

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

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**Intelligence and Information Management  
in Jordan Customs**

Final Report

Deliverable for Private Sector Policy Initiative,  
Work plan Activity No. 555.01 Customs Institutional Development  
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*This report was prepared by Mr. Michael Krstic, in collaboration with Chemonics International Inc., prime contractor to the United States Agency for International Development for the AMIR Program in Jordan.*



**Data Page**

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### **Abstract**

The objective of the consultancy was to develop intelligence capability while integrating intelligence into planning and operational practices in Jordan Customs, specifically in the Risk Management and Border management areas.

After extensive information management and intelligence capability research, Jordan Customs executives accepted all the recommendations of the consultant in late 2002 and granted subsequent planning approval in early 2003 for the creation of a Jordan Customs Intelligence function. The consultant formulated intelligence competencies and designed analyst training programs that he delivered to the Customs Intelligence Unit and other analysts in July 2003.

The consultant also designed and delivered further intelligence planning and training programs to staff in the Aqaba Special Economic Zone (not part of this scope of work) in August 2003 to complement the integrated national approach to information management principles in Jordan.

Already, the skills of the new Intelligence Unit have produced impressive results in relation to customer service, risk targeting and detection. This centre of intelligence expertise is now in a position to move forward and reinforce the function on a nationally integrated and coordinated basis, thereby providing the infrastructure to produce critical intelligence for future operational and strategic decision making.

The function now requires operational consolidation, business process planning and tools, equipment and resources to develop the capability. The full range of recommendations is outlined in Section 9, Page 12 of this report, 'National Intelligence Unit Strategy'.

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## Executive Summary

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A feasibility study and scoping exercise for an intelligence and information management capability within Jordan Customs was successfully completed in late 2002.<sup>1</sup> In conjunction with the study, a 'Development of an Intelligence Capability: Program Scope Definition', the consultant developed a business case to complement the proposal.<sup>2</sup> Subsequently, Jordan Customs executive management fully accepted the consultant's proposal and recommendations and an intelligence capability was approved and endorsed by the Jordan Customs Director General in late 2002.<sup>3</sup> After approval by Planning, in early 2003 the intelligence function was created and staff. The function was established under the leadership of the General Inspector<sup>4</sup> and the Manager, Intelligence.<sup>5</sup>

As part of the consultant's responsibilities, the Jordan Customs Intelligence Unit was assisted on a regular basis through in-country advice and support, as well as remote third country (Australia) ongoing contact and mentoring. In July 2003, as part of Intelligence Unit establishment and development, a Jordan Customs client-focused training program was designed and delivered to Jordan Customs Intelligence, Risk Management and operational staff in Amman. The training course was designed on international best-practice principles and analysis of principles, models and theory centered on current Jordan risk issues and recent casework to ensure appropriateness, relevance and currency. The course overview is presented in Annex 1. The course session plan is attached as Annex 2.

An evaluation of the course was conducted. A summary of participant comments can be found as Annex 3. Intelligence awareness sessions were delivered to Jordan Customs executives outlining the roles, responsibilities and functions of the new Intelligence Unit. Mentor support has been provided on a regular basis to staff in all areas of Customs jurisdiction. Current Customs cases have been examined and discussed with staff and agreed action plans and Data Collection Plans implemented. A copy of a draft plan can be found as Annex 4.

An Intelligence counterpart has been identified to maximize learning and implementation of learning strategies.<sup>6</sup> As part of assistance, mentoring and development, an intelligence business plan was designed and drafted for Jordan Customs Intelligence and Customs executives for consideration and approval. A copy of the plan is attached as Annex 5.

Jordan Customs Intelligence staff and other analysts were trained to minimum benchmark analyst standards. Recommendations for further and future staff development, training and operational ability are included at Section 12 'Action Plan' and Section 13 'Training and Staff Development Plan' within the Intelligence Plan (see Annex 5).

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<sup>1</sup> For details, see 'Development and Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs', prepared by M. Krstic, J. Howard and P. Hoskin for the AMIR Program, December 2002.

<sup>2</sup> This was included in Annexes of the report prepared by Krstic *et al.*, mentioned above.

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Discussions and awareness sessions have been conducted with Intelligence and Risk Management personnel to ensure an understanding of information planning, collection, collation, evaluation, collation, analysis, reporting, dissemination and review principles and processes. To complement these skills, a policy and procedures document has been designed and drafted for Jordan Customs executives' acceptance and 'sign-off'. This document will provide the basis and impetus to progress information management and intelligence capabilities. A copy of this document is included as Annex 5.

An evaluation of the Jordan Customs Judicial Affairs Directorate 'cases' database was completed, including concordance comparison and analysis to identify gaps and short-comings (see Annex 6). The cases database is specifically designed to accommodate Customs assessments on actual or potential enforcement and penalty considerations (actual serious Customs violations). An intelligence database requires much broader information fields and attributes to provide suitable data storage and extraction capabilities. A copy of the concordance analysis is at Section 14 'Cases Database – Data Fields – Concordance' within the Intelligence Plan (Annex 5).

## 1 Background

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Implementing and developing information management and intelligence functions are problematical and complex tasks for most Customs administrations globally. But the capability is critically necessary to future prosperity and success. The basic tenets of information ‘identification’, recording, collecting and sharing attract many controversial change management and cultural thinking dilemmas. What information is important? Who will collect it? How? Who will I give it to or share it with? What is the benefit to me? What is the benefit to the organization?

Government requires that Customs improve effectiveness and facilitate business and industry, and concurrently apply sufficient controls to protect revenue and the community against illegal activity.<sup>7</sup> This is achievable using a risk managed approach to decision-making based on qualitative and quantitative information collation, analysis and reporting.

Of special relevance and impact is the Jordan Government’s, and Jordan Customs’, commitment and obligation to specific trade agreements.<sup>8</sup> These include the World Trade Organization, the World Customs Organization (WCO), the European Union-Jordan Association Agreement, the Arab Free Trade Agreement, the United States-Jordan Free Trade Agreement and international arrangements through Qualified Industrialized Zones (QIZs) and the Aqaba Special Economic Zone (ASEZ). All these agreements require increased levels of trade facilitation in an environment of increased security and control risks.

Intelligence has been recognized internationally as a critical component of threat and risk management in an ever-increasing challenging environment.<sup>9</sup> Issues such as the underground economy, sophisticated criminal activity, profitability at ‘all costs’, arms trafficking, drugs, terrorism and manipulation of in-transit and financial systems create many problems for Customs jurisdictions. It is agreed that information is the ‘life-blood’ of private and public sector organizations and as such, Jordan Customs is well placed to take advantage of recent initiatives and demonstrate an understanding, capability, and intention to deal with such issues.<sup>10</sup>

Of particular relevance is the commitment of Jordan Customs to the WCO ‘Kyoto Convention’ covering Customs Control issues. Vide Risk Management (Section 6) and Supporting Infrastructure (Section 8) guidelines state that Customs intelligence functions are required to play a pivotal role in the collection and analysis of information to identify risk targets and support a centralized intelligence capability to allow for more efficient risk targeting.<sup>11</sup>

The Intelligence Unit provides an invaluable service to internal and external clients and stakeholders. The following specific research reports have highlighted the critical role intelligence analysis provides:

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<sup>7</sup> See Ministry of Finance Draft Strategic Plan 2004-2006.

<sup>8</sup> See ‘The Jordanian Economy’ prepared by Jordan Investment Banking and Capital Markets, May 2002.

<sup>9</sup> WCO, Kyoto Convention.

<sup>10</sup> Interpol, World Trade Organization, US Customs Service, US Department of Homeland Security, *et al.*

<sup>11</sup> WCO Kyoto Convention Chapter 6: Customs Control.

- ‘Managing Compliance in Jordan Customs’, prepared by M. Harrison in September 2003 for the AMIR Program, highlights critical expectations of intelligence analysis to achieving objectives.
- ‘Compliance Management Strategy’, prepared by M. Harrison in September 2003 for the AMIR Program, reinforces a focus on risk management and intelligence targeting principles.
- ‘Border Risk Management in Jordan Customs’, prepared by J. Howard in October 2003 for the AMIR Program, highlights the mandatory and vital role of intelligence analysis and information management to achievement of goals and risk management objectives.
- ‘Border Management in the Aqaba Special Economic Zone’, prepared by J. Howard in September 2003 for the Aqaba Technical Assistance Program (ATASP), confirms the roles and functions of intelligence in recommendations and conclusions.

The intelligence function has therefore been established in Jordan. But it is only a basic framework, and the vital components of national acceptance, reinforcement and development will be a challenge to the Intelligence Unit as it markets, promotes and proves its value and effectiveness. Jordan Customs appears committed to pursuing the paradigm shift that will ultimately result in a self assessment, intelligence driven and risk managed operating environment.

## 2 Consultancy

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This report was prepared in accordance with the Statement of Work agreed under activity number 555.1 Customs Reform and Modernization, 'Intelligence Training and Development Phases I, II and III.' It covers two periods: 4 July – 25 July 2003 and 4 October – 25 October 2003.

The objective of this consultancy was to develop an intelligence capability while integrating intelligence into the planning and operational practices in Jordan National Customs, specifically in the risk management and border management areas.

The consultant tasks were as follows:

- Design, develop and deliver a module of training for intelligence analysts that meets internationally recognized standards and provide staff with the skills to undertake threat assessments and to develop profiles and targets.
- Assist in the establishment of a small team as an Intelligence Unit to provide intelligence at the strategic, operational and tactical levels for Jordan Customs.
- Deliver an intelligence awareness session to executive staff; content and level to reflect the seniority and busy schedules of the executive staff.
- Provide a reference paper describing the principles and application of intelligence.
- Provide a report which benchmarks the present level of capability and provides recommendations on the strategies which need to be put into place to achieve best practice
- Work with the Intelligence Unit and the IT department to evaluate the Jordan Customs case system and recommend modifications.
- Provide mentor support to the participants of the program whilst in the field.
- Negotiate with Jordan Customs counterpart an action plan that outlines the key activities and deliverables that will be achieved by Jordan Customs after the external consultant has completed his input.
- Assist the Intelligence Unit in developing and implementing intelligence data inputs and outputs through modification to current policies and procedures. Draft an implementing directive for modification of the policies and procedures.

### 3 Consultations

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Consultations took place with the following people and groups during the period 4 July – 25 July 2003 and 4 October – 25 October 2003:

|            |   |
|------------|---|
| 6 July     | Director, Planning and International/Director, Risk Management Branch, Manager, Intelligence  |
| 8 July     | AMIR Project Team, Customs Project Implementation Team, Jordan Customs CCT Camera Surveillance Unit   |
| 9- 22 July | Intelligence Analyst Course at AMIR Offices, al-Rabiyeh   |
| 23 July    | Directors Planning, Risk Management Customs Briefing  |
| 24 July    | Risk Management, Customs Briefing and Workshop (current cases)  |
| 5 October  | Directors, Planning, Risk Management, General Inspector Intelligence Workshop and Briefing  |
| 6 October  | Director, Judicial Affairs (Cases), Manager International Briefing  |
| 7 October  | AMIR staff briefing   |
| 9 October  | Director Planning & General Inspector Intelligence Briefing   |
| 11 October | Customs & Taxation Advisor, ASEZA and AMIR Customs Coordinator  |
| 12 October | Customs & Taxation Advisor, ASEZA Briefings   |
| 16 October | Director Planning & Manager International Briefings   |
| 19 October | Director Planning, Manager International & General Inspector, Intelligence Briefings and Planning   |
| 20 October | Donors Group Meeting with representatives from AMIR, European Union, German Technical Cooperation, Euro-Jordan Action Group for the Development of Enterprise |
| 21 October | Director Planning and Manager Intelligence Briefing and Workshop (action planning)  |

## 4 Methodology

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The methodology used to produce Jordan Customs Intelligence Plans is based on national and international standards applied by many customs administrations including Australia (Customs, Taxation), Canada (Customs & Revenue), New Zealand (Revenue Office) and law enforcement agencies.

