and donor expenditures.

The primary lesson learned is that external pressures to “do something new” should not be the basis for an undertaking.

### **2.13 Restructuring Customs Clearance Agents.**

In response to a request from the Director General of JC, in April 2006 CRM staff prepared a report and recommendations on restructuring the business of customs clearing agents in Jordan. This report identified that while there is a great deal of latitude in how various countries regulate clearing agents or customs brokers, clearly the current practices in Jordan are not working. The clearing agents in Jordan are a hindrance to international trade. Reforms are clearly needed and will be difficult to entrenched power structures in Jordan in this industry

2.13.1. Investment - \$50,000 / 1.16% of CRM budget

2.13.2 Goal - Provide the JC with a better understanding of the role of customs clearing agents and offer alternative solutions to bring the clearing agent industry into a supportive role for international trade.

2.13.3 Process – The primary process for this objective was to provide a review of how customs clearing agents or brokers operate in other countries. Additionally the consultants conducted a comparison of how the Jordan clearing agent industry is working now and make recommendations to the Jordan Customs on alternative solutions to the current problems.

2.13.4 Outcome – The report has provided modeling information only with no immediate outcome.

At the request of the DG of the JC, the CRM team conducted a survey of international practices dealing with the regulatory relationship between customs administrations and customs brokers or clearing agents. The survey confirmed that this relationship contains a very high degree of variability among countries. At one end of the spectrum is a completely unregulated industry where the customs broker may be a chimney sweep or goat herder one day and a customs broker the next. At the other extreme, some administrations demand that only a licensed customs broker file all declarations for import, export, and transit to customs. Other countries choose a middle ground, in which the customs brokers are subject to very high requirements for testing and licensing and are the only persons authorized to act on behalf of another person,<sup>13</sup> but declarants are still free to act on their own behalf in their relations with the customs administration. Depending on the external factors—such as the licensing of traders themselves, maturity of the international traders in the country, national culture, levels of penalties or sanctions for non-compliance, and levels of corruption within the country—all of these variants work to some degree of success. What works in one country will not work as well in another.

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<sup>13</sup> ‘Person’ as referenced in this report means either a physical person or a legal entity such as a business.

The CRM customs experts also took a serious look at the current state of affairs of the relationship between the customs clearance industry in Jordan and the JC. The report also examined the wider impact of the role of clearing agents in the whole of Jordan to include the separately regulated territories of Jordan proper and ASEZ. The review covered the current legal and regulatory environment for clearing agents in Jordan. Additionally, as Jordan considers moving to an online, paperless declaration process, the consultants reviewed the implications of working in this new Internet environment, where physical presence relative to the work performed takes on new meaning. The current licensing procedures and role of clearance agents must change for the new automated system to be effective.

The review of the clearing agent industry confirmed that there has been some progress towards developing higher competency standards within the clearing agent industry over the past years, but the progress has been slow and unfocused. Strong negative factors are impeding further progress, and reforms must consider these factors as a whole to implement the changes necessary to produce competent clearing agents regardless of regulatory scheme that is chosen. The negative environment includes:

- Weak penalty schemes in Jordan that are more concerned with inconsequential error that permits individual customs officers to collect incentives in the form of additional pay;
- No clear definition of responsibilities between clearing agents, traders, and Jordan Customs;
- A legacy system based on an incestuous relationship between customs clearing agents and customs officers and;
- A regulatory environment within the existing customs law that appears to have a primary objective of protecting the existing clearing agents rather than their clients or the GOJ.

The current state of the Jordan clearing agents is steeped in the traditional business practices of Jordan that in many ways are out of alignment with the “international” business culture of today. While reforms of the relationship between clearing agents and their clients and JC must aim to integrate Jordan into the global trading community, the culture of Jordan must also be taken into consideration. Unfortunately, the international business culture and the traditional culture of business practices in Jordan often conflict. ‘Wasta,’ or business based on personal relationships or family ties, is still pervasive in Jordan, and this way of doing business is entrenched in the clearing agent industry. The steps forward will not be easy, and the well-organized clearing agents have historically put up strong resistance to change. How far Jordan can change at this time is up to the country’s leadership. However, just as the regulatory environment for the trucking industry in Jordan has made significant changes, so too must changes proceed in the clearing agent industry.

2.6.5 Lessons learned and recommendations – This consultancy elaborated the need for flexibility and reserved resources in the portfolio management. While the CRM team recognized the problem of the clearing agents early on in the AMIR Program, the timing for addressing the problems was dependent on the will

of the JC management to tackle the issue. Having reserve resources and long-term advisors available on short notice provided a quick response to counterparts permitted the CRM team to address the issue at an opportune moment.

## **2.14 Customs Bonds Models**

In prior work through both a grant and a consultancy, the issue of customs securities came to the forefront of needed changes. Customs bonds are a particularly cost-effective mechanism for providing financial security to the government while giving latitude for expedited clearance procedures and international trade. Pending the passage of legislation to permit the use of insurance-based customs bonds, the AMIR Program has put into place close to a turnkey status that will permit the rapid development of the insurance industry to offer this new product and the JC the procedures to accept the customs bonds.

2.14.1. Investment - \$168,977 / 3.91% of CRM budget

2.14.2 Goal - Provide all the building blocks for all the required actors from JC, the Insurance Commission and the insurance industry to open the use of customs bonds as an alternative form of security for customs revenues in Jordan.

2.14.3 Process – International and local consultants, workshop and advocacy meetings with stakeholders.

2.14.4 Outcome – The outcome of this consultancy is currently unknown as the Parliament has not passed the required modifications to the customs law to permit the use of insurance-based customs bonds.

The use of insurance-based customs bonds is a common practice in most modern trading nations. Customs has a responsibility to protect revenues while at the same time facilitate trade. To permit the rapid release of goods prior to the full collection of duties and taxes customs administrations normally require some form of security. The prevalent types of security are direct deposits to the government, bank guarantees or insurance company based customs bonds. The insurance based customs bonds have the advantage of permitting working capital to be freed up rather than sitting in deposits. Currently in Jordan an estimated JD 250 million are held by banks or the government for customs securities. Strong vested interests apparently are blocking proposed legislation that would permit the use of insurance-based customs bonds.

The results of the work on the development of customs bonds confirmed high interest by the international traders to use customs bonds. Additionally the insurance industry in Jordan is prepared to offer this new product. The introduction of customs bonds would be the introduction of a suretyship product by the Jordan insurance industry with the intent that other suretyship products could be offered in the future. These other products would include performance bonds, construction bonds, etc. The current total working capital that is held in direct deposits that could be more usefully applied in Jordan is estimated at three to four billion JD.

The CRM work on the introduction of customs bonds as a gateway to insurance-based suretyship products is dependent on passage of one very small piece of legislation that would permit the Jordan Customs to accept the insurance based customs bonds. If this legislation passes, the CRM deliverables have included a series of turnkey documents and procedures for the Jordan Customs and the insurance industry to put the use of customs bonds into place.

2.14.5 Lessons learned and recommendations – Not working directly with the Parliament in legal reforms has risk.

The lesson learned confirmed that when introducing proposed legislative changes a best practice in the developmental process is to work with Parliamentarians early on in the legislative process. Due to restrictions on the AMIR Program, no direct work with the Parliament on this issue has placed the passage of the modifications to the Customs law at high risk.

### **3. Post-AMIR Program Recommendations**

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#### **3.1 CITS**

Recommendation: By Government policy, discontinue the issuance of retroactive decrees and regulations.

The Customs Integrated Tariff System (CITS) has a tremendous potential to simplify regulatory policy. However, its power is not yet used that will permit government agencies to consult with the JC prior to the issuance of regulations to narrow the tariff classification to the intended commodities. The review of commodities with high administrative burdens identified through CITS can streamline processes. The following are examples of regulatory reforms that for assistance could support:

**Ministerial and Higher Government Decrees must assign ownership and responsibility.**

Weakness - The Cabinet issues decrees that, based on the research in the development of the CITS, have resulted in separate agencies issuing multiple regulations to cover the same decree. This adds both duplication and confusion to the issues. By having multiple regulations issues in a duplicative fashion creates an appearance of over regulation.

Recommendation – Ministerial and Higher Government Decrees as a policy should include a statement as to the ownership of responsibility for the implementation of the decree. A clear directive as to which agency has primary responsibility will eliminate this confusion.

**Ministerial and Higher Government Decrees as a general policy should not be retroactive.**

Weakness – In some instances, the Cabinet has issued both regulations and tariff rates retroactive to a date earlier than the date of publication. The issuance of retroactive regulations violates the legal principle of ex post facto laws. In the case of retroactive tariff changes, increasing tariffs after the fact is discriminatory to businesses that have based their business decisions on expected costs they will pay to the Government. In a review of the instances where tariff rates have been lowered retroactively, it is unfair to domestic producers.

In some instances, the reduction or increase of tariffs has been on a very narrow band of tariff items or a single tariff line item. This type of a reduction gives the appearance of a less than transparent process in the establishment of tariffs. It raises the appearance of corruption where perhaps a single importer has received a retroactive advantage or a domestic producer has used political connections to eliminate retroactively imports from free and open competition.

**Inadequate lead-time for decree and regulation implementation.**

Weakness – As a routine practice, the government holds changes in tariff rates secret until the date they go into effect. This is a destabilizing practice to businesses that plan the importation of goods based on projected duties and taxes. The worst risk to effective business practice is uncertainty. Government support for a healthy business environment must include reasonable steps to reduce business risks caused by uncertainty in government. The same principle applies to non-tariff regulatory changes. Regulation compliance inevitably requires an outlay cost by businesses to insure compliance. Often this may also require time to put new procedures into practice. In contrast, government agencies need time to prepare plans to put the new regulation into practice. In the current situation where both the public and the government agencies such as the JC may have a responsibility to implement the regulation on behalf of another agency, both sides are placed at a disadvantage. The practicality is that the new regulation goes into effect on a staggered basis over a delayed period.

Recommendation – Tariff changes and regulations, except in the case of clearly documented emergency justification, have a minimum 30-day delay between the official publication date and the effective date. In those rare cases of an emergency issuance shorter than the 30 days, the issuance must contain a clear statement articulating the factual basis for the decision to issue an emergency decree or regulation. The best supporting practice would also include the official publication of draft regulations permitting a period for public comment prior to the final regulation issuance. This is a common practice in advanced trading nations commonly referred to as a “Notice and Comment” practice. The Notice and Comment procedures recognize a true partnership between the private sector and government.

**Standardized regulatory issuance for all border related regulations.**

Weakness - Border-related regulations issued by various agencies are not consistent in the fields for the content of the regulation. Often regulations from separate agencies have differing data fields. As an example, many regulatory agencies do not practice a regulatory review policy as reflected by not including a recommended mandatory expiration or review date in the regulation. The review of regulations performed by the JC in preparing for CITS highlighted these discrepancies, which leads to regulations that are inconsistent with changes in tariff tables.

Recommendation – All agencies issuing border-related regulations adopt a policy of standardized regulation format and fields. As part of the adoption of a consolidated recommendation format, each agency adapts an internal regulation review and verification system to evaluate periodically the continued need and legitimacy of issued regulations. All currently existing regulations are entered into the agency’s review and verification system and if lacking a review and validate assigned date at the time of entry, the individual regulations are assigned a review date of no longer than three years from date of issuance. Regulations exceeding three years from date of issuance are given an immediate priority for review and validation.

**All regulations issued relative to commodities crossing the borders of Jordan identify the regulated commodities by Tariff Classification numbers assigned by the JC.**

Weakness – Now, regulations issued by various border agencies intended to be applied to specific commodities are issued only using word descriptions. This has led to imprecise application of regulations. In some cases, the regulations are ambiguous as to exactly what commodities the originating agency intended for coverage by the regulation to the point that neither Customs nor the public understand what the originating agency's intent is. The result has been that as a standard practice in attempting to interpret the intent of the originating agency the JC has applied the regulation to the widest band of possible commodities. This widest application may have been outside of the intent by the agency originating the regulation. This creates a trade-inhibiting environment of over regulation.

Recommendation - The “language of international trade” has a precise, internationally recognized language, tariff nomenclature numbers. Jordan's tariff numbers follow the Harmonized System (HS) maintained by the contracting parties to the convention. The JC is the official representative to the WCO for Jordan and is responsible under the international agreement to insure Jordan's compliance with following the HS tariff classifications. By mandate, the JC is the responsible agency in Jordan for determination of the customs tariff number applied. To assist other government agencies in accurately defining their regulations to cover the intended commodities and only the intended commodities, prior to issuance of new regulations by Government agencies, the JC should provide consultative services to sister agencies in tariff classification. This interagency cooperation will be beneficial to meet the objectives of the issuing agency and minimize the application of the regulation to prevent unnecessary trade barriers. The CITS launched in July 2005 has the capacity of permitting the other agencies to consult with the JC in a secure manner to resolve classification issues.

### **3.2 Penalty and Violation Process Streamlining**

The processing of penalties and violations is still very slow. Part of the problem is beyond the control of the JC because it is tied to the legal and court system. An effective fines, penalties, and forfeitures regime can simplify the processes to a point where cases will rarely go to court. The work of the penalties and violations streamlining will also make clear distinction between inconsequential errors or omissions and true violations.

### **3.3 HR and Training Reforms**

The work of the JC on HR and training reforms can progress to an all-new level with government approval to permit customs to make radical changes in pay and compensation. The pay system needs serious overhaul to eliminate the incentives mentality in the JC. Currently, looking for additional incentives is a preoccupation with most officers. Some of the more nefarious incentives are tied to the discovery of violations where the JC officers are in effect bounty hunters who look for inconsequential errors such as spelling mistakes to collect incentives for these violations.

### **3.4 Development of a Modern Communications and an Automated Issuance System**

CRM first suggested the development of an issuance system when reviewing the communications systems of the JC.<sup>14</sup> CITS has resolved some of the issues for external communications but the JC has a long way to go. An automated issuance system will permit the tracking and defining of the issuance of regulations, policies and procedures to insure conformity.

### **3.5 Modification of the JC Cases System**

The Cases automated system is a database that manages and track violations. Customs under utilizes this system as a potential tool for identifying potential violations by analyzing historical violation records. Part of the reason is that the software does not include mandatory fields and many fields are free text preventing statistical analysis. The Jordan Customs is internally now working to update the system. The further work could either replace the Cases software or turn it over to a professional software developer for modification.

### **3.6 Replacement of ASYCUDA**

The replacement of the ASYCUDA system is a potential mega project having serious implications. Over the last few months the CRM subcomponent lifecycle CRM the CRM team conducted an analysis to identify the needs of Jordan for a replacement system. If the JCC replaces the primary system, ASYCUDA++ to ASCYUDAWorld, the definition of the needs of the new software conceivably will also address automated features replacing Cases, tie to the existing HR system, and link to a fines penalties ad forfeitures automated process. The envisioned ASCYDAWorld project will need to address the underlying business processes the many points of interoperability between the JC and ASEZ Customs that are currently not functioning such as risk management, intelligence, clearance agent management, and HR and training.

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<sup>14</sup> For details, see “Communications Baseline” prepared by Barbara Zadina for the AMIR Program, March 2004 and “Communication Development for Jordan National Customs,” prepared by Walter Hekala for the AMIR Program, July 2004.

#### **4. Deliverables**

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The following specific deliverables are included in the consultancy objectives for the CRM component manager:

*4.1 Develop a rolling legal, regulatory and administrative reform under the legislation strategy set out in A Legislation Strategy for Jordan Customs;*

Delivered – Legal reforms to meet revised Kyoto Convention completed and submitted to Government.

*4.2 Identifying, establishing and promoting international best practice procedures to meet national policy objectives and international obligations especially through the adoption of ISO 9002 in a Customs environment; (Note: correct reference should be ISO 9000-2000)*

Delivered – Jordan Customs ISO 9000 audit finalized and JCD recommended for registration.

*4.3 Ongoing strategic and business planning for Customs and related stakeholders;*

Delivered – JCD Strategic Plan 2005 -2007 completed by Customs.

*4.4 Business process re engineering as detailed in the Customs and advisor developed strategic planning documents;*

Delivered – Process mapping and reengineering recommendations completed, pending implementation by Customs.

*4.5 Organizational restructuring support;*

Delivered – Foundation for organizational restructuring incorporated in Human Capital Development and Management.

*4.6 Developing Customs investigation, intelligence, risk management and audit systems;*

Partial delivery – Customs lacks legal authority for independent investigation authority. Support to the development of the intelligence unit provided. Risk management and audit systems incorporated in JCD Golden List Program outcome.

*4.7 Assist in the technical work of all local and expatriate consultants fielded under the component and ensure that all end-of-assignment deliverables and other consultant and subcontractor performance results are:*

*a) consistent with and compliant with the consultant's scope of work,*

*b) are of high technical quality and good overall readability, and*

*c) are acceptable to USAID and other component clients.*

Delivered – 23 international and local consultants worked on the CRM team during the consultancy. All reports submitted to USAID accepted. The client feed back on the reports was excellent as to the quality of the work.

