

***Communication Development  
for Jordan National Customs***

Final Report  
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*Author's Name:* *Walter Hekala*

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## **Abstract**

This report offers recommendations to develop the internal and external communications capacity of Jordan National Customs through the creation of a Directorate of Communications, and initiatives to enhance Customs' ability to lead the nation's border agencies in the effective implementation of their mandates.

## Abbreviations and Acronyms

AMIR	Achievement of Market-friendly Initiatives and Results Program
HR	Human Resources
IT	Information Technology
MOU	Memorandum of Understanding
SOP	Standard Operating Procedures
SME	Subject Matter Experts
USAID	United States Agency for International Development
SAT	Systems Approach to Training
WCO	World Customs Organization

## Table of Contents

Data Page .....	2
Abstract .....	3
Abbreviations and Acronyms .....	4
Table of Contents .....	5
Executive Summary .....	6
CHAPTER 1: Introduction .....	8
1.1 Background .....	8
1.2 Objectives .....	8
1.3 Methodology .....	9
CHAPTER 2: Customs Communications Directorate .....	11
2.1 Mandate .....	11
2.2 Responsibilities of the Director and Staff .....	11
2.3 General Recommendations .....	12
2.4 Information Management .....	15
CHAPTER 3: Weekly Issues and Management Meeting .....	18
3.1 Objectives .....	18
3.2 Deliverables and Follow-up Procedures .....	19
CHAPTER 4: Weekly Customs News Briefing .....	22
CHAPTER 5: Certification of New Standards .....	24
5.1 Cultural Objectives .....	24
5.2 Certification Initiatives .....	26
CHAPTER 6: Follow-up Recommendations .....	31
ANNEX 1: Communications Directorate Draft Mandate .....	32
ANNEX 2: Directorate Job Descriptions .....	36
ANNEX 3: Priority Actions for the Directorate .....	40
ANNEX 4: Proposed 12-Month Program for Customs' Communications Directorate .....	42
ANNEX 5: Directorate Standard Operating Procedures .....	47
ANNEX 6: Intelligence Standard Operating Procedures .....	50
Annex 7: Weekly Issues & Management Meeting Agenda .....	51
ANNEX 8: IT Requirements to Support Core Actions .....	53
ANNEX 9: Communications Goals in 2004 Strategic Plan .....	56
ANNEX 10: Current and Suggested Task Forces .....	57
ANNEX 11: Production & Budget Summary Estimates .....	58
ANNEX 12: Summary of Online Initiatives .....	60
ANNEX 13: Interviews Conducted for this Consultancy .....	61
ANNEX 14: Bibliography of Reference Documents .....	62

## **Executive Summary**

Jordan's Customs Department holds the unique responsibility among the more than thirty agencies that guard the nation's borders to ensure that international trade and the prosperity it fosters can flourish in a climate of fairness and accountability.

To fulfill this leadership role, Customs must develop and maintain an ability to effectively communicate its guidelines and those of related agencies, both within its own structure and to outside stakeholders.

A number of studies in Jordan over the past two years indicate a lack of knowledge is a root cause of failures to apply Customs regulations and the border mandates of other agencies.

A December, 2003 baseline assessment by AMIR of the internal and external communications capabilities of Jordan's Customs Department revealed the agency has only rudimentary mechanisms to track its internal communications from the top down, and does not systematically issue interpretations of the various laws and regulations it seeks to enforce.

This failure to ensure the clear and consistent enforcement of Customs regulations nationwide, as in the case of tariff classifications, undermines the agency's credibility to clients and others in the private sector, as they cannot rely on a predictable basis for application of agency-consistent interpretations of Customs laws and regulations. It creates the perception, and opportunities for corruption, as it leaves the door open to personal interpretations and exceptions to the rules.

The baseline assessment by AMIR found Customs Department officials are themselves often unsure about the requirements of other agencies they are tasked to enforce. Members of the public also have a low level of confidence in the agency, largely because they are unaware of the nature of Customs operations, their rate of success and contribution to the achievement of broader national goals.

Based on these observations, this report makes concrete recommendations to help Customs increase the motivation of staff and improve its external image, as the public will increasingly perceive the Department as a valuable partner in efforts to modernize the country.

Specifically, this report identifies four "Core Actions" the Department can take to achieve these goals, and then outlines a detailed protocol for the implementation of each of them.

The first Core Action is to establish a new Communications Directorate, which would be responsible not only for public relations but also for the creation and administration of a modern document issuance system, which the Department currently lacks.

The second Core Action is the creation of a weekly issues meeting for all department directors. This will serve as a regular opportunity to identify new issues of concern, to track related actions, and in general to establish a new flow of information within the Customs organization "from the bottom up."

The third Core Action is to publish a weekly news briefing, as the primary vehicle for the external dissemination of information about the department's operations. This would start to fill the current gap in the public's awareness about Customs, and its

important contribution to national goals of economic development, and thereby to promote voluntary compliance with its regulations.

The fourth Core Action the authors recommend is the creation of a professional certification program within the Department, to improve the effectiveness of customs officers, increase morale by standardizing rewards for excellent work, and enhance the upwards flow of information within the organization.

Each of these actions seeks to simultaneously address both the long- and short-term goals of the Department.

The report also includes a draft mandate for the new Directorate, guidelines for publication and operations, schedules, budgets and startup priorities, and an assessment of the Information Technology requirements for the successful implementation of each of these recommendations, in separate Annexes.

Customs can more effectively enforce its regulations when, through reforms like these, it cultivates the informed and voluntary compliance from the private sector. This strategy, known as risk-based border management, is a key to Customs' effort to become a world-class agency that embraces international best practices in trade.

## **CHAPTER 1: Introduction**

### **1.1 Background**

A number of studies over the past two years indicate Jordan National Customs' underdeveloped capacity for communications leads to inadequate implementation of the agency's border mandate. This undermines the Customs' ability to collect revenue, as well as its credibility in the eyes of clients and the general public.

Tariff classifications, for instance, are not enforced consistently at Customs Centers in different locations in the country, which leaves the door open to inappropriate personal interpretations of Customs regulations and other dangerous abuses.

A December, 2003 baseline study of Customs' internal and external communications by the AMIR Program identified a number of weaknesses, such as the absence of a modern system for document issuance, and no coherent strategy for the promotion of a positive image of the agency and its activities in the national media.

As part of this consultancy, Customs Directors attended a workshop to internally assess the agency's communications capacity, using the methodology of Strengths, Weaknesses, Opportunities and Threats (SWOT), a common tool in organizational planning.

The Customs Directors at this workshop affirmed the recommendations presented in this report to be in line with their own objectives, AMIR's baseline report, and principles agreed to by Customs and the AMIR Program as part of an earlier Center of Excellence assessment.

### **1.2 Objectives**

This report makes concrete recommendations to improve Customs' ability to effectively communicate its goals and accomplishments. It seeks to simultaneously address the agency's long-term needs to improve its image and upgrade managerial accountability, as well as to propose actions that can be implemented in the short term to achieve these goals.