Various workshops and briefings enabled:

Linking to Corporate Planning - discuss roles and responsibilities in regard to job descriptions, position profiles and work area plans to demonstrate links to corporate plans and highlight value and input to Jordan Customs and Jordan Government.

Identification of The Role - identify scope of work and responsibility.

Agreement on the Intelligence Vision – adopt world’s leading practice in information management, analysis and dissemination of intelligence product.

Drafting of Aims and Objectives – enable the function to promote, market and demonstrate its role, responsibility and service delivery.

Collation of the Challenges – identify the risks and threats to successful implementation, both short-term and long-term, to both internal and external clients and stakeholders.

Identification of the Opportunities – foresee future values and benefits to the organization.

Defining Intelligence and related Matters – identify the type of information required to be reported and analysis strategies.

Drafting Policies and Procedures – form the framework for operational and functional guidelines, policies, relevant legislation, structure, referrals and practices.

Drafting of Action Plans – identify and record the way forward.

The proposed action plan is not exhaustive but will guide Customs executives to short and long-term strategies to ensure successful implementation of the function. The Jordan Customs Intelligence Unit is very embryonic and will require much mentoring, assistance and guidance to develop into a fully national information management and expert analytical capability.

It is critically important that the intelligence function is integrated into all components of Customs and quickly develops internal and external networks to maximize information collection and dissemination. This will require the drafting of Memoranda of Understanding with external stakeholders and where necessary and Service Level Agreements with internal clients.

Of particular interest and relevance is the Aqaba Special Economic Zone Authority (ASEZA), which is also developing an intelligence capability. A working arrangement under the umbrella of the National Customs – ASEZA Memoranda of Understanding (MoU) will need to be agreed to allow exchange of information and access provisions, subject to any legal considerations.

## 8 Workshops

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A range of general informal workshops were promulgated with relatively small groups of relevant stakeholders. These were delivered on a regular basis with management, mainly Planning, Risk Management, IT, Judicial Affairs and Intelligence representatives

Further workshops were conducted with technical operatives. For example, using the skills learnt through training, the consultant mentored and coordinated operational research to assist with analytical planning and decision making. The consultant drafted and mentored the drafting of Data Collection Plans. From these, analytical strategies were employed to identify targets, risk and apply appropriate penalties to current cases under examination.

A broad range of individual briefings and informal workshops were conducted on a regular basis with particular stakeholders. These included:

- Director of Planning in regard to intelligence structure, resourcing, planning, tools, equipment, reporting, accountability and documentary requirements. This included analysis of the draft strategic plan.
- Director of Risk Management in regard to delineation of roles to distinguish between Intelligence and Risk Management functions and responsibilities.
- Director of Judicial Affairs (Cases) to determine the capacity of current centralized databases and the feasibility of expansion or adaptation.
- Director of IT, to identify information technology options, including design and implementation of an intelligence database.
- General Inspector and Manager of Intelligence in regard to developing a business plan.

A final briefing and workshop was conducted on October 21 with intelligence staff, who recently completed further training with an external provider. This exercise required evaluation and assessment of a recent major interdiction and development of a strategy to conduct post-detection analysis to maximize learnings. Documentation was provided to assist the function to develop the exercise and function, and apply future strategies to assist with identification of similar illegal activities. The Jordan Customs Intelligence Unit should be commended for their dedication and application of recently acquired skills. Recent detections have highlighted the capability and provide the impetus to rapidly develop their expertise

## 6 National Intelligence Unit Strategy

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The Jordan Customs Intelligence Unit is in the early stages of development. To ensure the viability, productivity and success of the unit, the following actions are recommended:

- 1 Identification and implementation of an intelligence database (cases database feasibility proposal included as Annex 6)
- 2 Agreement and implementation of electronic and manual information reports (adapt current cases database documentation)
- 3 Agreement and sign-off of intelligence plan (Business Plan) by Jordan Customs Executive and the recently established Border Management Committee (BMC) (see draft plan in Annex 5)
- 4 Agreement and sign-off by Jordan Customs Executive on functions and accountability, especially in regard to coordination and integration with risk management functions (see draft plan in Annex 5)
- 5 Jordan Customs Executive agreement and sign-off of Intelligence 'Policies and Procedures' (see draft paper in Annex 6)
- 6 Intelligence staff to deliver awareness sessions to Customs and other stakeholders on the intelligence function, including marketing, promotion and delivery of 'Policies and Procedures' agreement (see recommendation 5 above)
- 7 Intelligence staff to conduct a systematic and comprehensive visitation program to critical internal clients to ensure information flows understood and implemented
- 8 Intelligence staff to conduct a systematic and comprehensive visitation program to critical external clients to ensure information flows maximized
- 9 Intelligence Unit to analyze suitability and capability of current judicial affairs cases database in the short-term pending design and delivery of an independent intelligence database
- 10 Intelligence staff and other analysts to be further trained and skilled in analysis, strategic assessments, report writing
- 11 Intelligence staff and other analysts to be further trained and skilled in electronic analytical tools and chartware
- 12 Intelligence staff to conduct a joint Intelligence – Border operational pilot at Jaber Customs (the Syrian border). This pilot would enable testing of information management, intelligence analysis, reporting and evaluation
- 13 Intelligence management to obtain agreement and sign-off on intelligence 'Request for Information' processes by internal clients (analysis requests, information verification requests, taskings, etc)
- 14 Intelligence staff to be trained in operational analysis (daily functions, recording, prioritization, reporting, service delivery standards, etc)
- 15 Intelligence staff to be trained in tactical analysis (client service standards, capacity to deliver, availability, expertise, etc)
- 16 Intelligence staff to be trained in strategic analysis (strategic threat identification and management, coordinate with risk management, report to Customs executive, etc)

- 17 Intelligence staff to ensure outputs and results highlighted and promoted to ensure future information flows maximized and new sources of information cultivated (newsletters, intranet, seminars, etc)
- 18 Intelligence staff to develop an evaluation program to monitor client satisfaction, new delivery standards and identify deficiencies and weaknesses
- 19 Intelligence to develop a broad range of operational procedures covering all aspects of business practice (for Intelligence staff understanding and client awareness)
- 20 Intelligence staff to be fully trained in X-Ray and Gamma-Ray functionality to allow identification of targets, projects and operations utilizing the new technology
- 21 Intelligence to set up an information 'hotline' allowing external sources to rapidly and easily report alleged illegal activity and crime
- 22 Intelligence staff to be trained in all aspects of corporate governance, including business planning, reporting, accountability, staff development and management practices
- 23 Intelligence staff to arrange drafting of job descriptions, position profiles and gauge the feasibility of introducing personal development plans
- 24 Intelligence staff to develop a marketing and promotion strategy specifically targeted at Customs clients, such as customs brokers and agents, airline companies, shipping companies, etc, to build relationships and provide avenues to reporting suspicious activity
- 25 Intelligence staff to oversee coordination of information management strategies with the ASEZA Customs, revenue and sales tax risk management/intelligence capability. Considerations for a Service Level Agreement vide the Memoranda of Understanding currently is in place between the parties.

## Annex 1: Course Outline

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|                              |   |
|------------------------------|---|
| <b>Course Name:</b>          | Level 1 Intelligence Analyst Training   |
| <b>Course Duration:</b>      | Ten (10) days   |
| <b>Purpose:</b>              | To develop in selected officers the knowledge and skills to enable them to undertake operational level intelligence in the context of Jordan National Customs, but taking into account the need to establish strong networks with analysts in other relevant agencies.  |
| <b>Entry Requirements:</b>   | A demonstrated aptitude for intelligence analysis work, a client focused attitude and an ability to work under broad direction and under pressure. It is expected that participants will either have a direct responsibility for threat assessment or else be in a major centre of Customs in which someone with analyst skills is needed to enhance the application of intelligence and the collection of information.   |
| <b>Competency Standards:</b> | This course is designed to provide the underpinning skills and knowledge and attitude expected of an intelligence analyst. It is expected that participants will be able to apply newly developed skills in the rich context of the workplace and progressively achieve what is regarded to be a minimum level of competence. This is outlined in the benchmark competency standards for the analyst. Participants are expected to discuss with their manager the process by which exposure to intelligence tasking will be done in such a way as to systematically and progressively develop the competence and the confidence of the novice analyst.  |
| <b>Learning Outcomes:</b>    | At the conclusion of the course, participants will be able to: <ul style="list-style-type: none"><li>• receive a tasking and in consultation with the decision-maker/client and Intelligence Manager, determine/refine the Terms of Reference (TOR);</li><li>• analyze the tasking and determine the information requirements (IREQ);</li><li>• prepare an information collection plan;</li><li>• collect relevant information and task others, e.g. surveillance team, informants etc to collect information against the plan;</li><li>• collate and analyze information in the process, testing the hypothesis;</li><li>• draw inferences and make recommendations;</li><li>• disseminate intelligence product;</li><li>• seek feedback from clients;</li></ul> |

- establish and maintain a network of contacts within and external to Customs;

**Topics:**

Intelligence – different forms of  
Intelligence product – different types  
The intelligence cycle  
Roles and responsibilities of the intelligence analyst  
Attributes of the intelligence analyst  
Client service  
Evaluation and continuous improvement  
Networking  
Gathering, managing and using information  
Setting and testing hypothesis  
Collating and analyzing information  
Problem solving

**Assessment:**

Participants are required to:

- attend all sessions
- actively contribute to the syndicate work
- demonstrate contribution to all set exercises
- perform satisfactorily in the final quiz
- conduct presentations on findings from case study research exercises

## Annex 2: Course Session Plan

Schedule for Intelligence Analysis Course  
2003

Amman, Jordan 9 July to 22 July,

| Sessions         | Wednesday 9   | Thursday 10   |  | Sunday 13   | Monday 14  | Tuesday 15  |
|------------------|---|---|--|---|--|---|
| <b>Morning</b>   | Course Administration<br><br>Objectives and Assessments<br><br>Learning Plans<br><br>Mind Games (test thinking)<br>Initial Reactions<br>Review  | Analysis Activity 1 (Individual)<br><br>Intelligence Cycle Concepts<br><br>Brainstorm Thinking<br><br>Evaluation<br><br>Debrief and Review      |  | <i>The Intelligence Cycle:</i><br><br>6 Analysis<br><br>7 Reporting<br><br>8 Dissemination<br><br>Revisit Activity 1 and Debrief/Review | Evaluation and Understanding<br><br>Link Network Theory (Manual Concepts)<br><br>Revisit Analysis Activities 1 & 2<br><br>Review | Statistics<br><br>Reporting:<br>1 Reports<br><br>2 Link Diagrams<br><br>3 Statistical Analysis<br><br>Summary |
| <b>Lunch</b>     |   |   |  |   |  |   |
| <b>Afternoon</b> | <i>The Intelligence Cycle</i><br><br>Risk Management<br><br>Knowledge Management<br>: Alignment<br>: Process<br>: Foundation<br>Learning Organization<br>Legal Issues<br>Concept Review | <i>The Intelligence Cycle: Defining The Task (Process)</i><br><br>1 Planning<br><br>2 Collection<br><br>3 Evaluation<br>4 Collation<br>5 Review |  | Analysis Activity 2 (Individual)<br><br>The Intelligence Cycle Process<br><br>Presentation, Debrief and Review                          | Analysis Activity 3 (In Pairs)<br><br>Link Networks (Display)<br>Presentation, Debrief and Review                                | Analysis Activity 4 (Pairs)<br><br>Planning<br><br>Review   |
| <b>Dinner</b>    |   |   |  |   |  |   |
| <b>Evening</b>   |   |   |  |   |  |   |