*4.8 Assist with the all component activities to ensure they are consistent with, and*

*support a continuation of, related AMIR support and activities related to the component, as may be modified from time to time in collaboration with USAID/Jordan.*

Delivered.

*4.9 Ensure close inter-component collaboration with the other AMIR Program components and sub-components, and close collaboration with the training and public awareness components of the AMIR Program.*

Delivered.

*4.10 Perform miscellaneous tasks as may be assigned by the Chief of Party or direct supervisor to achieve AMIR Program goals and objectives.*

Delivered.

*4.11 Continue development of the Customs Reform and Modernization strategy across all Directorates (and beyond customs with other stakeholders as appropriate) to include application of international best practice. This should at the strategic level address questions like should commercial and criminal fraud be handled separately or by the same group and to what degree should identified activity be centralized by process or location? It will also provide tactical and operational advice where considered appropriate by the advisor or requested by Jordan Customs.*

Delivered – The CRM strategy did a significant shift during the consultancy from tunnel vision on customs reforms solely within the JCD to working with the international trade community in the development of the Golden List Program and the formation of the Border management Task Force.

*4.12 Continue the analyses of current Customs capacity and from that extend the current draft programs over the short term (one-year) and the long term (three years). These should be integrated with the Customs Center of Excellence arrangements wherever possible.*

Delivered – Assisted the JCD in the development of strategic planning and developed the Automated Reports Tracking System (ARTS) as a tool for high-level reform management.

*4.13 Establish the needs of Customs personnel for specialist equipment (i.e. computer hardware, software, measuring equipment vehicles, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over the ongoing short term (one year) and the long term (three years).*

Delivered – The emphasis has been on software. CRM has provided recommendations for existing software upgrades (Cases System), developed new software (CITS) and replaced existing software (HCDM and SAT).

*4.14 Review current international and domestic agreements/MOUs on commercial matters and advise where changes or further agreements would enhance Customs' capacity. Draft in point form key aspects of such MOUs for consideration by Customs and other stakeholders.*

Delivered – Reviewed currently legislation and provide recommendations against the

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

Revised Kyoto Convention, assisted the JCD in finalizing a Custom Mutual Administrative Assistance Agreement with the United States, and developed in advance of issuance by the WCO a program to meet compliance requirements of the WCO “Framework of Standards to Secure and Facilitate Global trade.”

*4.15 Review and maintain budget requirements of the Customs Reform and Modernization sub component.*

Delivered – CRM subcomponent remained within allocated budgets from July 2003 to July 2006. During the course of the consultancy budget allocations, particularly at the end of the AMIR program allocated became unstable and previously approved work within existing budgets were cut from the CRM portfolio.

*4.16 Undertake technical development of other members of the Customs Reform and Modernization team in liaison with short-term consultant/advisors and trainers.*

Delivered

**Annex 1 – ARTS Status Report, July 6, 2006**

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**Automated Reports Tracking System  
Statistical Report**

**Report Date**

**From 01-Feb-2002  
To 06-Jul-2006**

**Components PSPI  
Sub-Components CRM**

**Submission Date**

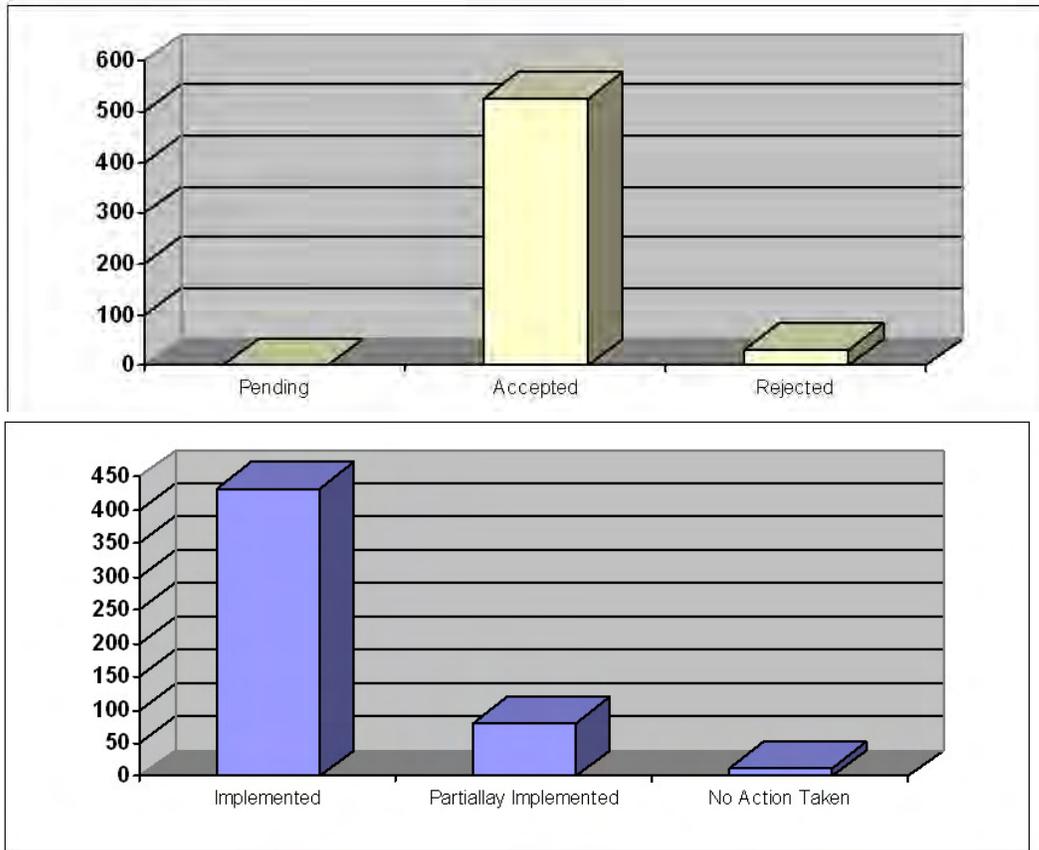
**From  
To**

**Consultants < ALL >  
Priority Status < ALL >  
Responsible Area < ALL >  
Classification < ALL >  
Recommendation Status < ALL >**

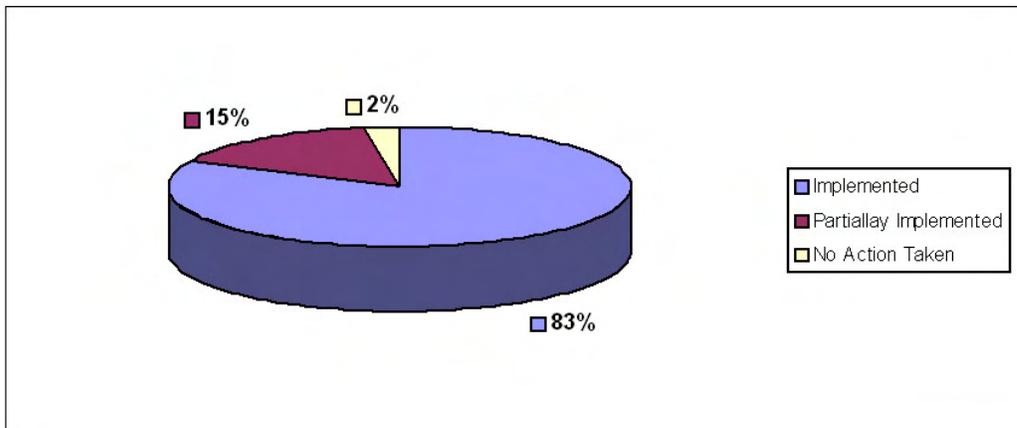
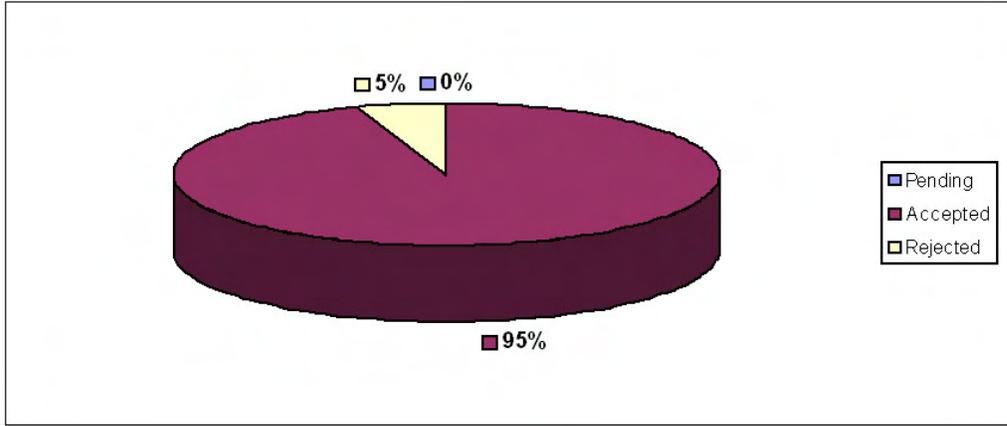
**Automated Reports Tracking System  
Statistical Report**

<b>No. of Reports</b>	<b>60</b>
<b>No. of Recommendations</b>	<b>555</b>
<b>No. of Recommendations Pending</b>	<b>0</b>
<b>No. of Recommendations Accepted</b>	<b>525</b>
<b>Implemented</b>	<b>432</b>
<b>Partially Implemented</b>	<b>80</b>
<b>No Action Taken</b>	<b>13</b>
<b>No. of Recommendations Rejected</b>	<b>30</b>

## Automated Reports Tracking System Statistical Report



## Automated Reports Tracking System Statistical Report



## Automated Reports Tracking System Recommendations by Responsible Area

Components PSPI  
Sub-Components < ALL >

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** < No Info >

**Recommendation**

Customs should establish a system of binding rulings and non-binding advices through which to generate a higher level of understanding of the law. Penalties should apply when advices are ignored or disregarded and there is subsequent non-compliance.

• AMIR will, in all future reports sent to JCD, have the recommendations included in the Executive Summary and the summary will translated into Arabic.

16.  
incentives system.

15.  
the development of a national multi-  
agency information and intelligence system.

Quality Directorate Expansion  
Background – The Jordan Customs has fully engaged in using the ISO 9001-2000 standards for quality management to continuously improve their operations. This is another example of fundamental change in the JCD by making qua

8- A benchmarking group should be set up to establish regular meetings with regional customs administrations for the purpose of sharing performance measurement data and practices. The JC group in charge of identification and measurement of KPI's should t

That the Director General Jordan Customs write to the Chief Executive Officer Australia Customs Service (ACS) and request access to the intelligence database developed by the ACS for a Customs organisation that was of the similar size and complexity to Jo

Short Term Contractors  
Make every effort to retain the involvement of those short term contractors who have been identified with the program to this stage; Until it is possible to travel to Jordan; authorize the development of training and other material

Long Term Staff  
Confirm the position of long term CRM component manager to undertake the following: in home country develop for approval an integrated plan for the long term delivery of the sub component including staffing requirements, time

***Thursday, July 06, 2006***

**Report Title**

A Legislation Strategy for Jordan Customs

Consolidation of Customs Recommendations

Engage a salary/conditions expert to explore alternatives to the current  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Task the Border Management Task Force to develop a concept paper on  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Customs Reform and Modernization Activities:  
Interim Report, July 2003 to November 2005

Developing Service Standards and Performance  
Indicators for Customs

Development of Border Risk Management,  
Intelligence & Risk Management Capabilities

Impact of Evacuation on AMIR/PSPI - Customs  
Reform and Modernization Subcomponent

Impact of Evacuation on AMIR/PSPI - Customs  
Reform and Modernization Subcomponent

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

< No Info >

<b>Responsible</b>	<b>Recommendation</b>	<b>Report Title</b>
Locally Employed Staff	It is critical to the long term success of the project that locally employed staff are retained during the period in which expatriate staff are absent from the country, they should: Provide a point of liaison for all stakeholders a	Impact of Evacuation on AMIR/PSPI - Customs Reform and Modernization Subcomponent
Intelligence to develop a broad range of operational procedures covering all aspects of business practice (for Intelligence staff understanding and client awareness)	Intelligence staff to ensure outputs and results highlighted and promoted to ensure future information flows maximized and new sources of information cultivated (newsletters, intranet, seminars, etc)	Intelligence and Information Management in Jordan Customs
"Recommendation 9It is recommended that JCD defines measurable benefits of the project and establishes a framework for monitoring the delivery of the benefits."	"In the short term, (current to end of 2005) it is recommended that the BMTF: . <b>Management Task Force</b> house customs staff weekly on deliberations of the task force to ensure recommendations are consistent with international obligations	Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process
"In the long term, (January 2006 to May 2006) the BMTF's final report might consider inclusion of the following recommendations: . a detailed proposal on whether to establish a single border agency, nomination of a lead agency with other agencies actin"	". developing and implementing a new processing regime.These long-term recommendations may be expanded as the Task Force undertakes more work."	continue to brief the AMIR Program's in-Support for Border
". agency and for use by all agencies with an interest in people and goods crossing the border."	<b>Thursday, July 06, 2006</b>	Support for Border Management Task Force
		Proposals to rationalize current duplicate systems at the border prior to Support for Border Management Task Force
		a strategy to develop a single window border alert system, hosted by one Support for Border Management Task Force

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Admin

**Recommendation**

Dewan should create and maintain an online database of all communications that move through the system, for searchable access of documents by all Customs employees. This will require all internal documents to be produced and stored in electronic format.

During off-peak hours and in the case of personal emergencies, provide vehicles for transport back to Amman from Queen Alia Airport cargo and passenger processing areas, due to the far distance of these two sites from the transportation services and Amman

**Report Title**

Jordan National Customs - External and Internal Communications Baseline Assessment

Women in Customs Capacity Building

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** ASEZA

**Recommendation**

**Report Title**

ASEZ Customs should provide suitably detailed business process maps for audit and inspection; AMIR and ATASP consultants should review these processes and determine their applicability with the technical solution selected. Mr. Alan Wilson, ATASP's Customs

ASEZA PDA Project

It is recommended that project planning include provision of the following templates for which will be provided by AMIR:

ASEZA PDA Project

Business Case, Detailed User Requirements, Risk Management Plan, Communications Plan, Configuration

Based on the vision presented by His Majesty for the consolidation of ASEZ and Jordan National Customs, the PDAs for ASEZ Customs should be viewed as a justification for wider application across both organizations. It should be noted that Jordan National

ASEZA PDA Project

A detailed project plan is required, setting out agreed scope of work, deliverables, approach, risks, assumptions, responsibilities, and costs. This will be provided by AMIR.

ASEZA PDA Project

It is recommended that project management and expertise in the evaluation of proposals addressing the Request for Tender and any subsequent contract determination be provided by AMIR.

ASEZA PDA Project

To justify the need for PDAs ASEZ must adopt world class technology and best Customs practice in inspection and audit. ASEZA accepted that this would facilitate compliance with USAID procurement policies.

ASEZA PDA Project

It is recommended that procurement be undertaken by AMIR.

ASEZA PDA Project

USAID and the ASEZA Commissioner for Revenue and Customs will need to be satisfied that any risks identified in the Threat and Risk Assessment to be undertaken by a third party consultant - are addressed in a detailed Threat and Risk Mitigation Strategy.

ASEZA PDA Project

The pilot will help determine how much systems integration will need to be addressed. In particular, it is recommended that continuation of implementation of the PDA project subject to a review on any potential deleterious impact on ASYCUDA. Expertise i

ASEZA PDA Project

The a project plan be followed by all parties, with project management being undertaken by AMIR, in close collaboration and consultation with ASEZA, ATASP, Jordan National Customs, and selected vendors (both suppliers of the PDAs and a consultant undertak

ASEZA PDA Project

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Cases</b>	<b>Recommendation</b>	<b>Report Title</b>
4.2.2.1	Customs Department staff to input all customs violations and smuggling cases as described by the relevant articles in the Jordan Customs Act irrespective of whether the viol		Cases Directorate staff to obtain an order from the Director General for Customs Institutional Development Intelligence Software Training  Intelligence Software Training
4.2.2.2	Directorate staff, design and deliver education, awareness and training to Customs Department staff in relation to registration of all violations and smuggling cases as identified.		Training staff, in conjunction with IT Directorate staff and Cases Customs Institutional Development Intelligence Software Training  Intelligence Software Training
4.2.2.10	signature technology to violation and case registration for legal probity, authentication and transparency reasons, and to the "Intelligence Report" registration		A feasibility study must be initiated to consider the application of digital Customs Institutional Development Intelligence Software Training Intelligence Software Training
4.2.5.1	Customs Institutional Development Intelligence		The database (CD on customs server) be evaluated and improved.  Software Training Intelligence Software Training
4.2.4.1	monitoring and illegal activity identification.		The database be expanded to a centralized database for national Customs Institutional Development Intelligence Software Training Intelligence Software Training
4.2.2.7	Directorate staff, design and deliver education, awareness and training to Customs staff in relation to registration of all required data inputs as identified		Training staff, in conjunction with IT Directorate staff and Cases Customs Institutional Development Intelligence Software Training Intelligence Software Training

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

4.2.2.5  
input to the Cases database. A  
directive to this effect to be issued by the director-general advising the necessary requirements.