The authors also strike a balance between the two areas at Jordan Customs that were identified by the AMIR Program's baseline report as priorities in need of attention: namely, to improve the Department's capacity for knowledge management, and its capacity for strategic communications.

Knowledge management, in this context, refers to Customs' information needs for the effective administration of its mandate, as well as the operational and managerial culture and technical infrastructure that are necessary to support it.

As Customs is charged with enforcing a legal system based on precedents, the extent to which knowledge is managed within the organization crosses over to serve the needs of the agency's client base.

Strategic communications, in this context, refer to Customs' ongoing need to promote awareness and understanding of its operations, both internally as well as to clients in the business and trade community, international organizations, the news media and the public at large.

Customs' ability to make decisions in a timely fashion will depend on a corporate-wide capability to recognize and then respond to user needs, to identify and resolve

issues, and to deliver consistent and updated information to internal and external users on an ongoing basis.

### **1.3 Methodology**

The report outlines four “Core Actions” that, if implemented, will lead to improved managerial processes, accountability, and enhanced internal and external communications at Jordan National Customs.

The first Core Action, which is outlined in Chapter Two, is for Customs to create a new Directorate of Communications, which would be responsible not only for public relations, but also for the coherent gathering and dissemination of information within the organization.

Chapter Three outlines the second Core Action, the creation of a Weekly Issues and Management Meeting, which will to promote two-way communications within Customs to identify issues, set priorities, track related actions, and develop supporting communications messages that are consistent with management’s objectives and business plan.

The third Core Action, in Chapter Four, is to create a Weekly News Briefing, which would bring a new focus to Customs’ external communications, promote a greater degree of informed compliance by the public, and reinforce new standards of professionalism among the Department’s senior staff.

The fourth Core Action, presented in Chapter Five, is for Customs to implement a professional certification program to improve the performance, competency and motivation of its staff.

Chapter Six includes a number of proposals through which the AMIR Program might provide follow-up support to Jordan National Customs to support the implementation of these initiatives.

Annex 1 of the report contains a draft mandate for the new Directorate of Communications, which if ratified by the Director General would establish the necessary authority and working relationships with other directorates necessary for its operation.

Annex 2 contains the proposed staffing requirements and job descriptions for the new Directorate, based on comparisons with other private and public agencies with similar mandates.

Annexes 3 and 4 include a list of priority short-term actions for the Directorate to support the Core Actions outlined above, as well as a comprehensive 12-month schedule of proposed activities and campaigns.

Annexes 5 and 6 include draft Standard Operating Procedures (SOPs) for the Directorate and related task forces, including guidelines for publications and the production of other content.

Annex 7 contains an outline of structure and agenda of the Weekly Issues and Management Meeting proposed in Chapter Three.

Annex 8 includes an overview of Information Technology initiatives required to support the implementation of the Core Actions.

Annex 9 includes a summary of Customs’ current stated communications goals, while Annex 10 includes a list of the agency’s current and suggested task forces.

Annex 11 includes a budget summary for the Core Actions proposed in this report, and Annex 12 contains a summary of proposed online initiatives.

Finally, Annex 13 contains a list of interviews performed as part of this consultancy, and Annex 14 contains a bibliography of reference documents that were used in the drafting of this report.

## **CHAPTER 2: Customs Communications Directorate**

The first Core Action recommended by this consultancy is for Customs to create a new Directorate of Communications, which would be responsible not only for public relations, but also for the coherent gathering and dissemination of information within the organization.

This new Directorate's main responsibility would be to consolidate both internal and external communications under a single and consistent issuing authority, and to implement a modern document issuance system, the lack of which was identified as a high priority by AMIR in its baseline assessment.

Customs can only achieve its communications objectives if it adopts internationally recognized standards and operating procedures. The Communications Directorate must therefore adopt professional, consistent standards for performance and ensure its staff has the best professional credentials, experience, and training in journalism that are available.

It should also establish procedures for effective routine contact<sup>1</sup> with the news media, and ensure it works closely with other directorates when legal expertise is required in the areas in which it operates.

### **2.1 Mandate**

The authors' proposed mandate for the new Directorate is found in Annex 1 of this document. This mandate, if adopted, will legally establish the responsibilities and authority of the directorate and its director, and will formalize working relationships in communications within the Customs organization through written agreements.

These agreements will create a framework for consistent action by the Directorate, establishing workflows in communications, based on a clear understanding of the needs and obligations of each participant, which will make it possible to effectively delegate authority while respecting legal precedent and organizational hierarchy, and to ensure timely response to issues and the timely delivery of content.

Only through this kind of careful planning and organization can Jordan Customs develop an ability to effectively address both routine and crisis situations in communications by developing and delivering content as needed for both internal and external audiences.

This draft mandate outlines the responsibilities and roles necessary for the creation of this Directorate, starting with the naming of a Director of Communications. If this mandate is approved, a provisional Directorate can then draft follow-up memoranda to each of the directorates within Jordan National Customs to announce its creation, pending the appointment of staff.

### **2.2 Responsibilities of the Director and Staff**

While the draft mandate covers the areas necessary to create this new Directorate, the Director of Communications should be encouraged to develop his or her own strategy

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<sup>1</sup> As compared with the current situation, in which communications staff often run errands or perform other tasks more appropriate for administrative assistants than for communications officers.

and supporting plan. Similarly, the Directorate's staff members, once appointed, should develop programs that are suitable to their delegated responsibilities.

The director must strive to simultaneously meet the immediate need for information, as well as to address the underlying – but no less urgent – need to organize ongoing operations.

Customs' current communications staff may be retained, but new job descriptions should be created for positions in the Directorate, which include rigorous and appropriately defined professional standards, qualifications and experience levels, which will be applied to any candidate.

One option, if necessary, would be to allow for a probationary period for certain candidates, during which time training would be provided to cover gaps in qualifications, all consistent with criteria that have been approved by the Human Resources Directorate.

The following sections contain general recommendations for the director and staff, and for the implementation of a new system for document and knowledge management by the Directorate.

Proposed job descriptions for the Directorate of Communications staff can be found in Annex 2. A list of proposed sample programs and supporting tasks for the Directorate can be found in Annex 3, and a full 12-month schedule of proposed activities for the Directorate can be found in Annex 4.

## **2.3 General Recommendations**

### **Link program and tasks with time allocation**

The link between tasks and the time required for their successful completion is important if a good communications plan is not to become a meaningless laundry list of undifferentiated tasks, which a perpetually overwhelmed staff must respond to without priority.

Memoranda of Understanding will also enable the Directorate to reach agreements with those directorates in Customs that are its internal “clients” to agree in advance to a program, in terms of messages and the priority of each task, which will establish a framework for both routine interactions as well as those in times of crisis.

