**Achievement of Market-Friendly Initiatives and Results Program
(AMIR 2.0 Program)**

Funded By U.S. Agency for International Development

Training Center of Excellence

Final Report

June 2002

Table of Contents

EXECUTIVE SUMMARY

A review of Jordan Customs was conducted in Amman from 18 May to 5 June by John Knott and Alan Wilson. A scoping exercise to determine strategies for enhancing organisational capability over a three-year period was undertaken. The exercise identified the following:

- Jordan Customs is an organisation with a significant sense of history and pride. It is important in raising a significant proportion of Government revenue.

- The organisation is well able to contribute to its own enhancement with external input providing the guidance, motivation, facilitation and standards. There needs be a collaborative effort in order to achieve the best outcomes and to ensure staff retain a strong sense of dignity.

- Jordan Customs would benefit from technical assistance in the following areas:
    - Tariff
    - Valuation
    - Origin
    - Risk Management
    - Intelligence
    - Enforcement
    - Intelligence
    - Information Technology
    - ASYCUDA
    - Legislation
    - Commercial

- Jordan Customs has a Directorate that is primarily responsible for Officer Training. It manages training facilities available at the Customs Training Centre in Amman. In addition, there are basic training facilities at some of the outposts.

- There are Customs staff who have trainer qualifications. There is a number of staff who are dedicated full-time to the Training Centre and

_____

other officers who deliver training in their area of expertise on a part-time basis.

- Much of the training currently available is generic and vocationally focused eg IT, language. Training does not sit within a comprehensive curriculum framework linked to competency standards, nor are there any qualifications issued.

- For a staff of 2200 it is difficult to support the allocation of resources fully from within to design, develop and deliver training, education and professional development across all technical areas and at all levels. Economy of scale can be achieved by making the program available to other Customs administrations - but then Jordan Customs inherits a demanding task that really is not part of its core business.

- The recent introduction of the ASYCUDA system has focused attention on Customs systems, processes as well as organisational and individual officer performance.

- There is in place a comprehensive Strategic Management Plan and the majority of Senior Management seem to understand their responsibilities in meeting their specific objectives against that plan.

- Risk Management not particularly well established as a methodology throughout Jordan Customs. There is the occasional officer who has a good understanding of the methodology.

- Jordan Customs, like many other government agencies urgently needs more intelligence and research capability. As various business systems become more IT based there will also be a need for enhanced IT capability.

- There are a number of well qualified staff some with international qualifications. There is need however to strengthen capability in areas such as strategic thinking, strategic management, performance management, leadership etc. As with Customs agencies around the world, there needs to be a n upward movement in the overall qualifications
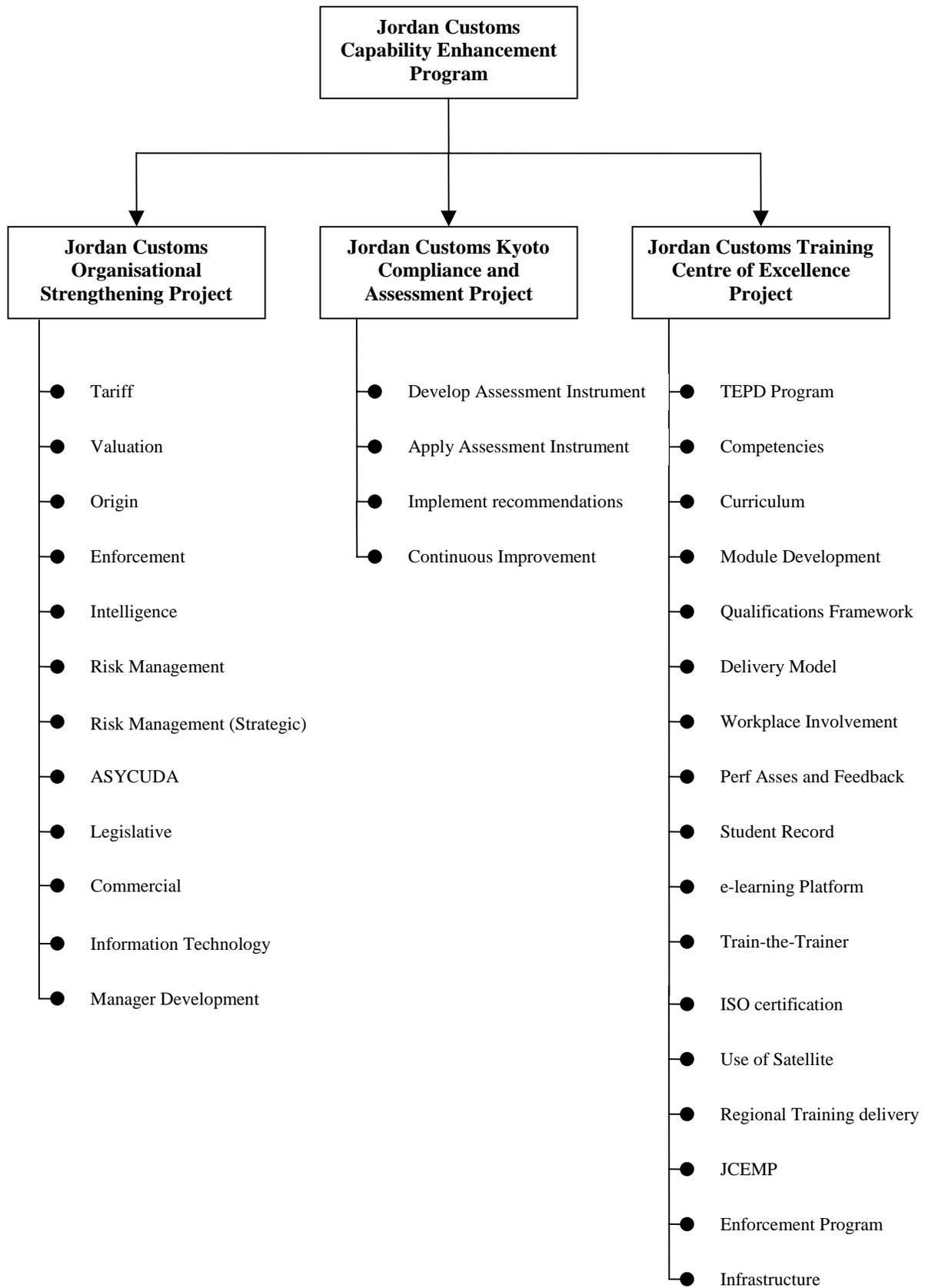
of staff – some of whom will be developed internally others may be laterally recruited into the organisation.

- There is in place a rotation policy which creates difficulty for the long term development of skilled staff in some areas eg Intelligence Officers, Investigators etc.

- There seemed to be a general willingness to embrace the concept of continuous improvement particularly if that could be linked to international standards and conventions such as Gatt and Kyoto 2000.

- Staff generally seem to be busy at their tasks. Perhaps new procedures, better use of IT etc may improve effectiveness and efficiency.

- Staff levels have been capped for five years yet the workload is increasing. This leads to the need to get more from less and the need therefore to provide staff with the necessary competencies.

- There is a strong desire on the part of Jordan Customs to be well regarded by other agencies and by the Government.

- There is general recognition that Customs is significant in the role it plays in facilitating trade (and passengers) and that it is significant in earning revenue.

- There is recognition that Jordan Customs is in transition from a hierarchical structure to a flatter structure, from a doing to thinking organisation, requiring more highly skilled and preferably qualified staff;

- Staff at Jordan Customs appear to be reasonably well motivated and wish to be consulted in the project;

- There may be some individual sensitivities of a territorial form that will need to be carefully managed;

The following recommendations are made on the basis of extensive consultation and research:

- Establish a comprehensive training, education and professional development program.

- Seek a partner ie a University and/or international service provider that will allow Jordan Customs to focus its attention on core business.

- 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.

- Explore the possibility of becoming a Regional Training Centre.

- Establish a Risk Management Co-ordination Unit to provide a cell of expertise from which Risk Management support services, facilitation etc can be provided.

- Provide strengthening of systems, processes and people in the key areas of:
  - Tariff
  - Valuation
  - Origin
  - Risk Management
  - Intelligence
  - Enforcement
  - Intelligence
  - Information Technology
  - ASYCUDA
  - Legislation
  - Commercial

- Conduct an executive management program providing contemporary management tools and techniques.

- Over three years to facilitate a paradigm shift in the way the organisation conducts its business.

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 as illustrated over page.

Jordan Customs Capability Enhancement Program

Jordan Customs Organisational Strengthening Project

- Tariff
- Valuation
- Origin
- Enforcement
- Intelligence
- Risk Management
- Risk Management (Strategic)
- ASYCUDA
- Legislative
- Commercial
- Information Technology
- Manager Development

Jordan Customs Kyoto Compliance and Assessment Project

- Develop Assessment Instrument
- Apply Assessment Instrument
- Implement recommendations
- Continuous Improvement

Jordan Customs Training Centre of Excellence Project

- TEPD Program
- Competencies
- Curriculum
- Module Development
- Qualifications Framework
- Delivery Model
- Workplace Involvement
- Perf Asses and Feedback
- Student Record
- e-learning Platform
- Train-the-Trainer
- ISO certification
- Use of Satellite
- Regional Training delivery
- JCEMP
- Enforcement Program
- Infrastructure

DETAILED REPORT

The following objectives were outlined in the Statement of Work:

1 Undertake an initial scoping exercise with Customs. The aim being to establishment a Customs Centre of Excellence within the current calendar year. This is to be achieved by developing a detailed framework including timings that meets the specific requirements of Customs.

2 Complete an assessment of Customs current "in house" training facilities and capacity. Enumerate any extra needs required to achieve task one.

3 Assist Customs in the selection of a suitable academic partner for the Customs Centre of Excellence, through articulation of their needs and development of a draft partnership agreement.

4 Advise Jordan Customs on strategies to review existing staff competency standards aiming toward system suited for integration with the Centre of Excellence.

5 Provide a short term (twelve month) and long term (three year) strategy for establishment and operation of the Customs Centre of Excellence.

The following is a summary of outcomes against each stated objective:

1 Undertake an initial scoping exercise with Customs. The aim being to establishment a Customs Centre of Excellence within the current calendar year. This is to be achieved by developing a detailed framework including timings that meets the specific requirements of Customs.

Initial scoping of a Customs Training Centre of Excellence was achieved through a process of consultation with key stakeholders and two workshops conducted with senior management. The concept of a comprehensive training, education and professional development program was mooted. For a start this involves the preparation of agency-specific benchmark competency standards. As a process this is invaluable in its own right. It involves groups analysing their job function in some detail and expressing the

outcomes in competencies and performance criteria. Participants are caused think in some detail about what they do, why they do it and question whether there is a better way. These competency standards are written up as a working document for staff and their managers. It is the basis for deciding what shortfall there may be in a individual's competence and it informs which modules in the curriculum framework that are required to bring the officer up to level. It also enables succession planning and forward planning for career development. The benchmark competency standards (which will be expressed in Jordan Custom's terms) will be benchmarked with competency standards in other countries and checked against the requirements of the Kyoto 2000 convention.

A skills analysis of the competency standards will enable the smorgasbord of training modules to be identified. They will number approximately 100 including modules at the graduate level. We anticipate these rolling out over three years with the priority modules being delivered in the latter half of this year. Both the competency standards and the supporting curriculum will be designed so that qualifications can be offered. The choice of delivery strategy has yet to be finalised but it is expected to allow for e-learning for those who are capable of learning in this format, and face-to-face delivery where this is considered the best strategy for the topic. It will allow for maximum flexibility given the divers location of Customs Officers. The use of VSAT after business hours has also been identified as a viable option. This also enables transmission of learning materials to neighbouring Customs agencies who may well be part of a regional training centre. In respect of a proposed regional centre it is anticipated that this project will put Jordan Customs well in the lead in the region. Other aspects of the Customs Training, Education and Professional Development Program that are of importance include the development of a user-friendly performance and assessment feedback process for staff. This will, amongst other things, ensure that the right staff are admitted to the right modules at the right time and that the commitment of participating staff and their managers is secured

prior to commencing the course. The workplace will be assisted in developing appropriate support mechanisms for learners. This acknowledges the importance of workplace learning and the need for a supportive culture to enhance learning.