5.  
including seeking assistance from IT  
Directorate by providing detailed analysis of every field.

Mandatory data, as required by Article 186 of the Customs Law, must be  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Task the CASES user group to review the data content of the system  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

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<b>Responsible</b>	<b>Cases</b>	<b>Recommendation</b>	<b>Report Title</b>
		8. what the type of seizures should be recorded in the system.	Recommend that the CASES user group develop policy and directives on Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		7. a user manual that includes a glossary of terms and measurement specifications for various classes of goods that are detained, seized or confiscated.	In consultation with IT Directorate, task the CASES user group to develop Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		1. advising that all correspondence, management and access issues relating to the CASES be channeled through the Director of the CASES Directorate.	Request the Director General of Customs to sign an all staff memorandum Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		3. CASES on system management and improvements. The Director of CASES will provide regular briefings to the executive making appropriate recommendations on the operation and management o	Establish a CASES User Group that provides advice to the Director of Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		2. Internal Audit Directorates, develop an audit plan that focuses on user access to the system.	CASES Directorate, in consultation with Information Technology and Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		17. recommendations made in the report titled “Customs Institutional Development – Intelligence Software Training,” prepared by AMIR Program consultant Michael Krstic, July	Task the CASES user group to consider and prioritize the Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		11. part of its review of the system.	Task the CASES user group to address the issue of mandatory fields as Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		10. to determine what data deficiencies exist in terms of closing cases.	Undertake a major audit and cross reference of the system to court records Customs Institutional Development: Intelligence Unit Support – CASES data reformation
		Introduction of enhanced software, including analyst software tools, will be assessed for feasibility and implementation in late 2002/early 2003 by Jordan Customs stakeholders as part of the AMIR 2.0 program.	Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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<b>Responsible</b>	<b>Cases</b>	<b>Recommendation</b>	<b>Report Title</b>
		Agreement and implementation of electronic and manual information reports (adapt current cases database documentation)	Intelligence and Information Management in Jordan Customs
		Agreement on the expansion of the Cases Database access provisions to accommodate national Customs Centers and control points.	Intelligence and Information Management in Jordan Customs: Intelligence Modeling
		Note: The current Cases Database is managed by Judicial Affairs and requires cases to be registered on the system. This is n	
		Recommendation #8: Establish an independent Investigation Unit to deal with cases identified through risk analysis and audit activity.	Managing Compliance in Jordan Customs
		Review the current interface of the Cases database and determine which fields in the database should be mandatory or non-mandatory and force the population of mandatory fields by building systems constraints into the database	Strategy for Risk Systems Weighting and for Training Systems Management
		Review the training requirements associated with intelligence gathering and reporting, associated with the Cases database and undertake an awareness campaign to highlight the importance of collecting intelligence by every Customs	Strategy for Risk Systems Weighting and for Training Systems Management
		Use the reporting capabilities of the Cases database to determine which officers are poorly populating the database and use an appropriate mix of punishment or reward to change their behavior	Strategy for Risk Systems Weighting and for Training Systems Management

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**                      Communications

**Recommendation**

Develop a Communication Plan to incorporate networking and liaison with internal and external stakeholders.

A Communication Plan be developed to incorporate networking and liaison with internal and external stakeholders.

That a communication plan be developed which includes amongst other things a means of communicating to the staff at large the strategy and the approach in managing all key aspects of the border.

Produce a Weekly Issues/Management Report.

Publish a 'Daily Update' consolidating current publications & tailored by profile as 'required reading' for all employees and in a public access version posted on the Customs web site.

Appoint a Weekly Issues/Management Report Editor.

Develop a pilot program to test customer service to support 'informed compliance' objective.

Conduct a review of High Level Business Requirements in Knowledge management area.

Establish an Implementation Task Force reporting to the Knowledge Management Committee.

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**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development of Border Risk Management, Intelligence & Risk Management Capabilities

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Customs Reform and Modernization  
Subcomponent

**Recommendation** Priority should be afforded to vehicles complying with international sealing standards.  
and Modernization - Phase 1

**Report Title** Customs Reform

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Human Resources

**Recommendation**

That an HRM strategy be put in place to ensure that suitably qualified staff are available through selection and/or training.

Systems Approach to Training

14.  
and security.

The following recommendations are suggested for the JCD to arrive at an equitable pay structure and an alignment of incentives that promote performance over “presence”:

1) An HRMS design using international best practices theory and technology that will

Incentives: Broad range of monetary and non-monetary inducements used to promote employment, encourage retention, maintain good order and discipline, and reward qualitative and quantitative performance. Incentive compensation choices include internal equ

Performance: A component of an incentives program that provides monetary and non-monetary inducements with direct correlation between payments and qualitative and quantitative results.

The JCD commits to continue with the project plan for the human resource and training development through the remainder of the AMIR Program, currently scheduled to end in July 2006, and take full ownership of the project post-AMIR. This commitment requires

JCD and the Aqaba Special Economic Zone Authority (ASEZA) Customs should take the leadership in merging the JCD and the ASEZ Customs.

Background – Jordan has an anomaly of having two customs administrations in one country. The fragmentation of the

7- When the employee appraisal and career and succession planning components of the HCDM system are implemented and the classification review completed, the HCDM system should be analyzed to ensure it is fully integrated and aligned with the new organization

*Thursday, July 06, 2006*

**Report Title**

A Legislation Strategy for Jordan Customs

Corporate Planning and Human Resources Development

Consider employment of a system analyst with experience in both audit  
Customs Institutional Development: Intelligence Unit Support – CASES data reformation

Customs Institutional Development: Roll-out of HR Training

Customs Institutional Development: Roll-out of HR Training

Customs Institutional Development: Roll-out of HR Training

Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005

Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005

Developing Service Standards and Performance Indicators for Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Human Resources

**Recommendation**

6- The current rotational system for employees should be abandoned and be replaced by a system based on employee competency and organizational needs. The career and succession planning modules of the automated HCDM system and the corresponding business pr

4- In order to implement an effective system of KPI's, including service standards and measures, the JC must classify jobs according to an acceptable international standard of job evaluation, such as Hay point rating. It must assign a remuneration level

3- In order to implement an effective system of KPI's, the JC must restructure its organization and better define its staff's authorities and accountabilities. The Director General of Jordan Customs currently has 37 people reporting directly to him and ca

For Jordan Customs to increase output and pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria, there is a requirement to provide additional resources, training and equipment to the

-  
Human Resource Development - Phase 1

-  
Development - Phase 1

-  
and training?

-  
projects?

-  
competencies?

-  
Resource Development - Phase 1

-  
training information?

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**Report Title**

Developing Service Standards and Performance Indicators for Customs

Developing Service Standards and Performance Indicators for Customs

Developing Service Standards and Performance Indicators for Customs

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

does customs currently have the expertise to undertake this exercise?

how will work value be assessed, and by whom? Human Resource

do customs propose to align relevant work areas such as human resource  
Human Resource Development - Phase 1

who will be assigned the responsibility of delivering this and associated  
Human Resource Development - Phase 1

if so, what process should be adopted to establish core positions and  
Human Resource Development - Phase 1

is a task force needed to drive the project to completion? Human

what are the long term options for recording the human resource and  
Human Resource Development - Phase 1

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Human Resources

**Recommendation**

- value, core activities and competencies?
  - convert the competencies into training modules?
  - and remuneration?
  - how and in what form to store the job description information and competencies in the short term?
  - what are the long term options for recording the human resource and training information?
  - is a work value exercise needed or can they rely on the posi
- Customs should 1) include those needs previously identified in the baseline assessment 2) add others such as timely response to performance measurement criteria leading to 3) a new professional standard and certification for customs officers with a progra
- Phase 1 positions the project well as it prepares to call for proposals from HR system IT solution vendors. JCD and AMIR staffs both have clear plans and dedicated resources committed to tackling key tasks scheduled from now until the implementation and
- "• together with the HR Directorate to produce accurate secondary level organization charts identifying positions aligned to the new job descriptions. This is an important task that requi
  - "• support project managers in their sign off on the system Acceptance Plan."
  - "• and the evaluations are complete. Progress on most business reforms have been 'on hold' during system training and testing. If the project plan objectives in relation to business

**Report Title**

- is there a need to establish a separate organization structure based on work  
Human Resource Development - Phase 1
- on completion of the job description exercise will customs move to  
Human Resource Development - Phase 1
- should customs look at the long term impact of not equating work value  
Human Resource Development - Phase 1
- Human Resource Development - Phase 1
- Jordan National Customs - Internal & External  
Communications Development
- Jordan National Customs: Human Capital  
Development and Management – Phase I
- The Planning and Organization Directorate need to consult and work  
Jordan National Customs: Rollout of Human  
Resource and Training Reforms – Phase 1
- The Knowledge Management Committee needs to resume sitting to  
Jordan National Customs: Rollout of Human  
Resource and Training Reforms – Phase 1
- Business tasks on the workplan need to be progressed as soon as testing  
Jordan National Customs: Rollout of Human  
Resource and Training Reforms – Phase 1

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"•  
management protocols to avoid having multiple  
sources of inconsistent data. Decisions on data management should be made prior to rollout so that data cleansing can  
be completed with accurate

The Finance and HR Directorates need to develop formal data  
Jordan National Customs: Rollout of Human  
Resource and Training Reforms – Phase 1

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Human Resources</b>	<b>Recommendation</b>	<b>Report Title</b>
		Provide strengthening of systems, processes and people in the key areas of: Tariff, Valuation, Origin, Risk Management, Intelligence, Enforcement, Intelligence, Information Technology, ASYCUDA, Legislation and Commercial	Training Center of Excellence
		Establish a comprehensive training, education and professional development program.	Training Center of Excellence
		Seek a partner ie a University and/or international service provider that will allow Jordan Customs to focus its attention on core business.	Training Center of Excellence
		It is recommended that organisational strengthening, Kyoto self assessment and the provision of a training Centre of Excellence be provided as three separate but inter-related projects.	Training Center of Excellence
		Over three years to facilitate a paradigm shift in the way the organisation conducts its business.	Training Center of Excellence
		Establish a Risk Management Co-ordination Unit to provide a cell of expertise from which Risk Management support services, facilitation etc can be provided.	Training Center of Excellence

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

CNS and the CITS project team to formally define processes for CITS change control and configuration management – to be approved by the CITS SC.

JCD IT and Tariff Directorates to analyze and make recommendations to the CITS Steering Committee on tariff related errors discovered in ASYCUDA during the CITS data gathering process - historical errors have been discovered particularly in Trade Agreements

JCD IT Directorate and CNS to complete documentation of the CITS hosting solution and provide a copy to the AMIR Program.

JCD IT Directorate to complete documentation of the CITS internal application – the administration module and provide a copy to both IT Directorate and the AMIR Program.

JCD IT Directorate to complete documentation of the CITS back end database and provide a copy to both IT Directorate and the AMIR Program.

JCD IT Directorate and CNS, the private contractor, to identify the storage mechanism, tools, and policies and processes to be used for storage and disposal of the CITS content and data.

• Customs will seek endorsement from the high level committee to place the AMIR reports executive summaries on the JCD intranet.

4.2.2.7  
Directorate staff, design and deliver education, awareness and training to Customs staff in relation to registration of all required data inputs as identified

4.2.2.2  
Directorate staff, design and deliver education, awareness and training to Customs Department staff in relation to registration of all violations and smuggling cases as identified.

4.  
the CASES system could be redeveloped to include secure compartments for use by external agencies.

**Thursday, July 06, 2006**

**Report Title**

Comprehensive Integrated Tariff System

Consolidation of Customs Recommendations

Training staff, in conjunction with IT Directorate staff and Cases  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Training staff, in conjunction with IT Directorate staff and Cases  
Customs Institutional Development Intelligence  
Software Training

Intelligence Software Training

Task the Information Technology (IT) Directorate to advise on whether  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

Recommendation 13: A document issuance system needs to be considered as part of a broader scope of requirements for an integrated document management system (IDMS).

Recommendation 14: Review the Memo System in more detail and determine whether it can be used for upstream as well as downstream communication and task tracking within JCD.

Recommendation 9: That better training be provided to Dewan officers responsible for allocating correspondence and documents so that there is less scope for these to be mis-directed.

Recommendation 8: JCD should develop and adopt a comprehensive records/document management policy that meets international best practice.

Recommendation 16: An appropriate security classification system is an integral part of an IDMS. JCD needs to adopt an appropriate classification system to secure its data, information and communication flows both within and external to the organization

Recommendation 12: A single, centralized register of correspondence and documents should be used to control the document's life cycle and distribution within the organization.

Recommendation 6: Delay development of a direct interface for automated filing of customs declarations until deployment date for ASYCUDA World is announced.

Recommendation 11: That a document's location needs to be constantly tracked in the Dewan system, or its replacement. A set of policies and processes needs to be put in place making it mandatory for employees to record the name and location of officers

Recommendation 5: Reconvene the IT Steering Committee to adopt and endorse the proposed governance structure, once IT project management training is finalized.

*Thursday, July 06, 2006*

**Report Title**

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

Recommendation 4: Review the Strategic Plan 2004-2006 and supporting initiatives against previous recommendations regarding IT and address any gaps.

Recommendation 3: The proposed IT governance structure and use of templates should be accepted by the JCD IT Steering Committee and put into effect, preferably including an online version of the processes and templates to be delivered via the Customs Enc

Recommendation 21: That the 13 step agenda as part of the “discovery stage” of the IDMS project be addressed by the IDMS project team once it is established.

Recommendation 20: Establish a JCD IDMS project team to be staffed by representatives of JCD and AMIR to review the generic IDMS requirements included in this report, review the recommendations of the Zadina and Hekala reports, and review the JISM IDMS p

Recommendation 2: Professional IT project management training for approximately 20 participants in the JCD IT Directorate, including the IT Director, should be provided and configured to support the proposed IT governance structure and templates provided

Recommendation 7: JCD should develop and adopt a comprehensive information management strategy that meets international best practice, which complements its knowledge management strategy and allows a logical path for adoption of technologies as the organ

Recommendation 10: That all correspondence and documents should be scanned once they are received by Dewan and have appropriate metadata attributed to them for easier and faster retrieval.

When the ASYCUDA system is introduced it is recommended that the guarantee is discharged when the vehicle is cleared by the Jordanian office of exit. The foreign office of entry certificate should be retained as a management check to guard against fraud.

The JCD uses the Automated Reports Tracking System (ARTS), developed by USAID through its AMIR Program, for both the management of the AMIR 2.0 Program recommendations and the management of the JCD 2005 -2007 Strategic Plan.

*Thursday, July 06, 2006*

**Report Title**

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Reform and Modernization - Phase 1

Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

Identification of work in IT support.

As part of an IT Development Plan, assess the viability of integrating and linking Jordan Customs, as well as ASEZA Zone Customs, computer systems to facilitate access and disclosure to streamline information transfer.

The focus of IT spend and effort within the organization needs to be more equally divided between JCD twin objectives of facilitating trade and enforcing better compliance of Customs regulations.

Work should commence on development of a National Intelligence System that incorporates a collection, analysis and reporting capability, a risk management framework, and a compliance monitoring system. The final user requirements should be the outcome of

Any upgrade to existing IT Infrastructure needs to be assessed against the priorities outlined in this IT Strategic Plan and must be presented in the form of a compelling business case to the IT Steering Committee before any work

detailed Communications Plan needs to be developed to ensure that any claim for IT resources made by either internal or external stakeholders is assessed against the IT strategic priorities in this document and will be made in the form of a compelling bu

Based on the consultants' visits and interviews, it appears that the skill level of Customs officers (Customs-specific, IT and English) is inconsistent across the organization. The basic skill levels required to perform a set of identified roles

Any upgrade to the existing Communications Infrastructure, including VSAT needs to be assessed against the priorities outlined in this IT Strategic Plan and must be presented in the form of a compelling business case to the IT Steering Committee before an

Develop competency profiles for different Customs roles and design a training program supporting and developing identified competencies and skills required to fulfill these roles.