### **Launch introductory 12-month program**

The 12-month program of introductory activities outlined in Annex 4 suggests major tasks that are consistent with the structure and mandate proposed for the new Directorate of Communications. The budget for these proposed activities is found in Annex 11. This program does not include a timeline, but does identify tasks in terms of priority.

These tasks should be adapted to accommodate the actual staffing strength of the new directorate, and may require support from outside consultants for implementation.

### **Improve the effectiveness of communication with other ministries**

Official correspondence from Customs to external ministries currently flows through the Ministry of Finance, which passes it on to recipients. Customs should work with the Ministry of Finance and representatives from each of these external ministries, should work together to establish a “two-tier” approach to correspondence, with Tier One communications requiring approval by the minister, and Tier Two requiring only

the approval of the person appointed by the ministry to handle routine matters in each area.

Authority for policy will continue to reside with the minister, while responsibility for technical and follow-through has been delegated to other individuals. This two-level approach is already common practice in electronic exchanges of information that take place between Jordan Customs and other border mandate agencies, but should be formalized for greater effectiveness.

### **Designate account executives**

The two-tier approach to communications acknowledges the need to sustain decision- and policymaking capacity at a ministerial level, while improving the day-to-day flow of information that is vital to the implementation of new policy.

The Directorate should appoint account executives responsible for communicating with each ministry, who will work with his counterpart at that ministry, to expedite routine interactions and to create a culture of accountability in the implementation level of policy.

### **Formulate ‘positioning’ to support key messages in the business plans of Customs other directorates**

As Customs promotes trade and the public interest, it develops a business plan and policy to implement supporting actions. The Directorate of Communications, in turn, will need to develop its own program of activities that is consistent with and amplifies these messages.

Jordan Customs, like all customs administrations, is primarily concerned with law enforcement and regulation. To this end, the Department’s informed compliance strategy essentially seeks to activate administrative systems within the organization to ensure that all internal and external communications are always:

- Legally grounded,
- Consistent with earlier issuances,
- Consistent with content from other parts of the organization,
- Updated on a timely manner, and
- Readily available to the public, which will promote compliance with Customs.

As a starting point, the Directorate should take Customs’ business plan and supporting plans from each directorate and reduce them to a positioning statement that is supported by several bullet points.

This approach will enable the Directorate to develop a main focus as well as a set of key messages for each directorate, plus a set of guidelines that take into account the unique policy requirements of each client directorate.

### **Measure the effectiveness of programs**

Once Customs’ information needs have been organized from within by creating an information management system that incorporates the five requirements identified above, Customs’ can segment its audience in many ways to maximize efforts to reach the public and to measure the results of these efforts on a regular basis.

For example, a segment of “external users” would incorporate Customs’ direct interactions with customers, as well as indirect interactions through outreach programs and the news media.

To measure the success of its efforts with this segment, The Directorate can conduct a baseline opinion survey of external users to assess their awareness, understanding, actions, and attitude of Customs' positioning by issue, and gage their support for this positioning. For analogous steps to measure the effectiveness of internal communications see the guidelines for the Professional Certification Program proposed Chapter 5.

### **Directorate priorities**

As stated above, the Directorate's first priority should be to establish validity requirements for all current documents within Customs. This lack of a systematic and hierarchal system for the issuance and management of documents<sup>2</sup> creates the opportunity for the issuance of confusing and contradictory policies and directives.

As an example, without a nationwide system for tariff classification determinations, the same goods may be classified at different Customs Centers under different tariff classifications. This is an open invitation to undervaluation and a non-transparent process. Customs must develop a document issuance system that fulfills the five criteria listed` above.

The possible acquisition of software to support Human Resources and Training, as proposed by AMIR consultants in a separate report, may provide a partial solution to the shortcomings in Customs' current document management system.

A second priority, the creation of a weekly "Issues and Management Meeting," as discussed in Chapter Three, will enable the director to accomplish several communications objectives at once.

- First, to consistently identify and promote "good stories" on Customs success,
- Second, to anticipate and react to expected "bad press"
- Third, to draft customer service campaigns that will promote a climate of informed compliance among clients and other members of the private sector.

While developing the management of information, Customs must also seek to identify "high value, high impact" news stories related to the Department's successful contributions to trade, economic development, and improvements to customer service.

Since Customs currently lacks a 'positioning' statement derived from its business plan, the authors have formulated the following as a suggested working theme.

*Jordan National Customs: At the Point of Change*

*(with an analogous, not literal translation in Arabic)*

This concept or one like it would serve as a keynote, from which a series of messages and "high value, high impact" news stories can be derived. The Weekly Issues and Management Meeting and the Weekly News Briefing, as outlined in Chapters Three

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<sup>2</sup> In the legal environment in which Customs operates, a hierarchy exists in forming the basis for both public and internal communications. Policy must follow regulations, and regulations follow laws. Issuances also must follow the hierarchy of authority within the government itself, including the internal organizational structure: i.e., issuances at the headquarters take precedent over regional issuances, and so on. Finally, rulings related to interpretation, as in the case of classification, must follow precedents, such as the classification interpretations of the World Customs Organization Harmonized System Committee, as well as prior national interpretations. While such a system is more readily accepted in common law countries, it is one of the critical best practices of all customs administration to promote international trade.

and Four, are the main venues for the director and the managing editor to identify opportunities to develop this theme.

Once a working theme and “high-value, high impact” news stories have been identified, the Directorate can seek to create new channels to promote internal and external communication. One example of a new channel, among those proposed in Annex 9, would be to create an online Chat room, a web-based weekly event, as a means of improving internal communications and promoting the upwards flow of information within the organization.

## **2.4 Information Management**

Customs needs a standardized and written issuance system for the creation, documentation, storage and dissemination of information, both internally and externally, as well as the formalization of extra-official channels of communication.

Customs does currently use several recognized systems to manage data, including the Dewan internal issuance system, ASYCUDA (the Automated SYstem for CUstoms DAta) and others, such as the custom databases created by the Legal and Intelligence Directorates.

However, employees frequently bypass these formal systems and rely on informal channels, such as email and written memos, for their access to critical information. None of these channels is systematically recorded, stored, or archived.

Also, the absence of a classification system to define the sensitivity and need-to-know basis of different types of information, as well as a secure means to transmit the most sensitive information, prompts many employees to pass Customs’ communications simply by sealed envelope.

While some of these deficiencies originate within the existing systems, others represent managerial lapses. For example, while Customs’ Knowledge Management Committee was aware of the lack of formal procedures for interagency information exchange, it did not circulate its reports, nor were they made available through the Customs Encyclopedia.

In fact, the case of the Knowledge Management Committee is itself illustrative of the communications hurdles faced by Customs. While it was originally created to introduce changes to current record and document management systems as supported by an evolving IT structure, the Committee seldom meets.

This inactivity has led to the resignation of some members and the announced intention of others to do so. Most members resigned due to their perception that the work they had done in relation to the King Abdullah II Award had not been acknowledged by top management.