## Annex 3: Course Evaluation

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**Course Name:** Level 1 Intelligence Analyst Training

**Jordan National Customs: AMIR: Customs: Amman**

Basic Intelligence Course Level 1

9 July to 22 July 2003

Michael Krstic (Consultant)

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Scale: 5: Excellent  
 4: Good  
 3: Satisfactory  
 2: Not Quite Satisfactory  
 1: Unsatisfactory

| <b>Scale</b>                               | <b>5</b>  | <b>4</b>  | <b>3</b> | <b>2</b> | <b>1</b> |
|--|-----------|-----------|----------|----------|----------|
| Question 1<br>Course Content (%)           | 25        | <b>63</b> | 12       | 0        | 0        |
| Question 2<br>Course Presenter (%)         | <b>63</b> | 37        | 0        | 0        | 0        |
| Question 3<br><b>Course Facilities (%)</b> | <b>50</b> | <b>50</b> | 22       | 0        | 0        |
| Question 4<br><b>Course Structure (%)</b>  | 25        | <b>63</b> | 12       | 0        | 0        |
| Question 5<br><b>Course Notes (%)</b>      | 37        | <b>50</b> | 12       | 0        | 0        |
| Question 6<br><b>Administration (%)</b>    | <b>63</b> | 25        | 12       | 0        | 0        |

**General Comments:**

- Most valuable learning was analyzing information and indicating degree of risk
- Mind games the most interesting
- Information collection and sourcing the most interesting
- Most value is the Intelligence Cycle
- Benefits are thinking scientifically and logically
- Expectations are met – learnt to think logically and how to analyze
- Least interesting is review of the previous day
- Unanswered – Risk Management does 70% of Intelligence work, so is separation feasible?
- Program too short (general)
- Unanswered – difference in functions between Risk Management and Intelligence in Jordan Customs
- Most interesting was case studies
- Recommend more time on 'Reporting'
- Would like more courses



**Annex 5: Intelligence Business Plan**

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**Jordan Customs**  
**Intelligence Capability**  
**Plan**



Consultant:

**Michael KRSTIC**

Date:

**6 October 2003**

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## 1 Links To Corporate Planning

The establishment of the Jordan Customs Intelligence Unit was based on a series of recommendations and studies conducted over a number of years. The most relevant references are:

- The Jordan Customs Strategic Plan (2001 – 2003)
  - Vision context (manage risks, etc)
  - Mission context (revenue protection, monitor movement, combat smuggling, community protection, prevent illegal transactions, etc)
  - Values context (professionalism, innovation, just actions, etc)
  - Challenges context (intelligence, identifying threats, combating smuggling, advanced technology, etc)
  - External Factors and threats (WTO agreements, smuggling, terrorism, revenue protection, performance measures, etc)
- Managing Compliance in Jordan Customs (Harrison, 2003)
  - Intelligence (research and analysis, etc)
  - Information management (database development, etc)
- Baseline Efficiency Study of Jordanian Customs (Cunningham, 1998)
  - Intelligence capacity (techniques, etc)
  - Combat smuggling (illicit trade transactions, etc)
- Kyoto Convention (World Customs Organization)
  - Customs control standards (risk analysis, etc)

## 2 The Role

The Jordan Customs Intelligence Unit (JCIU) provides information collation and analysis services to clients and supports operational staff. Intelligence identifies targets and cases for audit, risk management, enforcement, and investigation attention. It also brings to the attention of the executive and senior management strategic risks identified through analysis, and represents Jordan Customs at external forums and liaises with external police agencies, government partners and business stakeholders.

## 3 The Vision

To adopt world's leading practice in information management, analysis and dissemination

## 4 Aims and Objectives

To provide timely and relevant intelligence products and services

To be accountable, professional and transparent

To establish appropriate liaisons, alliances and partnership

Provide an effective and efficient intelligence service to assist in prevention and detection of illegal activity, threats and risks

Be innovative and responsive to emerging technologies and global trends

Provide decision makers with timely information to support corporate goals

Develop, implement and maintain fraud intelligence best practice

Provide a client focused intelligence service

Be pro-active in strategic approach, including liaison with strategic risk units

Develop joint agency arrangements to provide an integrated approach to threat identification and management in Jordan Customs and Jordan nationally

## 5 Challenges

With a new and innovative integrated Jordan Customs information management and intelligence analysis unit, the building of public and private sector confidence is imperative. To this end the Jordan Customs Intelligence Unit (JCIU) needs to demonstrate its ability to deal with clients in a pro-active, innovative, efficient and timely manner.

The challenges facing the Unit is to be able to determine threats and risks, identify targets for testing and treatment in an environment of trade facilitation and minimal impediment to trade and business.

These will include:

- Identification of risk and threat targets
- Identification of strategic risks and threats
- Support Customs operational units
- Conduct analysis and assessments for clients (taskings)
- Create, maintain and develop information management systems
- Train, skill and develop intelligence expertise
- Identify and introduce innovative and effective analyst tools
- Provide input to Jordan Customs corporate planning
- Provide threat measurement data as required
- Build relationships and liaisons with the private sector in regard to information management, including reporting risk information to Customs

- Build networks with government and law enforcement agencies in regard to information management, transfer and sharing

## 6 Opportunities

Jordan Customs revenue and community protection responsibilities require a critical focus on developing better information management strategies to preserve revenue and protect community welfare. There are great opportunities for Jordan Customs to assist in the maintenance of a safe, fair and reasonable business environment to manage current and future threats to prosperity and success.

## 7 Intelligence Related Matters

The JCIU is structured to identify illegal activity and subsequent risks to revenue and community safety, and develop targets for verification and treatment. These may be client initiated (as taskings) or may self-generated by Intelligence analysts.

Examples of information and intelligence scope includes:

- Contrived and artificial arrangements (non-existent entities, etc)
- False documentation (invoices, certificates, bills of lading, packing lists, etc)
- Misdescription, misclassification and undervaluation (documentation containing false data or deceit, etc)
- Smuggled goods (goods not declared, excess goods, secreted goods, etc)
- Non-export of goods (export diversion, export substitution ,etc)
- Undeclared goods (surplus goods, manifested but not invoices goods, etc)
- Bribery and corruption (unauthorized release of goods, sale of data, etc)
- Substitution (on import, in transit, export, etc)
- Cross-border crime (remote border transits, organized criminal activity, etc)
- People smuggling (cross-border arrangements, etc)
- Arms smuggling (in-transit criminality, etc)
- Drug smuggling (in-transit criminality, etc)

### Possible Scenarios:

- Information received by Customs an importer must be defrauding the revenue because their competitors cannot match such low prices.
- Information received by Customs that certain goods are being entered for the Aqaba Special Economic Zone and being smuggled into Jordan
- Information received by a Customs officer that a certain importer travels to place of export on a regular basis and arranges false invoices
- Information received by Customs that drugs are being smuggled into Jordan in machinery
- Information from an informant that goods entered as in-transit but are being substituted and actual goods being diverted into Jordan consumption
- Information a certain exporter provides false invoices
- Information that certain trucks have false fuel tanks fitted
- Information passengers bringing drugs into Jordan through Queen Alia airport late at night or early in the morning when Customs staff levels at their minimum
- Information received on actual export prices from Vietnam

- Information received certain members of the public regularly visit ships in Aqaba
- Information received that goods are dropped off the back of certain commercial ships in Aqaba and small boats collect these goods after hours
- Information received drugs being imported in frozen fish
- Information received that goods misdescribed and undervalued
- Information that certain officers are corrupt

## 8 Policies and Procedures

### A Policy

The Jordan Customs Intelligence Information Referral Procedures provide detailed guidance on matters that **should** be referred to Jordan Customs Intelligence Unit for collation, analysis, dissemination and reporting.

### B The Structure

The Jordan Customs Intelligence Unit (JCIU) involves staff providing information collection, analysis and reporting services to clients and support of operational staff. Intelligence identifies targets and cases for audit, risk management, enforcement, and investigation attention. It also brings to the attention of senior management strategic risks identified through analysis and represents Jordan Customs at external forums and liaises with external police agencies, government partners, and business stakeholders.

The JCIU is located at Jordan Customs Headquarters, King Hussein Street (formerly Al-Salt Street, Downtown Amman). All correspondence can be addressed to P O Box 90, Amman 11118.

### C The Contacts

The Intelligence Unit can be contacted where information can be reported, assistance provided, or assessments and reports conducted. The contact officers are:

|   |                        |
|---|------------------------|
| Abdul-Menem Khlaifat, General Inspector | T: 962 6 4614149       |
| Tayseer Shboul, Manager, Intelligence   | T: 962 6 4647513       |
|   | Mob: 962 79 588 7688   |
|   | tshboul@customs.gov.jo |

At this stage, there are no regional intelligence staff, but any information can be provided to any Customs center or to Intelligence on-line via the following Customs centers:

|  |                   |
|--|-------------------|
| Al-Karama (Iraqi) Customs Center                 | Tel: (02) 6295288 |
| Al-Omari (Saudi Arabia) Customs Center           | Tel: (05) 3838051 |
| Amman Customs Center                             | Tel: (06) 4772181 |
| Airport (Queen Alia) Customs Center              | Tel: (06) 4452142 |
| Al-Hussein Bin Abdullah II Estate Customs Center | Fax: (03) 2356054 |
| Aqaba Customs Center                             | Tel: (03) 2012300 |

|   |                   |
|---|-------------------|
| Wadi Araba (Dead Sea) Customs Center              | Tel: (03) 2019721 |
| Wadi Yetem (Aqaba Border) Customs Center:         | Tel (03) 204 2200 |
| Al-Hasan Industrial Estate Customs Center (Irbid) | Tel (02) 295226   |
| Jaber (Syria) Customs Center                      | Tel (02) 6254028  |
| Customs Smuggling (Enforcement) Centre            | Tel (06) 5343109  |
| Customs Risk Management (Amman)                   | Tel: (06) 4619429 |

## **D Treatment of Informant Information**

When someone external to Jordan Customs wishes to provide information relating to alleged or suspected illegal activity, any Customs Center may be contacted. However, if the person wishes to speak directly to an Intelligence office, the contact is:

Tayseer Shboul, Manager, Intelligence T: 962 6 4647513, 962 79 588 7688 (mob)  
tshboul@customs.gov.jo

## **E Offences**

Offences are outlined in the Hashemite Kingdom of Jordan Law (No. 20) of the Year 1998 Customs Law, namely:

- Smuggling Offences:
  - Articles 203 and 204
- Violations:
  - Articles 197 to 202

## **F What Matters To Refer**

The JCIU is structured to identify illegal activity and subsequent risks to revenue and community safety, and develop targets for verification and treatment. These may be client initiated (as taskings) or may self-generated by intelligence analysts.