*Thursday, July 06, 2006*

**Report Title**

Development and Integration of Customs Reform and Modernisation within Jordan 2002

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

IT Strategic Plan for the Jordan Customs Department

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

**Report Title**

That a Program Management Office (PMO) be established managing all operational and day-to-day business of IT initiatives, development and deployment using an appropriately robust methodology, templates and reporting

IT Strategic Plan for the Jordan Customs Department

An appropriate governance structure needs to be put in place in order to reorient the IT Steering Committee's focus away from tactical and operational issues to a strategic focus so that resources and initiatives are prioritized and spent appropriately.

IT Strategic Plan for the Jordan Customs Department

A Performance Management System needs to be developed in order to monitor the progress of IT initiatives development and the contribution of overall IT operations to JCD's objectives and outcomes.

IT Strategic Plan for the Jordan Customs Department

Develop or acquire a Competence Monitoring Database that allows tracking each Custom officer's history of attendance at training programs, successful completion of these programs and schedules for retraining (perhaps to be managed by Human Resources Divis

IT Strategic Plan for the Jordan Customs Department

Any further requests for e-enabling Customs processes need to be assessed against the priorities outlined in this IT Strategic Plan and must be presented in the form of a compelling business case to the IT Steering Committee before any work commences.

IT Strategic Plan for the Jordan Customs Department

All of the systems mentioned in Section 9 need to be web-enabled. A suitable Enterprise Architecture needs to be developed in order to accommodate these activities.

IT Strategic Plan for the Jordan Customs Department

Develop on-the-spot training to be delivered outside the Amman Training Centre.

IT Strategic Plan for the Jordan Customs Department

Undertake a detailed analysis of the sensitivity levels of data that JCD manages and a Threat and Risk Analysis (TRA) that addresses the potential consequences of security breach and any compromising of the integrity of data, and develop an appropriate Ri

IT Strategic Plan for the Jordan Customs Department

While ASEZA IT staff should make the final choice of equipment, a suitable PDA unit for use during the developmental phase might be the DOLPHIN or SYMBOL (which have already presented by Vendors to ASEZA IT staff) or a unit with a similar degree of robust

PDA Proof of Concept Plan for ASEZA Customs

***Thursday, July 06, 2006***

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

Revisit the concept and test the necessity of real time ubiquitous connectivity in light of the business processes to be supported

Analyze the costs and benefits and risks of the two solutions currently available and choose one before the proof-of-concept build

Option a) Terrestrial - Use a fiber optic connection between the Container Yards and Customs offices; set up in the

"Recommendation 2 Select and follow a project management methodology - projects with a critical IT component share common management and delivery risks, issues and problems. It is necessary that a formal and proven project management methodology providing

"Recommendation 3 Revisit the current timelines and the selection process and apply an IT system procurement process recommended by the best practices and international standards. The true differences between evaluated options might only be revealed at th

"Recommendation 1 It is highly recommended that both JCD and the Aqaba Special Economic Zone (ASEZ) Customs coordinate their IT system selection activities and arrive at the same IT solution. It is critical that the sharing and exchange of the security an

"Recommendation 4 If the JCD decides to proceed with the current selection process and select an option by the end of December 2005, it is recommended that a first-phase evaluation piece – the detailed business requirements is completed by the selected or

"Recommendation 5 It is recommended that the JCD reviews its current business model - how JCD conducts its business and how it interacts with its stakeholders, the business community and other government agencies. This is an opportunity to implement world

"Recommendation 7 It is highly recommended to review JCD's organizational structure, quality of internal cross-functional cooperation, policies, processes or procedures and go through the business requirement definition processes before engaging a vendor

"Recommendation 6 It is recommended to engage the industry and other government agencies in the project from very early stages. Extensive consultation with industry and relevant government agencies would decrease the initial impact when deploying the new

*Thursday, July 06, 2006*

**Report Title**

PDA Proof of Concept Plan for ASEZA Customs

PDA Proof of Concept Plan for ASEZA Customs

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Information Technology

**Recommendation**

Depending on the outcomes of Recommendation 12, provide a Request for Information or Request for Tender to the market in Jordan to determine the design and development capabilities to meet the software requirements developed as part of Recommendation 11

Determine whether Jordan National Customs has the resources available for in-house design and development of an automated training tracking system, and considers this to be of sufficient priority to allocate these resources to begin work on such a system.

That follow-up implementation of these processes and procedures is undertaken by the Director IT, with the assistance of the AMIR Customs IT consultant, once endorsed by the IT Steering Committee

Review the current interface of the Cases database and determine which fields in the database should be mandatory or non-mandatory and force the population of mandatory fields by building systems constraints into the database

Review the need to use physical documentation rather than electronic documentation for evidentiary purposes and determine the viability of changing related legislation to enable this

Review the training requirements associated with intelligence gathering and reporting, associated with the Cases database and undertake an awareness campaign to highlight the importance of collecting intelligence by every Customs

That training in IT Project Management be provided to the Director IT and to members of her staff so that the processes and procedures mentioned in this report are implemented effectively.

That the section in this report dealing with IT Governance, including associated Appendixes, be translated into Arabic and provided to the Directors IT and Planning for presentation at the next IT Steering Committee meeting, including to the Director-Gen

That the roles, responsibilities, project management controls and templates included in this report be adopted for use by the IT Steering Committee and the IT Directorate in order to better align IT projects and activities with National Customs strategic

*Thursday, July 06, 2006*

**Report Title**  
Strategy for Risk Systems Weighting and for Training Systems Management

Strategy for Risk Systems Weighting and for Training Systems Management

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Strategy for Risk Systems Weighting and for Training Systems Management

Strategy for Risk Systems Weighting and for Training Systems Management

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Information Technology

**Recommendation**

For quick implementation of an automated training tracking system within Jordan National Customs, select Option 1 (Purchase off-the-shelf software) as the preferred option and adopt Recommendation 11

Use the ASYCUDA Selectivity Module to support the new risk management framework, based on the informed/voluntary compliance model being put forward to Jordan National Customs

Review in greater detail the software packages identified in this consultancy against the software requirements for a Systems Approach to Training, after first providing a suitable weighting of these requirements, in liaison with the Director IT Jordan Na

**Report Title**

Strategy for Risk Systems Weighting and for Training Systems Management

Strategy for Risk Systems Weighting and for Training Systems Management

Strategy for Risk Systems Weighting and for Training Systems Management

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

4.2.1.5  
of implementing the “i2” intelligence  
analyst notebook chartware and database (English version).

4.2.1.1  
database, based on the client’s  
preferred option (yet to be finalized).

4.2.1.2  
to reflect administrative overheads  
(unless Ministry of Finance prefers a different formula).

4.2.1.4  
if the IT Steering Committee  
recommends progress based on comparative prioritization analysis of competing programs and projects.

4.2.1.6  
Report.”

4.2.1.7  
Business Case” and sign-off by the IT  
Steering Committee, Intelligence Directorate staff to negotiate with IT staff to make the “Information Report” available electronically and

4.2.1.8  
Business Case” and sign-off by the IT  
Steering Committee, Intelligence Directorate staff to negotiate with IT staff to make an “Intelligence” icon available on all customs staff

***Thursday, July 06, 2006***

**Report Title**

AMIR and Jordan Customs staff to consider feasibility and acceptability  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Intelligence staff to determine the costs of implementing an intelligence  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

These costs include salary costs of Custom staff with the usual 80% uplift  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Customs IT staff to proceed with intelligence database design and delivery  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Intelligence staff to agree on the format of the intelligence “Information  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Subject to finalization and completion of the “Intelligence Database  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Subject to finalization and completion of the “Intelligence Database  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

4.2.1.9  
Business Case” completion and sign-off by the IT Steering Committee, Intelligence staff to negotiate with the director general of Customs to sign-off on information referral poli

4.2.10.1  
invaluable source information it provides. Again, access to such information allows for expeditious analysis and threat assessment.

4.2.2.12  
reference to the Risk Management Directorate and replacing with Intelligence Unit contact details.

4.2.2.6  
completed by Anti-Smuggling Unit staff. There is no reference to this document in any legislation. The required legal document, the “Smuggled Items Seizure Report,” should be c

4.2.2.8  
impressively implemented by the IT Directorate. On-line finalization and data transfer (especially Jaber Customs Centre) should be monitored to ensure all completed as soon as

4.2.2.9  
Customs staff do not have the authority or access provisions to register violations and cases as identified. The preferred option, for integrity, accuracy and legal reasons,

4.2.4.2  
buses and other vehicles, including vehicles registered in other countries.

*Thursday, July 06, 2006*

**Report Title**

Subject to finalization and completion of the “Intelligence Database Customs Institutional Development Intelligence Software Training

Intelligence Software Training

Intelligence staff be given access to this information due to the critical and Customs Institutional Development Intelligence Software Training

Intelligence Software Training

The ‘Inform Us About Smugglers’ webpage be amended by removing Customs Institutional Development Intelligence Software Training

Intelligence Software Training

Consideration be given to eliminate use of the “Inspection Report” as Customs Institutional Development Intelligence Software Training

Intelligence Software Training

On-line access and data transfer is currently being expeditiously and Customs Institutional Development Intelligence Software Training

Intelligence Software Training

A review of the policy to be conducted to ascertain the reasons why all Customs Institutional Development Intelligence Software Training

Intelligence Software Training

The database be expanded to accommodate all motor vehicles, trucks, Customs Institutional Development Intelligence Software Training

Intelligence Software Training

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

4.2.7.1  
of the Ministry of Finance to identify  
opportunities for information sharing and exchange.

4.2.5.2  
options with CD source provider.

4.2.1.3  
consultant and delivered to the AMIR  
Program for IT Steering Committee consultation (as part of this report ).

14.  
and security.

13.  
the practice of completing the  
inspection report form.

12.  
Directorate. Based on comments, legal advice  
and the findings in this report, consider discontinuing the use of the form immediately.

17.  
recommendations made in the report titled “Customs  
Institutional Development – Intelligence Software Training,” prepared by AMIR Program consultant Michael Krstic, July

Information dissemination and analysis is required to be reciprocal in nature to ensure a coordinated, integrated system,  
allowing for evaluation and feedback.

*Thursday, July 06, 2006*

**Report Title**

Intelligence Unit staff initiate discussions with the Sales Tax Department  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

The Customs data recipient be identified to discuss information expansion  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

These costs to be input in the draft business case as prepared by the  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Consider employment of a system analyst with experience in both audit  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Draft a directive for signature by the Director General, JCD to discontinue  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Review the use of the inspection report form by the Enforcement  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Task the CASES user group to consider and prioritize the  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Development and Integration of Risk Management,  
Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

Intelligence management to obtain agreement and sign-off on intelligence 'Request for Information' processes by internal clients (analysis requests, information verification requests, taskings, etc)

Identification and implementation of an intelligence database.

Jordan Customs Executive agreement and sign-off of Intelligence 'Policies and Procedures'

Intelligence staff and other analysts to be further trained and skilled in analysis, strategic assessments and report writing.

Intelligence staff and other analysts to be further trained and skilled in electronic analytical tools and chartware.

Intelligence Unit to analyze suitability and capability of current judicial affairs cases database in the short-term pending design and delivery of an independent intelligence database.

Agreement and implementation of electronic and manual information reports (adapt current cases database documentation)

Intelligence staff to arrange drafting of job descriptions, position profiles and gauge the feasibility of introducing personal development plans.

Intelligence staff to be trained in strategic analysis (strategic threat identification and management, coordinate with risk management, report to Customs executive, etc)

Agreement and sign-off by Jordan Customs Executive on functions and accountability, especially in regard to coordination and integration with risk management functions.

***Thursday, July 06, 2006***

**Report Title**

Intelligence and Information Management in Jordan Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

Intelligence staff to conduct a joint Intelligence Border operational pilot at Jaber Customs (the Syrian border). This pilot would enable testing of information management, intelligence analysis, reporting and evaluation

Intelligence staff to conduct a systematic and comprehensive visitation program to critical internal clients to ensure information flows understood and implemented.

Agreement and sign-off of intelligence plan (Business Plan) by Jordan Customs Executive and the recently established Border Management Committee (BMC).

Intelligence staff to deliver awareness sessions to Customs and other stakeholders on the intelligence function, including marketing, promotion and delivery of 'Policies and Procedures' agreement (see recommendation 5 above)

Intelligence staff to develop a marketing and promotion strategy specifically targeted at Customs clients, such as customs brokers and agents, airline companies, shipping companies, etc, to build relationships and provide avenues to reporting suspicious a

Intelligence staff to develop an evaluation program to monitor client satisfaction, new delivery standards and identify deficiencies and weaknesses

Intelligence staff to oversee coordination of information management strategies with the ASEZA Customs, revenue and sales tax risk management/intelligence capability. Considerations for a Service Level Agreement vide the Memoranda of Understanding curren

Intelligence to set up an information 'hotline' allowing external sources to rapidly and easily report alleged illegal activity and crime.

Intelligence staff to be fully trained in X-Ray and Gamma-Ray functionality to allow identification of targets, projects and operations utilizing the new technology

*Thursday, July 06, 2006*

**Report Title**

Intelligence and Information Management in Jordan Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

Agreement and acceptance of the Jordan Customs Intelligence Action Plan to develop and consolidate the new function.

Agreement and acceptance of the Jordan Customs Intelligence Training and Staff Development Plan

Acceptance of information flows

Acceptance and implementation of the Jordan Customs Intelligence Contingency/Risk Management Plan Action Plan to develop and consolidate the new function.

Introduction of computer charting software to Jordan National Customs and training in computer analysis and charting software to assist intelligence analysts with assessment of large scale illegal activity and complex fraud  
-The consultant has arranged A

As an interim measure, agreement the cases database be adapted in the short-term to suit the Customs Intelligence Unit requirements through confidential storage of information only available to intelligence analysts (with proviso that with unanimous agree

Information and data collection and storage processes be implemented to accommodate Risk Management Directorate information referrals.

Information and data collection and storage processes be implemented to accommodate Jaber Pilot information referrals.

Analysis and dissemination of intelligence to clients and stakeholders.

***Thursday, July 06, 2006***

**Report Title**

Intelligence and Information Management in Jordan Customs: Intelligence Modeling

Intelligence and Information Management in Jordan Customs: Intelligence Modeling

Intelligence and Information Management in Jordan Customs: Intelligence Modeling

Intelligence and Risk Management Interface: Intelligence Modeling

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Intelligence

**Recommendation**

Agreement, acceptance and action of the Jordan Customs Intelligence Training and Staff Development Plan.

Agreement, acceptance and action of the Jordan Customs Intelligence Action Plan to develop and consolidate the new function.

Of critical importance is the design and implementation of an independent intelligence database for exclusive use by intelligence staff (protected and in-confidence data).

Agreement the Cases Database access provisions be expanded to accommodate all national customs centers and control points to create an information network and expand organizational knowledge.

Information and data collection and storage processes be implemented to accommodate other customs information referrals

Work should commence on development of a National Intelligence System that incorporates a collection, analysis and reporting capability, a risk management framework, and a compliance monitoring system. The final user requirements should be the outcome of

**Report Title**

Intelligence and Risk Management Interface:  
Intelligence Modeling

IT Strategic Plan for the Jordan Customs Department

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

That the present division of responsibilities for legal work between the Legal Affairs and Judicial Affairs Directorates be rationalized to give the Legal Affairs Directorate responsibility for the management of the Legislation strategy.

That the quantum of the penalty provisions in Title 13 be reviewed as to their adequacy, that penalties applicable in a risk-managed, self-assessment regime be established during the design of the compliance measures and that the penalties be cross-refere

The provisions of the Customs Law relating to Brokers should be reviewed against the relevant provisions of the Kyoto Convention and strengthened where necessary to ensure that brokers recognise the need to aspire to a higher level of professionalism.

That Customs develop appropriate legislation to support the introduction of information technology.

The Administrative Organisation Regulation of the Customs Department should be amended to include provisions relating to financing and to (internal) review. Some of the provisions in Title 11 of the Customs Law should be included in the Regulation. The R

Develop Legislation to establish in greater detail the rights and duties of citizens dealing with Customs in a risk management environment.

The HRD strategy for the Department should include a continuing program of education for all staff in basic legal principles. Technical training should continue to include clear analysis of relevant legislative provisions.

A Legislation plan should be developed annually and include development of new and review of existing legislation and regulations.

The legislation program should include the passage of provisions necessary to enable Jordan to comply with the Kyoto Convention by the agreed date.

The Customs should continue to extend its range of Mutual Assistance Agreements and to ensure that the Customs Law reflects the commitments adopted. The Customs should participate in the WCO reconsideration of the Nairobi Convention on Mutual Assistance.

*Thursday, July 06, 2006*

**Report Title**

A Legislation Strategy for Jordan Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

That new provisions to give effect to revised procedures in relation to investigation and intelligence be drafted to ensure an appropriate legal basis for their implementation.

That Customs, in consultation with the Ministry of Trade and Industry, review the operation of the Customs Law in giving effect to obligations under WTO Agreements.