Confidential interviews among past and current members of the Committee to identify their assessment of the current situation, followed by a report to the director general, would be an important next step in improving the decision-making process in this area.

### **High-level business requirements**

Deficiencies in the current document issuance system suggest the need for a thorough review, based on an understanding of “high-level business requirements.” While this review and its conclusions on the relational basis for document creation and

management are covered in greater depth in a separate report by a different AMIR consultant, the authors would like to make the following general observations.

The areas of document issuance and management that require immediate attention by Jordan Customs are information acquisition, classification, management, protection, distribution, and priority. These should specifically include an analysis of the following points.

- The relationship between business processes, clients, and corporate information,
- The cost and benefits of information management,
- The role of information management technologies in supporting corporate information management needs,
- Strategies promoting collaboration and the shared use of information, especially in areas such as groupware, data warehousing, directories, and standards, which culminate in an integrated approach to data management and records.

Australia's Integrated Customs Records Management System is one of the internationally recognized benchmarks that could serve as a reference to Jordan Customs for the compliance with high-level business requirements for data searching, access, storage and other key elements of an electronic corporate information management system.

The AMIR Program's Customs Reform and Modernization (CRM) Subcomponent IT Consultant is currently reviewing this list to formulate a specific set of recommendations for information technology system changes and support.

### **Implementation task force**

If the new Directorate of Communications is constituted along the lines of the draft mandate in Annex 3 of this document, the new head of the Knowledge Management Unit would be the logical co-leader of an Implementation Task Force, with a counterpart from the IT Directorate or the IT Steering Committee, which are proposed as part of the AMIR Program's forthcoming final report on IT Strategy for Jordan Customs Department. A list of current and proposed Task Forces can be found in Annex 10.

### **Knowledge management plan**

Jordan Customs' final comprehensive information management plan should incorporate existing business plans, standards compatible with international customs practices, and the IT requirements necessary to support them. The Directorate's Deputy Director of the Knowledge Management Unit should then cooperate with a counterpart from the IT Directorate or the IT Steering Committee to ensure that all activities comply with the following criteria.

- Consistency and hierarchy of current information,
- Content, collection, and processing and sharing, particularly collecting and transferring upstream information,
- Message authenticity, attribution to individuals and entities, both internal and external,
- Developing a client-based, commercial focus, in terms of response, quality control and accuracy, and the reporting of problems,

- Anticipation of internal and external trends as they may affect user demands, requirements, and provide for a data & metadata forecast,
- Development of an annual cycle for updates to the information/knowledge management plan through the Knowledge Management Committee,
- Address issues that relate to classification, certification and security

### **Customer service evaluation**

Customer service, defined as how well a customer can perform his or her transaction, should become a guiding principle for Customs and the basis for a pilot program to introduce quality control to Customs' current IT systems and planning.

A pool of "better informed and compliant customers" can provide valuable feedback on their experience of transactions ranging from basic data entry tasks, such as import and export declarations, to checking status, and completing all clearance formalities, including the payment of duties.

Customs has already introduced this concept by implementing its "Golden List" program, in which companies are evaluated by the Risk Management Directorate through voluntary compliance audits of transaction samples, and clients through internal due diligence controls.

## **CHAPTER 3: Weekly Issues and Management Meeting**

The second Core Action proposed by the authors is the creation of a Weekly Issues and Management Meeting, to open a unique venue within Customs to identify issues, set priorities, track related actions, and develop supporting communications messages that are consistent with management's objectives and business plan.

As there is no current equivalent to this meeting within Customs, the Department needs to develop a wholly new conceptual process and procedures for this event, as well as the IT infrastructure to support it.

The goal of this initiative is to enable Customs to issue more effective communications to the outside world, and to facilitate the capture and transmission of valuable intelligence upwards through the organization.

Customs' top management, whether by design or by default, is currently isolated from its staff and customers, which makes the creation of this venue a high priority for the organization as it seeks to improve its effectiveness.

### **3.1 Objectives**

#### **Internal communications**

A Weekly Meeting along these lines would create an opportunity for Customs to consolidate its high level operational and managerial discussions in a single place, and to document this discussion in the form of a single "to know, to do" list that established the priority and accountability for subsequent, related actions.

The Meeting also represents an opportunity for Customs to establish new channels of communication, such as the series of suggested online "e-products" that are included in Annex 12. A well-planned and well-handled Meeting can guide activity for the week, and coordinate scheduling for follow-up activities as needed.

Those who suggest such a Meeting is unnecessary, and who claim priorities are already effectively set through informal interactions between directors and with the director general, ignore the reality that there is no current list of priorities, or if there is, no one has knows about it.

#### **External communications**

This meeting will enable the new Director of Communications to evaluate the issues and actions that serve as an ongoing basis for the formulation of key messages to reach Customs' audiences, in accordance with the strategic communications plan that has been previously established.

The new director of Communications must know what lies ahead, so that that he or she can promote "good news," that is, positive stories about Customs' success, and prepare proactive responses to "bad news," whether these messages are intended for internal or external audiences, or both.

#### **Participants**

Participants should include the director general, all directors, a designated representative from the Ministry of Finance, and the managing editor from Customs' new Directorate of Communications.

## **Cultural considerations**

Customs must take subtle yet concrete steps to reinforce the culture and values of accountability, initiative, timely response, and added value among its staff. Each director will be required to present a “short activity report” at each meeting, which by the leadership of example will reinforce these values, and lay the groundwork at each meeting for the creation of the “to know, to do” list as discussed earlier.

The AMIR Program may want to offer some basic training to support directors who may need initial assistance in the formulation of these reports, which should be condensed to no more than a minute.

The extent to which such training is needed and appropriate can be identified and validated as part of Jordan National Customs’ mandated shift towards a Systems Approach to Training (SAT).

## **Link to the Ministry of Finance**

The Ministry of Finance’s public relations department has evaluated its current level of contact with Customs as nonexistent - in spite of the numerous operational, managerial and financial interests that the two entities share.

The presence at these meetings of a designated representative from the Ministry of Finance will communicate to all participants the Minister’s ongoing interest in Customs, ensure the Ministry regularly receives an executive summary of Customs’ activities, and will foster a working relationship between the two agencies.

## **Agenda**

The meeting agenda should follow a standard format for the presentation and analysis of news, and the assessment of operations, intelligence, risk, a review of the leading indicators of Customs performance, and the presentation of special issues as designated by management.

Annex 5 of this report provides a sample agenda, along with assigned responsibilities.

## **Authority**

A designated member of the Directorate of Communications should convene and manage the meeting. Ultimately, as in many organizations, a chief of staff may be appointed to carry out these duties, but in the interim this designated member can ensure Customs’ immediate needs to manage information, the agenda, produce deliverables, and introduce new procedures are effectively met.

## **3.2 Deliverables and Follow-up Procedures**

### **Weekly Issues and Management Report**

Directors interviewed by the authors confirm that Customs lacks a regular week-to-week executive summary of actions taken and planned. Such a report should be prepared in both “classified” and “unclassified” versions by the new Directorate of Communications.