The idea of a Training, Education and Professional Development Program that is designed, developed and delivered using best practice methods and involving experts of international standing, leads us to think in terms of creating a Training Centre of Excellence. We will submit Jordan Customs for recognition against the criteria. Together with the two other projects proposed ie Jordan Customs Organisational Strengthening project and the Kyoto Compliance and Assessment Project, it may be possible to think of Jordan Customs becoming an organisation of excellence.

There is much that is innovative about the proposed project. The idea of taking the lead in the establishment of a regional training centre mooted by the WCO presents an exciting opportunity. It also helps to defray some of the costs in developing and maintaining the program. To this end it must be recognised that training design, development and delivery is not Customs core business. In time Customs needs to think about associations and relationships that will deliver best practice training, education and professional development at an affordable cost that doesn't draw too heavily on the limited resources available to Customs.

2   Complete an assessment of Customs current "in house" training facilities and capacity. Enumerate any extra needs required to achieve task one.

This objective was achieved by inspecting the range of facilities available in the various parts of Jordan Customs. There is considerable pride in the training currently provided. It is important that the key stakeholders currently involved in training deliver be made to feel part of the improvements. The existing Customs Training Centre is located in premises which were not designed for training. Alternate premises are needed with increase in facility

and supporting resources. For one thing the anticipated use of the VSAT network requires uplink facilities at the central training facility and receiving equipment plus dedicated space at the outposts. More detailed analysis of need will be provided once Jordan Customs Staff are able to respond with estimates.

3 Assist Customs in the selection of a suitable academic partner for the Customs Centre of Excellence, through articulation of their needs and development of a draft partnership agreement.

This objective will take some time to resolve. For one thing, it is probably fair to say that the Training Directorate would prefer to deliver all training without the assistance of a partner. In these days of shrinking resources and the need to make the best use of limited staff, it is not cost effective to take experts from the business and engage them in excessive training delivery. It is almost inevitable that a partnership of some kind will be necessary in the future. Having said that it is also true to say that Universities are not easy institutions to deal with especially when proposing an innovative concept. They tend to be very traditional and conservative in their approach and are hide bound with many rules and regulations. A project within the AMIR II program has been looking at Universities and their ability to provide an MBA to enhance top-end management skills.

We have only made preliminary enquiries at this stage. More needs to be done.

4 Advise Jordan Customs on strategies to review existing staff competency standards aiming toward system suited for integration with the Centre of Excellence.

A detailed project plan together with a proposed schedule has been prepared which outlines activities for strengthening procedures, processes and systems. In addition it is proposed that a self-assessment against the Kyoto 2000 criteria will provide a useful benchmark for a process of continuous

improvement. It can also demonstrate to the world that Jordan Customs is in fact heading purposefully towards Kyoto Compliance and beyond. Coupled with the proposed development of a Training Centre of Excellence, it is confidently expected that officer competence will be greatly enhanced putting Customs as a leader amongst other Government agencies and amongst Customs Agencies in the region.

5 Provide a short term (twelve month) and long term (three year) strategy for establishment and operation of the Customs Centre of Excellence.

A project scope, work breakdown structure and schedule has been prepared. This is to be regarded as a first draft because further Customs input is needed together with sign-off.

ADDITIONAL OUTCOMES

1 Project Integration

It has been possible to integrate an organisational strengthening initiative with the project to develop the Training Centre of Excellence. The benefit of integrating the projects is to ensure maximum synergy between the efforts of developing staff with the efforts of strengthening the systems and processes in the key areas. Consultants delivering organisational strengthening will be briefed to take into account the training and education needs of officers.

2 Risk Management

A Risk Management workshop was delivered for senior Managers. The purpose was to raise awareness of the methodology and to demonstrate its use at the strategic level of Jordan Customs. This has provided a sound basis for further strengthening in this area. A document has been prepared that may be used as a standard for risk management practice throughout the organisation. It may also be used as a standard by other agencies that Jordan Customs aims to influence. Further it is recommended that a Risk Management Co-ordination Unit

responsible for carrying the message about RM to the staff at large as well as to Management, be established within the Risk Management Directorate.

3 Discussion Papers

A series of discussion papers was prepared and circulated for the purpose of focussing attention on the issues prior to external experts arriving to work with Customs to strengthen the organisation in the key areas. These are included in Attachments 4 to 7.

4 Mapping to Jordan Customs Strategic Plan

An exercise was undertaken to identify the impact the project may have on certain objectives in the Strategic Plan 2001 to 2003. The exercise confirmed that there will be significant impact particularly to the objectives outlined in Pillar 8. This is illustrated in Attachment 1.

5 Kyoto 2000 - Compliance and Self Assessment

Given the importance of meeting international standards and conventions, it seemed sensible to benchmark the organisational strengthening and the competency development and education of staff projects to ensure the standards were being met.

PROJECT SCOPE

The following pages outline the scope of the three projects.

Jordan Customs

Capability Enhancement Program

Project 1 – Jordan Customs Organisational Strengthening

Project Scope Definition

Project Name:	Client: Jordan Customs
Project 1 - Jordan Customs Organisational Strengthening	Sponsor: AMIR II Project
Proposed Budget:	Proposed dates:
	Start: August 2002 Finish: August2005

PROJECT BACKGROUND:

Jordan Customs is addressing a number of contextual and internal challenges. As an agency of Government, it has a significant impact on the economy of the country. As such it is an important player in business of trade and tourism. Its compliance requirements and processes can have a significant impact on the flow of trade and visitors and so it is in the best interests of the Government, the community and the economy that Jordan Customs strives to be a highly effective and efficient administration amongst other government agencies and amongst other customs organisations. As well as the need to facilitate trade and travellers, Customs must strike a balance with the need to maintain an appropriate level of control through appropriate intervention. This will be achieved through the application of Risk Management principles, supported by high quality intelligence.

The Globalisation of trade and the need to meet international standards such as Gatt, Kyoto etc also places demands upon the organisation, management and operations of Jordan Customs. There is also a global trend towards smaller government, which means that resources will be limited. Staff need to be skilled to a higher level so that they can approach their tasks and challenges in an informed way. They play a major part in ensuring limited resources are targeted where they will achieve the greatest benefit.

The development of competent staff together with the implementation of best-practice procedures will ensure that Customs is able to position itself well for the future.

PROJECT PURPOSE:

The purpose of this project is to strengthen Jordan Customs in key areas of operational activity in order to meet the requirements of a modern Customs administration now and into the foreseeable future. Specifically the project will strengthen procedures, processes and systems in key areas* of Jordan Customs operations.

* The specified areas include but are limited to:

    Tariff (including training)

    Origin (including training)

    Valuation (including training)

    Enforcement

    Intelligence

    Risk Management

    Risk Management (Strategic) (including training)

ASYCUDA

Legal

Commercial

Information Technology

Manager Development Program

PROJECT OBJECTIVES:

Primary Objectives:

By the conclusion of this program, we will have:

- Reviewed Jordan Customs operations in the specified areas;

- Identified the relevant international standards to which Jordan Customs procedures, processes and people will be benchmarked;

- Developed a strategy for continuous improvement in the specified areas* over a three year period;

- Scoped, planned and implemented the three year strategy for delivering the continuous improvement outcomes;

- Identified a Champion and established a network of officers within Jordan Customs who will facilitate the process of continuous improvement;

- Provided supporting infrastructure, resources etc;

- Developed an evaluation process for ensuring planned outcomes are met;

- In selected areas, developed and delivered training which will be integrated into the Jordan Customs Training, Education and Professional Development Program;

Secondary Objectives:

- Integrate the outcomes of this project with the outcomes of the Kyoto Compliance and the Training Centre of Excellence projects

SCOPE STATEMENT:

This project will provide the means by which Jordan Customs can strengthen its capability in key areas as outlined* above. It will provide technical advice and specialised training delivered by overseas experts in each of the areas. The project will provide the Jordan Customs Executive Management Program (JCEMP) for senior managers and for managers in related Government organisations. In some areas (origin, valuation, tariff, risk management) the project will also provide materials to support the delivery of training under the CTEPD Program.

CONSTRAINTS

The project must be completed within the three-year timeframe. It must be staged in order to make the most efficient use of resources and to ensure a robust hand-over. It must involve a consultative process to ensure the appropriate involvement of all key stakeholders. It must be within the AMIR budget and it must also demonstrate an appropriate level of commitment from Jordan Customs to the maintenance of the program in

the long-term. It must ensure the competency needs of staff involved in any new initiatives are identified and addressed by the Jordan Customs Training, Education and Professional Development Program.

RISKS:

That the stated project objectives will not be met through:

- failure to manage the project effectively;

- failure to identify and involve key stakeholders;

- lack of commitment by key stakeholders;

- funding dries up;

- lack of commitment by Customs staff to the program.

EXCLUSIONS:

This project does not include the development of organisational infrastructure, or system development or the development of policy, procedures or processes. It should be noted that project work in these areas may have an impact back on this project in terms of the competency requirements of officers involved in the areas. There is also need to ensure training materials all reflect the latest developments, systems, procedures and processes.

ASSUMPTIONS:

- That the interests of all key stakeholders have been understood and addressed;

- That Jordan Customs will be able to maintain the programs in the long-term;

- That there will be significant interest in the region for a comprehensive program such as this;

- That Arab countries in the region will join forces and provide a critical mass of demand to justify this expenditure;

- That there will be sufficient funds to provide infrastructure, resources as well as the content in e-learning for each module identified;

RELATED PROJECTS

There are two related projects to which this project will make direct reference:

- Jordan Customs Compliance and Assessment Project

- Jordan Customs Training Centre of Excellence Project

BROAD STRATEGIES

The following broad strategies have been identified at this stage:

- Select, appoint, brief and manage overseas experts for each of the key areas;

- Experts to undertake a review of Jordan Customs in the key areas and compare performance with

appropriate benchmarks;

- Experts to scope the need for continuous improvement over a three year period;

- Design and implement an implementation program taking into account inputs from Jordan Customs;

- Deliver infrastructure and resource requirements;

- Evaluate progress against agreed milestones and criteria.

QUALITY CRITERIA

It is intended that a quality system based upon ISO 9000:2000 will be developed. It may be possible to seek accreditation.

Additional quality criteria include:

- Effective consultation with all key stakeholders;

- Effective promotion of the continuous improvement model in the key areas;

- All consultant input to be effectively managed and integrated;

- All relevant National and International standards incorporated;

Project Manager	**SIGN-OFFS**
	Project manager:
	Client:

Version Number   Date   Author

Jordan Customs

Capability Enhancement Program

Project 2 – Jordan Customs Kyoto Compliance and Assessment

Project Scope Definition

Project Name:	Client: Jordan Customs
Project 2 – Kyoto Compliance and Assessment	Sponsor: AMIR II Project
Proposed Budget:	Proposed dates: Start: August 2002 Finish: August 2005

PROJECT BACKGROUND:

Jordan Customs is addressing a number of contextual and internal challenges. As an agency of Government, it has a significant impact on the economy of the country. As such it is an important player in business of trade and tourism. Its compliance requirements and processes can have a significant impact on the flow of trade and visitors and so it is in the best interests of the Government, the community and the economy that Jordan Customs strives to be a highly effective and efficient administration amongst other government agencies and amongst other customs organisations. As well as the need to facilitate trade and travellers, Customs must strike a balance with the need to maintain an appropriate level of control through appropriate intervention. This will be achieved through the application of Risk Management principles, supported by high quality intelligence.

The Globalisation of trade and the need to meet international standards such as Gatt, Kyoto etc also places demands upon the organisation, management and operations of Jordan Customs. There is also a global trend towards smaller government, which means that resources will be limited. Staff need to be skilled to a higher level so that they can approach their tasks and challenges in an informed way. This is addressed in Project 3 – Jordan Customs Training Centre of Excellence.

Of particular interest is Jordan Customs' compliance with International standards in particular Kyoto 2000. The standard provides a benchmark against which the various projects in this program will achieve their quality outcomes.