That Customs work to develop a program of external review of its legislation strategy to provide an objective measure of its success in both developing and implementing new law.

That Jordan Customs adopt a process of review, analysis, development, implementation and evaluation to be known as the Legislation Management Strategy. To begin implementing the strategy without delay, Customs should expand the ways in which it publicise

That Jordan Customs publicly commits itself to a long-term strategy for the development, management and review of legislation as being fundamental to the good management of Customs.

That the legislation program includes the development of provisions to reflect a risk managed approach (i.e. emphasising the concept of voluntary compliance and the means of ensuring compliance in a risk-managed context) in line with Standards in the Kyot

That Customs uses the EU model as the best international benchmark for the development of its legislation strategy. It should also include in its review of best practice around the world, an examination of the approach to legislation adopted by other Cust

That a planning workshop be held to identify the contents and priorities of the legislation program for the next 12 months. The outcome of the workshop will be a legislation plan.

That the Legislation Strategy be referred to in Strategic Planning Documents as a core strategy contributing to best practice and institutional excellence.

That an HRM strategy be put in place to ensure that suitably qualified staff are available through selection and/or training.

*Thursday, July 06, 2006*

**Report Title**  
A Legislation Strategy for Jordan Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**                      Legal Affairs

**Recommendation**

That the Customs immediately establishes the consultative committee foreseen in the Strategic Plan and begins a program of consultation with external stakeholders.

That AMIR Program assists the Customs to develop a methodology and template reflecting the steps that need to be undertaken to manage legislation.

That an internal Legislation Management Committee be established to coordinate the Legislation Program.

Support the process to create a Managing General Agent (MGA)  
Owner – AMIR initial follow up

A major deliverable of this consultancy is to create the framework of a managing general agency that will control the administration of the customs bond progra

Solicit additional “Champions” from the private sector  
Owners – Jordan Chamber of Commerce and Amman Chamber of Industry

To gain political support in amending the customs law to allow for the use of customs bonds, it is necessary to find additional ch

Demonstrate to the Finance Committee of Parliament that the insurance industry in Jordan is sound and capable of supporting a customs bond program.  
Owner – Coalition of Jordan Customs, Jordan Insurance Federation and Private Sector.

It is quite clear

Continue the Marketing and Awareness Campaign for Customs Bonds  
Owners – Amman Chamber of Industry and Jordan Chamber of Commerce

The prospect of using customs bonds needs to be kept on the minds of all parties involved through an awareness

1.  
least all relevant records but preferably  
to include the systems used to create and manipulate those records. A time limit of five (5) years would be reasonable.

*Thursday, July 06, 2006*

**Report Title**

A Legislation Strategy for Jordan Customs

A Legislation Strategy for Jordan Customs

A Legislation Strategy for Jordan Customs

Adopting the Usage of Customs Bonds in Jordan

That legislation be reviewed with the aim of enabling post entry audit of at  
**Audit Training and Capacity Building**

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

3.  
discontinued so that importers are able to assume full responsibility for their systems which create Customs Declarations. It would also reduce security and storage implications for Cus

Priority No. 3: Create an Underwriting Manual

The Insurance companies that elect to underwrite the customs bond product would need outside guidance in establishing rules to govern their entry into this new class of business.

Support Needed: This pr

Priority No. 4: Establish a Marketing and Awareness Program

If the importing community were made aware of activities currently being implemented in the area of customs bonds, the acceptance level would be much greater when the bond is actually ready fo

Priority No. 2: Develop the Customs Bond Form

A joint effort by JCD and the insurance company is required as nothing can proceed until an actual bond forms have been created.

Support Needed: This process should begin at once and can be overseen by

Priority No. 1: Create a Managing General Agent

A preliminary search within the Jordanian insurance community revealed that a MGA with the capabilities to manage a customs bond program as well as miscellaneous surety bond programs do not currently exis

- Issue the necessary instructions/administrative decisions pursuant to the Customs Law No. 20 of 1998, which provide for using such type of guarantees, in addition to, or in replacement of, the guarantees securing customs operations mentioned in the Law.

- Amend the articles in the Customs Law that do not allow the application of alternative/ additional forms of securities such as customs insurance.

*Thursday, July 06, 2006*

**Report Title**

That the retention of original commercial documents by Customs be  
Audit Training and Capacity Building

Bringing Customs Bonds to the Market in Jordan

Customs Bonds: Legal Legislation

Customs Bonds: Legal Legislation

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**                      Legal Affairs

**Recommendation**

- Seek to obtain the explicit and preferably in writing, the direction of the Insurance Commission on the availability of customs bonds under the current stipulation of the insurance legislative package, or in the case where this was not applicable, seek

4.2.2.4  
databases be made mandatory for information integrity and legal requirements.

4.2.2.3  
of levels and magnitude of alleged data input shortfalls.

9.  
to another agency.

3.  
compliance strategy as outlined in this report be finalized and submitted by Customs to the legislative body within the first six months of 2005.

Identification of work in Identifying, Establishing and Promoting International Best Practice

Identification of work in Facilitating Increased Cooperation with the World Customs organization and thre United States Customs Service (now United States Bureau of Customs and Border Protection)

Identification of work in non-Customs matters.

Identification of work in developing customs rulings and appeal process systems.

***Thursday, July 06, 2006***

**Report Title**

Customs Bonds: Legal Legislation

Legal Directorate staff to determine which data input fields on the Cases  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Legal Directorate staff to advise Cases Directorate and IT Directorate staff  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Seek legal advice on the chain of evidence issues where goods are handed  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

The proposed legislative changes to support an informed, voluntary  
Develop Customs Due Diligence and Supply-Chain  
Security Guides for the Trade Community of Jordan

Development and Integration of Customs Reform  
and Modernisation within Jordan 2002

Development and Integration of Customs Reform  
and Modernisation within Jordan 2002

Development and Integration of Customs Reform  
and Modernisation within Jordan 2002

Development and Integration of Customs Reform  
and Modernisation within Jordan 2002

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

Identification of work in the Legal, Regulatory and Administrative Reform area.

Identification of work in improving the accuracy of customs statistics

Identification of work in developing a Center of Excellence

It is recommended an independent national investigation capability be developed with Jordan Customs to enforce Customs law in relation to major crime.

Impacts and obligations of international agreement memberships to be examined in relation to reducing Customs duty implications, quota impacts, price controls and operation of free trade zones

A legal assessment to be undertaken of investigation and operational powers, policies and procedures, access and disclosure issues with the view to strengthening the Customs law and operational competence of the investigation

A complete legal analysis of access and disclosure issues, policies and requirements to facilitate business partnerships through MOUs and Service Level Agreements, including strategies for expanding information sources.

4-  
the Customs Law in this respect.

However, it might be important to train the employees of the Customs Department to avail from such allowed  
**Severable Liability**  
procedures in full and optimum mann

**Thursday, July 06, 2006**

**Report Title**

Development and Integration of Customs Reform and Modernisation within Jordan 2002

Development and Integration of Customs Reform and Modernisation within Jordan 2002

Development and Integration of Customs Reform and Modernisation within Jordan 2002

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Joint liability is available under the law, hence, there is no need to amend  
Legal Research on Voluntary Disclosure and

Joint and

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

3-  
in the Customs Law, to allow an  
alternative yet effective means for handling of customs violations and offences.  
**Severable Liability**

2-  
whereas the Customs Law is less difficult to  
amend, keeping in mind that such amendments should not establish irregular new norms that may be challenged and  
**Severable Liability**  
later on repealed.

1-  
explicitly. Allowing such mechanism  
requires a legislative amendment.  
**Severable Liability**

Draft an agreement on the establishment of a Border Management Task Force.

Recommendation #11: Revisit the recommendations in the Legislation Management Report to ensure that effective  
legislation to support the new compliance approach is in place to support the activities of Customs staff.

Recommendation #10: Review and reform the penalty system to ensure that penalties are appropriate to the level of  
non-compliant behavior and that they are being objectively and appropriately applied.

- That Article 84 be amended to enable Customs to apply post transaction audit to “gold list” companies

- That “reserved seizure” be introduced as proposed by Customs to assist with anti-smuggling

- That a new article be added to the Law to allow for binding rulings

- That amendments be made as required to provide for customs bonds as an alternative to cash securities or bank  
guarantees

***Thursday, July 06, 2006***

**Report Title**

Avail from the Amicable Settlement provisions and procedures stipulated  
**Legal Research on Voluntary Disclosure and**

**Joint and**

Amending the Civil Code is not an envisioned or realistic anticipation,  
**Legal Research on Voluntary Disclosure and**

**Joint and**

Voluntary disclosure is a feature not allowed by law, whether implicitly or  
**Legal Research on Voluntary Disclosure and**

**Joint and**

**Legal Review and Drafting Task Force Agreement**

**Managing Compliance in Jordan Customs**

**Managing Compliance in Jordan Customs**

**Report on Legislative Change Recommended for the  
Customs Law of Jordan**

**Report on Legislative Change Recommended for the  
Customs Law of Jordan**

**Report on Legislative Change Recommended for the  
Customs Law of Jordan**

**Report on Legislative Change Recommended for the  
Customs Law of Jordan**

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**                      Legal Affairs

**Recommendation**

- That the other changes proposed by Customs be endorsed by the AMIR Program as contributing to an improved Customs Law.
- That Article 148 be amended to allow for pre-clearance and for reduced documentary requirements for “gold list” companies
- That Article 84 also be amended to provide for voluntary disclosure
- That Articles 166, 168 and 169 be amended to impose stricter requirements on clearance agents (brokers)

Customs has made real progress towards identifying and drafting the changes necessary to give effect to AMIR Program recommendations. However, there are some additional changes to be made as well. In short, it is recommended as follows:

- That the penalties provisions be strengthened as proposed by Customs.

Make the legal section more effective in terms of the workload that is delegated to it.

Finalise the drafting of the strategy and circulate it within Customs

Discuss the strategy with senior managers

***Thursday, July 06, 2006***

**Report Title**

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on Legislative Change Recommended for the Customs Law of Jordan

Report on the Legislation Management Workshop

Report on the Legislation Management Workshop

Report on the Legislation Management Workshop

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**                      Legal Affairs

**Recommendation**

Ask for a further workshop on legislation management, this time with senior managers from the Legal Department and other relevant areas in attendance.

Market the Legal Department to senior managers by helping them to understand better the Department's role and skills.

4The Government needs to determine as a matter of policy whether the prosecution of importers of illegal trade marks goods is a matter to be dealt with by the Industrial Property Protection Directorate in the Ministry of Trade and Industry as the lead ag

2Importers of goods in breach of the Copyright Law can be prosecuted by the National Library under that law.

5Legislative change should follow the proper consideration of this issue by the Government, not precede it.

6There is a real prospect that the legislation now with the Legislation Bureau could pass the Parliament in the middle of this year and come into force by the end of 2005.

7Withdrawing the legislation now could risk delaying its eventual passage for so long that the impetus for reform could be lost.

8To urge withdrawal of the legislation now would cause a loss of confidence in USAID through the AMIR Program within Customs.

For these reasons, I recommend that USAID, through the AMIR Program, advise Customs to proceed with the legislative package i

***Thursday, July 06, 2006***

**Report Title**

Report on the Legislation Management Workshop

Report on the Legislation Management Workshop

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right

Issues

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

1 Customs has the power to take ex officio seizure action against imported goods that are in breach of the IPR laws.

3 There is no legislative power to prosecute importers of goods in breach of the Trademark Law.

Regulation No. 66 of the Year 2001 on Minimum Capital of Insurance Companies should also be amended by adding a new article to accommodate customs bonds. This new article should be sufficient to qualify all insurance companies currently operating in Jord

All stakeholders agree that customs bonds issued by insurance companies should be developed and transacted in the Jordan market as an alternative form of security for Customs transactions in Jordan. All stakeholders recognize the positive role of customs

The Customs Department has agreed to start a legal review of the Customs Law and all relevant Customs legislations in light of this study results with the aim of facilitating the acceptance of customs bonds by the Customs Department as an alternative form

All stakeholders respectfully request continued funding from the United States Agency for International Development through the AMIR Program for the development of customs bonds and other trade-enhancing products for the Jordanian market.

The Insurance Commission has agreed to start a legal review of the Insurance Law and all relevant legislations in light of this study results with the aim of facilitating the availability in the market of customs bonds as a security product for customs tr

Therefore, it is recommended that any effort to update Jordan's current Insurance Act be comprehensive and reflect this international trend towards the expansion and increased flexibility of insurance lines. However, this study can make the following reco

*Thursday, July 06, 2006*

**Report Title**

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

Supplementary Report on Legislative Change for the Customs Law of Jordan, Intellectual Property Right Issues

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Legal Affairs

**Recommendation**

Amend Customs law under Title One on Definitions.

The director of the Customs Department should issue directive(s) detailing all forms of financial securities acceptable to the Customs Department; among which, potentially, surety bonds and bank guarantees. Directive (66) of the Year 2000 (Titled "Guaran

The local insurance companies operating in Jordan have agreed to start preparing the necessary underwriting and marketing capabilities to issue and market customs bonds to all parties transacting with Customs.

A new article should be added to the current law authorizing the director of the Customs Department to issue the necessary directive(s) detailing the acceptable forms of "security."

The Insurance Federation, the umbrella organization for all insurance companies operating in Jordan, will provide all technical and other assistance as needed to insurance companies in order to assist them issue customs bonds in the Jordan market.

**Report Title**

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

The Benefits and Use of Customs Bonds in Jordan

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Planning & Organization

**Recommendation**

AMIR assist Customs to develop comprehensive collections of directives and instructions for circulation to all staff that need them and to develop an authoritative and accurate English version of the Customs Law.

The KPMT design and implement a program of action to ensure that the relevant National Law and practice is developed or amended as required to enable Jordan to become compliant with the convention within the time frames specified.

AMIR sponsor a Kyoto Compliance workshop no later than the second half of April 2004 to set the agenda and conduct a final situation and gap analysis for the Specific Annexes.

AMIR assist Jordan to accede to the Kyoto Convention (Body, General Annex and some Specific Annexes) on or by 26 June 2004.

Customs begin now to consult with other relevant Government Ministries and the WCO to ensure that accession formalities are completed in a timely manner.

Customs give both priority and resources to the project and establish a Kyoto Project Management Team (KPMT) to oversee accession and compliance.

7.  
approximately six (6) months after the first audit is completed.

i. That testing includes measures of both outputs and outcomes.

ii.            That, while recorded and reported on, the pri

Assessment of process maps for Jaber Customs Center

Assessment of process maps for Jordan Valley Crossing

Assessment of process maps for Omari Customs Center

Assessment of process maps for Port of Aqaba

***Thursday, July 06, 2006***

**Report Title**

Amended Kyoto Compliance Assessment

That quality assurance testing of completed audits be initiated  
Audit Training and Capacity Building

Border Process Mapping Phase 1 & 2

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Planning & Organization

**Recommendation**

Assessment of process maps for Queen Alia International Airport Cargo

- Jordan Customs consider the engagement of the private sector in undertaking the pilot project. (To be included in the above submission)
  
- Seek approval from the Director-General to run similar projects at Jaber, Omari, Jordan Valley and Queen Alia. (To be included in the above submission)
  

The December 2004 workshop in Aqaba also recommended the following -

- Request approval from the Director-General to run a pilot project in the Port of Aqaba to validate and measure the time taken to process Transit declarations. (To be drafted and s
  
- Seek approval from the Director-General to establish a Review Team (at each customs center) to examine the completed flowcharts. (Approved)
  
- Seek agreement from the Information Technology Steering Committee to place the revised flowcharts on the customs intranet so all staff can view the process maps. (Not implemented. Pending finalization of flowcharts)
  
- Refer the final report and analysis to the Border Management Task Force for consideration and discussion with other border agencies and the private sector. (To be included in the above submission)
  
- Nominate, on the intranet, a contact person in the Planning & Organization Directorate who will accept comments/input from staff on the process maps. (Not implemented. Pending finalization of flowcharts)
  
- Specify that these teams meet on a regular basis, at least every two weeks, to discuss and identify potential improvements to encourage facilitation and control. (Limited introduction)
  
- Customs will establish a high level committee, chaired by the Director General, and comprising senior executives (directors) from all the key areas of customs to oversight, prioritize and monitor the recommendations made in the AMIR reports.

**Report Title**

Border Process Mapping Phase 1 & 2

Border Process Reengineering, Phase 1&2

Consolidation of Customs Recommendations

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Planning & Organization

**Recommendation**

Recommendation 1: The IT governance material already presented to JCD should be translated into Arabic and aligned with an IT project management course to be provided by a suitable vendor identified through a request for quotes from the market.

Recommendation 15: Some of the internal investigation requirements of the Intelligence Unit in JCD could be met by replacing Dewan with a modern IDMS.