This classification should be made as part of a comprehensive effort and system to protect sensitive information, such as that related to investigations and intelligence, within customs and to ensure the timely distribution of sensitive information when there is a legitimate and operational “need to know.”

An AMIR Program consultant is currently assisting efforts to implement such procedures by the Customs Intelligence Unit. A classification and certification system should therefore be added to the Intelligence Unit's work plan at the conceptual stage.

The Report should be distributed electronically, by employee name and number, to each employee as required reading on the first business day of the week.

In a context like Customs, where operational and policy information must follow legal precedents, the information must be managed within a system that addresses this requirement, and the Directorate of Communications must assume responsibility for compliance with these standards

Both the distribution and compliance requirements of these reports can be facilitated by automated processes, and further recommendations are included as part of the separate IT consultancy report by Mr. Ford.

### **Profile and duties of the Weekly Issues and Management Report Editor**

This same professional who serves as the manager for the Weekly Issues Management Meeting would serve as the managing editor of a Weekly Report, which would consolidate responsibilities currently spread across several directorates. This editor's primary qualifications and responsibilities are as follows.

- To meet stringent journalistic standards, with a demonstrated ability to produce high-quality work on deadline, and knowledge of Customs' operations,
- To qualify for clearances and access to classified information,
- To produce reports that are consistent with the written guidelines of each directorate and the requirements of the document issuance system, and
- To edit two related online publications, a *Daily Update* and a *Directives Alert*.

### **Daily Update**

The Customs managing editor and his or her assistant also would be responsible for publishing an online newsletter, which would each Customs employee should be required to read.

The Jordan Customs IT Department has stated that all current employees have the capacity to individually log in and receive email through Customs' internal systems.

However, Customs staff has demonstrated a tendency to prefer to remain "off the record" by using personal email accounts, such as Yahoo and Hotmail, instead of the official email accounts provided to them. An appropriate email user policy needs to be adopted and enforced by Customs to eliminate this practice.

This *Daily Update* should consolidate or replace the content of other newsletters. The *Daily Update* will consist of a "compulsory" section, which provides updates on topics that apply to each employee by functional area, as well as other content that is tailored to each employee's job or technical interest.

The content requirements for the *Daily Update* should be issued by the Directorate of Communications after consultation with other directorates. A content management engine, such as that which may form part of the software used in a Human Capital Development and Management System, would be of use here.

Among the key topics that warrant inclusion in the internal version of the *Daily Update* are the following.

- Trade and tariffs, including updates originating from external ministries,
- Timely disclosure of “Notice and comment”<sup>3</sup> issuances if developed, and legal notices including precedent “Advanced Rulings”<sup>4</sup>,
- “Situation-reports” and “operations-reports” that are consistent with intelligence and risk management directives
- Other matters that require action and acknowledgement Customs-wide.

The public version *Customs Daily Update* will include all modifications to procedures, rulings, issuances, opinions, and correspondence that are suitable for public review, and are relied upon by the international trade community in its functional relationship with Customs and other agencies.

The ‘mandatory’ reading of the *Daily Update* by Customs employees could also be linked to incentives for performance and other components of a new professional standards and certification program, as outlined in Chapter Five, once it has been approved by Human Resources and Customs’ senior management, and supported by appropriate IT infrastructure.

### **Directives Alert**

On a weekly basis, the Customs managing editor should also issue a Directives Alert, which would cover routine announcements relating to Regulations, Official Notifications, Regulatory Directives, and Letter Notifications. These alerts should then be added to the Customs Encyclopedia and website.

The Customs managing editor would be responsible for coordinating these issuances with any relevant directorates, such as for instance the Legal Directorate, to ensure issuances are consistent with Customs Law and prior interpretive issuances.

This recommendation responds to Customs’ overall need to consolidate actions, and to assign responsibility for knowledge and content, rather than relying on individuals or individual directorates to voluntarily handle this management, which has been proven not to work, as discussed in AMIR’s baseline assessment.

The Directives Alert would be issued by email to employees and by subscription<sup>5</sup> to the private sector. One purpose of the Directives Alert would be to provide a synopsis of changes posted in the Customs web site in the Daily Updates. The Directives Alert can serve as a quick reference guide to keep users informed of key changes that could affect both the internal business practices of Customs and the business practices of the Department’s external clients.

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<sup>3</sup> A “Notice and Comment” procedure is where proposed law and regulation changes, particularly those with high public impact, are disclosed to the public in advance of finalization. Customs then considers the external comments prior to finalization. Customs currently does not have such a procedure.

<sup>4</sup> “Advanced” or “Binding” Rulings enable the trade community to apply to Customs in advance for determinations of the tariff nomenclature, country of origin or valuation methodology to be applied by Customs to import or export transactions. Advanced rulings are an excellent example of how a modern document issuance system within Customs that follows precedent is needed ensure the transparency and predictability of legal interpretation by Customs.

<sup>5</sup> Under the WTO requirements for cost-based user fees, this subscription service could be subject to nominal fees charged by Jordan Customs to the private sector. These user fees should be considered a method of financing for the systems modifications and personnel required to keep the information current and available to the public.

## **CHAPTER 4: Weekly Customs News Briefing**

The third Core Action recommended by the authors is to create a Weekly News Briefing, which would bring a new focus to Customs' external communications, promote a greater degree of informed compliance by the public, and reinforce new standards of professionalism among the Department's senior staff.

News briefings are rarely the primary method for external distribution of information by modern customs administrations, as few of the specialized points of information critical to the daily workings of international trade are considered newsworthy by the mass media.

However, AMIR's baseline assessment identified a critical gap in public awareness about Customs' activities and successes, and their important contribution to national goals of economic development.

The creation of a weekly news briefing, therefore, will start to fill this gap, and improve the public's confidence in Customs and promote voluntary compliance with its regulations.

### **Customs' current procedures compromise credibility**

Currently, Customs' senior communications officer, the Director of Public Relations, is forbidden to interact with the press without first notifying and receiving approval from the Director General.

This inefficient procedure reveals Customs' lack of familiarity with the basic procedures of journalism, such as deadlines, and unwillingness to accommodate the news media in ways that could lead to a more favorable portrayal of Customs in the press.

As a result, while the media does cover Customs, the Department puts itself at an unnecessary disadvantage, as every missed deadline is a missed opportunity for Customs to appear in a more positive light, and over time this practice erodes the media's good will towards the Department.

Customs officials indicated to the authors in the course of interviews that important stories about the Department are often "buried" far past the headlines, if they are reported at all. The more Customs officials can meet or even anticipate journalists' needs, especially with regards to deadlines, the better treatment they can expect from the media.