PROJECT PURPOSE:

The purpose of this project is to put in place a comprehensive self-assessment and continuous improvement process against the Kyoto requirements in order to meet the requirements of a modern Customs administration now and into the foreseeable future.

PROJECT OBJECTIVES:

Primary Objectives:

By the conclusion of this program, we will have:

- Developed a self-assessment package against the Kyoto 2000 requirements for application by all areas of Jordan Customs;

- On an annual basis, conducted the assessment in order to demonstrate improvements to Jordan Customs processes and systems through related projects;

- Guided managers in the application of the self assessment process;

- Developed a continuous improvement process to ensure Jordan Customs meets the Kyoto standards;

- Ensured that outcomes of the continuous improvement process brought about through the application of the self-assessment tool are robust.

Secondary Objectives:

- Linked the Kyoto Self Assessment process to the Jordan Customs Organisational Strengthening Project and the Jordan CTEPD Program;

- Promote the application of Kyoto self assessment to countries in the region as part of the Regional Training Centre

SCOPE STATEMENT:

This project will provide the means by which Jordan Customs can self assess its compliance with Kyoto 2000 international standard. The self assessment process may be applied successively on say an annual basis until the related process of continuous improvement results in Jordan Customs to not only meet but possibly exceed the standards outlined in Kyoto 2000.

CONSTRAINTS

The project must be completed within the three-year timeframe. It must be staged in order to make the most efficient use of resources and to ensure a robust hand-over. It must involve a consultative process to ensure the appropriate involvement of all key stakeholders. It must be within the AMIR budget and it must also demonstrate an appropriate level of commitment from Jordan Customs to the maintenance of the program in the long-term. It must address the competency needs of staff involved in any new initiatives that may flow as a result of the improvements indicated by the outcomes of the assessment and analysis.

RISKS:

That the stated project objectives will not be met through:

- failure to manage the project effectively;

- failure to identify and involve key stakeholders;

- lack of commitment by key stakeholders;

- funding dries up;

- lack of commitment by Customs staff to the program.

That the stated objectives of the Kyoto Self Assessment Process will not be met through:

- failure to properly understand requirements outlined in Kyoto;

- inaccurate application of the assessment instrument;

- inaccurate analysis of the outcomes of self-assessment;

- failure to implement recommendations for change;

- poor promotion of the Kyoto Self Assessment Package.

ASSUMPTIONS:

- That the interests of all key stakeholders have been understood and addressed;

- That Jordan Customs will be able to maintain the programs in the long-term;

- That there will be significant interest in the region for a comprehensive program such as this;

- That Arab countries in the region will join forces and provide a critical mass of demand to justify this expenditure;

- That there will be sufficient funds to provide infrastructure and resources to the necessary improvements needed to meet Kyoto 200 requirements.

RELATED PROJECTS

This project is to be closely aligned with the following projects:

Project 1 – Jordan Customs Organisational Strengthening;

Project 3 – Jordan Customs Training Centre of Excellence.

BROAD STRATEGIES

The following broad strategies have been identified at this stage:

- Develop the self-assessment exercise;

- Promote the concept of self-assessment throughout Jordan Customs;

- Apply the self assessment annually;

- Analyse the outcomes of each self assessment and make recommendations;

- Promote the concept of continuous improvement.

QUALITY CRITERIA

It is intended that a quality system based upon ISO 9000:2000 will be developed. It may be possible to seek accreditation.

Additional quality criteria include:

- Effective consultation with all key stakeholders;

- Effective promotion of the Kyoto Self Assessment model;

- All consultant input to be effectively managed and integrated;

- All other relevant National and International standards incorporated;

Project Manager	**SIGN-OFFS**
	Project manager:
	Client:

Version Number   Date   Author

Jordan Customs

Capability Enhancement Program

Project 3 – Customs Training Centre of Excellence

Project Scope Definition

Project Name: Jordan Customs Training Centre of Excellence	**Client:** Jordan Customs **Sponsor:** AMIR II Project
Proposed Budget:	**Proposed dates:** Start: June 2002 Finish: June 2005

PROJECT BACKGROUND:

Jordan Customs is addressing a number of contextual and internal challenges. As an agency of Government, it has a significant impact on the economy of the country. As such it is an important player in business of trade and tourism. Its compliance requirements and processes can have a significant impact on the flow of trade and visitors and so it is in the best interests of the Government, the community and the economy that Jordan Customs strives to be a highly effective and efficient administration amongst other government agencies and amongst other customs organisations. As well as the need to facilitate trade and travellers, Customs must strike a balance with the need to maintain an appropriate level of control through appropriate intervention. This will be achieved through the application of Risk Management principles, supported by high quality intelligence.

The Globalisation of trade and the need to meet international standards such as Gatt, Kyoto etc also places demands upon the organisation, management and operations of Jordan Customs. There is also a global trend towards smaller government, which means that resources will be limited. Staff need to be skilled to a higher level so that they can approach their tasks and challenges in an informed way. They play a major part in ensuring limited resources are targeted where they will achieve the greatest benefit.

Skill enhancement is required across the whole of Customs including senior management, middle management, supervisors and front-line officers. This will raise the overall capability of the organisation so that it is in the best possible position to address complex challenges. Further if it is possible to offer qualifications, this will provide a valuable incentive for staff to continue with a process of self-development. A review of systems, procedures and processes to ensure they meet international as well as national standards, together with the upskilling of staff will ensure the organisation has the required capability to meet the future with some confidence. It is important that training and education as well as professional development activities are kept up-to-date and reflect current thinking and the latest in technology.

As with any Customs organisation, the core business of Customs is not training. Of course there are some aspects of training that only Customs can deliver ie highly technical customs-specific operations. Whilst Jordan Customs has invested well in the training of its staff, more can be done and the possibility of partnering with an appropriate education institution may provide a solution that makes the best use of resources all round. This for example would help facilitate the issuing of awards.

PROJECT PURPOSE:

The purpose of this project is to put in place an effective means of developing and maintaining the competencies of Customs officers in order to meet the requirements of a modern Customs administration now and into the foreseeable future.

PROJECT OBJECTIVES:

Primary Objectives:

By the conclusion of this program, we will have:

- Established a comprehensive set of benchmark competency standards for Jordan Customs;

- Established a supporting curriculum and qualifications framework;

- Established a workplace performance feedback process;

- Established a partnership with a suitable tertiary provider;

- Prepared resource materials for all modules for delivery in e-learning format;

- Developed a workplace support system;

- Developed a train-the-trainer program;

- Provided supporting infrastructure including buildings, equipment etc;

In addition, by the end of calendar year 2002 we will have:

- Designed and delivered specific management training;

- Provided technical advice as well as training in selected areas;

Secondary Objectives:

- Provide access by brokers and other members of the trading community to modules of particular interest to their business activity;

- Contribute to the development of a Regional Training Centre

SCOPE STATEMENT:

This project will provide the means by which Jordan Customs can develop the competency of its staff and meet the demands of a very dynamic environment in which the organisation must operate. It will facilitate the linkage with an appropriate tertiary partner so that Customs can focus on its core business and permit the partner organisation to maintain the currency, quality and integrity of the Training, Education and Professional Development (CTEPD) Program. The project will help Customs to be an effective learning organisation. It will provide technical advice and specialised training from overseas experts. The project will provide the Jordan Customs Executive Management Program (JCEMP) for senior managers and for managers in related Government organisations. It will also provide resources and infrastructure to support the delivery of training under the CTEPD Program.

The Project will address the needs of the broader broker and trading community by delivering appropriate training. The Project will assist in the development of a Regional Training Centre and will enable Jordan to establish a commanding position and strong claims to be the leader in this initiative.

CONSTRAINTS

The project must be completed within the three-year timeframe. It must be staged in order to make the most

efficient use of resources and to ensure a robust hand-over. It must involve a consultative process to ensure the appropriate involvement of all key stakeholders. It must be within the AMIR budget and it must also demonstrate an appropriate level of commitment from Jordan Customs to the maintenance of the program in the long-term. It must meet the competency needs of staff involved in new initiatives.

RISKS:

That the stated project objectives will not be met through:

- failure to manage the project effectively;

- failure to identify and involve key stakeholders;

- lack of commitment by key stakeholders;

- funding dries up;

- lack of commitment by Customs staff to the program.

That the stated objectives of CTEPD Program or the JCEMP will not be met through:

- failure to properly understand needs;

- difficulties for staff in attending training;

- lack of knowledge of the programs by potential participants;

- failure to motivate staff to undertake study;

- poor promotion of the programs;

- poor delivery of the programs

- poor follow-through on the delivery of the programs.

EXCLUSIONS:

This project does not include the development of organisational infrastructure, or system development or the development of policy, procedures or processes. It should be noted that project work in these areas may have an impact back on this project in terms of the competency requirements of officers involved in the areas. There is also need to ensure training materials all reflect the latest developments, systems, procedures and processes.

ASSUMPTIONS:

- That the interests of all key stakeholders have been understood and addressed;

- That Jordan Customs will be able to maintain the programs in the long-term;

- That there will be significant interest in the region for a comprehensive program such as this;

- That Arab countries in the region will join forces and provide a critical mass of demand to justify this expenditure;

- That there will be sufficient funds to provide infrastructure, resources as well as the content in e-learning for each module identified;

RELATED PROJECTS

The two related projects are:

Project 1 – Jordan Customs Organisational Strengthening

Project 2 – Jordan Customs Kyoto Compliance and Assessment Project

BROAD STRATEGIES

The following broad strategies have been identified at this stage:

- Scope the need for a model and programs at the organisational level;

- Develop and promote a suitable model for the Training Centre of Excellence and programs;

- Promote the model and programs widely in Customs, in related areas and in the region as appropriate;

- Design the program taking into account inputs from Jordan Customs;

- Deliver infrastructure and resource requirements;

QUALITY CRITERIA

It is intended that a quality system based upon ISO 9000:2000 will be developed. It may be possible to seek accreditation.

Additional quality criteria include:

- Effective consultation with all key stakeholders;

- Effective promotion of the model and the training and professional development programs;

- Programs accredited at the appropriate levels;

- All consultant input to be effectively managed and integrated;

- All relevant National and International standards incorporated;

- The CTEPD program and the JCEMP are regarded as best practice by Arab League countries;

Project Manager	**SIGN-OFFS**
	Project manager:
	Client:

Version Number   Date   Author

WBS AND SCHEDULE

In the pages that follow there is an analysis of the projects firstly in the form of a Work Breakdown Structure (WBS) as well as a proposed schedule for delivering the projects. Once data has been provided by Jordan Customs on infrastructure and resource requirements, it will be possible to provide an indicative budget.

For all three projects there may need to be variation of WBS, schedule and scope depending on any budget or other resource limitations.

The schedule is annotated by way of quarter/year with the starting point at June 2002.