The following matters are to be referred to the JCIU, and should relate to the following:

Offences are outlined in the Hashemite Kingdom of Jordan Law (No. 20) of the Year 1998 Customs Law, namely:

- Smuggling Offences:
  - Articles 203 and 204
- Violations:
  - Articles 197 to 202
- Allegations relating to offences and violations
- Suspect activity relating to offences and violations

General examples of information and intelligence scope include:

- Non-existent entities

- False documentation (invoices, certificates, bills of lading, packing lists, etc)
- Mis-description, mis-classification and undervaluation (documentation containing false data or deceit, etc)
- Smuggled goods (goods not declared, excess goods, secreted goods, etc)
- Non-export of goods (export diversion, export substitution ,etc)
- Undeclared goods (surplus goods, manifested but not invoices goods, etc)
- Bribery and corruption (unauthorized release of goods, sale of data, etc)
- Substitution (on import, in transit, export, etc)
- Cross-border crime (remote border transits, organized criminal activity, etc)
- Arms smuggling (in-transit criminality, etc)
- Drug smuggling (in-transit criminality, etc)

#### General examples of scenarios:

- Information is received that goods are to be smuggled into Jordan. The goods may be described but the methods of importation may not. The information may or may not include names, companies, transport, etc.
- Information is received that goods are being smuggled into Jordan. The information may claim a Customs officer is involved and any enquires should be kept very secret as the informant is afraid the smuggler might discover who the informant is.
- Information is received that a trader in Amman is cheating on Customs duty because he is selling goods at such a cheap price that that other traders cannot compete. The information alleges the trader must be cheating in order to make a profit. The trader is also cheating sales tax and income tax.
- Information is received that a strange vehicle is seen regularly visiting ships in Aqaba harbor late at night. The information states that sometimes the visitor is seen taking a briefcase off the ship.
- Information is received that a small boat is sometimes seen on the 'wet side' (not the wharf side) of a ship late at night. The ship is often seen next the ship for long periods of time.
- Information is received a driver regularly travels into Jordan in an old vehicle with no baggage or luggage. Sometimes he is seen returning across the border the same day and sometimes the next day. The driver is young.
- Information is received that goods are being smuggled into Jordan in petrol trucks. The goods are wrapped in watertight plastic bags, weighed down with rocks and dropped into compartments containing gas, petrol and diesel.
- Information is received that goods are smuggled into Jordan in trucks declared as 'empty'. The driver shows documents he carried goods out of Jordan and claims to be coming back to collect another truck load of goods for export.

## **G Obtaining and Keeping Documents**

Where appropriate, any information or documentation (original or copy) that is obtained or collected must be referred to Intelligence for analysis and assessment.

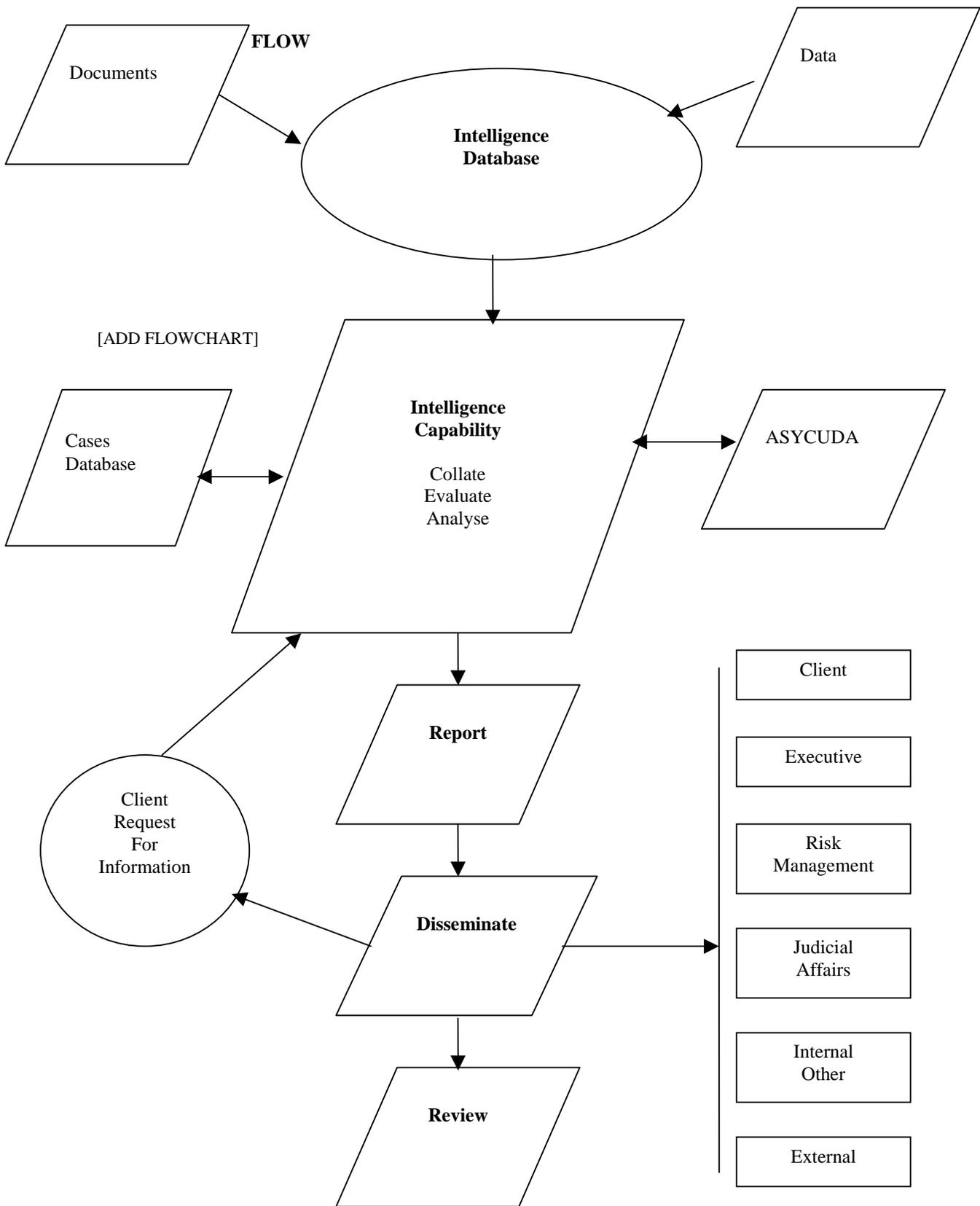
## **H How to Refer A Matter to Intelligence**

Matters are referred to Jordan Customs Intelligence Unit (JCIU) by:

- Completing an electronic form located within the Cases database system (see Annex 1)
- By manually completing a form/report and submitting it directly to Intelligence (see Annex 2)
- By manually completing a form/report and submitting it to any Jordan Customs officer who will submit it to JCIU (either manually or electronically) (See Annex 1 or 2)
- By referring a case directly to Intelligence for analysis and assessment (tasking) using the electronic form located within the Cases database system (see Annex 1)
- By contacting Intelligence by telephone and reporting the matter verbally

## **9 JCIU: Annex 1: Information Flowchart**

See Next page for graphical representation of model information flows to Jordan Customs Intelligence Unit.



[ADD FLOWCHART]

## Jordan Customs Intelligence Unit:

### Annex 2: Current On-Line Access: Cases Database

- 
- 
- The Judicial Affairs Cases Database currently provides on-line access to the following (for reporting of violations and smuggling cases):
- 

|  |                  |
|--|------------------|
| Intelligence Unit (Amman HQ):                      | Tel: (06)4647513 |
| •  |                  |
| Al-Karama (Iraqi) Customs Center:                  | Tel: (02)6295288 |
| Al-Omari (Saudi Arabia) Customs Center:            | Tel: (05)3838051 |
| Amman Customs Center:                              | Tel: (06)4772181 |
| Airport (Queen Alia) Customs Center:               | Tel: (06)4452142 |
| Al-Hussein Bin Abdullah II Estate Customs Center:  | Fax: (03)2356054 |
| Aqaba Customs Center:                              | Tel: (03)2012300 |
| Wadi Araba (Dead Sea) Customs Center:              | Tel: (03)2019721 |
| Wadi Yetem (Aqaba Border) Customs Center:          | Tel: (03)2042200 |
| Al-Hasan Industrial Estate Customs Center (Irbid): | Tel: (02)295226  |
| Jaber (Syria) Customs Center:                      | Tel: (02)6254028 |
| Customs Smuggling (Enforcement) Centre:            | Tel: (06)5343109 |
| Customs Risk Management (Amman):                   | Tel: (06)4619429 |

## **Jordan Customs Intelligence Unit: Annex 3: Potential On-Line Access: Cases Database**

**The Judicial Affairs Cases Database currently provides On-Line Access to:**

|  |                  |
|--|------------------|
| Intelligence Unit (Amman HQ):                      | Tel: (06)4647513 |
| Al-Karama (Iraqi) Customs Center:                  | Tel: (02)6295288 |
| Al-Omari (Saudi Arabia) Customs Center:            | Tel: (05)3838051 |
| Amman Customs Center:                              | Tel: (06)4772181 |
| Airport (Queen Alia) Customs Center:               | Tel: (06)4452142 |
| Al-Hussein Bin Abdullah II Estate Customs Center:  | Fax: (03)2356054 |
| Aqaba Customs Center:                              | Tel: (03)2012300 |
| Wadi Araba (Dead Sea) Customs Center:              | Tel: (03)2019721 |
| Wadi Yetem (Aqaba Border) Customs Center:          | Tel: (03)2042200 |
| Al-Hasan Industrial Estate Customs Center (Irbid): | Tel: (02)295226  |
| Jaber (Syria) Customs Center:                      | Tel: (02)6254028 |
| Customs Smuggling (Enforcement) Centre:            | Tel: (06)5343109 |
| Customs Risk Management (Amman):                   | Tel: (06)4619429 |

**The Judicial Affairs Cases Database has the potential to expand access provisions to the following:**

|   |                  |
|---|------------------|
| King Hussein Bridge (PNA - Allenby Bridge)                | Tel: (05)571361  |
| Prince Mohammad Bridge (PLA–Damier Bridge):               | Tel: (05)570006  |
| Al-Sheikh Hussein Bridge (Israel–Jordan Valley Crossing): | Tel: (02)291689  |
| Al-Mudawara (Saudi Arabia) Customs Center:                | Tel: (03)2130970 |
| Al-Ramtha (Syria Border) Customs Center:                  | Tel: (02)283007  |
| Zarka Customs Center:                                     | Tel: (09)982962  |
| The Capital Post (Amman) Customs Center:                  | Tel: (06)4630294 |
| Al-Quweira (Aqaba) Free Zone:                             | Tel: (03)2019960 |
| Al-Sheidieh (Karak-Tafilah) Free Zone:                    | Tel: (03)2133822 |
| Kerak Industrial Estate Customs Center:                   | Tel: (03)351063  |
| Queen Alia Airport (Passenger) Airport (Amman):           | Tel: (06)4452158 |
| Al-Mafraq Customs Center:                                 | Tel: (02)6231010 |