In this light, a regular news briefing conducted to professional standards will be a first step by Customs to cooperate more with the news media and thereby to improve its standing in the press. It will also generate, on an ongoing basis, a number of things the Department currently lacks:

- Content about its activities and successes,
- Clearly defined points of access and reference for the media, and
- A regular routine for contact with the press, which over time will become an essential channel essential to reach its external audience.

### **Procedures**

The Director of Communications, as Customs' primary spokesperson, will conduct the news briefings. Each of the several account executives whose duties are described

in Annex 2 will be responsible for generating “Question & Answer” content for the news briefing that is consistent with the agenda set in that week’s Issues and Management Meeting and consistent with directorate guidelines.

### **Communications guidelines**

The performance of account executives will be evaluated, in part, by their ability to develop strong, professional relationships and trust with the directorates they represent, based on solid knowledge of their activities.

One early product of such these relationships should be communications guidelines that are uniquely tailored for each directorate. An example of the procedure that can be used to develop such guidelines can be found in Annex 4.

Such guidelines will take into account each directorate’s confidentiality or classification requirements, and reconcile these with the need for timely response to press requests for information.

Guidelines should also incorporate the Directorate’s own standards and procedures as defined through Memoranda of Understanding (MOUs) and supporting Standard Operating Procedures (SOPs), agreed to by the Directorate and each of its client agencies. Collectively, these agreements and SOPs will provide the framework for the news briefing, plus the balance of news media contact.

### **Question and answer content**

Consistent with the guidelines established for each directorate, account executives should ultimately provide issue and discussion content for the news briefing, using a “question and answer” format, organized by subject. Until this is possible, Customs’ managing editor and the Director Communications can fulfill this role.

Once properly and professionally staffed, the Directorate of Communications structure will provide the basis for developing content that is consistent with the strategic communications plan. Client directorates shall be considered the experts in their specialty, as proposed in the terms of agreements laid out in the draft mandate, and should be expected to develop media content that is suitable to their areas of expertise.

### **Statements by the Director General**

From time to time, announcements or events of particular importance will warrant a personal statement by the Director General. Other directors may also be called upon to make statements in a primary or support role, based on their responsibilities or expertise and the nature of the announcement.

## **CHAPTER 5: Certification of New Standards**

The fourth Core Action the authors recommend is for Customs to implement a professional certification program to improve the performance, competency and motivation of its staff.

For Jordan Customs to become a truly world-class organization, it must cultivate a new internal culture that encourages individuals to take initiatives to effect positive change at every level of the tasks they undertake.

In order to accomplish this, Customs should upgrade and redefine its standards for performance within each area of expertise and responsibility, offer training to achieve these higher standards, as well as incentives that encourage meeting and surpassing these standards on a daily basis, and promote identification with the group, its values and success.

Based on observations made in the baseline assessment, AMIR consultants are currently working with the directorates of Human Resources, IT and Planning to develop a business case that would justify the purchase of a software suite to bolster human resources competencies throughout Customs.

AMIR consultants are also currently supporting this basic cultural change within Customs by redefining job descriptions and the core competencies that go with them, based on international best practices.

### **5.1 Cultural Objectives**

The following recommendations are intended only to be illustrative of initiatives to support this cultural change, as a more complete reform of Customs' human resources management and training, according to principles from the Systems Approach to Training, has already been undertaken by other AMIR consultants.

#### **Meeting both internal and external needs**

Attempts to change an image without tackling the issues that underlie it usually fail. Alternatively, the best way to change an image is to promote substantive change.

The professional certification program recommended by the authors in this report aims to produce Customs officers that meet or surpass the professional standards of the world's elite customs service.

New strategy should be implemented by Customs on an ongoing basis, with continuously updated progress reports that start with a statement of goals and the benefits of a particular action, and relates it to both immediate and long-term goals.

Jordan National Customs must set world-class standards for the performance of its officers, and offer the training, incentives, opportunity for advancement, recognition, and rewards that are consistent with its core values and operational objectives. Customs should both "train as it operates" and "operate as it trains."

Jordan's current Civil Service laws are obstacles to the creation of a pay and incentive scheme based on merit by Jordan Customs. Customs does have certain discretionary funding available that could be used to implement more modern HR practices.

Jordan National Customs needs to promote and train officers to newly defined professional standards. The certification of officers, as well as the recognition of

outstanding service to Customs and to the nation will become the basis of a program promoting service consistent with national and internal customs priorities.

Customs can create a professional certification program that combines the best current and new initiatives recommended by experts within Customs, the AMIR Program, and others. In this way, the program can repackage and promote the kinds of initiatives that some directorates, including Human Resources, have already proposed for greater effectiveness.

### **Supporting ideas**

*Notoriously Good* is the working title in English for a program initiative proposed to address the weaknesses of Customs' internal information systems, as identified by AMIR's baseline assessment.

Several related "story lines" or themes, such as the one suggested in Chapter One, "At the Point of Change," can become the basis for repositioning Customs over the next year and an opportunity to highlight the merits of its programs and demonstrate how thoroughly it has implemented a review and upgrade of its standards.

This theme will enable Customs to issue stories as installments, which is a classic means to develop public recognition and maintain interest. For example, this theme can focus on an individual who thought and then acted, and then how his success has helped to change the attitudes of others within the organization.

### **Reinforcing values**

The recognition of each individual's contributions, as told in stories that feature representatives in each line and support area, will create a powerful and compelling basis to reinforce the concept that management succeeds if and only when every level of the organization succeeds.

The primary objective of this effort will be to move the organization forward in a positive direction, riding a wave of new initiatives. Identifying and following through on story opportunities will be one of the key responsibilities of the new Directorate of Communications.

This program seeks to identify good management practices that are currently present, but inconsistently applied, within the organization, and then to promote them as examples to be followed.

This program can be an opportunity for both the Director General and the Minister of Finance to simultaneously introduce and promote their respective visions for the mission of Jordan National Customs.

Both have an opportunity to be rightfully recognized as forward-looking leaders whose actions are consistent with His Majesty's own vision and hopes for Jordan and Jordanians, as articulated in the Jordan First plan.

This is the way to build a culture within Customs that is based on a common set of professional values that are then understood, endorsed, implemented, practiced, recognized, rewarded and reinforced throughout the organization.

## **5.2 Certification Initiatives**

The following steps include initiatives that have already been taken or are planned within Jordan National Customs, with the support of the AMIR Program, which can serve as the basis for promoting a new image and identity for Customs, based on substantive underlying changes.

### **Step One: Draft an executive summary and secure management endorsement**

The Directorate of Planning and Organization should submit an executive summary and review at the Weekly Issue and Management Meeting of a “Problem and Solution” initiative for certification, requesting an approval in principle from participants, with the recommendation to convene a certification task force with the director as leader.

This executive summary should propose actions to promote higher professional standards for each of the directors in their areas of responsibility, and call for a review of the current Code of Conduct.

### **Step Two: Draft statement of purpose and validate concept**

The program defines the profile of a “new customs officer,” based on the needs of Jordan National Customs for individuals trained and motivated to act on their own initiative consistent with the mission and standards of the organization.