Project 1 – Jordan Customs Organisational Strengthening

Work Breakdown Structure

1.1	Key Areas for Development
1.1.1	Analyse organisational performance
1.1.2	Identify areas for development • Tariff • Valuation • Origin • Enforcement • Intelligence • Risk Management • Risk Management (Strategic) • ASYCUDA • Legislation • Commercial • Information Technology
1.1.3	Identify and source external consultants
1.1.4	Select and brief external consultants
1.1.5	Manage external consultants
1.1.6	Receive reports from external consultants
1.1.7	Co-ordinate the recommendations from the external consultants
1.1.8	Plan changes necessary to implement recommendations
1.1.9	Secure budget for planned changes
1.1.10	Implement planned changes
1.1.11	Monitor changes
1.2	Manager Development (See Project 3)
1.2.1	Design the Jordan Customs Executive Management Program (JCEMP)
1.2.2	Develop the modules
1.2.3	Select and brief facilitators
1.2.4	Promote the JCEMP
1.2.5	Deliver the JCEMP
1.2.6	Evaluate the JCEMP
1.2.7	Refine the JCEMP
1.3	Integration
1.3.1	Monitor the outputs of all consultants
1.3.2	Identify areas of integration and synergy
1.3.3	Monitor outcomes against Kyoto
1.3.4	Advise Project 3 of any impact on training

Project 2 – Kyoto Compliance and Assessment

Work Breakdown Structure

2.1	Compliance
2.1.1	Identify criteria to be met
2.1.2	Identify means of achieving Kyoto Standards
2.1.3	Advise and educate stakeholders about Kyoto compliance
2.1.4	Ensure Projects 1 and 3 serve to achieve Kyoto 2000
2.2	Self assessment
2.2.1	Develop self assessment instrument
2.2.2	Apply self assessment process (annually)
2.2.3	Interpret outcomes from self assessment
2.3	Continuous Improvement
2.3.1	Identify a process of continuous improvement
2.3.2	Develop a mechanism for reporting continuous improvement
2.4	Recognition
2.4.1	Apply for recognition as compliant with Kyoto 2000

Project 3 - Customs Training Centre of Excellence

Work Breakdown Structure

3.1	CTEPD Program Model
3.1.1	Design and propose Model to key stakeholders
3.1.2	Disseminate CTEPD model
3.1.3	Refine Model
3.1.4	Secure sign-off
3.2	Benchmark Competency Standards
3.2.1	Conduct job analysis workshops estimated 35 job categories
	Write up competencies
	Validate competencies
	Publish competency standards
	Disseminate competency standards
	Skill users of competency standards
	Conduct benchmark exercise with other competency standards
	Secure sign-off
3.3	Curriculum Framework
3.3.1	Perform skills analysis on Competency Standards
3.3.2	Identify modules
3.3.3	Design curriculum framework
3.3.4	Publish and disseminate curriculum framework
3.3.5	Refine curriculum framework
3.3.6	Secure sign-off
3.4	Qualifications
3.4.1	Establish qualifications framework
3.4.2	Secure accreditation
3.4.3	Publish qualifications framework
3.4.4	Secure sign-off
3.5	Module Development
3.5.1	Identify modules
3.5.2	Develop module outlines
3.5.3	Circulate module outlines for comment
3.5.4	Refine module outlines

3.5.5	Develop module writers guide
3.5.6	Write modules
3.5.7	Edit modules
3.5.8	Desk-top publish modules
3.5.9	Secure sign-off
3.6	Delivery model
3.6.1	Identify delivery model (flexible learning, e-learning, traditional delivery)
3.6.2	Develop delivery model
3.6.3	Promote delivery model
3.6.4	Set criteria for module writers and module facilitators
3.6.5	Identify infrastructure and resource requirements for preferred delivery model
3.6.6	Develop a course planning procedure
3.6.7	Develop an enrolment procedure
3.6.8	Develop a student record system
3.6.9	Secure sign-off
3.7	Workplace Support
3.7.1	Develop workplace support model
3.7.2	Develop instructions for supervisors and managers
3.7.3	Develop instructions for tutors, coaches and mentors
3.7.4	Promote the workplace support model
3.7.5	Secure sign-off
3.8	Performance Assessment and Feedback Process
3.8.1	Design PAF process (or modify existing process to include CTEPD Program requirements)
3.8.2	Plan the implementation of the PAF process
3.8.3	Promote PAF process and link it to CTEPD Program
3.8.4	Implement PAF
3.8.5	Secure sign-off
3.9	Flexible Learning Platform
3.9.1	Research available platforms
3.9.2	Select and decide on platform
3.9.3	Acquire necessary infrastructure
3.9.4	Skill stakeholders in using platform
3.9.5	Conduct pilot courses using flexible learning platform
3.9.6	Evaluate pilot courses
3.9.7	Secure sign-off

3.10	CTEPD Program Promotion
3.10.1	Design logo/identifier for program
3.10.2	Design, develop and disseminate quality information brochures etc
3.10.3	Plan and deliver promotion meetings, seminars etc internally and externally
3.10.4	Secure sign-off
3.11	Quality
3.11.1	Design a quality system to ISO 9000
3.11.2	Develop a quality plan to cover the design, development and delivery of the CTEPD Program
3.11.3	Skill key stakeholders in Quality, Quality Control, Quality Assurance, Total Quality Management
3.11.4	Develop a handbook on quality for the CTEPD Program
3.11.5	Seek ISO 9000 accreditation
3.11.6	Secure sign-off
3.12	Infrastructure
3.12.1	Identify infrastructure and resource requirements
3.12.2	Estimate costs of infrastructure and resource requirements
3.12.3	Procure infrastructure and resources
3.12.4	Commission infrastructure and resources
3.12.5	Secure sign-off
3.13	CETPD Program Delivery
3.13.1	Identify trainers/facilitators
3.13.2	Develop a train-the-trainer program (together with qualification)
3.13.3	Deliver the train-the-trainer program
3.13.4	Plan course offerings
3.13.5	Promote and market courses
3.13.6	Select and brief facilitators
3.13.7	Deliver courses
3.13.8	Evaluate courses
3.13.9	Modify courses
3.13.10	Follow-up with workplace application
3.14	Special Management Development Program
3.14.1	Design the Jordan Customs Executive Management Program (JCEMP)
3.14.2	Develop the modules
3.14.3	Select and brief facilitators
3.14.4	Promote the JCEMP
3.14.5	Deliver the JCEMP
3.14.6	Evaluate the JCEMP

3.14.7	Refine the JCEMP
3.15	CTEPD Program Evaluation
3.15.1	Design an evaluation methodology
3.15.2	Design the evaluation instruments
3.15.3	Administer the evaluation
3.15.4	Review the outcomes of evaluation
3.15.5	Make recommendations
3.15.6	Implement recommendations
3.16	Partner Provider
3.16.1	Research potential partner providers
3.16.2	Establish criteria for partner provider
3.16.3	Promote the concept of a partner provider
3.16.4	Identify appropriate form of agreement
3.16.5	Negotiate agreement
3.16.6	Manage the arrangement
3.16.7	Monitor the partnership outcomes and processes
3.17	Centre of Excellence
3.17.1	Identify the criteria for recognition as a Centre of Excellence
3.17.2	Ensure all criteria re the design, development and delivery of the CTEPD Program are met
3.17.3	Make application for Status
3.18	Regional Training Centre
3.18.1	Research the need for a Regional Training centre
3.18.2	Identify likely Customs Administrations who are interested in a Regional Training Centre concept
3.18.3	Contact WCO for guidance/advice
3.18.4	Promote the concept of a Regional Training Centre
3.18.5	Plan a Regional Training Centre
3.18.6	Develop the Regional Training centre

Project 1 – Jordan Customs Organisational Strengthening
Schedule

1.1	Key Areas for Development	Estimated Duration in man/days	Period quarter/year
1.1.1	Analyse organisational performance	10	1/1
1.1.2	Research nominated areas for development • Tariff • Valuation • Origin • Enforcement • Intelligence • Risk Management • Risk Management (Strategic) • ASYCUDA • Legislation • Commercial • Information Technology	35	1/1 to 2/1
1.1.3	Identify and source external consultants	10	1/1 to 2/1
1.1.4	Select and brief external consultants	2 per area	1/1 to 2/1
1.1.5	Manage external consultants	5 per area	1/1 to 3/1
1.1.6	Receive and analyse reports from external consultants	2 per area	1/1 to 3/1
1.1.7	Co-ordinate the recommendations from the external consultants	10	1/1 to 3/1
1.1.8	Plan changes necessary to implement recommendations	5	2/1 to 3/1
1.1.9	Secure budget for planned changes	4	3/1
1.1.10	Implement planned changes	?	3/1 to 4/3
1.1.11	Monitor changes	10	3/1 to 4/3
1.2	Manager Development (See Project 3)	Estimated Duration in man/days	Period quarter/year
1.2.1	Design the Jordan Customs Executive Management Program (JCEMP)	4	1/1
1.2.2	Develop the modules	10 each module	1/1 to 1/2
1.2.3	Select and brief facilitators	10	1/1 to 1/2
1.2.4	Promote the JCEMP (Develop documentation)	2	1/1
1.2.5	Deliver the JCEMP	18 per module	1/1 to 1/2
1.2.6	Evaluate the JCEMP (Develop an evaluation)	4	1/2
1.2.7	Refine the JCEMP	4	1/3

1.3	Integration	Estimated Duration in man/days	Period quarter/year
1.3.1	Monitor the outputs of all consultants	4	1/1 to 4/3
1.3.2	Identify areas of integration and synergy	8	1/1 to 4/3
1.3.3	Monitor outcomes against Kyoto	4	ongoing
1.3.4	Advise Project 3 of any impact on training	0	ongoing

Project 2 – Kyoto Compliance and Assessment

Schedule

2.1	Compliance	Estimated Duration in man/days	Period quarter/year
2.1.1	Identify criteria to be met	4	2/1
2.1.2	Identify means of achieving Kyoto Standards	4	2/1
2.1.3	Advise and educate stakeholders about Kyoto compliance	4	2/1
2.1.4	Ensure Projects 1 and 3 serve to achieve Kyoto 2000	4	ongoing
2.2	Self assessment	Estimated Duration in man/days	Period quarter/year
2.2.1	Develop self assessment instrument	15	3/1
2.2.2	Apply self assessment process (annually)	5	annually
2.2.3	Interpret outcomes from self assessment	5	as above
2.3	Continuous Improvement	Estimated Duration in man/days	Period quarter/year
2.3.1	Identify a process of continuous improvement	5	3/1
2.3.2	Develop a mechanism for reporting continuous improvement	4	3/1
2.4	Recognition	Estimated Duration in man/days	Period quarter/year
2.4.1	Apply for recognition as compliant with Kyoto 2000	4	4/3 or sooner depending on outcomes

Project 3 - Customs Training Centre of Excellence

Schedule

3.1	CTEPD Program Model	Estimated Duration in man/days	Period quarter/year
3.1.1	Design and propose Model to key stakeholders	4	1/1
3.1.2	Disseminate CTEPD model	2	1/1
3.1.3	Refine Model	2	1/1
3.1.4	Secure sign-off	0	2/1
3.2	Benchmark Competency Standards	Estimated Duration in man/days	Period quarter/year
3.2.1	Conduct job analysis workshops estimated 35 job categories	40	1/1
3.2.2	Write up competencies	40	1/1
3.2.3	Validate competencies	5	2/1
3.2.4	Publish competency standards	1	2/1
3.2.5	Disseminate competency standards	4	3/1
3.2.6	Skill users of competency standards	4	3/1
3.2.7	Conduct benchmark exercise with other competency standards	4	2/1 to 3/1
3.2.8	Secure sign-off	0	3/1
3.3	Curriculum Framework	Estimated Duration in man/days	Period quarter/year
3.3.1	Perform skills analysis on Competency Standards	5	2/1 to 3/1
3.3.2	Identify modules	2	3/1
3.3.3	Design curriculum framework	2	3/1
3.3.4	Publish and disseminate curriculum framework	2	3/1
3.3.5	Refine curriculum framework	2	3/1
3.3.6	Secure sign-off	0	3/1
3.4	Qualifications	Estimated Duration in man/days	Period quarter/year
3.4.1	Establish qualifications framework	4	2/1 to 3/1
3.4.2	Secure accreditation	5	3/1
3.4.3	Publish qualifications framework	2	3/1
3.4.4	Secure sign-off	0	3/1

3.5	Module Development	Estimated Duration in man/days	Period quarter/year
3.5.1	Identify modules	2	3/1
3.5.2	Develop module outlines	6	3/1
3.5.3	Circulate module outlines for comment	2	3/1
3.5.4	Refine module outlines	2	3/1
3.5.5	Develop module writers guide	5	3/1
3.5.6	Write modules approx 100	20 each	2/1 to 2/2
3.5.7	Edit modules	4 each	2/1 to 2/2
3.5.8	Desk-top publish modules	5 each	2/1 to 2/2
3.5.9	Secure sign-off	0	2/2
3.6	Delivery model	Estimated Duration in man/days	Period quarter/year
3.6.1	Identify delivery model (flexible learning, e-learning, traditional delivery)	5	2/1
3.6.2	Develop delivery model	5	2/1
3.6.3	Promote delivery model	2	2/1
3.6.4	Set criteria for module writers and module facilitators	2	2/1
3.6.5	Identify infrastructure and resource requirements for preferred delivery model	3	2/1
3.6.6	Develop a course planning procedure	3	2/1
3.6.7	Develop an enrolment procedure	3	2/1
3.6.8	Develop a student record system	5	2/1
3.6.9	Secure sign-off	0	3/1
3.7	Workplace Support	Estimated Duration in man/days	Period quarter/year
3.7.1	Develop workplace support model	4	3/1
3.7.2	Develop instructions for supervisors and managers	4	3/1
3.7.3	Develop instructions for tutors, coaches and mentors	4	3/1
3.7.4	Promote the workplace support model	2	3/1
3.7.5	Secure sign-off	0	3/1
3.8	Performance Assessment and Feedback Process	Estimated Duration in man/days	Period quarter/year
3.8.1	Design PAF process (or modify existing process to include CTEPD Program requirements)	5	3/1
3.8.2	Plan the implementation of the PAF process	4	3/1