**It is recommended access provisions expanded**

## Action Plan

| Component  | Action  | Parties Involved   |
|--|---|--|
| Functional Establishment   | <ul style="list-style-type: none"> <li>- Identify and implement Intelligence Database                             <ul style="list-style-type: none"> <li>a: Clone Cases Database</li> <li>b: Adapt and expand Cases Database</li> <li>c: Design new database</li> <li>d: Agree on information capture fields and information required</li> </ul> </li> <li>- Agree and approve Intelligence 'Policies and Procedures'                             <ul style="list-style-type: none"> <li>a: Agree on draft guidelines</li> <li>b: Obtain approval from Border Management Committee and Customs executive</li> <li>c: Distribute to all Customs staff (awareness and marketing)</li> </ul> </li> <li>- Agree and accept Intelligence Business Plan</li> <li>- Agree on standard electronic and manual Information Report formats</li> <li>- Agree on functions of Intelligence Unit in relation to integrated approach with other current Customs areas of operation, including Enforcement, Risk Management, Judicial Affairs, etc</li> </ul> | <ul style="list-style-type: none"> <li>- Jordan Customs Intelligence Unit</li> <li>- Judicial Affairs Directorate</li> <li>- Border Management Committee</li> <li>- Customs Executive</li> <li>- Jordan Customs Planning Directorate</li> <li>- Consultants</li> </ul>   |
| Product Development:<br>Analyst Tools<br><br>Resources:<br>Skilling<br><br>Resources:<br>Equipment | <ul style="list-style-type: none"> <li>- Identify analyst tools to enhance ability to identify illegal activity (i2 databases, Analyst Notebook, Flow charter, Audit Command Language, data mining, data matching, etc)</li> <li>- Design and deliver analyst training and information management training</li> <li>- Design and deliver associated staff training packages (tactical, operational and strategic intelligence, ethics, integrity, surveillance, security, legal issues, access, disclosure, networking, MOUs, Service level Agreements, International Mutual Assistance Agreements)</li> <li>- Identify Office, equipment, computers, supplies, transport, databases, etc</li> <li>- Carry out impact assessment and evaluation plan for each phase.</li> </ul>   | <ul style="list-style-type: none"> <li>- Jordan Customs</li> <li>- Intelligence Unit</li> <li>- Consultants</li> </ul> <p>Jordan Customs:<br/>General Administrative Inspector, staff and relevant stakeholders<br/>Consultants</p> <ul style="list-style-type: none"> <li>- Jordan Customs</li> <li>- Intelligence Unit</li> <li>- Consultants</li> <li>- Intelligence Unit</li> <li>- Consultants</li> </ul> |

## Training & Staff Development Plan

To complement the capability, a draft program of training and staff development needs has been identified, outlined in the following schedule defining the way ahead.

| Task   | Target Audience                                      | Timeframe |
|--|--|-----------|
| Conduct Intelligence Training for Intelligence staff and Customs analysts  | Intelligence<br>Customs Analysts                     | Completed |
| Undertake a Customs Intelligence awareness workshop<br><br>Obtain 'Sign-Off' on Business Plan and 'Policies & Procedures'                                  | Customs Directors<br><br>Border Management Committee | ASAP      |
| Conduct skill/competency assessments for Intelligence staff and Customs analysts   | Intelligence Unit staff and Customs analysts         | ASAP      |
| Jordan Customs to agree an appropriate Intelligence Database, including access to Judicial Affairs Cases Database  | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to develop a marketing, promotion plan (subsequent to 'Sign-Off' by BMC) and design Awareness Programs                                   | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to Identify tools, equipment and systems required to enhance analytical capability   | Intelligence unit and Customs analysts               | ASAP      |
| Intelligence Unit to be trained in tools, equipment and systems  | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to deliver Intelligence Awareness sessions, including information reporting requirements to all Customs operational areas                | All Customs operational areas                        | ASAP      |
| Intelligence Unit to undertake information collation and analysis pilot to highlight functional ability, services and value                                | One Customs operational area to be identified        | ASAP      |
| Intelligence Unit to deliver awareness sessions to private enterprise agencies, including Customs brokers and importers                                    | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to deliver awareness sessions to government agencies, including General Intelligence, JISM, Agriculture, Trade, Health, Environment, etc | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to be trained in operational analysis and reports  | Intelligence Unit                                    | ASAP      |
| Jordan Customs staff to be trained in completion, input and referral of electronic and manual information reports  | Intelligence Unit                                    | Ongoing   |
| Intelligence Unit to be trained in strategic analysis and reports  | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to be trained in understanding Risk Management concepts and contribution to risk identification and assessments                          | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to be trained in ongoing analysis techniques to refine monitoring and targeting  | Intelligence Unit                                    | ASAP      |
| Intelligence Unit to be trained in Analyst Notebook analytical tools   | Intelligence Unit                                    | TBC       |

|   |                   |         |
|---|-------------------|---------|
| when software and programs available  | Customs Analysts  |         |
| Intelligence Unit to initiate a network of analysts to meet on a regular basis, issue Newsletters, exchange idea sand views and generally apply an integrated approach to information management                                  | Intelligence Unit | ASAP    |
| Intelligence Unit to be trained in understanding Knowledge Management principles, in particular the critical importance of learning organizations to maximize use of information and data (to assist executive decision makers    | Intelligence Unit | Ongoing |
| Intelligence Unit to train and educate Jordan Customs staff in analysis and information management (train-the-trainer principles)   | Intelligence Unit | Ongoing |
| Intelligence Unit to conduct a Customs Border or Control Center Pilot to initiate information management, analysis, targeting and reporting models and strategies to highlight Intelligence capabilities and stakeholder benefits | Intelligence Unit | Ongoing |
| Intelligence Unit to conduct a Customs Border or Control Center Pilot to initiate information management, analysis, targeting and reporting models and strategies to highlight Intelligence capabilities and stakeholder benefits | Intelligence Unit | Ongoing |
| Intelligence Unit to be trained in development of a Request For Information (RFI) system allowing clients to request Intelligence services  | Intelligence Unit | ASAP    |
| Intelligence Unit to be trained in evaluation and feedback mechanisms to identify weaknesses and scope for improvement  | Intelligence Unit | ASAP    |
| Intelligence Unit to be trained in delivery of a range of visitation programs to make clients and stakeholders aware of information referral principles and ability to deliver services   | Intelligence Unit | ASAP    |



|                       |                       |                       |                  |
|-----------------------|-----------------------|-----------------------|------------------|
| <b>Communications</b> | <i>Icon</i>           |                       |                  |
|                       | <i>Number/Address</i> |                       |                  |
|                       | Comms Type            |                       |                  |
|                       | Service Provider      |                       |                  |
|                       | Silent Number?        |                       |                  |
|                       | CCR/RCCR?             |                       |                  |
|                       | Connection date       |                       |                  |
|                       | Disconnect Date       |                       |                  |
|                       | Notes                 |                       |                  |
|                       | Create Date           |                       |                  |
|                       | Create User           |                       |                  |
|                       | Last Update Date      |                       |                  |
|                       | Last Update User      |                       |                  |
| <b>Correspondence</b> | <i>Type</i>           | Reconciliation        | Recorded in Case |
|                       |                       | Contract              |                  |
|                       |                       | Reconciliation Date   | Recorded in Case |
|                       |                       | Transfer Date         | Recorded in Case |
|                       |                       | Court Letter          | Recorded in Case |
|                       |                       | Court Letter Number   | Recorded in Case |
|                       |                       | Court Letter Date     | Recorded in Case |
|                       |                       | Court Decision        | Recorded in Case |
|                       |                       | Court Decision No     | Recorded in Case |
|                       |                       | Court Decision Date   | Recorded in Case |
|                       |                       | Customs Fines JD      | Recorded in Case |
|                       |                       | Incentives/Fines JD   | Recorded in Case |
|                       |                       | Stamps                | Recorded in Case |
|                       |                       | Total                 | Recorded in Case |
|                       |                       | Cleared By            | Recorded in Case |
|                       |                       | Customs Case No       | Recorded in Case |
|                       |                       | Customs Place         | Recorded in Case |
|                       |                       | Luggage Manifest No   | Recorded in Case |
|                       |                       | Sold Re Auction List  | Recorded in Case |
|                       |                       | Auction Sold Number   | Recorded in Case |
|                       |                       | Auction Sold Date     | Recorded in Case |
|                       |                       | Forwarding Company    | Recorded in Case |
|                       |                       | Code                  | Recorded in Case |
|                       |                       | Cash Receipt Number   | Recorded in Case |
|                       |                       | Cash Receipt Date     | Recorded in Case |
|                       |                       | Bank Guarantee No     | Recorded in Case |
|                       |                       | Bank Guarantee Date   | Recorded in Case |
|                       |                       | Installm't Agreement  | Recorded in Case |
|                       |                       | Installm't Average JD | Recorded in Case |
|                       |                       | Installm't Monthly JD | Recorded in Case |
|                       |                       | Installment History   | Recorded in Case |
|                       |                       | Confiscation Mani No  | Recorded in Case |
|                       |                       | Confiscation Ma Date  | Recorded in Case |
|                       |                       | Confiscated By        | Recorded in Case |
|                       |                       | Type of Fraud         | Recorded in Case |
|                       |                       | Means Hiding Goods    | Recorded in Case |
|                       |                       | Means of Detection    | CONFIDENTIAL     |
|                       | Department Use        |                       |                  |
|                       | Depart't Registration |                       |                  |
|                       | Department Audit JD   |                       |                  |
|                       | Reimbursement         |                       |                  |
|                       | Confiscation Staff    |                       |                  |
|                       | Notes and Remarks     |                       |                  |
|                       | Case Contents         |                       |                  |
|                       | Transfer              |                       |                  |

|                          |                          |                    |                    |
|--------------------------|--------------------------|--------------------|--------------------|
|                          |                          | Case Letter Number |                    |
|                          |                          | Case Letter Date   |                    |
|                          | <i>Where Sent</i>        |                    |                    |
|                          | Date Sent                |                    |                    |
|                          | Notes/Result             | How Case Settled   | Recorded in Case   |
|                          | Create Date              |                    |                    |
|                          | Create User              |                    |                    |
|                          | Last Update Date         |                    |                    |
|                          | Last Update User         |                    |                    |
| <b>Document</b>          | <i>Document Title</i>    |                    | Document Evidence  |
|                          | <i>Document Type</i>     |                    |                    |
|                          | <i>Document Number</i>   |                    |                    |
|                          | Document Text            |                    |                    |
|                          | Date of Document         |                    |                    |
|                          | Document Image           |                    |                    |
|                          | Notes                    |                    |                    |
|                          | <i>Icon</i>              |                    |                    |
|                          | Create Date              |                    |                    |
|                          | Create User              |                    |                    |
|                          | Last Update Date         |                    |                    |
|                          | Last Update User         |                    |                    |
| <b>Event</b>             | <i>Title</i>             |                    |                    |
|                          | Details                  |                    |                    |
|                          | Start Time               |                    |                    |
|                          | Start Date               |                    |                    |
|                          | End Time                 |                    |                    |
|                          | End Date                 |                    |                    |
|                          | Source                   |                    |                    |
|                          | Notes                    |                    |                    |
|                          | Create Date              |                    |                    |
|                          | Create User              |                    |                    |
| <b>Info Registration</b> | <i>IB Number</i>         |                    | Equates to Case No |
|                          | <i>Date Info Rec'd</i>   |                    |                    |
|                          | Fraud Allegation?        |                    |                    |
|                          | <i>File Type</i>         |                    |                    |
|                          | <i>File Title</i>        |                    |                    |
|                          | Sending Person           |                    |                    |
|                          | Sending Origination      | Customs Center     |                    |
|                          |                          | Customs Center No  |                    |
|                          | <i>Source Org Codes</i>  |                    |                    |
|                          | Sending Section          |                    |                    |
|                          | Sender Contact No        |                    |                    |
|                          | Attachments              |                    |                    |
|                          | <i>FI Operation Name</i> |                    |                    |
|                          | Excise Op name           |                    |                    |
|                          | Case Rego Number         | Case Number        |                    |
|                          | Document Image           |                    |                    |
|                          | Source Status Code       |                    |                    |
|                          | Info Status Code         |                    |                    |
|                          | Old Doc No/Folio         |                    |                    |
|                          | Input Date               | Date Sent          |                    |
|                          | Created By               |                    |                    |
|                          | Last Updated By          |                    |                    |
| <b>Movements</b>         | <i>Received From</i>     |                    |                    |
|                          | <i>Sent To</i>           |                    |                    |
|                          | Comment                  |                    |                    |
|                          | Date                     |                    |                    |
|                          | FI Case Number           | Case Number        |                    |