The JCD uses the Automated Reports Tracking System (ARTS), developed by USAID through its AMIR Program, for both the management of the AMIR 2.0 Program recommendations and the management of the JCD 2005 -2007 Strategic Plan.

1- The JC has already conducted a complete analysis of compliance to the Revised Kyoto Convention and proposed legislative changes to the GoJ to meet compliance requirements. The JC should review the Strategic Plan (2005-2007) to determine if it reflects

5- Performance indicators must be set at all levels of the organization, starting with those related to the six strategic objectives, and cascaded down to the working level. KPI's must be related not only to processes but to client/stakeholder satisfactio

2- As an entity of the sovereign territory of the Hashemite Kingdom of Jordan, the Aqaba Special Economic Zone Authority Customs Directorate is subject to the same accessions to international conventions of the WCO, WTO, and other international organizati

There is a need to develop and enshrine the various planning processes into a single corporate document that can be used to cascade initiatives like risk management and intelligence through the entire organization.

As part of an IT Development Plan, assess the viability of integrating and linking Jordan Customs, as well as ASEZA Zone Customs, computer systems to facilitate access and disclosure to streamline information transfer.

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**Report Title**

Customs Internal & External Communications: IT Framework & Requirements

Customs Internal & External Communications: IT Framework & Requirements

Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005

Developing Service Standards and Performance Indicators for Customs

Developing Service Standards and Performance Indicators for Customs

Developing Service Standards and Performance Indicators for Customs

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Planning & Organization

**Recommendation**

8.  
Port Aqaba and C-TPAT and Operation Port  
Shield on the agenda;

Customs needs a standard, written issuance system for the creation, documentation, storage and dissemination of information within the organization. Customs also needs a good performance assessment system, similar to that in the United States and Australi

"•  
together with the HR Directorate to produce  
accurate secondary level organization charts identifying positions aligned to the new job descriptions. This is an important task that requi

"•  
Directorate of the JCD drafts a model  
interagency agreement to use between the JCD and OGAs to collaborate through the CITS system to define the proper tariff classifications fo

That the use of a PMO be given serious consideration not just for the orderly implementation of the Reform and Modernisation Program but for the integration of other project activity taking place within Jordan Customs.

That a strategic planning process involving the development of strategic plans at the key levels of the organisation (corporate, business unit, Department etc) be instituted. The process to be an annual one with managers being required to report performa

Secure forthcoming commitment from senior management to support women in the JCD by issuing a formal management statement.

The KPMT agreed that, as a minimum, they would complete Annexes A, B, C, D and F.

The fact that only two complete specific annexes were completed shows that this is a very major task for the Customs to undertake, and should not be seen as a reflection on the work of the KPMT. In fact, the team worked very hard to complete as much as it

*Thursday, July 06, 2006*

**Report Title**

The Jordan-US Customs Mutual Administrative Assistance can include  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

Jordan National Customs - External and Internal  
Communications Baseline Assessment

The Planning and Organization Directorate need to consult and work  
Jordan National Customs: Rollout of Human  
Resource and Training Reforms – Phase 1

The Organization and Planning Directorate in collaboration with the Tariff  
Marketing Strategy for Comprehensive Integrated

Risk Management in Jordan National Customs

Risk Management in Jordan National Customs

Women in Customs Capacity Building

Workshop on Accession to the Kyoto Convention

Workshop on Accession to the Kyoto Convention

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Planning & Organization

**Recommendation**

The team undertook to meet in the week beginning 11 April to set a timetable for further consideration of the specific annexes. Group 2 will also meet to conclude its work on Specific Annex F.

To assist the team in liaising with the WCO, Mark Harrison undertook to work with Mohammad Obeidat on 8 April to draft a further letter to the WCO seeking assistance with the accession process.

AMIR provided each member of the KPMT with a CD containing the complete matrices of all the specific annexes to assist them with recording the results of their work.

To enable this to happen, the group noted that it would need to obtain permission to conduct further work during office hours. It was agreed that the team would brief Eng Gharaibeh on the results of the workshop and request him to write to the director ge

**Report Title**

Workshop on Accession to the Kyoto Convention

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

PR

**Recommendation**

Jordan National Customs needs to standardize reporting methods for all customs officers and link it to a performance reward system, to ensure the capture of upward information within the organization.

There should be a mechanism established for regular meetings with all Customs Center Directors, where they can share ideas and information on problems and solutions.

Performance criteria should include standard operating procedures for information and document creation, as well as directives to use a central filing system on the Customs internal network for saving all documents in clearly named file folders to facilitate

These recommendations are for immediate consideration, in advance of the creation of a full Customs communications strategy and plan, which is the overall priority recommendation of this report.

Develop a comprehensive strategic communications plan that supports the overall goals of the Department, sets priorities and budgets for activities, assigns responsibilities, and provides clear guidelines for the creation and dissemination of information

Conduct an internal awareness campaign to teach all Customs employees about the existence, use and benefits of the Customs Encyclopedia online.

A committee should compile the best practices already in use in Jordan and globally into the creation of a single Jordan Customs Issuance System. This system should be widely communicated through a strategic campaign to all Customs employees and clients.

Establish a Communications Directorate with central responsibility and authority to direct all communications activities, both internal and external, in a strategic, coordinated manner. This office would also have responsibility for working with

Link program and tasks with time allocation.

*Thursday, July 06, 2006*

**Report Title**

Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - External and Internal Communications Baseline Assessment

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Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - External and Internal Communications Baseline Assessment

Jordan National Customs - Internal & External Communications Development

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** PR

**Recommendation**

Conduct a Weekly Issues/Management Meeting.

Charter a new Directorate of Communications based on a “mandate” which defines authority based on a set of agreed upon guidelines as proposed.

Develop a two-tier systems to handle in-, out-bound inter-ministerial correspondence with designated working-level contacts.

Conduct a Weekly News Briefing as 1) a focal point for a external communications program supporting ‘informed compliance’ and other objectives, and 2)as a practical means reinforce new standards among senior staff.

Derive ‘positioning,’ supporting key messages from Customs and directorates business plans.

Assign responsibility for publishing a ‘Directives Alert’ consolidating current products.

**Report Title**

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

Jordan National Customs - Internal & External Communications Development

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

**Risk Management**

**Recommendation**

**Report Title**

5. establish the initial position.
3. discontinued so that importers are able to assume full responsibility for their systems which create Customs Declarations. It would also reduce security and storage implications for Cus
6. wishing to enter a partnership arrangement with Customs such as the Jordan National Customs “Golden List” program, (b) identified targets of a risk management system and © random
1. least all relevant records but preferably to include the systems used to create and manipulate those records. A time limit of five (5) years would be reasonable.
2. transferring both responsibility and workload from Customs to the client.
  - i. That action is taken to ensure that the clients who interact with Customs are fully informed. As an ex
4. Training and Capacity Building
  - i. That the post entry audit section be responsible for all post entry audits for Customs whether systems or transaction based.
  - ii. That systems based audit methodology is employed whenever

That compliance levels in each area of activity be bench-marked to  
**Audit Training and Capacity Building**

That the retention of original commercial documents by Customs be  
**Audit Training and Capacity Building**

That Customs field audit activity be limited to (a) evaluation of clients  
**Audit Training and Capacity Building**

That legislation be reviewed with the aim of enabling post entry audit of at  
**Audit Training and Capacity Building**

That self assessment by informed importers be examined as a means of  
**Audit Training and Capacity Building**

That a specialized post entry audit section be established. **Audit**

Implement Operational Risk Management Plan for Amman Customs House

**Border Risk Management in Jordan Customs**

Implement Strategic Border Management Plan

**Border Risk Management in Jordan Customs**

Implement Operational Risk Management Plan for Queen Alia International Airport (Passengers)

**Border Risk Management in Jordan Customs**

Implement Operational Risk Management Plan for Queen Alia International Airport (Airport Cargo)

**Border Risk Management in Jordan Customs**

**Thursday, July 06, 2006**

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Risk Management</b>	<b>Recommendation</b>	<b>Report Title</b>
		Implement Operational Risk Management Plan for Jaber Border Crossing	Border Risk Management in Jordan Customs
		Recommendation 18: That the CITS project scope should include the requirement to support an informed voluntary compliance approach to client relations.	Customs Internal & External Communications: IT Framework & Requirements
		The Department should consider implementing the TIR system.	Customs Reform and Modernization - Phase 1
		Expansion of Golden List Program within Jordan and to other developing economies. Basis – Jordan Customs Department has an obligation to Jordan to expand the participation of companies in the Golden List Program. The Golden List is a mutually supportive	Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005
		4. representatives of the Jordan companies participating in the test of the due diligence models in the first six months of 2005 to identify all possible ways under the existing cust	The Customs work with the private sector in a select committee including Develop Customs Due Diligence and Supply-Chain Security Guides for the Trade Community of Jordan
		5. previously drafted and tested into official documents of the Jordan Customs.	By July 31, 2005 the Jordan Customs finalize the due diligence guidelines Develop Customs Due Diligence and Supply-Chain Security Guides for the Trade Community of Jordan
		1. compliance audits by qualified auditors within the first three months of 2005.	The Jordan Customs Department fulfill its commitment to perform Develop Customs Due Diligence and Supply-Chain Security Guides for the Trade Community of Jordan
		2. Department on Due Diligence, and Supply Chain Security be finalized and issued within the first quarter of 2005 as official documents of the Jordan	The three draft documents prepared and submitted to the Jordan Customs Develop Customs Due Diligence and Supply-Chain Security Guides for the Trade Community of Jordan
		Identification of work in identifying risk management, intelligence and investigation capability.	Development and Integration of Customs Reform and Modernisation within Jordan 2002

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

The new role is to be responsible for the prevention, detection, investigation and prosecution of major crime.

Jordan Customs be conditioned to using the Internet as a significant source of information and intelligence by officers assigned to risk assessment and intelligence activities.

The Risk Management Directorate should assume responsibility for the corporate roll out of risk management across Jordan Customs. The operational assessment and analysis responsibility should be re-assigned to another Directorate.

The short-term IT consultants in conjunction with Jordan Customs examine the feasibility of investigation computer software such as the proposed case management system and associated platforms.

It is recommended external agencies, such as Government partners, the Customs brokers Association, etc, play a key role in the facilitation of trade. There is a need for greater interaction for development of professional standards, training and accredit

Introduction of enhanced software, including analyst software tools, will be assessed for feasibility and implementation in late 2002/early 2003 by Jordan Customs stakeholders as part of the AMIR 2.0 program.

Introduction of specialist investigation equipment in a phased process.

*Thursday, July 06, 2006*

**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

It is recommended a centralized information collation, analysis and dissemination system be developed national risk assessment and targeting, whilst providing a service to regional Customs functions.

It is recommended a coordinated approach be applied to all national and regional operational areas dependent on timeframes of intelligence database design and implementation, and training and development of analysts and relevant personnel.

It is recommended a national intelligence capability be created to strengthen Jordan Customs role in the enforcement of cross border crime. The unit's responsibility would be strategic, operational and tactical pro-active and reactive analysis of informa

Where no agreements exist, evaluation for provision of such agreements to be undertaken to facilitate information transfer and exchange, as well as building partnerships.

It is recommended an independent national investigation capability be developed with Jordan Customs to enforce Customs law in relation to major crime.

Specialized investigation and operations training needs to be made available to officers of the new investigation capability and other key stakeholders conforming to agreed standard operating procedures.

Task the Training Directorate to identify and train talented computer technology users for work in the intelligence or risk management areas to support experienced officers engaged in operations.

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**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

Identified specialist equipment be introduced in a phased and prioritized process throughout Jordan Customs.

This report proposes, that in due course, the USA, Australian and New Zealand Risk Management standards be considered as a template for development of national, divisional and local risk management plans.

Jordan Customs to develop a secure web site for use by Arab customs administrations where information sourced from the World Customs Organization's Customs Enforcement Network (CEN) and other international law enforcement sites can be translated and posted

In the short-term, develop a national risk management strategy subsequent to the two overseas study tours in late 2002 and planned risk management workshops in early 2003.

Implement a centralized investigation case management system. This will allow for case management, statistical reporting, and external access to case data, etc (subject to security control).

Impacts and obligations of international agreement memberships to be examined in relation to reducing Customs duty implications, quota impacts, price controls and operation of free trade zones

If the Risk Management Directorate is to assume responsibility for development of risk management strategies and training then consideration should be given to the transfer of the tactical and operational assessment process to another Directorate, possibly

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**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

Risk management resources to promote awareness and deliver basic risk assessment packages for all operational areas.

It is recommended detection tools such as detector dogs, x-ray equipment, etc, be considered as a high priority for acquisition and use as appropriate.

A fraud control plan needs to be developed in preparation for the development of the investigation capability.

Concurrent to database system development, introduction of a standard Information Report with appropriate operational procedures and policies developed and distributed.

Examine the feasibility and necessity of an investigation capability in the ASEZA free zone and the port of Aqaba.

Monitor and assess the value of IT data management systems for intelligence and risk management areas to identify non-compliant targets

A legal assessment to be undertaken of investigation and operational powers, policies and procedures, access and disclosure issues with the view to strengthening the Customs law and operational competence of the investigation

**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

***Thursday, July 06, 2006***

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

Establish and facilitate regular exchanges of information with key stakeholders through the development of MOUs and Service Level Agreements, including strategies for expanding information sources.

A nationally integrated approach be implemented to ensure national consistency and streamlined transition of information distribution and risk targeting.

A coordinated project management approach needs to be employed in the development of the investigation capability through a 'Strategic Investigation Implementation Plan'.

Basic risk assessment training be made available to officers to ensure the flow of information is centralized. There are a number of basic training courses listed in Attachment 5 to enhance skilling and it is recommended these be prioritized and implemen

As the lead border agency, Jordan Customs should adopt a pro-active approach to introducing risk management. It is important that Customs and other border agencies, government, business and the community fully understand and appreciate the process.

Align intelligence development with corporate objectives, business plans, departmental outcomes and performance outputs, as well as strategic risk management to become a lead agency in regional Customs intelligence expertise.

Internal quality reviews on investigations and procedures need to be developed and implemented to ensure a professional and ethical enforcement environment

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**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

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Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

All MOUs and other agreements (formal and informal) be reviewed for efficiency and effectiveness. In particular, General Customs Department, the Aqaba Special Economic Zone Authority, the Ministry of Interior, General Intelligence Department, Jordan Inst

Develop written standard operating procedures for investigation purposes that conform to international standards.

An integrated approach be applied to current and planned data management systems including the national rollout of ASYCUDA and related information technology developments.

An evaluation and assessment is necessary to determine the level of corruption within Jordan Customs and its impact upon enforcement. This will determine if an independent professional standards (internal investigation) capability is required within Jorda

That a detailed three year project plan be prepared, based upon the findings and recommendations made by the Customs experts that this plan be used to make ready the organisation for various inputs from experts. That a project managed approach be adopted

That a Border Management Committee be formed that is representative of all key areas and directorates that have border responsibilities

That the Jordan Customs Modernisation Project Implementation Team adopt the border management action plan as described.

That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Risk Management & Training) as described.

***Thursday, July 06, 2006***

**Report Title**

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management, Intelligence and Investigation Capabilities in JC

Development of Border Risk Management, Intelligence & Risk Management Capabilities

Development of Border Risk Management, Intelligence & Risk Management Capabilities

Development of Border Risk Management, Intelligence & Risk Management Capabilities

Development of Border Risk Management, Intelligence & Risk Management Capabilities

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Risk Management</b>	<b>Recommendation</b>	<b>Report Title</b>
		That the Jordan Customs Modernisation Project Implementation Team adopt the action plan (Intelligence) as described.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That the development of the intelligence capability continues as planned under the guidance of the consultant and against a strategic level plan that includes effective marketing and promotion of the proposed intelligence unit.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That the Customs Advisor meets with the consultant for three days to finalise a detailed three-year project plan.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That with the assistance of the consultant, a small but specialised team be assembled as a Risk Management Co-ordination Unit (RMCU) with the specific task of developing the risk management capability within Jordan Customs.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That some input into planning for the study tours be made by this project to ensure the team is able to return with ideas about best practice Customs operations.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That a regular (approximately monthly) newsletter be prepared and disseminated including reports on the achievements and successes.	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That attention be given in the short term to the organisational structure having in mind the strategic objectives of the organisation as well as the operational conditions and constraints. Further that every staff member is assisted to develop an underst	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That the Border Management Committee develop and disseminate a comprehensive Terms of Reference so that various stakeholders understand the role of the committee. That it meets regularly and that it addresses both from a strategic and operational perspec	Development of Border Risk Management, Intelligence & Risk Management Capabilities
		That the relationship between Customs and JISM and Ministry of Agriculture be fostered through the provision of advice and support. The Team Leader to be kept informed.	Development of Border Risk Management, Intelligence & Risk Management Capabilities

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

12.  
assistance from the Strategic Council on Security  
Technology, supply chain industry Smart and Secure Trade Lanes.
9.  
Compliance Unit within the Risk Management  
Directorate in order that the audit specialists can undertake customs compliance audits as part of the Golden List initiative with Jordan com
1.  
diligence that involves shared responsibility,  
informed and voluntary compliance, partnership and the building of relationships and building of a new sense of trust between Jordan Customs Dep
5.  
facilitate trade;
4.  
security and to increase and facilitate the flow  
of trade. For example, satellite tracking plus RFID, etc;
7.  
secure trade route does exist;

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**Report Title**

- Jordan enters into a Smart and Secure Trade Lane initiative with  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- JCD needs to assign the trained compliance audit specialists to the  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Need for enhanced and continuing JCD and trade community due  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Need for data systems to target high risk shipments for inspection and  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Need for intelligent transportation systems to enhance supply chain  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models
- Need for a secure trade route between Jordan and USA. A model for a  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Risk Management

**Recommendation**

3.  
common security management policies,  
common security education and training and a supply chain security / trade route review and monitoring;

2.  
security guidelines certified by JCD and  
US Customs and Border Protection;

10.  
Due Diligence Model for Risk Assessment: Six

6.  
customs to target scarce resources;

14.  
the objective of inviting US Customs  
regarding C-TPAT, CSI and Operation Port Shield cooperative efforts.