To the extent these attributes are already defined, the program can use preexisting definitions. To the extent they are not, the program can create them by convening a task force consisting of representatives from each of the directorates.

This effort takes, as its starting point, Jordan National Customs’ stated goal of becoming a “world-class customs organization in five years,” followed by an audit of international best practices in certification, such as those in Australia and other countries, that are supported by World Customs Organization standards<sup>6</sup>.

Key elements of the program’s statement of purpose should include a universal skill set required of all Customs officers, a review for leadership of the current code of conduct, plus criteria for jobs in categories determined by Human Resources, such as line officer, administrative, technical, professional, and so on.

### **Step Three: Review and disseminate the content of the new Code of Conduct**

Jordan Customs’ current Code of Conduct defines the ethics standards of both the Customs officer and all who work for Customs. After a review and approval of an updated version of this code that reflects the new standards, the revised code should be circulated first to supervisors, who in turn can introduce it to line officers.

The newly revised Code shall serve as the lead news story for both internal and external announcements of the new program. The announcement shall be made in the form of a ceremony at which the director general can sign and present the program to Customs and to the public. All employees will be expected to read, understand and accept the new Code.

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<sup>6</sup> The AMIR Program has undertaken a project to examine and compare Customs Administrations from several countries in order to identify international best practices that would be appropriate for implementation in Jordan.

#### **Step Four: Develop a profile and curriculum for the ‘New Customs Officer’**

This step incorporates a number of prior and planned initiatives for training courses to introduce new techniques, criteria, performance standards, recognition, and opportunities for advancement within Customs.

According to the director of the Training Center, the center already conducts courses as specified by directorates. As reported in the Center of Excellence program report, training, evaluation, certification, and evaluation for performance and promotion is an ongoing process. The task force created for the purpose of implementing this program would define and audit any courses that are currently being offered.

Interviews conducted during this consultancy suggest that at the moment, both instructors and participants consider the current courses to be a form of “punishment:” training perceived as a dumping ground for inferior staff.

At the same time, the Human Resources director is eager to install new procedures that reflect his own professional training, and are consistent with the leading practices in the field.

The new curriculum will include core and team practice training exercises in problem-solving that track day-to-day case histories with precise measurement of outcomes, as based on the ongoing implementation of process improvement principles by Jordan National Customs.

It should also include a series of presentations by visiting lecturers, and counterpart visits for honor graduates. The following is a list of proposed sample courses.

- Professional Skills Core: IT principles, Jordan National Customs IT systems, management, customer service
- Operations Core: intelligence, investigation, risk management
- Leadership Core: ethics, laws, Code of Conduct, culture
- Career Management Core: opportunities, personal career management, ‘new customs officer’ standards and certification, performance evaluation systems, compensation plans, recognition

These course recommendations are in line with the plan already proposed to Customs by the AMIR Program for a uniform system for designing, implementing, and evaluating course offerings under the SAT training methodology.

#### **Step Five: Audit the profile and curriculum for the ‘New Customs Officer’**

Human Resources should take the lead to develop the profile of a ‘new customs officer that takes a “before and after” look at his responsibilities and required skills.

However, HR should consult in this process with a panel of representatives from Customs house management, intelligence, legal, IT, planning and organization, with specialists representing key Customs interests such as issuance and tariffs.

Similar profiles and curricula from leading Customs organizations worldwide can also guide this process. The AMIR Program is currently preparing an international best practice for core positions report to assist in this process.

### **Step Six: Develop new incentives that are linked to curricula**

The transition from good ideas to lasting change will require training that closely simulates real situations, and tests and grades individuals accordingly. Each directorate can assist this effort by providing a list of its “top 10” key concerns as a starting point for the formulation of training situations and evaluation of results.

The following are samples of proposed curriculum, that like all proposals should be subject to a vetting process that follows the SAT training models to verify their validity in the context of overall training needs and resource allocation by the Jordan Customs Department.

Customs could begin with the AMIR Program’s findings regarding risk management and intelligence, proceed to vet these with the Intelligence Unit, then use the result as the basis for developing one of the key, early course offerings.

Customs House Directors can designate an initial cadre of five-six customs officers, a “Quality Team,” to participate in the design of curricula, providing both information and quality control based on their experience.

Finally, HR may want to survey its counterparts in the U.S. and Australia for similar training. In time, this Quality Team approach would contribute to a procedure for professional evaluation as proposed in Step Seven below.

- *Quality Teams:* These teams, specific to both function and content, will build competence and corporate knowledge, which in turn will lead to best practice contributions.
- *Leadership labs:* These labs reinforce best practices. Best performers<sup>7</sup> design these courses, based on their experience. Each example accrues to an overall performance fund that rewards both teachers and students.
- *Customer service course:* This builds officer and service prestige, and enhances performance. It seeks to reinforce the concept of compliance and the reduction of customer errors as a means of reducing unnecessary workload.
- *Director General Citation for Unit Performance:* The World Customs Organization (WCO) can be invited to evaluate units for this purpose, and multiple units can win.
- *Site visits:* Site visits promote compliance by identifying customers in need either of help due to multiple and repeated errors, updates and advance help related to new directives.
- *Public trust course:* This course would cover the principles contained in the current Code of Conduct, incorporate a seminar and discussion approach to a series of problems as recommended by one or more Quality Teams and Jordan National Customs management, and involve role-play situations and ‘post-mortem’ discussions of behavior.

The course should provide realistic challenges, dilemmas, and include follow-up reports without names to management to suggest policy changes. Sample discussion topics are, “What is the basis for an investigation? What are the procedures? Are they fair? Do they protect the individual as well as promote Customs performance?”

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<sup>7</sup> These persons are also described, within the context of SAT training development, as “Subject Matter Experts.”

In the end, this training course itself becomes the basis for a story, well told, about Customs “At the Point of Change.”

- *Managing for efficiency:* New Customs officers will be expected to contribute to their profession by individual recommendations based on experience and insight which, when adapted, will result in time saved and service gains. Because of this, those who do contribute should be rewarded for their thinking and their feedback.
- *Efficiency gains:* The Customs officer should never have to waste effort on useless, redundant or unproductive tasks. It is an important job: how does an officer define doing a “better job,” function by function? Asking such questions, and building responses into training, begins and then proceeds to improve the organization based on actual work experience, in a way that officers feel they are listened to, and rewarded for making a contribution.
- *Managing for evidence:* The new Customs officer is expected to know what evidence is, and procedures for collecting and securing it, that are consistent with directives already in force or to be written.

The Intelligence Unit and Legal Directorates will need to evaluate these procedures, as well as vet them with a Quality Team drawn from Customs officers and develop an updated curricula which incorporates instruction in principles, applied procedures, and a test-case role play in which students must respond and react to a scenario as it unfolds.

### **Step Seven: Link new standards to a plan for evaluation and compensation**

Customs should adopt a universal standard for performance evaluation. This evaluation should be the product of a Human Resources review of leading customs organizations, as well as other government organizations.