|                           |                  |                          |                 |
|---------------------------|------------------|--------------------------|-----------------|
|                           |                  | Create Date              |                 |
|                           |                  | Create User              |                 |
|                           |                  | Last Update Date         |                 |
|                           |                  | Last Update User         |                 |
| <b>Organization</b>       |                  | <i>Business Name</i>     |                 |
|                           |                  | Trading As               |                 |
|                           |                  | Business Type            |                 |
|                           |                  | TFN                      |                 |
|                           |                  | TFN Rego Date            |                 |
|                           |                  | ABN                      |                 |
|                           |                  | ABN Rego Date            |                 |
|                           |                  | ACN                      |                 |
|                           |                  | ACN Rego Date            |                 |
|                           |                  | GST Registered?          |                 |
|                           |                  | GST Rego Date            |                 |
|                           |                  | Excise License?          |                 |
|                           |                  | Nature of Business       |                 |
|                           |                  | Notes                    |                 |
|                           |                  | <i>Icon</i>              |                 |
|                           |                  | Create Date              |                 |
|                           |                  | Create User              |                 |
|                           |                  | Last Update Date         |                 |
|                           |                  | Last Update User         |                 |
| <b>Other Entity/Asset</b> |                  | <i>Entity/Asset Type</i> |                 |
|                           |                  | Value                    |                 |
|                           |                  | Acquisition Date         |                 |
|                           |                  | Disposal Date            |                 |
|                           |                  | Notes                    |                 |
|                           |                  | Create Date              |                 |
|                           |                  | Create User              |                 |
|                           |                  | Last Update Date         |                 |
|                           |                  | Last Update User         |                 |
| <b>Other Number</b>       | <b>Reference</b> | <i>Reference Number</i>  |                 |
|                           |                  | Expiry Date              |                 |
|                           |                  | Reference Type           |                 |
|                           |                  | State                    |                 |
|                           |                  | Country                  |                 |
|                           |                  | Institution              |                 |
|                           |                  | Branch                   |                 |
|                           |                  | Notes                    |                 |
|                           |                  | Create Date              |                 |
|                           |                  | Create User              |                 |
|                           |                  | Last Update Date         |                 |
|                           |                  | Last Update User         |                 |
| <b>Person</b>             |                  | <i>Icon</i>              |                 |
|                           |                  | Title                    |                 |
|                           |                  | <i>Surname</i>           | Name            |
|                           |                  | First Name               | Name            |
|                           |                  | Second Name              | Name            |
|                           |                  | Other Name               | Name            |
|                           |                  | Alias                    | Name            |
|                           |                  | Sex                      |                 |
|                           |                  | DOB                      |                 |
|                           |                  | Create User              |                 |
|                           |                  |                          | National Number |
|                           |                  | TFN                      | Tax Number      |
|                           |                  | Last Update User         |                 |

|                |                   |                     |                  |
|----------------|-------------------|---------------------|------------------|
|                | TFN Rego Date     |                     |                  |
|                | ABN               |                     |                  |
|                | ABN Rego Date     |                     |                  |
|                | ACN               |                     |                  |
|                | ACN Rego Date     |                     |                  |
|                | GST Registered?   |                     |                  |
|                | GST Rego Date     |                     |                  |
|                | Excise License?   |                     |                  |
|                | Nationality       | Passport Number     |                  |
|                |                   | Place Issued        |                  |
|                | Country of Birth  |                     |                  |
|                | Date of Arrival   |                     |                  |
|                | Occupation        |                     |                  |
|                | Govt Employee?    |                     |                  |
|                | Criminal History? |                     |                  |
|                | Firearms?         |                     |                  |
|                | Photograph        |                     |                  |
|                | Description       |                     |                  |
|                | Primary Activity  |                     |                  |
|                | Notes             |                     |                  |
|                | Create Date       |                     |                  |
|                | Create User       |                     |                  |
|                | Last Update Date  |                     |                  |
|                | Last Update User  |                     |                  |
| <b>Vehicle</b> | <i>Icon</i>       |                     |                  |
|                | Registered Number | Means of Transport  | Recorded in Case |
|                | State             | Vehicle Number      |                  |
|                | Make              | Vehicle Nationality |                  |
|                | Model             |                     |                  |
|                | Year              |                     |                  |
|                | Type              | Vehicle Type        |                  |
|                | Vehicle Style     |                     |                  |
|                | Color             |                     |                  |
|                | Expiry Date       |                     |                  |
|                | Label Number      |                     |                  |
|                | Hired From        |                     |                  |
|                | Acquisition Date  |                     |                  |
|                | Disposal Date     |                     |                  |
|                | Engine Number     |                     |                  |
|                | Chassis Number    |                     |                  |
|                | VIN Number        |                     |                  |
|                | Tare              |                     |                  |
|                | Gross             |                     |                  |
|                | Capacity          |                     |                  |
|                | Notes             |                     |                  |
|                | Create Date       |                     |                  |
|                | Create User       |                     |                  |
|                | Last Update Date  |                     |                  |
|                | Last Update User  |                     |                  |

**Annex 6: Judicial Affairs Cases Database Feasibility**

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**BUSINESS CASE**

**Project Name:**            **Intelligence Database:  
Feasibility of Adaptation  
of the Cases Database**

**Date Issued**            **6<sup>th</sup> October 2003**

**Author:**                **Michael Krstic  
Consultant**

For assistance in completing this document please call Michael Krstic on 550 3050/1 Ext 168

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[The following documents should be read in conjunction with this Business Case:](#)

- **Ministry of Finance: Customs Department: Strategic Plan 2001 - 2003**
- **Intelligence 2003: Intelligence Plan: Jordan**
- **Development of an Intelligence Capability: Program Scope Definition 2002**
- **AMIR Development & Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs Final Report September 2002**
- **Kyoto Convention, General Annex Guidelines, Chapter 6**
- **AMIR Final Report Baseline Efficiency Study of Jordanian Customs 1998 (Bert Cunningham)**

## Document Sign-off

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## Document Control

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| 9       |                |                 | Final Deliverable      |

## Distribution List

| Name                          | Role                              | Date Distributed |
|-------------------------------|-----------------------------------|------------------|
| Abdul-Menem Mohammad Khlaifat | General Inspector                 |                  |
| Marwan Gharaibeh              | Director, Planning & Organization |                  |
| Sahel Ghazzawi                | Director, Risk Management         |                  |
| Salah Maghaireh               | Director, Judicial Affairs/Cases  |                  |
| Tayseer Shboul                | Manager, Intelligence             |                  |
|                               |                                   |                  |
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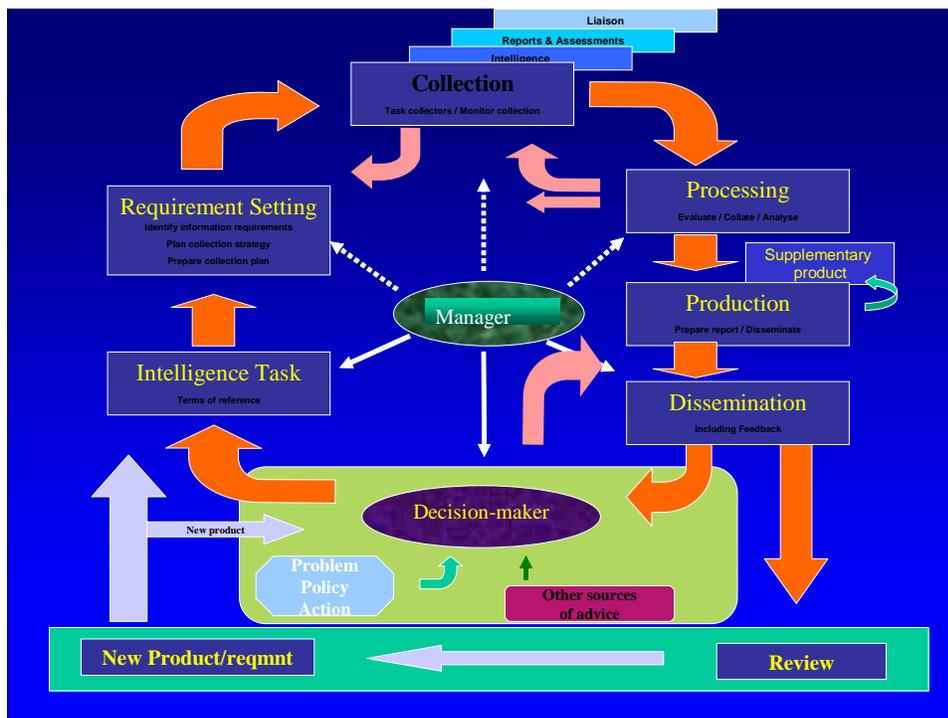
PROJECT SUMMARY

*Intelligence provides the **foundation** for core information management and analysis functions, including internal and external environmental threat issues and impacts*

Intelligence analysis is the ability to plan, collect, evaluate, collate, analyse, report, disseminate and review taskings and self-generated workloads. It transforms information to intelligence. It uses historical and current data to reactively and pro-actively create reports, assessments and profiles that allow Jordan Customs to assess threats and predict future risks and behaviour from previous historical and future behaviour. The insight and intelligence generated is used to:

- Target operational risk entities
- Provide strategic threat assessments and reports
- Provide decision makers with data and information, as tasked or self-generated
- Create networks and liaisons to develop information sharing and exchange
- Provide tactical analysis support to operational resources as required
- Represent Jordan Customs on information management forums and the like

The diagram below illustrates how Intelligence is at the heart of effective Customs information and data management:



The Intelligence Unit of Jordan Customs was initially established in late 2002, headed up by the General Administrative Inspector, Abdul-Munim Khuleifat. Mr. Tayseer Shboul was appointed Manager.

To successfully implement the function, it is of paramount importance to expeditiously introduce a broad intelligence database allowing for the collation, storage, dissemination and analysis of information. Source material would include Information Reports, Case Referrals and Violation Reports.

Preliminary assessment of suitable systems available for immediate use identified the Cases Database as the most preferred option at this stage. Managed by the Cases Directorate, it is the responsibility of the Director Judicial Affairs, Sahah Al-Maghaireh (Director of Judicial Affairs).

The Cases Database currently includes all Violation Reports and Case Referrals

These are input under separate fields and are distinguished through definitions describe in the Hashemite Kingdom of Jordan Law (No. 20) of the year 1998 Customs Law

## **2: Smuggling: Articles 203/203 of the Law:**

**Article 203:** Smuggling is the act of bringing goods into the Kingdom or taking them out therefrom illegally and without payment of all or part of the customs duties and other fees and taxes due, or in violation of the prohibition and restriction provisions of this Law or other laws and regulations. The provisions of this Article shall not apply to Article (197) of this Law.