13.  
Model for Risk Assessment: Six

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*06,*

*2006*

**Report Title**

Need for an integrated supply chain: communications with all parties,  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

Need for enhanced border security through voluntary agreed supply chain  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

JCD needs to approve very quickly the customs due diligence models;

Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

Need to build systematic risk management capacity necessary to allow  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

Jordan Customs Department should consider contacting US Customs with  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

Port Aqaba to seek C-TPAT accreditation; Due Diligence

Customs Due Diligence Models  
Due Diligence Model for Risk Assessment: Six  
Customs Due Diligence Models

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Risk Management

**Recommendation**

Information paper on due diligence

and by whom. Further, make modifications to current commercial aircraft search authority so that the JCD is afforded access to meet its legislative responsibility.

responsibilities throughout the jurisdiction of the JCD.

Risk Management Training for Jordan

Recommendation #11: Revisit the recommendations in the Legislation Management Report to ensure that effective legislation to support the new compliance approach is in place to support the activities of Customs staff.

Recommendation #5: Apply risk management principles to analyse the risks to revenue arising from the importing and exporting environment.

Recommendation #1: Customs should adopt a risk-based post-transaction compliance strategy to replace the current transaction-based approach. This strategy should be modeled on similar approaches in other Customs and tax agencies and should include an arti

Recommendation #8: Establish an independent Investigation Unit to deal with cases identified through risk analysis and audit activity.

Recommendation #10: Review and reform the penalty system to ensure that penalties are appropriate to the level of non-compliant behavior and that they are being objectively and appropriately applied.

Recommendation #7: Establish an organizational structure within the Audit function which will ensure proper information management and corporate knowledge, and enable the compliance areas to create effective relationships with the client base.

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**Report Title**

Facilitation of Cross Border Trade Through Risk Management

Research be undertaken to determine whether or not aircraft are searched  
Front Line Risk Management Training for Jordan  
National Customs

Establish a mobile task force capable of performing all inspection  
Front Line Risk Management Training for Jordan  
National Customs

Establish a full-time national inspection training capability. Front Line  
National Customs

Managing Compliance in Jordan Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

**Risk Management**

**Recommendation**

**Report Title**

Recommendation #6: Establish an effective post-transaction audit capability that can deliver a range of risk treatments to meet identified risks.

Managing Compliance in Jordan Customs

Recommendation #13: Introduce a pilot project in Temporary Admissions to develop and test the new approach.

Managing Compliance in Jordan Customs

Recommendation #9: Develop the existing information and rulings program to provide a more comprehensive level of service to clients.

Managing Compliance in Jordan Customs

Recommendation #3: Customs should develop a relationship with the private sector which will ensure that current weaknesses are overcome and that the foundation is laid for their involvement in the voluntary compliance approach.

Managing Compliance in Jordan Customs

Recommendation #4: The Intelligence Unit being developed under the AMIR project must have a capacity to provide detailed research and analysis into revenue compliance issues, including the examination of particular industry sectors, commodities trading, c

Managing Compliance in Jordan Customs

3- Coalition partner organizations should initiate national and international marketing campaigns of the GLP. Marketing campaigns, especially on the international level, are complex and expensive. Jointly, coalition partner organizations should seek funding

Marketing Jordans Customs Due Diligence and Supply Chain Security Standards

1- JC has already sent letters to the customs services/departments of 29 foreign countries requesting mutual recognitions of the GLP under the customs-to-customs pillar of the WCO Framework of Standards to Secure and Facilitate Global Trade. JC should se

Marketing Jordans Customs Due Diligence and Supply Chain Security Standards

4-The GLP criteria for companies' inclusion on the Golden List should be monitored and upgraded as experience emerges. The customs-to-customs mutual recognition processes with other countries may stipulate changes to the program criteria and to all other

Marketing Jordans Customs Due Diligence and Supply Chain Security Standards

2- Coalition partner organizations (JC, JEDCO, JIB and JEA) have already signed a MOU through which they committed themselves to market the GLP nationally and internationally. Jointly, coalition partner organizations should seek funding from internationa

Marketing Jordans Customs Due Diligence and Supply Chain Security Standards

"Recommendation 8 It is recommended that the risk management, risk monitoring and risk mitigation mechanisms and defined processes are in place. An appreciation of business risk management at all levels in an organisation will help to ensure that the impa

Replacing ASYCUDA IT System: Challenges, Risks and Proposed Process

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Risk Management</b>	<b>Recommendation</b>	<b>Report Title</b>
		That management adopts a stronger focus on the Customs Reform and Modernisation Program, taking into account that many countries in the region are also undergoing reform. This includes the establishment of a high-level and influential program management	Risk Management in Jordan National Customs
		That the Reform and Modernisation program be promoted throughout the organisation so that staff at all levels can participate more effectively in the organisational changes.	Risk Management in Jordan National Customs
		That Management give serious consideration to the advanced plans for the external consultant input so that workshops and other events are scheduled and participants are tasked to be prepared in advance and available to attend workshops, meetings etc. Fur	Risk Management in Jordan National Customs
		That the RMCU be formed as a matter of urgency so that a consistent approach to Risk Management can be adopted by all areas of Jordan Customs	Risk Management in Jordan National Customs
		Rather than shorten training and workshop events, that Management take into account the need for solid understanding of important concepts and tools that are fundamental to the operation of a reformed and modernised Jordan Customs. That in future, additi	Risk Management in Jordan National Customs
		That every effort is made through training to develop a solid understanding of Risk Management by all staff, including managers. That training courses reflect a common theme in defining Risk Management, Intelligence and the relationship between the two	Risk Management in Jordan National Customs
		That a uniform approach to Compliance management across all areas of Customs be adopted. That a Strategic compliance management Plan be developed on an annual basis and that this plan effectively governs the way in which Customs approaches its Compliance	Risk Management in Jordan National Customs
		That selected officers at the border crossings be skilled as intelligence analysts and tasked to provide intelligence product to the staff at the crossing. The intelligence officers to be directly linked to the Intelligence Unit located at	Risk Management in Jordan National Customs
		That Customs officers be selected (on the basis of having the desirable attributes and the interest to become a facilitator) to attend a course on facilitation.	Risk Management in Jordan National Customs
		That the role of the counterpart be strengthened. That the counterpart takes more responsibility for transferring skills and knowledge from the expert to the organisation.	Risk Management in Jordan National Customs

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Tariff</b>	<b>Recommendation</b>	<b>Report Title</b>
		CITS project team to actively seek and collect feedback and ideas from internal and external users (Customs officers at the borders, other Customs, brokers, tariff directorate, traders, other government organizations) and make recommendation on the propos	Comprehensive Integrated Tariff System
		JCD to conduct a pilot study with a selected group of OGAs to improve the current regulation development, interpretation and communication processes - it has been envisaged and agreed from the very beginning that CITS would go beyond a simple representati	Comprehensive Integrated Tariff System
		CITS project team to define and CITS SC to approve customs export and transit regimes clearly in the CITS parts.	Comprehensive Integrated Tariff System
		CITS project team to define and CITS SC to approve the CITS parts, both in the content and in the application, for an unofficial English version of CITS; also procedures for translation of the CITS content will need to be defined and implemented.	Comprehensive Integrated Tariff System
		JCD IT and Tariff Directorates to analyze and make recommendations to the CITS Steering Committee on tariff related errors discovered in ASYCUDA during the CITS data gathering process - historical errors have been discovered particularly in Trade Agreemen	Comprehensive Integrated Tariff System
		CNS and AMIR to conduct an analysis of the initial requirements captured in the CITS Business and Technical Documentation version 0.6 from December 2004 and the actual CITS application deployed in July 2005 – and report on features left out from the initi	Comprehensive Integrated Tariff System
		CNS to provide an administrative closeout of the technical build of CITS. This project administrative closure for CITS version 1 project will include project archives, confirmation of project closure and lessons learned following the defined processes fo	Comprehensive Integrated Tariff System
		JCD Tariff Directorate to document all tariff related processes that impact on CITS content and its administration, including roles (functions) and their activities, authorities and responsibilities - CITS is an opportunity to improve the	Comprehensive Integrated Tariff System
		JCD IT Directorate to develop, design, test and deploy an interface between CITS and ASYCUDA – the decision was taken by the CITS Steering Committee at its 8th session held on 15th December 2004 and reinforced at a workshop with the Customs DG held on 22n	Comprehensive Integrated Tariff System

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Tariff</b>	<b>Recommendation</b>	<b>Report Title</b>
		Based on the review of the tariff related business processes, JCD IT Directorate and Tariff Directorate to define and the CITS Steering Committee to approve security and access policies to be applied in the CITS. Initial draft of access policies is in the	Comprehensive Integrated Tariff System
		JCD to formally assign responsibility for the CITS content - based on the decision of the CITS SC from 3rd October 2004, formally give the Comprehensive Tariff Section of the Tariff Directorate full responsibility for maintenance and administration of the	Comprehensive Integrated Tariff System
		Recommendation 17: That the scopes of the comprehensive integrated tariff system (CITS) project and the IDMS project be examined closely to determine which project best meets the requirements for interagency information	Customs Internal & External Communications: IT Framework & Requirements
		Recommendation 18: That the CITS project scope should include the requirement to support an informed voluntary compliance approach to client relations.	Customs Internal & External Communications: IT Framework & Requirements
		Recommendation 19: That a web interface to the current tariff rulings database be designed and developed using JCD in-house resources, and should that not prove viable, that the scope of the CITS project be expanded to include providing the public with t	Customs Internal & External Communications: IT Framework & Requirements
		Complete the software development of CITS version 2 and put into practice complementary business processes within the JCD matching the power of CITS. Basis – The JCD needed significant improvement to communicate changes in regulatory requirements both wi	Customs Reform and Modernization Activities: Interim Report, July 2003 to November 2005
		Recommendation 1: Jordan National Customs and AMIR should request detailed user requirements, data governance arrangements and an overview of the proposed information management architecture for the ITDS from US Customs and Border Management.	Integrated Tariff - IT Options & Recommendations
		Recommendation 2: Jordan National Customs should review and adopt user requirements, data governance arrangements and an information management architecture where relevant for the integrated tariff extranet.	Integrated Tariff - IT Options & Recommendations
		Recommendation 7: Prepare a detailed business case for the integrated tariff extranet in addition to a detailed risk management plan.	Integrated Tariff - IT Options & Recommendations

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

<b>Responsible</b>	<b>Tariff</b>	<b>Recommendation</b>	<b>Report Title</b>
		Recommendation 6: If existing/planned software (such as the HCDMS) cannot meet the detailed user requirements specified for the solution, select an external vendor from the AMIR panel of IQC firms to project manage selection, acquisition, implementation	Integrated Tariff - IT Options & Recommendations
		Recommendation 5: Reuse existing/planned software (such as the HCDMS) where possible by matching detailed user requirements against the functional capability of the software.	Integrated Tariff - IT Options & Recommendations
		Recommendation 3: That a pilot of the proposed integrated tariff extranet be undertaken using a single chapter of the Harmonized System and with the participation of Jordan National Customs, the Ministry of Agriculture, the Ministry of Health, JISM, the	Integrated Tariff - IT Options & Recommendations
		Recommendation 4: That the architecture and high level business requirements for the proposed integrated tariff extranet mentioned in this report be reviewed by project stakeholders and that a detailed set of user requirements be defined prior to design	Integrated Tariff - IT Options & Recommendations
		<ul style="list-style-type: none"><li>• That a team, consisting of one team leader and two data facilitators, be established independently of Customs and separately funded. This team would be established and charged with obtaining and verifying the necessary data to populate a database for an</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<ul style="list-style-type: none"><li>• Impress on the non-Customs ministries and agencies that require Customs to enforce their orders, rulings and instructions that it is inherent upon them to ensure that the information is fully and timely communicated to the appropriate Customs office. An</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<ul style="list-style-type: none"><li>• That an integrated tariff committee or working group be established to stimulate interest in the system, publicize its use and advantages, and oversee its maintenance and timeliness.</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<ul style="list-style-type: none"><li>• Assist Customs in formalizing methods of receiving, recording and distributing such information on a timely basis to all Customs offices.</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<ul style="list-style-type: none"><li>• An essential element of developing a viable system will be issuing all regulatory requirements impacting Customs on an HS tariff number basis and the development of a protocol for the continuous input of data on this basis.</li></ul>	Integrated Tariff Development: Building a System in Jordan

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<b>Responsible</b>	<b>Tariff</b>	<b>Recommendation</b>	<b>Report Title</b>
		<ul style="list-style-type: none"><li>• Consideration should be given to a World-Trade Organization (WTO)-compliant cost-based user fee to offset the costs of providing access to the integrated nomenclature. Customs could be the administrator of the system and recoup its cost outlays by coll</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<ul style="list-style-type: none"><li>• To make the system even more efficient, all future regulatory decrees should be issued by reference to the HS tariff number. This would tie all regulatory requirements to a universally recognized system, the HS number, and make it much easier to record</li></ul>	Integrated Tariff Development: Building a System in Jordan
		<p>All Customs officers should have complete access to tariff decision history, to ensure proper application of tariffs to Jordanian customs clients. To achieve this, the WCO rulings database should be summarized in Arabic and turned into a searchable online</p>	Jordan National Customs - External and Internal Communications Baseline Assessment
		<p>"• Directorate of the JCD drafts a model interagency agreement to use between the JCD and OGAs to collaborate through the CITS system to define the proper tariff classifications fo</p>	The Organization and Planning Directorate in collaboration with the Tariff Marketing Strategy for Comprehensive Integrated
		<p>"• each of the Jordanian OGAs whose regulations are contained in CITS. The purpose of this workshop would be to develop interagency agreements to use the power of CITS for the refinement</p>	Jordan Customs Department invites to a workshop representatives from Marketing Strategy for Comprehensive Integrated
		<p>"• with all agencies that issue border-enforced relations for the import, export or transit of goods. Priority will be given to working with those agencies having the highest number of bor</p>	Jordan Customs Department signs interagency agreements to use CITS Marketing Strategy for Comprehensive Integrated
		<p>"• accept any incomplete declarations filed by licensed clearing agents. Sixty days prior to the issuance, the Director General will circulate to all customs clearing agents the ne</p>	The Director General of JCD issues a directive that JCD officers will not Marketing Strategy for Comprehensive Integrated
		<ul style="list-style-type: none"><li>• That there be closer cooperation by Customs with the judiciary to ensure that judges appreciate the importance of IPR protection and impose effective penalties under the law on persons who breach IPR.</li></ul>	Workshop on Border Enforcement of Intellectual Property
		<ul style="list-style-type: none"><li>• That there be closer cooperation by Customs with industry, particularly to encourage IPR holders to assert their rights through the court process.</li></ul>	Workshop on Border Enforcement of Intellectual Property

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

Tariff

**Recommendation**

- That there be continuing program of workshops and seminars sponsored whole or in part by Customs to raise greater awareness of the extent of IPR breaches and the importance of dealing with this threat to the national economic
- That Article 41 of the Customs Law be reviewed to ensure that it is an effective provision in the fights against IPR breaches, and particularly to ensure that Customs has the power to detain goods even if the IPR rights holder has not so requested.
- That there be a regular program of staff training conducted by the Jordan Customs, with the first course to be held before February 2005.
- That cooperation between agencies engaged in border protection – particularly Customs and National Library - be enhanced by regular monthly meetings.
- That Customs advise responsible agencies (National Library, Ministry of Industry and Trade) of detentions of goods as well as any instances in which they may be about to release the goods.
- That Customs make a formal statement of the priority that it gives to IPR protection.
- That staff and material resources for IPR be increased from the three staff currently deployed at headquarters.
- That there be a better flow of information and intelligence between the agencies to assist Customs with risk management.