3.8.3	Promote PAF process and link it to CTEPD Program	4	3/1
3.8.4	Implement PAF		ongoing
3.8.5	Secure sign-off	0	3/1
3.9	Flexible Learning Platform	Estimated Duration in man/days	Period quarter/year
3.9.1	Research available platforms	10	3/1
3.9.2	Select and decide on platform	5	3/1
3.9.3	Acquire necessary infrastructure	5	3/1
3.9.4	Skill stakeholders in using platform	10	3/1 to 4/1
3.9.5	Conduct pilot courses using flexible learning platform	see delivery	4/1
3.9.6	Evaluate pilot courses	5	4/1
3.9.7	Secure sign-off	0	4/1
3.10	CTEPD Program Promotion	Estimated Duration in man/days	Period quarter/year
3.10.1	Design logo/identifier for program	5	2/1
3.10.2	Design, develop and disseminate quality information brochures etc	10	2/1
3.10.3	Plan and deliver promotion meetings, seminars etc internally and externally	10	2/1
3.10.4	Secure sign-off	0	2/1
3.11	Quality	Estimated Duration in man/days	Period quarter/year
3.11.1	Design a quality system to ISO 9000	10	3/1
3.11.2	Develop a quality plan to cover the design, development and delivery of the CTEPD Program	5	3/1
3.11.3	Skill key stakeholders in Quality, Quality Control, Quality Assurance, Total Quality Management	10	3/1 to2/2
3.11.4	Develop a handbook on quality for the CTEPD Program	5	3/1
3.11.5	Seek ISO 9000 accreditation	10	4/2
3.11.6	Secure sign-off	0	4/2
3.12	Infrastructure	Estimated Duration in man/days	Period quarter/year
3.12.1	Identify infrastructure and resource requirements	10	1/1 to 2/1
3.12.2	Estimate costs of infrastructure and resource requirements	10	1/1
3.12.3	Procure infrastructure and resources	10	ongoing
3.12.4	Commission infrastructure and resources	10	ongoing

3.12.5	Secure sign-off	0	4/3
3.13	CETPD Program Delivery	Estimated Duration in man/days	Period quarter/year
3.13.1	Identify trainers/facilitators	1 per module	ongoing
3.13.2	Develop a train-the-trainer program (together with qualification)	10	2/1
3.13.3	Deliver the train-the-trainer program	5 per course	ongoing
3.13.4	Plan CTEPD course offerings	5 per year	ongoing
3.13.5	Promote and market courses	5	3/1
3.13.6	Select and brief facilitators	1 per module	ongoing
3.13.7	Deliver courses	as required per module	ongoing
3.13.8	Evaluate courses	1 per course	ongoing
3.13.9	Modify courses	5 per year	ongoing
3.13.10	Follow-up with workplace application	1 per module	ongoing
3.14	Special Management Development Program	Estimated Duration in man/days	Period quarter/year
3.14.1	Design the Jordan Customs Executive Management Program (JCEMP)	5	1/1
3.14.2	Develop the modules	10 per module	1/1 to 2/1
3.14.3	Select and brief facilitators	4	1/1
3.14.4	Promote the JCEMP	1	1/1 to 2/1
3.14.5	Deliver the JCEMP	18 per module	1/1 to 2/1
3.14.6	Evaluate the JCEMP	2	2/1
3.14.7	Refine the JCEMP	2	2/1
3.15	CTEPD Program Evaluation	Estimated Duration in man/days	Period quarter/year
3.15.1	Design an evaluation methodology	2	2/1
3.15.2	Design the evaluation instruments	5	2/1
3.15.3	Administer the evaluation	5 per year	ongoing
3.15.4	Review the outcomes of evaluation	2 per year	ongoing
3.15.5	Make recommendations	2 per year	ongoing
3.15.6	Implement recommendations	2 per year	ongoing

3.16	Partner Provider	Estimated Duration in man/days	Period quarter/year
3.16.1	Research potential partner providers	4	2/1 to 4/1
3.16.2	Establish criteria for partner provider	2	2/1
3.16.3	Promote the concept of a partner provider	2	2/1 to 4/1
3.16.4	Identify appropriate form of agreement	2	4/1
3.16.5	Negotiate agreement	3	4/1
3.16.6	Manage the arrangement	4	ongoing
3.16.7	Monitor the partnership outcomes and processes	2	ongoing
3.17	Centre of Excellence	Estimated Duration in man/days	Period quarter/year
3.17.1	Identify the criteria for recognition as a Centre of Excellence	2	2/1
3.17.2	Ensure all criteria re the design, development and delivery of the CTEPD Program are met	4	2/1 to 4/1
3.17.3	Make application for Status	4	4/1
3.18	Regional Training Centre	Estimated Duration in man/days	Period quarter/year
3.18.1	Research the need for a Regional Training centre	4	3/1
3.18.2	Identify likely Customs Administrations who are interested in a Regional Training Centre concept	4	3/1
3.18.3	Contact WCO for guidance/advice	2	3/1
3.18.4	Promote the concept of a Regional Training Centre	4	3/1 to 4/1
3.18.5	Plan a Regional Training Centre	4	3/1 to 4/1
3.18.6	Develop the Regional Training centre	5	3/1 to 4/1

<div align="right">**Attachment 1**</div>

Jordan Customs

Customs Training Centre of Excellence

Impact on Strategic Plan 2001-2003

The purpose of the following table is to outline the potential impact the project will have on certain objectives described in the Jordan Customs Strategic Plan for 2001 to 2003.

Item No	Customs Strategic Plan Objective	Impact of the Customs Training Centre of Excellence
First Pillar	**Developing a Customs Department that positively contributes to promoting local and foreign investment in all trade, tourism, and to enhance the competence of national industry and to exploit the competitive advantages of Jordan**	Course structure and teaching will emphasise the understanding of the broader responsibility and impact of Customs requirements on trade and industry.
3-6	Continue to conduct lectures and evening seminars to educate employees.	The comprehensive Customs Training, Education and Professional Development Program will provide a rich learning experience for all staff including access to lectures and seminars out-of-hours
Second Pillar	**Simplification of trade movement procedures between Jordan and other world countries**	The Institutional Strengthening component of the Jordan Customs Capability Enhancement Program (JCCEP) which includes a component on strengthening key areas of valuation, tariff, origin, legislation, enforcement, risk management etc as well as the provision of a comprehensive training program.
2-1-1	Adopt the idea of an all-round Customs Officer designed to allow the transfer of officials to different positions without loss of productivity.	The Customs Training Education and Professional Development Program (CTEPDP) is designed to allow Customs Officers to develop skills across technical streams and therefore to be able to contribute effectively to different positions.
5-4	Provide officers with management training: focusing on effective and current Customs management practices	Modules within the (CTEPDP) include specialised modules on management. In addition a purpose designed program at the Graduate level called the Jordan Customs Executive Management Program (JCEMP) is available to executive and senior managers within Customs. It is proposed to make it available to managers in other agencies.

_____

6-1	Sign the Kyoto Convention related to simplifying Customs procedures issued from WCO	A component of the JCCEP provides Jordan Customs with a self assessment program against the criteria of the Kyoto 2000 convention. All teaching is aimed at achieving compliance with the convention.
Fifth Pillar	**To improve the work of the Directorate in charge of combating smuggling (whether explicit or implicit) for reducing smuggling operations causing harm to the interests of the country and citizens**	The three components of the Jordan Customs Capability Enhancement Program (JCCEP) contribute to the development of capability in the key areas of risk management, intelligence, compliance management, enforcement etc
3	Improve the use of intelligence to enhance their effectiveness in combating smuggling. Establish a Division of Intelligence in the Dir. of Combating Smuggling	The JCCEP will contribute directly to the development of intelligence capability within the organisation overall. It will do this through the development of specialised intelligence analysts and it will assist staff at large to contribute to the maintenance of a comprehensive database of quality information.
Sixth Pillar	**To contribute in consolidating social security through warding off of risks of dangerous items against local community**	The Customs Training Education and Professional Development Program (CTEPDP) will emphasis the application of risk management as an important means of dealing with prohibited imports. It will also skill staff in the effective application of intelligence in order to target and interdict high risk imports.
1-1	Hold education programs and training courses on the safe handling of dangerous and hazardous items Explain the Bazel Convention and educate employees on environmental aspects	Specific modules in the CTEPDP will address this specialised area. Training generally will foster a good attitude by all officers to issues of occupational health and safety.
Seventh Pillar	**The improvement of Customs Departments role in combating illegal trade activities such as: the entry of goods which implies and infringe of Intellectual Property Rights of all kinds (patents, trade marks, authors rights)**	Specific modules in the CTEPD program will address illegal trade activities including Intellectual Property violations, underpinned by risk management and intelligence analysis.
1-1	Educate Customs Officers in the fields of intellectual property and provide appropriate training courses to explain WTO agreements and the Law of Authors Protection	Specific modules in the CTEPD program will address illegal trade activities including Intellectual Property violations, underpinned by risk management and intelligence analysis.
2-2	Train Customs Officers to recognise commercial fraud activities and how to investigate or seize items	Specialist modules in fraud prevention, detection and investigation will be made available in the CTEPDP

Eighth Pillar	**To be convinced that staff in Jordan Customs have the knowledge, skills and suitable support to work at a higher level of efficiency effectiveness and to employ safe work practices.**	Underpinning the delivery of training and education across all areas of specialisation will be a focus on workplace and personal practices and performance. A Performance Assessment and Feedback (PAF) Process will be introduced to the organisation involving officers at all levels.
1-4	Focus on total quality management to improve processes	The CTEPD Program includes specific modules on quality management. All other modules of training include reference to quality issues as appropriate. Officers who show a particular interest in quality management will be encouraged to take a lead in their respective workplace and to foster a quality culture and support others in adopting a total quality management approach.
1-5	Expanding programs and courses dealing with leadership development	JCEMP has a strong emphasis on leadership. Modules relating to management, including supervisors and line managers also emphasise the importance of strategic thinking, strategic management and leadership.
1-6	Deliver programs which are aimed at developing the employees talents and abilities	All modules in the curriculum will be targeted at both the needs of the workplace as well as the needs of the individuals. The Performance assessment and Feedback process (PAF) will be designed to identify and maximise the special attributes of every officer.
1-7	Support early administrative/leadership programs in the customs department in coordination with the Public Administration Institute	Modules in the CTEPD Program will include specialist modules on administration and leadership. Where possible content from the Public Administration Institute will be included but at the very least the Institute will be requested to endorse the CTEPDP.
2-2	Finalise job descriptions, classifications in accordance with technical skills required by the department	The CTEPDP is based upon a very comprehensive set of benchmark competency standards derived from a detailed analysis of every job done within Jordan Customs. In developing these benchmark competency standards, we will provide the information for job descriptions and classification.
2-3	Support the information management requirements of Directors through the provision of software and suitable infrastructure	The CTEPDP emphasises the importance of information management and knowledge management. This is fundamental to the creation of an effective and efficient customs service.
2-4	Deliver courses to upgrade staff. Tests are to be used to evaluate staff.	The CTEPDP together with the Performance Assessment and Feedback (PAF) process will enable staff, in