**Article 204:** The following shall amount to smuggling:

- A** Failure to present goods upon entry at the nearest customs house.
- B** Failure to use the routes designated for entry or exit of goods.
- c** Loading and unloading goods to and from ships, inconsistently with regulations, on coasts with no customs houses, or within the maritime customs territory
- d** Unloading or loading goods to and from the planes illegally, outside official airports, or jettisoning goods during flight, without prejudice to provisions of Article (53) of this Law.
- e** Failure to declare at entry or exit incoming or outgoing goods which are not listed in the manifest, including passengers belongings, without prejudice to the provisions of Article (197) of this Law.
- F** By-passing customs houses at entry or exit without declaring goods.
- g** The discovery of undeclared goods tucked with the intent of concealment in hideouts, holes, or places at the customs house which are not usually intended for such goods.
- h** Overages, shortages or replacements in the parcels or contents thereof if discovered after the goods have passed the entry point, and in the case of goods admitted under the suspended duties status provided for in title six of this Law. This provision shall apply also to goods which are smuggled into the Kingdom, or brought into the Kingdom without due customs formalities, and in which case the carrier shall be held liable.
- I** Failure to submit the evidence required by the Department for discharging declarations of goods which are admitted under the suspended duties status provided for in Title Six of this Law.
- j** Taking goods from free zones, storehouses or warehouses and into the customs territory without going through the customs formalities.
- K** Submitting false documents with the intent of importing or exporting ascertained prohibited goods, prohibited goods or restricted goods or with the intent of distorting the value of imported goods so as to exceed the monetary quotas provided for by the laws in effect.
- I** Submitting false, forged, or fabricated documents or invoices, or putting false marks on goods with the intent of evading all or part of customs duties or other fees and taxes, or evading the prohibition or restriction provisions of (Article 198/A/2) of this Law .
- m** The transport or possession of ascertained prohibited goods, or prohibited goods, or restricted goods without presenting evidence that the goods are legally imported.
- N** The transport or possession of goods subject to the customs territory judicial police without a legal document.
- O** Failure for any reason to re-import goods whose exportation is prohibited or goods which are exported temporarily.
- P** Loading or unloading goods to and from trains inconsistently with regulations, in places with no customs houses, or within the customs territory.

### **3 Violations: Articles 197 to 202 of the Law:**

**Article 197:** A customs fine not exceeding the amount of fees shall be imposed on the following:

- A Goods, other than ascertained prohibited goods, which are imported or exported through smuggling, and whose value does not exceed 100 JDs.
- B Items and objects for personal use, and travelers personal effects, and gifts carried therewith, whose value does not exceed 500 JDs and which are not declared at the customs house upon entry or exit, and are not exempt from customs duties. In the former two cases, a part or all of the seized goods may be returned, without prejudice to the provisions in effect.

**Article 198:** A Except for cases amounting to smuggling and which are covered by Article (204) of this Law, a fine not exceeding half the amount of duties and taxes due shall be imposed on the following:

- 1 Unjustified shortages against what is listed in the maritime cargo manifest, or the equivalent document thereof.
- 2 A manifest in which the actual values does not exceed 10% of the declared value of the goods, or 10% of the weight, quantities, or size thereof, provided the goods are not prohibited goods.

**Article 198:** B Except for cases amounting to smuggling and which are covered by Article (204) of this Law, a fine not exceeding twice the amount of the duties or half the value of goods, whichever is less, shall be imposed upon the following offences:

- 1 A declaration intended to affect without a valid basis, eligibility for drawback, or a settlement of the accounts of goods admitted under a temporary admission status, or manufacturing and re-export status, if the value of the duty on such goods does not exceed 500JDs.
- 2 Unjustified overages against what is listed in the cargo manifest or the document equivalent thereto. Parcels found in overage and which carry signs and numbers identical to those on other parcels shall be considered subject to higher fees or to prohibition.
- 3 Unjustified shortages against what is listed in the land or air cargo manifest or the document equivalent thereto, whether the shortage is in the number of parcels, in the contents thereof, or in the quantities of knocked goods.
- 4 The use of items subject to exemption or reduced tariff in or for other than the purpose of import, or the illegal exchange, sale or disposal of such items without the Department's approval and without submitting the documents.
- 5 The sale of goods which are admitted under a suspended duty status, or their use outside permitted areas or for other than the purpose of import or in other than their intended function, or the illegal exchange or disposal of such goods, before notifying the Department and submitting the required document.
- 6 Obtaining drawbacks in a value exceeding 500JDs without a valid basis.

**Article 199:** Except for cases amounting to smuggling, and which are provided for in Article (204) of this Law, the following offenses shall be subject to a fine not less than 50 JDs and not more than 500 JDs:-

- A Submitting an export declaration which leads invalidly to evading export licensing or currency repatriation requirements.
- B Submitting a declaration which is invalidly intended to affect eligibility for drawbacks, or a settlement of the accounts of goods admitted under a temporary admission status, or manufacturing and re-export status, if the value of the duty on such goods does not exceed 500JDs.
- C Transporting passengers or goods within the Kingdom by means of

- vehicles admitted under a suspended duties status in violation of the provisions of Laws and regulations.
- D Taking a route other than the designated transit route or re-exporting goods without the Department's approval .
- E Removing the lead, buttons or the customs seals from goods consigned by transit or prepared for re-export.
- F Submitting late after the expiry of the delay period, the documents required for the discharge and settlement of transit declarations or undertakings regarding temporary admission, or admission for internal manufacturing under a suspended duties status or re-export.
- G Violating any of the terms and provisions of this Law and its pursuant regulations which are applicable to transit, internal manufacturing, temporary admission or re-export.
- H Violating the provisions of private and public warehouses, in which case the due fine shall be fall upon the warehouse owners or investors.
- I Possession by the person concerned of more than one cargo manifest or the document equivalent thereto.
- J Possession or transport of goods which are subject to the customs territory's judicial police, illegally or in a manner which is inconsistent with the contents of the transport permit.
- K Ferrying by ships with loads of less than 200 freight tons, within the maritime customs territory, of restricted or prohibited goods, or goods subject to exorbitant duties, or ascertained prohibited goods, whether or not such goods are listed in the manifest, or a change of course by such ships in other than cases of maritime emergency or force majeure.
- L Anchoring ships, or landing planes, or parking other means of transport in other than the designated sites authorized by the Department.
- M The departure of ships, planes or other means of transport from the harbor or the customs premise without the Department's authorization.
- N Anchoring ships of any load and landing planes at other than set harbors and airports, whether in ordinary or in emergency situations, without informing the nearest customs house about this.
- O Transferring goods from one means of transport to another, or re-exporting goods without a declaration or due authorization.
- P Loading and unloading ships, trucks, cars or other means of transport, or withdrawing goods without the Department's authorization, or in the absence of the Department officials, or in other than the specified hours, or in violation of the terms set by the Department and unloading goods at other than set places.
- Q Obstructing the duties of Department officials and their right to search, verification and inspection, and failing to stop upon the Department's officials request. The fine in such a case shall be imposed on all accomplices in the offense.
- R Failure to maintain records, official papers, and documents and like items for the period prescribed in Article (183) of this Law or failure to submit such records and documents.
- S Non-compliance by customs clearance agents with customs regulations which specify their duties. Such an offense shall also be subject to the disciplinary penalties in accordance with the provisions of Article (168) of this Law.
- T Confirmed shortages in goods placed in stores, if the goods are delivered in an apparently sound condition.
- U Goods which escape seizure whose value, quantity or class cannot be determined, without prejudice to prosecution on smuggling charges.
- V Obtaining a drawback in an amount not exceeding 500 JDs without a valid basis legal basis.

- Article 200:** Except for cases amounting to smuggling, the following offences shall be subject to a fine of between 25 - 100 JDs:
- A Declarations which are inconsistent with the documents enclosed therewith, in which case the fine shall be levied from the declarant.
  - B Listing as one parcel in the manifest or the document equivalent thereto, closed parcels which are aggregated in any way, however, without prejudice to Article (60) of this Law with regards to containers, crates and trailers
  - C Failing to present upon entry or exit the cargo manifest, or the document equivalent thereto or the other documents mentioned in Article (43) of this Law, or presenting such documents after the lapse of the period set in same Article.
  - D The unavailability of a cargo manifest, or the availability of a manifest which is inconsistent with actual cargo.
  - E Failing to have the manifest endorsed by customs authorities at the place of shipment, where this is required according to the provisions of this Law.
  - F Omitting items which must be listed in the manifest or the document equivalent thereto.
  - G Importation by mail of closed parcels or boxes which are not duly labeled, in violation of the provisions of Arab and International postal agreements and internal legal provisions in force.
  - H Attempts to benefit from drawbacks without a valid basis.
  - I Any other violation of the provisions of this Law and its implementing regulations, decisions and instructions.

**Article 201:** Goods consigned on a transit basis to the exit office or the internal office of the destination and which are presented late after the expiry of the periods set in the manifest shall be subject to a fine between 5-10 JDs for each day of delay, which fine, however, may not exceed half the value of the goods.

**Article 202:** Goods which are entered under temporary admission or for re-manufacturing and which are returned late after the expiry of the period set in the declaration shall be subject to a fine between 1-10 JDs, or 5-10 JD's in the case of cars, for each week of delay or any part thereof, which fine, however may not exceed half the value of the goods.

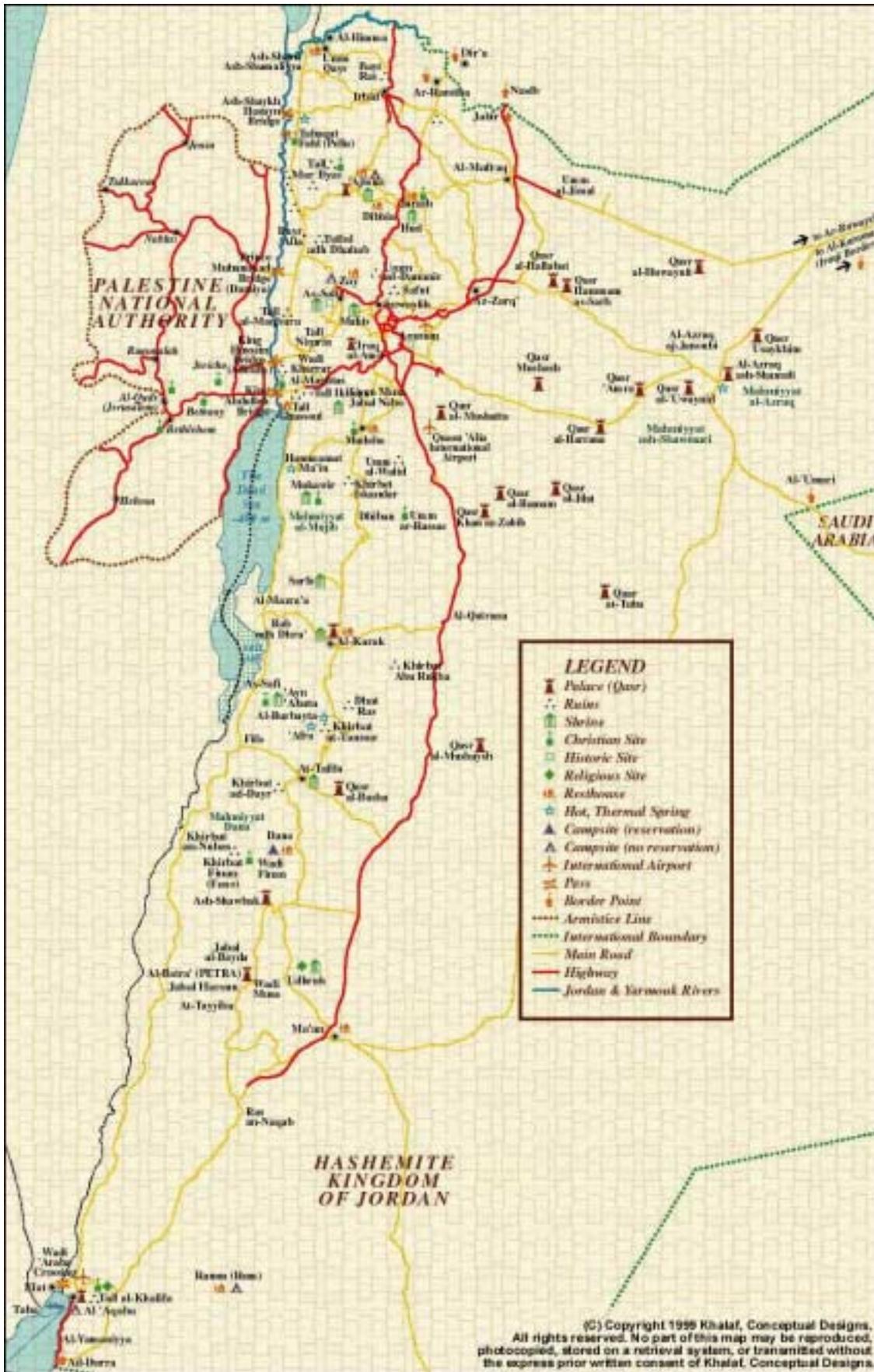
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#### **4 [Current Cases Database access \(see Pages 11/12\):](#)**