**Report Title**

Workshop on Border Enforcement of Intellectual Property

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**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Training

**Recommendation**

4.2.2.7  
Directorate staff, design and deliver education, awareness and training to Customs staff in relation to registration of all required data inputs as identified

4.2.2.11  
available for analysis is impressive (the Cases database currently holds 47,874 violation and smuggling cases). This will increase subsequent to Jaber Customs Centre data tra

4.2.2.2  
Directorate staff, design and deliver education, awareness and training to Customs Department staff in relation to registration of all violations and smuggling cases as identified.

6.  
users. Refer the results of the training needs assessment to the CASES user group.

Identification of work in training area.

Jordan Customs to take advantage of e-Learning training products as part of an IT desktop rollout program, already sufficiently advanced in Jordan Customs. These should be implemented in reference to the United Nations Drug Control Program and the World

Specialized investigation and operations training needs to be made available to officers of the new investigation capability and other key stakeholders conforming to agreed standard operating procedures.

For Jordan Customs to increase output and pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria, there is a requirement to provide additional resources, training and equipment to the

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**Report Title**

Training staff, in conjunction with IT Directorate staff and Cases  
Customs Institutional Development Intelligence  
Software Training  
Intelligence Software Training

Relevant Customs staff to be trained in statistical analysis. The data  
Customs Institutional Development Intelligence  
Software Training

Intelligence Software Training

Training staff, in conjunction with IT Directorate staff and Cases  
Customs Institutional Development Intelligence  
Software Training

Intelligence Software Training

The Training Center undertake a training needs analysis with all CASES  
Customs Institutional Development: Intelligence Unit  
Support – CASES data reformation

Development and Integration of Customs Reform  
and Modernisation within Jordan 2002

Development and Integration of Risk Management,  
Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management,  
Intelligence and Investigation Capabilities in JC

Development and Integration of Risk Management,  
Intelligence and Investigation Capabilities in JC

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**

**Training**

**Recommendation**

That a three-week Intelligence Analysts course be developed and delivered to Jordan Customs involving the officers selected for the Intelligence Unit as well as selected officers from key operational areas.

- relevant Executive, Directors Managers and Supervisors to minimize interference.
- potential interruptions.
- exists for officer HS. If not, then in the interim an appropriate directive may be necessary for all levels to exercise a responsible level of “duty of care” to front line
- including trainees, months before such an event.
- selection process of future proposed SMEs.
- organizational email system to formalize and expedite communications; and enhance networking both nationally and internationally with other customs authorities and designated consultants.
- responsibilities.
- JCD Training Centre to selected officers required to perform the role of the subject matter expert (SME).

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**Report Title**

**Development of Border Risk Management, Intelligence & Risk Management Capabilities**

The proposed plan of action for any training event be endorsed by the Front Line Risk Management Training for Jordan National Customs

Initial training be conducted away from all operational theatres and Front Line Risk Management Training for Jordan National Customs

Research be undertaken to verify whether or not a legislative provision Front Line Risk Management Training for Jordan National Customs

The consultant be on the ground to review all related stakeholders, Front Line Risk Management Training for Jordan National Customs

A representative from AMIR or the nominated consultant take part in the Front Line Risk Management Training for Jordan National Customs

Front-line officers and training staff be availed access to the Front Line Risk Management Training for Jordan National Customs

Women are encouraged to part-take in front line inspection Front Line Risk Management Training for Jordan National Customs

The SAT and methods of instruction be managed and delivered by the Front Line Risk Management Training for Jordan National Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Training

**Recommendation**

- phases: (i) conduct a 17 x 10 hour-day live-in program on all aspects of front line activities, including trauma management (excluding ship search); and, (ii) not less than four weeks a
  
- and seen to be performing the inspection role in a professional manner. An appropriate official directive may be necessary to ensure uniformity in dress code and
  
- projects?
  
- and training?
  
- training information?
  
- That semi-annual HS training programs be presented to Customs officers tasked with tariff classification at the Customs Houses in Jordan in the future and that an occasional information-type program on the HS be presented to the international trade com
  
- Intelligence staff to be trained in all aspects of corporate governance, including business planning, reporting, accountability, staff development and management practices.
  
- Intelligence staff to be trained in operational analysis (daily functions, recording, prioritization, reporting, service delivery standards, etc)
  
- Intelligence staff to be trained in tactical analysis (client service standards, capacity to deliver, availability, expertise, etc)
  
- A program leading to certification with periodic renewal 1) would introduce and maintain performance, and 2) when properly developed, packaged and promoted, 3) would lead to recognition, new respect, enhanced professional image among officers and the publ

**Report Title**

- Train and evaluate SMEs over a three month period, in two distinct Front Line Risk Management Training for Jordan National Customs
  
- Training and front-line officers must be adequately equipped to perform Front Line Risk Management Training for Jordan National Customs
  
- who will be assigned the responsibility of delivering this and associated Human Resource Development - Phase 1
  
- do customs propose to align relevant work areas such as human resource Human Resource Development - Phase 1
  
- what are the long term options for recording the human resource and Human Resource Development - Phase 1
  
- Integrated Tariff Development: Building a System in Jordan
  
- Intelligence and Information Management in Jordan Customs
  
- Intelligence and Information Management in Jordan Customs
  
- Intelligence and Information Management in Jordan Customs
  
- Jordan National Customs - Internal & External Communications Development

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Training

**Recommendation**

• Approach a regional tertiary and/or customs administrations such as Zayed University and Dubai Customs to provide training. Dubai Customs is about to roll out an Executive Manager Development Program and the units being offered are identical to those id

• Use an established international body such as the Centre for Customs and Excise Studies at the University of Canberra, Australia to conduct a shortened version of the Customs International Executive Management Program for

• Develop an 'in-house' training package using suitably qualified personnel from customs and other government agencies with materials being purchased or sourced from international or local suppliers.

• Task the National Training Institute, or its successor, to develop a training and professional development course for executives from within customs.

"•  
in Jaber Customs House. This pilot needs to  
be carefully monitored as it is expected to form the basis for recommendations regarding a full rollout of this program across JCD's ma

Recommendation #12: Ensure that Customs management is given every assistance to understand and implement the changes required, including assistance with compliance management concepts, with change management and with project management.

That every effort is made through training to develop a solid understanding of Risk Management by all staff, including managers. That training courses reflect a common theme in defining Risk Management, Intelligence and the relationship between the two

That all managers be trained in strategic planning and performance management as part of a Manager Development Program.

That as part of a manager development program, managers are taught key skills such as planning, time management, devolution of authority, discipline and protocols of meetings, workshops etc

***Thursday, July 06, 2006***

**Report Title**

Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap

Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap

Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap

Jordan National Customs: Critical Skills – Gap Analysis and Closing the Gap

Training will be implementing a pilot On the Job (OJT) Training program  
Jordan National Customs: Rollout of Human Resource and Training Reforms – Phase 1

Managing Compliance in Jordan Customs

Risk Management in Jordan National Customs

Risk Management in Jordan National Customs

Risk Management in Jordan National Customs

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Training

**Recommendation**

Course 1 participants be actively involved in the delivery of subsequent courses so as to consolidate their learnings so far and to form a foundation for the development of a more strategic approach by Jordan Customs in terms of planning and operations.

Consideration be given to offering some placement on future courses (say from Course 3 or 4 onwards) to participants from neighbouring Arab countries.

The unit be offered to senior management of ASEZA. Consideration should be given to the conducting of these courses in Aqaba and placements should also be offered to Jordan Customs Aqaba personnel.

That:-

(a) further study courses in the Unit Strategic Planning, Management and Leadership be conducted in            respect of Jordan Customs senior management and be programmed as follows:-

December 2002 - Course 2

April 2003 - Course 3

July 20

Adopt the Systems Approach to Training (SAT) model for determining training requirements, designing training modules, delivering training and evaluating the effectiveness of this training being delivered to Jordan National Customs.

For a solution more closely aligned with the SAT approach to training as per Recommendation 10, engage either Jordan National Customs (depending on resource constraints and internal priorities) or an external software developer (using appropriate AMIR pro

The consultant, from both personal and professional experience recognizes the strong need for the Jordan Customs Department to assist officers in learning English. The present English learning system needs to be looked at in order to facilitate the learn

In regard to where the training institute should be placed in Jordan's Customs organization, the best place would be under the Human Resources Directorate umbrella. Some work will have to be done to clarify the responsibility and the authority of the Trai

*Thursday, July 06, 2006*

**Report Title**

Strategic Planning, Management & Leadership

Strategy for Risk Systems Weighting and for Training Systems Management

Strategy for Risk Systems Weighting and for Training Systems Management

System Approach to Training

System Approach to Training

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible**            Training

**Recommendation**

In general the participants realize the workload to come in order to implement a SAT approach. Some participants were skeptical of the Jordan Customs executive management team in implementing the SAT. Some were under the perception by using computerizat

The perception is that training is a form of punishment, some managers don't cooperate in order to facilitate the development of their employees and they are not volunteered to participate as trainers. This problem is not uncommon where knowledge is perc

Conduct an executive management program providing contemporary management tools and techniques.

Explore the possibility of becoming a Regional Training Centre.

Utilise VSAT in the delivery of lectures from Amman to outlying areas. By providing the service to neighbouring Arab countries, offset the cost of maintaining the comprehensive program.

Ensuring that women in the JCD are equipped to do the job and develop their individual potential will require affirmative action. The JCD must develop such a program to bring up both the capacity of women with the JCD ranks and as a recruitment factor in

Increase the participation of women in available training workshops.

Develop contacts with other regional countries with more enhanced women participation in customs agencies, such as Tunisia and Morocco as regional examples.

**Report Title**

System Approach to Training

System Approach to Training

Training Center of Excellence

Training Center of Excellence

Training Center of Excellence

Women in Customs Capacity Building

Women in Customs Capacity Building

Women in Customs Capacity Building

*Thursday, July 06, 2006*

**Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

**Responsible** Transit

**Recommendation**

To deal with highly organized smuggling it is vital that Customs operates in an equally organized manner. An intelligence team should be established to maintain national transit records.

Each driver should be allowed to take organized time-out from the transit otherwise strict time limits should be imposed.

High Risk Transit. It is recommended that certain goods such as alcohol and tobacco or very high value goods should not be afforded normal transit.

Anti Smuggling teams should be established to work to intelligence data.

Convoy system should be re-organized.

Priority should be afforded to vehicles complying with international sealing standards.

The trade should be allowed to request clearance to home use at selected border stations.

Reputable guarantors should be identified and the "gearing" of the guarantee progressively increased provided that it was used for vehicles conforming to international scaling requirements.

Create competency requirements for all clearing agents including those previously licensed.

Basis - Inept clearing agents cause the most critical problem facing the JCD on the quality of the customs declaration process. Modern customs practice relies on

**Report Title**

Customs Reform and Modernization - Phase 1

Customs Reform and Modernization Activities:  
Interim Report, July 2003 to November 2005

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## **Annex 3 – Position Description CRM Manager**

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### **JOB DESCRIPTION**

**I. Job Title:** Advisor Customs Reform and Modernization

**Task No:** 504.3.1

**II. Project:** AMIR 2.0 (Achievement of Market-Friendly Initiatives and Results Program)

Contract Number 278-C-00-02-00210-00

**III. Job Classification:** Long-Term Local Professional Staff

**IV. Reporting to:** Team Leader, Private Sector Policy Initiative, AMIR Program

**V. Estimated Duration of Assignment:** from 2003 to 01 July 2005

**VI. Principal Position Objectives, Basic Functions/Critical Tasks:**

The principal objectives of this position are for the advisor to continue the work of developing Customs Reform and Modernization (CRM) under AMIR 2.0 working with the Component leader. This will progress the strategic task list through direct liaison with Customs, other Jordanian stakeholders and specialist trainers and advisors to:

1. Develop a rolling legal, regulatory and administrative reform under the legislation strategy set out in A Legislation Strategy for Jordan Customs;
2. Identifying, establishing and promoting international best practice procedures to meet national policy objectives and international obligations especially through the adoption of ISO 9002 in a Customs environment;
3. Ongoing strategic and business planning for Customs and related stakeholders;
4. Business process re engineering as detailed in the Customs and advisor developed strategic planning documents;
5. Organizational restructuring support;
6. Developing Customs investigation, intelligence, risk management and audit systems;

The advisor will also:

7. Assist in the technical work of all local and expatriate consultants fielded under the component and ensure that all end-of-assignment deliverables and other consultant and subcontractor performance results are:
  - a) consistent with and compliant with the consultant's scope of work,
  - b) are of high technical quality and good overall readability, and

- c) are acceptable to USAID and other component clients.
- 8. Assist with the all component activities to ensure they are consistent with, and support a continuation of, related AMIR support and activities related to the component, as may be modified from time to time in collaboration with USAID/Jordan.
- 9. Ensure close inter-component collaboration with the other AMIR Program components and sub-components, and close collaboration with the training and public awareness components of the AMIR Program.
- 10. Perform miscellaneous tasks as may be assigned by the Chief of Party or direct supervisor to achieve AMIR Program goals and objectives.

**VII. Specific Duties, Responsibilities and Accountabilities:**

- 1. Continue development of the Customs Reform and Modernization strategy across all Directorates (and beyond customs with other stakeholders as appropriate) to include application of international best practice. This should at the strategic level address questions like should commercial and criminal fraud be handled separately or by the same group and to what degree should identified activity be centralized by process or location? It will also provide tactical and operational advice where considered appropriate by the advisor or requested by Jordan Customs.
- 2. Continue the analyses of current Customs capacity and from that extend the current draft programs over the short term (one-year) and the long term (three years). These should be integrated with the Customs Center of Excellence arrangements wherever possible.
- 3. Establish the needs of Customs personnel for specialist equipment (i.e. computer hardware, software, measuring equipment vehicles, etc) and develop a schedule for their introduction that will include any prerequisite training or infrastructure requirements over the ongoing short term (one year) and the long term (three years).
- 4. Review current international and domestic agreements/MOUs on commercial matters and advise where changes or further agreements would enhance Customs' capacity. Draft in point form key aspects of such MOUs for consideration by Customs and other stakeholders.
- 5. Review and maintain budget requirements of the Customs Reform and Modernization sub component.
- 6. Undertake technical development of other members of the Customs Reform and Modernization team in liaison with short-term consultant/advisors and trainers.

**IV. Policy and Procedures:**

With respect to all policies and procedures related to the Advisor Customs Reform and Modernization position, written guidance will be issued, as required, that will clarify, modify, and/or establish AMIR policies and procedures that either directly or indirectly affect the duties and responsibilities of the

## **Customs Reform and Modernization Activities: Final Report July 2003 to July 2006**

Advisor Customs Reform and Modernization. Written guidance will be filed in the AMIR Chemonics Master Filing System, which will be developed and maintained in the AMIR Field Office.

It is incumbent upon all AMIR employees to stay apprised of all policies and procedures set forth via documents contained in the employee manual and operations manual. In addition, should at any time the Advisor Customs Reform and Modernization be unclear as to the meaning of any policy and/or procedure presented in these files, or any verbal instructions given by his/her superiors, he/she has the right to request written clarification from the chief of party or his/her designee.

### **V. Reporting Responsibilities and Ultimate Authority:**

The Advisor Customs Reform and Modernization is currently directly responsible for the supervision, management and development of the following positions:

- LOE/D/ Customs Specialist
- LOE/D/ Customs Project Specialist
- Short term consultants, advisors and trainers working under either:
  - 560 Customs IT Solutions, or
  - 555.1 Customs Reform and Modernization

The Advisor Customs Reform and Modernization is currently directly responsible to the Team Leader, Private Sector Policy Initiative, AMIR Program in all matters.

### **VI. Specialized Knowledge and Related Requirements: (Select appropriate knowledge and skills from the examples below)**

- Very broad customs operational and policy experience.
- Experience dealing with trade and border policy at the interdepartmental level.
- Recognized ability to identify and troubleshooting problems, often outside customs that are expected to arise over the life of the AMIR II project.
- Excellent managerial skills.
- Ability to make independent decisions.
- Team building skills.
- Excellent interpersonal and coordination skills.
- Flexible and adaptable to change.
- Ability to manage a multi discipline team
- Ability to use Microsoft applications to include: MS Word, PowerPoint, Excel, and Outlook; Training on executive management and leadership.

### **VII. Education, Qualifications and/or Equivalent Experience:**

#### **1 Educational Qualifications**

- BA or equivalent in Economics or Business or Customs Related Qualifications

#### **2 Work Experience**

- Minimum 15 years Experience in customs administration in both developed and developing economies at the highest levels including extensive work at the interdepartmental level.
- At least 5 years international development experience in customs activity.