_____

		consultation with their manager, to select a path for development and upgrade. All modules will require a formal assessment including written tests, projects, assignments etc.
2-5	Link the Human Resources Directorate with Customs Houses and Directorates through the use of a computerised communication network	The CETPD Program requires the maintenance of a comprehensive database for the recording of staff competencies, training outcomes, assessment etc. This will be a computerised database to be available to all managers as well as HRD Directorate.
2-6	Prepare a database to record employee training records	See above
2-7	Complete job descriptions and undertake the appropriate renewals	The benchmark competency standards job analysis exercise will provide all of the data needed to complete this task.
2-9	Establish a database which allows employees to access to personal records	The Student Record Database will allow each student to access their record on line via a password.
2-11	Establish a database to hold employee records and make this available over the Internet	The Student Record Database for the CTEPDP will be placed on the Jordan Customs System. Access will be available through the LAN/WAN
3-1	Design and deliver training courses focusing on service delivery to the private sector and dealing with the public	All modules in the CTEPDP will emphasise the importance of meeting the needs of the client, at the same time of course meeting Customs objectives. Officers will be skilled at interpersonal communication.
3-2	Develop performance indicators to measure client service satisfaction	The CTEPDP will skill staff in being able to think about performance assessment and to be able to put in place the means for assessing performance.
3-3	Train employees to undertake field audits and to analyse statistics	The CTEPD includes modules on audit theory and practice. Staff will be skilled in determining where it may be best to target audit activity. The program also includes modules on statistics.
3-6	Change the employment profile of staff and employ more qualified staff	The CTEPD program assists in the development of more qualified staff by providing the opportunity for existing staff access to a comprehensive program of skilling, learning and development
3-6-4	Establish a code of conduct for Customs Officers	The Jordan Customs Capability Enhancement Program (JCCEP) includes the development of a code of conduct. The teaching of ethics is included in relevant modules in the CTEPD Program.
3-6-5	Establish a performance evaluation	The JCCEP includes the development of a Performance Assessment and Feedback

	program for all customs staff	(PAF) process.
3-8	Conduct and participate in seminars and courses on negotiating skills. Hold these courses at the Training Centre	The CTEPD Program includes modules on negotiating and conflict resolution.
3-9	Equip the Training Centre with the appropriate equipment and infrastructure	The JCCEP includes the development of infrastructure and resources for the Training centre of Excellence
3-9-2	Employ qualified staff at the Training Centre	The JCCEP includes a train-the-trainer program which will enable Jordan Customs officers to attain a qualification in teaching.
3-9-3	Develop a training curriculum and develop training programs	The Customs Training Education and Professional development program (CTEPDP) provides a comprehensive curriculum derived from a detailed analysis of the competencies needed by Customs Officers and expressed in Benchmark Competency Standards.
3-10	Increase the standard of training and employee skills	The CTEPD Program is a world's best practice program designed to equip Customs Officers not only for the Customs operations of today but to help them adapt to the emerging requirements of the modern customs service.
3-10-1	Use questionnaires interviews and the like to identify training needs and ensure these needs are recorded	The PAF process is the primary means for an Officer to gain entry to training and education. In other words the need has to be identified through discussion with the supervisor/manager. Progress through training is closely monitored. Comprehensive records are maintained.
3-10-2	Use international experts where subject matter expertise is not available within Jordan Customs	The CTEPDP allows for guest lecturers from other organisations both within Jordan as well as overseas experts.
3-10-3	Use the Training Centre to qualify suitable customs officers as trainers	An accredited "Train-the-Trainer" program is available as part of the CTEPD Program.
3-10-5	Implement training plans and programs	The delivery of training and education will be planned and promoted.
3-10-6	Implement training to address specific skill requirements such as languages; computer skills, administration and the like	The CTEPDP includes all skill areas required by a modern Jordan Customs administration.
3-10-7	Deliver training courses to regional administrations	The CTEPDP will be delivered in part through the use of VSAT. Where possible local regional staff will be involved in training delivery subject of course to their expertise in the relevant area.
4-2	Report upon different methods of measuring employee performance including rewards, penalties and implementation issues in the context of Jordan Customs	The PAF process will focus attention on the measurement of performance. It shows how the manager-officer relationship is an important one in helping to achieve optimal

		performance from staff.
5-1	Develop a human resource capability and a transparent code of conduct for employees	The CTEPDP is specifically designed to develop HR capability and this in turn is central to Jordan Customs developing into a world class customs administration.
5-1-1	Apply selection criteria to identify staff who need to attend training courses	An officer's entry into a module of study in the CTEPDP is based upon meeting set criteria including workplace need, attributes, attitude, commitment, agreement to complete all requirements etc.
6-1	Develop and implement a process whereby complaints or criticisms from clients can be used as feedback to modify or support staff behaviour and improve communications skills	The CTEPDP and the PAF process will use information from a number of sources including a complaints and compliments system that Jordan customs may develop and implement.
6-3	Using the following criteria develop performance criteria to measure institutional and individual performance 1. Client satisfaction 2. Cost of services	All relevant modules in the CTEPD program will emphasise: • Client focus • Client satisfaction • Cost of service delivery • Quality
7-2	Design training programs to multi-skill employees	Access to the range of specialist modules at the different qualification levels and determined by the officer in discussion with his supervisor/manager will allow either a degree of specialisation and/or multiskilling which is determined by workplace needs and person interests and capability.
8-5	Provide opportunities for 3rd category employees to continue University study. This study should be paid for by Customs	The CTEPD includes graduate and post-graduate qualifications. The benefit of these programs is that they have been designed specifically for Customs administrations.
9-3	Educate officers in the use of information as a communication tool eg e-mail	All modules refer to the importance of communication in its various forms. The delivery of the course will make much use of the internet and Custom's LAN/WAN.
13	Provide officers with training technical courses. Ensure officers are aware of international developments in Customs procedures	The CTEPD Program includes modules that cover all technical areas of interest to Customs. The program is world-best-practice designed to position Jordan Customs as a world-class administration, fully compliant with Kyoto 2000.
13-1	The delivery of customs courses is to be co-ordinated with Directors and available to all officers	The delivery of the CTEPD Program will be planned and co-ordinated in order to meet operational requirements as outlined by Heads of Directorate and section heads.
13-2	Provide officers with external training	As appropriate Officers will be able to

	opportunities	access selected external training subject to need and resource availability.
13-3	Upgrade training facilities in HQ and customs houses. Establish resources centres such as libraries	The Jordan Customs Capability Enhancement Program includes a bid to improves infrastructure, resources, systems etc.
14	Customs Knowledge Distribution	A focus of the CTEPD Program is on the management of knowledge. This includes a very strong focus on the development of intelligence capability thorough the provision of an intel database as well as the training of intel officers.
14.2	Design tests to measure course results and provide certificates for successful officers	The CTEPD Program offers a series of qualifications. All modules require satisfactory completion of all assessment requirements for credit to be given.
14.3	Conduct training courses to educate staff on the impact of globalisation	Selected modules in the CTEPD Program make reference where appropriate to the impact of a number of factors in the broader context such as globalisation, international standards, regional co-operation etc.

Attachment 2

Customs Training Centre
Jordan Customs Executive Management Program
Module Outline

The Customs Training Centre with the support of the AMIR II project is pleased to offer the following modules as part of the Jordan Customs Executive Management Program. The modules are designed to meet the needs of the modern manager who requires a comprehensive kit of tools and techniques to meet the challenges of a very dynamic work environment. Customs managers are required to develop and implement good policy, think strategically, provide effective leadership and manage staff in such a way as to secure the best performance from them. This exciting and interactive program is designed to assist managers in a practical way by first exposing them to contemporary theory.

Background

Jordan Customs is beginning to enjoy a reputation for its innovative approach to the many significant changes that confront it such as ASYCUDA, the Transit Program and the use of VSAT. As an agency of Government it plays a central role in economy of the Country. The impact of globalisation for example has meant that Customs must address complex trade-related issues. Not the least of these is the need to effectively manage compliance with Customs legislation by business and the general community. At the same time as speeding up processing time and reducing the cost of compliance to the regulated community, Customs must also protect the community and business from illegal importation, smuggling etc. The approach to these complex issues requires innovation and a high level of professionalism. This in turn requires the application of contemporary management and leadership theory. This suite of modules is designed to provide a sound knowledge base and through the set exercises and projects, the courses will directly assist managers in the application of the knowledge into the context of Jordan Customs. The projects will form part of the assessment requirement for each module.

Who is eligible to attend?

Customs officers who are currently in management positions as well as officers who in the near future expect to have a management, leadership, policy development or Human Resource Management role.

Pre-requisite knowledge and experience:

The content of the modules is at a graduate level. Officers with an undergraduate degree in a related discipline will be well equipped to study at this level. So too will officers who have had greater than ten years experience in a management and leadership role. It is expected that officers will have extensive knowledge of the practices and processes of Customs and be in a position to apply the theory in the workplace.

Relationship to the Proposed Customs Training, Education and Professional Development Program:

The Customs Training College is undergoing further development and this includes the provision of a comprehensive Customs Training, Education and Professional Development (CTEPD) Program. It is expected that this program will be delivered in partnership with a local university and that the modules in this suite will eventually be part of the CTEPD Program. They will attract credit at the relevant level, subject of course to satisfactory completion of the assessment requirements.

Modules:

1   Strategic Planning, Management and Leadership
2   Organisational Development
3   Customs Policy and Program Development
4   Human Resource and Performance Management

Delivery:

Each module will be delivered over a period of two weeks by a specialist academic drawn in the first instance from overseas. Comprehensive course notes will be provided in Arabic and in English. It is expected that officers will have access in their workplace to computing facilities including access to the internet. The fortnight will be made up of a series of lectures, interactive tutorials and workshop sessions. It is expected that officers will read prior to the course as well as during the course and prepare themselves for an examination on the final day of the module. The dates for each module will be circulated well in advance so that participants may organise their work commitments accordingly and make themselves available for a focused learning effort. However it is recognised that Managers may have commitments they personally must meet and the structure of the program will

allow some free periods for such contingencies. For each module, there will be an assessment in the form of a two-hour examination as well as two assignments. In addition there will be a requirement for a project to be undertaken in the workplace, either individually or as a team, that will provide a lasting benefit to the organisation.

Assistance:

Lecturers engaged to deliver the modules will provide support to learners both directly in lecture and tutorial sessions, during a period immediately after the course through consultation and long-term via email. Support may include assistance with understanding theory or with the application of the theory to the workplace. Lecturers presenting the modules may not have an extensive Customs background, however they will develop an understanding of the business of Customs sufficient to be able to support the manager in applying his/her knowledge in the workplace. It is also proposed that participants organise a workplace mentor who will also assist with advice on the application of new skills and knowledge.

Module Outlines:

1 Strategic Planning, Management and Leadership

This module provides the officer with the knowledge and the skills to be effective in the important areas of strategic thinking, strategic planning, strategic management, and leadership. This is a comprehensive module addressing key skill areas required by an effective manager. It requires the manager to be self-reflecting and to identify and address any areas of shortcoming in his/her personal style. Content of the module includes:

- Strategic Management and strategic thinking;
- Building an effective organisation through good management and leadership;
- Management of Risk;
- Management in the public and private sectors, similarities and differences. Managing the interface between public and private;
- Strategic Planning including development of plans, strategies. Resource allocation and management;
- Management of knowledge, and information;
- Delegation and time management.

Upon completion of the theory, officers are required to participate in a strategic planning exercise either at the corporate, directorate or section level and help to produce a plan that

is relevant to the needs of the organisation and which requires application of the principles studied. There will be a formal two-hour examination as well as two assignments of approximately 1500 words.

2 Organisational Development

This module provides the officer with the knowledge and the understanding of organisations (both public and private) plus the skills to be able to influence the structure, behaviour and performance of an organisation. The objective is to achieve a high level of organisation performance making the best use of limited resources. Officers would be required to identify, analyse and advise on improvements that may be necessary within their own area to meet performance objectives and to meet national and international standards that may apply. Content of the module includes:

- Organisations, public and private;
- Organisational structure;
- Organisational performance including standards;
- Organisational culture;
- The politics of organisations;
- Policy implementation;
- Planning and Management;
- Managing Risk;
- Managing organisational change;
- Managing people.