Cases Directorate staff  
 Risk Management staff  
 Enforcement staff  
 Karama Border Customs (Iraqi border)  
 Omari Border Customs (Saudi Arabian border)  
 Amman Customs House  
 Queen Alia Airport Customs (passengers only)  
 Queen Alia Airport Air Cargo (cargo only)  
 Hussein Industrial II Bin Al Abdalla King estate  
 Aqaba National Customs  
 Customs Border Wadi Araba Crossing (Dead Sea)  
 Wadi Yutm-Al Customs (Aqaba)  
 El-Hassan Industrial Estate (Irbid)  
 Customs Border Jaber (Syrian border)

## **5 Customs Centers: Access Consideration:**

Intelligence Unit staff  
King Hussein Bridge (Allenby Bridge – Israel border - cargo and passengers)  
Prince Mohammad Bridge (Damier Bridge – Israel border – cargo)  
Sheikh Hussein Bridge (Jordan Valley Crossing Point – Israel border)  
Mudawara Border Customs (Saudi Arabian border)  
Ramtha Border Customs (Syrian border – passengers only)  
Zarqa Industrial Estate Customs  
The Capital Post Customs  
Quwaira Free Zone  
Shediya Free Zone (chemicals, cement, etc)  
Karak Industrial Estate  
Adhlil Customs/‘Qa Khanna Customs (Qualifying Industrial Zone)  
Mafraq Customs  
ASEZA Customs (Memoranda of Understanding consideration)





## 6 Potential Jordan Customs Intelligence Data:

Consideration to expand and utilize the Cases Database for Intelligence purposes. The Cases and Violations database would need to be expanded to accommodate Information Reports:

These Information Reports would cover suspicious, anomalous, significant, irregular and strategic, operational and tactical information of relevance to threat identification and future targeting.

### Examples would include:

Allegations of illegal activity (information received an entity is smuggling or abusing the law)  
 Identification of false documents (location of documents obviously changed)  
 Receipt of anonymous information relating to illegal activity  
 Identification of false records (e.g. double sets of invoices for the same goods)  
 Identification of false identity documentation (notification of false passports, false identification cards, etc)  
 Discovery of invoices carried by passengers through airports  
 False or misleading statements (documents produced or lack of truth in interview)  
 Entities quoting false business registration data and documents  
 Discovery of hidden compartments in cargo containers  
 Discovery of false bottom suitcases or briefcases  
 Discovery of false compartments on transport (false fuel tanks on trucks, etc)  
 Information reports on substitution (high value good substituted for low)  
 Suspicious activity by individuals at strange places at strange times (e.g. a vehicle leaving a ship at Aqaba in the early hours of the morning)  
 Police information, General Intelligence information  
 Other government agency information (JISM, Agriculture, Trade, etc)  
 Revenue and Sales Tax information  
 International Customs information (from liaisons, Internet, International Cooperation, etc)  
 Information from the World Customs Organization  
 Information from informants  
 Staff knowledge (tacit and explicit knowledge)  
 Data from previous fraud, violation and smuggling matters  
 Regional information, including neighboring country partners

## 7 Jordan Customs Intelligence Benefits to Jordan:

**The scope** of the project includes key elements of strategy, people, process and technology required to establish the Intelligence Unit:

Indicative **benefits** for the Project include:

- Reduced revenue leakage through targeting and deterrence strategies
- Increased prohibited goods detections
- Better quality and more reliable data for decision making
- Increased trade facilitation due to better risk rating and targeting
- More streamlined business processes
- Less delay and impediment to clearance and process systems
- Increased customer and client satisfaction
- Reduced business costs
- Greater staff satisfaction
- Greater international reputation for professionalism

## 8 Jordan Intelligence & the Intelligence Database: Key Risks & Challenges

The key risks and challenges associated with the project, together with high level mitigation strategies, are set out below:

| Risk/Challenge  | Potential Impacts  | Mitigation strategy  |
|---|--|--|
| Expansion of Cases Database to full intelligence database | Source data<br>Ineffectiveness<br>Slow down the program<br>Staff dissatisfaction | <ul style="list-style-type: none"> <li>▪ Develop own database</li> <li>▪ Develop Excel Spreadsheet as temporary solution</li> <li>▪ Migrate Australian database</li> </ul> |

| Risk/Challenge                   | Potential Impacts   | Mitigation strategy   |
|----------------------------------|---|---|
| Field label comparative analysis | Shortfall identification<br>Cannot develop coding in short period of time<br>Translation barriers<br>IT expertise unavailable | <ul style="list-style-type: none"> <li>▪ Negotiate with Jordan Customs IT</li> <li>▪ Negotiate with AMIR Consultants</li> </ul> |

| Risk/Challenge        | Potential Impacts   | Mitigation strategy  |
|-----------------------|---|--|
| System responsibility | Cases Directorate cannot resource<br>IT Directorate priorities cannot accommodate<br>Capacity limitations | <ul style="list-style-type: none"> <li>▪ Negotiate with Jordan Customs</li> <li>▪ Negotiate with Directors</li> <li>▪ Negotiate with IT</li> </ul> |

| Risk/Challenge | Potential Impacts   | Mitigation strategy  |
|----------------|---|--|
| Accessibility  | Need to Know basis<br>Everybody will want access<br>Legal/Privacy issues<br>Access overload | <ul style="list-style-type: none"> <li>▪ Negotiate with Jordan Customs</li> <li>▪ Negotiate with IT</li> </ul> |

| Risk/Challenge      | Potential Impacts                            | Mitigation strategy  |
|---------------------|--|--|
| System audit trails | System abuse<br>Illegal access<br>Corruption | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with IT</li> </ul> |

| Risk/Challenge                           | Potential Impacts  | Mitigation strategy   |
|--|--|---|
| Front End Build or Expand Current System | System capacity<br>System build<br>Simplest solution<br>Reporting requirements<br>Client Compatability | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with IT</li> <li>▪ Discuss with Director, Judicial Affairs</li> </ul> |

| Risk/Challenge          | Potential Impacts   | Mitigation strategy  |
|-------------------------|---|--|
| Input data requirements | ID number sequence<br>New fields<br>Synchronisation of data | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with IT</li> </ul> |

| Risk/Challenge         | Potential Impacts                           | Mitigation strategy  |
|------------------------|---|--|
| Reporting requirements | System capability<br>Statistics and reports | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with IT</li> </ul> |

| Risk/Challenge                         | Potential Impacts   | Mitigation strategy   |
|--|---|---|
| Risk Management and Intelligence roles | Data input<br>Data analysis<br>Integrated approach<br>Information sharing | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with Director, Risk Management</li> <li>▪ Discuss with General Inspector, Intelligence</li> </ul> |

| Risk/Challenge                          | Potential Impacts  | Mitigation strategy   |
|---|--|---|
| Access to stakeholders data and systems | Data access internal<br>Data access external<br>On-line access potential<br>Manual reports submitted | <ul style="list-style-type: none"> <li>▪ Identify clients and relevant databases</li> <li>▪ Consider Service Level Agreements (Internal)</li> <li>▪ Consider Memoranda of Understanding (external)</li> </ul> |

| Risk/Challenge                               | Potential Impacts   | Mitigation strategy   |
|--|---|---|
| Information transfer policies and procedures | Agreed forms<br>Agreed policies<br>Agreed procedures<br>Electronic options<br>Marketing and promotion | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with General Inspector, Intelligence</li> <li>▪ Discuss with Manager, Intelligence</li> </ul> |

| Risk/Challenge   | Potential Impacts  | Mitigation strategy   |
|------------------|--|---|
| Report Proformas | Electronic input<br>Access issues<br>Manual options<br>Lack of commitment to input | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with Director, Risk Management</li> <li>▪ Discuss with General Inspector, Intelligence</li> </ul> |

| Risk/Challenge                           | Potential Impacts  | Mitigation strategy   |
|--|--|---|
| Comprehensive Jordan coverage and access | Areas not covered<br>Regional resistance<br>Data integrity<br>Information sharing<br>Lack of commitment by staff | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with Director, Risk Management</li> <li>▪ Discuss with General Inspector, Intelligence</li> </ul> |

| Risk/Challenge  | Potential Impacts  | Mitigation strategy   |
|---|--|---|
| Intelligence Database Integrated Approach and Promotion | Jordan Customs to promote and reinforce Marketing Plan<br>Regional client service<br>Information sharing | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Arrange sign-off by relevant parties</li> <li>▪ Discuss with General Inspector, Intelligence</li> <li>▪ Develop Marketing &amp; promotion Plan</li> </ul> |

| Risk/Challenge     | Potential Impacts   | Mitigation strategy  |
|--------------------|---|--|
| Future development | Lack of data<br>Lack of resources<br>Lack of results<br>Reputation issues<br>Lack of feedback<br>Lack of client service<br>Lack of exposure | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with General Inspector, Intelligence</li> <li>▪ Discuss with Manager, Intelligence</li> <li>▪ Sign off by Senior Management</li> <li>▪ Coordinated Marketing campaign</li> </ul> |

| Risk/Challenge                     | Potential Impacts  | Mitigation strategy   |
|------------------------------------|--|---|
| Future improvement and enhancement | Staff recognition<br>Software availability<br>Sufficient tools<br>Training<br>Regional assistance<br>Task force options<br>Staff retention (and expansion)<br>Middle East strategies | <ul style="list-style-type: none"> <li>▪ Discuss with Jordan Customs</li> <li>▪ Discuss with General Inspector, Intelligence</li> <li>▪ Discuss with Manager, Intelligence</li> </ul> |