3 Customs Policy and Program Development

This module provides the officer with the knowledge, skills and understanding to produce, revise, promote and implement good policy. This is an important module given the rate of change that Customs is undergoing. Officers will be required to review policy that is relevant to their area, and where necessary consider the need for review, modification or the development of new policy. Based upon their analysis of the new or revised policy, the officer will be able to develop programs that may involve changed work practices, and new systems and procedures. Content of the module includes:

- The role of policy in private and public sector organisations;
- Legislation, regulations and policy;
- What is good policy?

_____

- Policy analysis;

- Policy review processes;

- Policy Development processes;

- The use of Change Management in facilitating new policy;

- The development of Standing Operating Procedures;

- Program Development;

- Program Evaluation.

As a requirement of the module, officers will be required to evaluate some existing policy and/or develop new policy. As a result of the introduction of new policy or changes to existing policy, officers will also be required to identify program changes that may be required and to develop plans for such changes together with the means of evaluating the programs. There will be a formal two-hour examination as well as two assignments of approximately 1500 words. The workplace project may be undertaken as an individual or as one of a team. The project is part of the assessment requirement.

4 Human Resource and Performance Management

This module is designed to assist managers to be more effective in the management of staff. It provides the underpinning theory of HRM with particular emphasis on performance management. Content includes:

- The importance of HRM to the strategic and operational management of business;

- Measurement and evaluation of HRM in the organisation;

- Performance Management in the public sector including performance review processes, use and misuse of feedback, recognition and rewards, personal development programs. Management of underperformance and poor performance;

- Change Management including the involvement of stakeholders in the change process, communicating information on change, the methodologies and tools of change management, measuring the impact of change on individuals and the organisation;

- Knowledge and Information Management;

- The selection, training, education and professional development of staff;

- Creating and facilitating the high performance team;

- Conflict management;

- Delegation;

- Time management.

Upon completion of the theory, officers are required to participate in a project that is relevant to the needs of the organisation and which requires application of the principles studied. Assessment will include a formal two-hour examination as well as two assignments of approximately 1500 words.

ATTACHMENT 3

AMIR II PROJECT

TRAINING CENTRE OF EXCELLENCE

Identification of Infrastructure and Resource

Requirements

June 2002

A INFRASTRUCTURE

1 Main Training Centre

This Centre should be centrally located, close to a main centre of Customs activities ie Amman Customs House, in reasonable proximity to accommodation for out-of-town students who are on intensive courses. To ensure best possible utilisation of the facilities, they should be of a standard that they can be used by brokers, industry and be made available to other Government Agencies. The standard of facilities should enable the training and education of customs officers and officers from other agencies both from Jordan and from other countries. They should also provide quality support to Managers who wish to conduct planning sessions etc. For operational efficiency it is recommended that a purpose-designed building be constructed that contains:

- One stepped lecture room to seat 40
- Four general purpose lecture rooms to seat 15
- One lecture room to be equipped for television transmission
- Two dedicated computer rooms
- Dedicated language laboratory
- Dedicated suspect interview room
- Dedicated operations control room
- Moot court
- Meeting area for serving refreshments
- Basic workshop
- Printery and photocopier room
- Storage facilities for teaching equipment
- Office for Head of Training Directorate
- Offices for five staff
- Area for computers providing access to Internet

2 At each major Centre

The training space should be dedicated to the purpose and be located such as to provide a suitable environment for learning, free from noise and other distractions. Access to and the quality of the facility should be such that other agencies could use them.

o   One general purpose lecture room to seat 15 and equipped for television reception

o   One dedicated computer room including access to Internet

o   Storage facilities for teaching equipment

o   Office space for local trainers

B PHYSICAL RESOURCES

1 Television

The training centre will utilise the VSAT network when it is not in use for operational purposes. The bandwidth needs to be expanded to provide for smooth action of lecturer and to enable the transmission of images of print and other material. Video transmission will be one way from the Training Centre in Amman to all outposts. An audio link over the satellite system will enable interaction by students with the lecturer. This will require:

o   Additional Bandwidth for delivery of lectures

o   Video uplink at main Training Centre

o   Video Camera

o   Audio equipment

o   Receivers at each Centre

o   Video control equipment including encoders and decoders

o   Voice links back from the dedicated facilities at the outposts

o   Satellite modem

o   Large screen high definition monitors at each outpost

o   Document scanner

2 Computer Hardware

This is to provide hands-on training of all new IT systems and all databases such as Case Management, Intelligence etc.

o   Computers locally networked at all Centres

o   Dedicated computers at each Centre for connection to the Internet

o   Computers for each trainer in Training Centre

o   Document scanner

o   Laptops for auditors

3 Computer Software

This is to include all packages currently in use within Jordan Customs as well as:

- o   Case Management System
- o   Intelligence System
- o   Web CT e-learning platform
- o   Student database allowing individuals access to their personal record
- o   CAATS or equivalent

4 Equipment

This includes the basic equipment required in a quality-teaching environment

- o   Overhead projectors and screens
- o   Electronic whiteboards (At major Centres only)
- o   Video playback facility (At major Centres only)
- o   Photocopier at major Centres
- o   Fast, high-volume photocopier facility at Central
- o   Document scanning facility at Central
- o   Video cameras (surveillance training)
- o   Digital Cameras (Surveillance Training)
- o   Mobile Communication Equipment (Surveillance Training)

A INFRASTRUCTURE

1 Main Training Centre

Ref	Item	Brief Description	Approx Cost
1	One stepped lecture room to seat 40		
2	Four general purpose lecture rooms to seat 15		
3	One lecture room to be equipped for television transmission		
4	Two dedicated computer rooms		
5	Dedicated language laboratory		
6	Dedicated suspect interview room		
7	Dedicated operations control room		
8	Moot court		
9	Meeting area for serving refreshments		
10	Basic workshop		
11	Printery and photocopier room		
12	Storage facilities for teaching equipment		
13	Office for Head of Training Directorate		
14	Offices for five staff		
15	Area for computers providing access to Internet		

2 At each major Centre

Ref	Item	Brief Description	Approx Cost
1	One general purpose lecture room to seat 15 and equipped for television reception		
2	One dedicated computer room including access to Internet		
3	Storage facilities for teaching equipment		
4	Office space for local trainers		

B PHYSICAL RESOURCES

1 Television

Ref	Item	Brief Description	Approx Cost
1	Additional Bandwidth for delivery of lectures		
2	Video uplink at main Training Centre		
3	Video Camera		
4	Audio equipment		
5	Receivers at each Centre		
6	Video control equipment including encoders and decoders		
7	Voice links back from the dedicated facilities at the outposts		
8	Satellite modem		
9	Large screen high definition monitors at each outpost		
10	Document scanner		

2 Computer Hardware

Ref	Item	Brief Description	Approx Cost
1	Computers locally networked at all Centres	To include numbers required at each location, plus servers, printers	
2	Dedicated computers at each Centre for connection to the Internet		
3	Computers for each trainer in the training centre		
4	Document scanner in training centre		
5	Laptops for auditors		

3 Computer Software

Ref	Item	Brief Description	Approx Cost
1	Case Management System		
2	Intelligence System		
3	Web CT e-learning platform		
4	Student database allowing individuals access to their personal record		
5	CAATS or equivalent		

4 Equipment

Ref	Item	Brief Description	Approx Cost
1	Overhead projectors and screens		
2	Electronic whiteboards (At major Centres only)		
3	Video playback facility (At major Centres only)		
4	Photocopier at major Centres		
5	Fast, high-volume photocopier facility at Central		
6	Document scanning facility at Central		
7	Video Cameras		
8	Digital Cameras		
9	Mobile communication equipment		

Discussion Paper

On the Further Development

of

Intelligence Capability

in

Jordan Customs

Purpose:

The purpose of this paper is to promote thinking and discussion on the way forward for the development of "best-practice" Intelligence capability in Jordan Customs.

Background:

Intelligence capability involves the following:

1   The gathering, evaluating, storing, managing (ie updating, removal etc) of information;

2   The accessing and interrogation of information;

3   The analysis of information;

4   The development and dissemination of intelligence product;

5   The routine application of that product in the assessment of risk, in the case management of investigations, in the strategic positioning of the organisation, in the identification of fraudulent practices etc etc.

As Jordan Customs evolves into a leading Customs Administration, it will need more and more high quality intelligence upon which to base its operations. For example at the strategic level, it will need to position itself well in relation to other government agencies, within the region and globally. To do so will require good strategic intelligence on developments in global trade, on emerging trends in revenue leakage, on the emergence of transnational crime and many other areas of strategic importance. Only highly skilled and experienced staff can provide

quality, reliable intelligence at the strategic level. It may take up to three years to develop a good strategic analyst.

At the operational level, Customs will need to understand industry and business – where the revenue leakages occur, who the high-risk clients are, what the profiles for high risk passengers and businesses are etc.

At the tactical level Customs needs to be able to access reliable information on trends, on businesses and they need to have good relationships with other organisations from which they need to access further data say for investigation purposes eg banks, car registrations, police records etc.

To provide this capability, Jordan Customs requires effective processes for gathering and managing information. This involves, for example every officer recognising their own importance as a source of useful information, which, upon evaluation, may or may not be added to the intelligence database. At the completion of operations, audits and investigations, relevant information must also be added to the intelligence database. The database needs to be modern, accessible, fast and be capable of effective interrogation. Selected officers need to be skilled in the analysis of information and in the production of quality intelligence product. Managers of analysts need to be specially skilled in the intelligence management function. They need to be able to relate to internal clients wishing to use the intelligence capability and they need to know how to improve the quality and quantity of intelligence over time.

Other areas within Customs need to understand the value of quality intelligence to their work so there needs to be a level of cross-skilling at least to an awareness level. For example an auditor needs to know how to task Intelligence and the analyst needs to understand enough about the auditor's role to make an appropriate threat assessment.

So not only is the provision of skilled analysts and an Intelligence database a requirement for intelligence capability within Jordan Customs but it is necessary that the potential users of the service understand how to task Intelligence unit,

how to use intelligence product effectively, and how to contribute to the database of information. This takes some time to develop.

Discussion Points:

- What is our current approach to the use of intelligence?

- What policy do we have in place that covers the provision and the application of intelligence in Jordan Customs?

- Do we have intelligence led risk management and investigation?

- Do we have adequate intelligence capability at the strategic, operational and tactical levels?

- What does our intelligence tell us about risk, about fraud, about emerging areas of activity by business and industry, about overseas trends, about fraud in e-commerce?

- What skills do our staff currently possess and do we need to skill staff in the areas of Intelligence Analysis and Intelligence Management?

- Do we have partnership and other arrangements with other government organisations within Jordan and with Customs and Law Enforcement agencies outside Jordan?

- Do we have adequate technology and systems to support an intelligence capability?

- Do we know what would constitute an adequate capability?

Discussion Paper

On the Prevention, Detection and Investigation of Fraud

in

Jordan Customs

Purpose:

The purpose of this paper is to promote thinking and discussion on the issue of fraud by businesses and individuals as well as within Jordan Customs.

Background:

An assessment of risk at the strategic and operational levels of Customs operations will identify that one of the risks to Customs objectives will be the loss of revenue, loss of community confidence, risk of negative publicity and a failure to meet local as well as international standards of organisational integrity through the perpetration of fraud both from within ie by Customs officers and from without is by business and the community in general. Information on cases of fraud within Customs plus an assessment of trends year by year will enable an assessment of the level of risk and the range of treatments necessary to manage the risk. Intelligence will provide a threat assessment on external fraud and the magnitude of the impact of this fraud on Jordan Customs will provide an indication of the types of treatments necessary to manage the level of fraud.

We can use a very broad definition of fraud such as:

"dishonestly obtaining a benefit by deception or other means"

Examples of fraud may include:

- theft;
- obtaining property, a financial advantage or any other benefit by deception;
- causing a loss, or avoiding or creating a liability by deception;

- providing false or misleading information to Customs, or failing to provide information where there is an obligation to do so;

- making, using or possessing forged or falsified documents;

- bribery, corruption or abuse of office;

- unlawful use of Customs computers, vehicles, telephones and other property or services;

The benefits referred to can be either tangible or intangible. Examples include:

- money;

- favours;

- access;

- power;

In respect to external fraud, there will be a range of strategies used to defraud Customs of revenues legally due or to smuggle goods including PIs into the country. Information, education and publicity are effective means of preventing fraud. Front line officers are one of the most important means of detecting fraud, so long as they are able to identify the indicators and provided there is an effective referrals process that deals quickly and efficiently with any instances of fraud detected. Investigation of fraud is generally undertaken by officers who are specially trained and qualified and for them to be most effective they generally have a close relationship with those frontline officers and others such as the auditors who are most likely to come across fraudulent activities first.

In respect to internal fraud it is important to develop a strong ethical base for the organisation so that every officer is fully aware of his/her obligations to behave at all times in a professional and ethical manner. When an officer breaches the code it is important to have in place a range of sanctions which deal with all types and levels of breach.

In dealing with fraud both internally and externally it is helpful to have in place policy and SOPs to cover every aspect from the identification, the prevention, the investigation, and prosecution etc. It is necessary for the staff at large to fully understand their obligations, to behave ethically and where necessary, to report suspected fraud perpetrated either by their colleagues or by external clients. For them to have this awareness means there is a need for a program of awareness which would include information on the different types of fraud, obligations to report as well as how to refer suspected fraud to appropriate areas for further investigation. Auditors and frontline officers need additional training in being able to identify fraudulent practice then to be able to effectively refer their concern to investigators, in the process, taking appropriate care of any potential evidence.

Customs officers whose task it is to investigate fraud need additional skills and qualifications. They also need to understand how to task intelligence branch and to make the best use of intelligence. They need to have good relationships with other Law Enforcement Agencies and they require a detailed understanding of law to enable the to identify the elements of the offence and to gather the necessary proofs. They need to be able to prepare a brief of evidence, relate effectively to the legal representatives and if necessary to present as a credible witness in court.

The AMIR Project is providing the motivation to review current practice and to identify possible improvements that may be made in the short, intermediate and long terms. This may include improvements to legislation, policy, procedures, processes, resources, skills, training programs and relationships with other organisations and with other directorates within Customs.

Possible Solutions:
- Continue to foster an ethical culture within Customs (viz Arusha Convention);
- Develop and implement appropriate fraud control policy (that would have applicability across other Government agencies);

- Develop a fraud prevention and detection program;

- Develop a fraud awareness program;

- Develop fraud investigation capability (both internal and external and it is preferable that they are separate);

- Reinforce ethics and integrity as an integral part of the teaching of all relevant modules;

- Maintain an appropriate staff rotation policy.

Discussion Points:

- What is our current approach to this area of fraud prevention, detection and investigation?

- What policy do we have in place that covers the area of fraud and ethics?

- How aware is the frontline officer of the indicators of fraud?

- Do we have a referrals process in place for managing fraud?

- What does our intelligence tell us about the likelihood and possible impact of fraud?

- Do we need to provide staff with better skills in the prevention, detection and investigation of fraud?

- Have we audited Jordan Customs against the requirements of Arusha?

Discussion Paper

On the Further Development

of

Risk Management

in

Jordan Customs

Purpose:

The purpose of this paper is to promote thinking and discussion on the way forward for the development of "best-practice" Risk Management capability in Jordan Customs.

It is proposed that the outcomes of this discussion will be a strategy that will yield an enhanced level of understanding, application and acceptance of Risk Management throughout Jordan Customs, at all levels of operation.

Discussion

The modern customs operation is confronting a number of significant challenges. For example the globalisation of trade is placing a number of constraints on Customs. If a country such as Jordan is to be competitive in the international marketplace, the flow of imports and exports must be as smooth and unimpeded as possible. At the same time, it is necessary to ensure compliance with all legislative requirements including the correct payment of duties and taxes, metrology, health etc.

The cost of regulation is another factor impacting on the role of Customs. Business and the community expect that the costs involved in meeting their legislated obligations, has to be as small as possible. Time is money so they expect Customs to have highly efficient and effective processes in (place preferably electronic), so that they receive approvals etc without delay and without having to go through complicated and protracted processes. International companies will take into consideration these compliance costs and

delays in receiving Customs and other clearances as they decide where and with whom they will conduct business.

With a tendency around the globe towards smaller therefore less expensive government, Customs no longer has the level of resources it may once had. There is an increasing requirement to do more with less and therefore it is necessary to make the best use possible of the limited resources. This is accomplished by effective targeting of effort. In addition, there is an increased requirement for accountability not only by government but also by an increasingly articulate industry and general community.

The mechanism that Customs uses to address these very significant issues is Risk Management. When this is applied systematically throughout the organisation then Customs can achieve the right balance between facilitation and control, it can demonstrate how it has made the most effective use of its resources, it can meet accountability requirements, it can show how it addresses non-compliance with legislative requirements, it can justify expenditure on staff development, it can show how it delivers duty of care to its staff etc etc.

Risk Management has to be applied at all levels of the organisation. For example Corporate Management has to consider risks associated with the positioning of the organisation within the broader government, with failing to deliver against revenue targets, with failing to deliver against community protection, industry protection and failing to meet international standards. At an operational level, managers are concerned with ensuring that non-compliance is detected and that the appropriate treatment ie audit, penalties, investigation, prosecution etc is applied. They are concerned with risks associated with failure of systems, errors of professional judgement by staff, violation of privacy laws, internal fraud, failure to meet performance targets etc etc.

At a tactical level staff are concerned with the risks associated with failure to detect prohibited imports in a particular shipment, with personal safety of self and others when detaining a suspect, or with failure to meet performance expectations etc etc.

When addressing risk at any level, it is necessary to do so using the same methodology and the same definitions for likelihood, consequence and risk. In this way it is possible to prioritise all risks across the organisation in a meaningful way, given that there will not be adequate resources to treat all risks and reduce them all to zero. There will always be residual risk that the organisation will accept. But it must know what it is accepting. It must also document the assessment and the treatments so that in the event that they are challenged by Government, by the Community, by Industry or by the courts, then Customs can justify its decisions and actions even though with the benefit of hindsight these may be incorrect or inappropriate.

Risk Management therefore is a tool that is to be used by <u>all</u> <u>officers</u> in one way or another. This means they must understand the tool. In the beginning many officers will reject the method as being unnecessary, even though in a sense they already manage risk. It's just that they are not doing so formally, nor are they recording their assessment or the selected treatments. Ideally staff will apply Risk Management quite automatically, as if it is a "normal" part of their workplace activities. Managers will have Risk Management Action Plans which they are responsible for developing, implementing, monitoring, reviewing and reporting. They will use their plan to justify their decisions for example on resource allocation. They will use Risk Management to target certain compliance management tools as well as human and physical resources to achieve business outcomes. Front line officers will be risk aware when they are assessing passengers or when they are searching a container or applying a profile etc. When asked any officer should be able to justify a decision or an action by reference to his/her assessment of the situational risk. They should use the language and the terminology correctly and should be able to select appropriate treatments to meet the particular risk.

In this context, Risk Management has got to become part of the organisational culture. Not only do all staff have to be exposed to the methodology and the processes, they have to be supported in the application by their managers. There needs to be effective policy that outlines the requirements, Standing

Operating procedures (SOPs) need to make appropriate reference to the use of Risk Management, there should be standard formats eg for risk registers, action plans etc. The application of Risk Management across the whole organisation needs to be planned and managed as a significant change. That means using "Change Management" methodology. By way of example one challenge will be to assist staff accepting the concept of risk management. There are staff who believe that the only way to be sure about the presence of prohibited imports in cargo is to search every container. It becomes a significant paradigm shift for them to accept and adopt a risk managed approach and unless they can be convinced of the need then it is unlikely to be adopted effectively.

Much needs to be done before an agency can say it is operating properly on the basis of effective management of risk. This includes:

- Identification of champion/s in the organisation;

- The development of policy;

- The development of SOPs;

- The development of a standard methodology;

- The development of agreed definitions for likelihood, consequence and risk;

- Standardised documentation;

- The formalised requirement for Risk Management plans;

- The development of organisational capability;

- The training of staff.

The implementation of Risk Management throughout an organisation is more effective if there is a specialised group with the responsibility and authority to take the message out to all staff, to train all staff, to provide workshop facilitation, to provide feedback on plans, to benchmark with other government organisations, to benchmark with other Customs organisations etc.

Jordan Customs has a Risk Management Directorate. It is comprised of two sections each of them busy with their assigned role. One section performs a Research and Analysis role and is effectively identifying targets from an

evaluation of ASYCUDA generated data. The other section is conducting post-entry audits. Both sections are using the risk management process. Given the need to get the message out to the broader organisation, there may be a case for strengthening the Directorate's role and capability to deliver against the dot points listed above. This may require additional staff, external support, a training program, a change management plan for the organisation etc. Given the significance of the Directorate in influencing the rest of Customs in this important area, it may be necessary to limit the number of staff in a given period, who will be subject to rotation. The level of tacit knowledge as distinct from institutional knowledge is very high in this area of specialisation so staff need to be in place for an appropriate length of time firstly to acquire all the necessary background knowledge and skill, secondly to build upon that knowledge through experience, thirdly to pass that on to "clients" and fourthly to transfer it to new staff rotated into the Directorate.

Discussion Points:
- What is our current approach to this area of Risk Management?
- Do we have an agreed methodology and definitions?
- What policy do we have in place that covers the area of Risk Management and its application within Customs?
- Does the Risk Management Directorate have sufficient resources to deliver a broader range of services in the area of Risk Management?
- Do we understand that the "management of risk" has to be embedded into the very fabric of the organisation and we will need to overcome obstacles and resistance before that can be achieved?
- Do we have an adequate intelligence capability to support effective assessment of risk?
- How do we provide staff at large with the skills and knowledge they require?
- How do we ensure they adopt the correct attitude to the management of risk?

<div align="right">**ATTACHMENT 7**</div>

<div align="center">

Discussion Paper

On the Application of

Rotation Policy

in

Jordan Customs

</div>

Purpose:

The purpose of this paper is to promote thinking and discussion on the rotation of staff and the impact it has in certain specialist areas.

Background:

The policy of rotation is an important risk treatment for ensuring the integrity of Customs processes by reducing the opportunity for Customs officers to abuse (either intentionally or otherwise) their position. It is recognised that officers have significant powers under Customs legislation and the opportunity to abuse those powers can be reduced through job rotation.

The impact of this policy whilst generally positive in terms of its broad objectives, can have a negative effect on some areas of Customs operations, particularly the more specialised areas.

By way of example it can take up to twelve months before an officer can become effective in the role of an intelligence analyst. This includes expensive formal training as well as structured on-the-job learning and experience. It is not unreasonable to expect twelve month's of return from that individual after they reach the level of competent analyst. In anticipation of the individual's rotation out of the Intelligence role it would be necessary for there to be a handover period during which he/she would coach the replacement officer.

Apart from the need to get best value out of the individual officer's tour of duty in the position it is worth noting that the job roles in question do not provide opportunity in a direct way, to participate in fraudulent activity. Of course there are ethical considerations that must be addressed for example in regard to privacy, confidentiality, release of information etc and these would need to be monitored by management.

The following areas are particularly sensitive to the impact of the Rotation Policy
- Risk Management
- Research and Analysis
- Intelligence
- Investigations
- Training

It may be possible to do a number of things:

1   Recognise the key periods/duration of time necessary for an officer to be effective (eg formation of skills and knowledge, delivery of quality outcomes, then the transfer of skills and knowledge to new incumbents) in each of the identified areas of specialisation;

2   Modify the existing rotation policy and extend the rotation period for people in these positions;

3   Limit the total number of staff in an area of specialisation that will be subject to rotation at any one time say to 20% of establishment. By this means there is always a baseline of capability and a continuation of growth and development of capability.

It is also important to note that some specialist areas may need to screen officers who are scheduled to rotate into the area to ensure they have the necessary attributes and motivation. For example not everyone will make a good intelligence officer so it is recommended that appropriate psychometric tests be conducted to ensure their suitability.

Discussion Points:

- What is our current approach to the rotation of staff and is it achieving its objectives?

- What policy do we have in place that covers the rotation of staff?

- What problems has the rotation of staff presented?

- Is it possible to identify certain areas of specialisation and treat them differently in respect of rotation?