One such standard that could be used is the U.S. military’s evaluation scheme, which has proven effective over time and is constantly and consistently updated. A number of well-known firms offer consulting services based on these criteria.

At the present time, because of Jordan’s outdated Civil Service guidelines, Customs’ performance evaluations are not tied directly to promotions and rewards.

### **Step Eight: Develop recognition and reward schemes for individuals and units**

Awards are commonplace, but they only work if they are real and linked to management’s vision, core values, and business plan. The following are five sample rewards, which could be offered on an annual basis. Human Resources can manage these in cooperation with respected external customs organizations it has reciprocity agreements with, such as the WCO, to create a “jury of peers” to evaluate nominees.

- The King’s Award: recognizes centers: a cash award to members, medallion
- The Queen’s Award: recognizes a woman for her contributions: cash, medallion, training abroad, and scholarship for a family member.
- The Minister’s Award: recognizes individual professional development and values: cash, medallion, training abroad, and scholarship for a family member.
- The Director General’s Award: recognizes efficiency and innovation among directorates: cash award, medallion.
- The Leader’s Award: upward evaluation of most effective leadership.

Over time, these awards will become symbolic and tangible representations of Customs' 'new culture' of accountability and efficiency. They will also feed into the submissions process for Jordan National Customs' annual King Abdullah Award.

### **Step Nine: Develop the “Notoriously Good” communications program**

The initial audience for the *Notoriously Good* program as outlined above is internal. The program should build from an official announcement, with each element rolling out as “news” within the organization, including the selection of the first training classes.

Secondly, the program can become a major component of an external communications program that emphasizes the harmony between the national vision and Customs' priorities. Each news story reinforces this positioning of Customs as “Notoriously Good.” This “branding” of Customs is an open-ended task, meaning it should continue as long as research determines that it produces benefits.

This program logically follows from the proposed theme, “*At the Point of Change,*” and builds from examples of how change is occurring. Each story can start with the individual officer and his or her challenges, adding a new level of support which is a major story for the communications program to “roll out” over at least over the next two years and even beyond.

The greatest challenge, however, is *not* developing stories themselves, *nor* in finding channels of distribution. The big challenge will be acceptance, and the underlying cultural change that accompanies it. Customs has said it wants to be among the best in the world, and now it must begin to make the changes necessary to move in that direction. This is one of those changes, which is now packaged, and ready to be sold.

Essentially, Jordan National Customs must ask itself: “Do we really want to change?” This will only happen on an institutional level if it occurs on an individual basis first, starting by example from the top.

### **Step Ten: Certify the result**

Since Customs is already a participant in the Center of Excellence Program, the Department can task a specialist, with support from the AMIR Program, to survey leading customs organizations around the world for their courses and methods of after-evaluation, and adapt these or develop courses that are uniquely tailored to Jordan Nation Customs' projected needs.

## CHAPTER 6: Follow-up Recommendations

An enhanced ability to communicate goals and achievements will be a key to the success of Jordan National Customs' effort to become a world-class border agency that leads its peers in the implementation of their mandates.

The four Core Actions proposed by the authors in this report are concrete steps Customs can take to achieve this goal. To this end, the AMIR Program may wish to offer follow-up support to Customs in the following areas.

- Provide mentoring and counseling in the implementation of these actions
- Conduct workshops to introduce the Directorate of Communications, its strategy and actions,
- Assist in writing MOUs and SOPs (See Appendix 5 and 6 for sample SOPs),
- Develop content to support the "At the Point of Change" story series,
- Assist with staff selections/development of staff fundamentals,
- Provide guidance and support for campaign development, and
- Conduct media and related training for high-level staff.

Another critical follow-up action will be for Customs to develop a system to evaluate of professional performance, to support the Professional Certification Program proposed by the authors in Chapter 5 of this report.

A consultant with in-depth experience at a leading Human Resources firm could be engaged to evaluate Customs' needs in this area, and to provide recommendations leading to the formulation of an officer evaluation methodology that can be implemented by Customs over the next 12 months<sup>8</sup>.

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<sup>8</sup> The AMIR Program is also currently working with Jordan National Customs to develop a business case for a software package that will provide an enabling environment for this type of evaluation.

## **ANNEX 1: Communications Directorate Draft Mandate**

*Working draft*

Mandate

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Directorate of Communications

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As approved by

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*Director General*

### **Jordan National Customs**

The Director General, Jordan National Customs, under the authority of the minister of Finance, consistent with current and applicable Laws, establishes a Directorate of Communications within Jordan National Customs, and subject to both, delegates to the directorate the authority to meet the following responsibilities:

***Timely response:*** Given the Ministry of Finance and Jordan National Customs interest in serving all stakeholders consistent with expeditious trade along with protections that are part of the mission of both, consistent with both the Jordan National Customs “vision statement” and with other executive agreements, notably that fostering the principles contained in the Center of Excellence initiatives, the director general hereby:

- 1) *Delegates* to the Director of Communications the authority to develop an appropriate document issuances system within the Jordan Customs Department commensurate with the needs and mandates of Customs as a law enforcement agency and meeting the requirements to promote public access to information consistent with an informed compliance strategy. The system development will take into consideration the requirements of a legal database for: consistency; hierarchical legal authorities; hierarchical issuance authority and delegated issuance authority within the Government of Jordan and the Jordan Customs Department; international treaties and agreements entered into by the Jordan Government; and precedent decisions issued by the Jordan Customs Department.
- 2) *Instructs* all directorates within the Jordan National Customs to facilitate the development of the Jordan National Customs document issuance system.
- 3) *Directs* the Director of Communications to maintain and ensure timely updates to the Jordan Customs document issuance system subsequent to development.
- 4) *Delegates* to the Director of Communications the authority to handle routine news media inquiries and respond to same within written guidelines to be established and updated by the Director of Communications for the Director General’s approval.
- 5) *Declares* that the “timely response” principle becomes both a policy and an implementing principle governing news media relations and a standard for not

- only the performance of the Directorate of Communications, but for all directorates and operational units through the Directorate of Communications.
- 6) *Defines* “timely response” as “same day” or within 24 hours of an inquiry being received. If a detailed or complete response cannot be given, a status with the Communications Directorate’s own, self-imposed deadline or the deadline of the news media organization will serve as a basis for an update.
  - 7) *Instructs* all directorates, centers, and operational units, by this mandate, to respond to the director, Communications Directorate to satisfy this “timely response” obligation with all appropriate information consistent with guidelines and deadlines as may be established and agreed to. This includes access to information which is part of reports, issuance systems, and all other information that is “open,” meaning not classified for reason as sensitive for intelligence, operational, or investigative or judicial reasons. Further, this responsiveness obligation shall be considered a “performance” standard for purposes of evaluation of management at all levels.
  - 8) *Directs* respective Jordan National Customs directorates to review and update the current system or classification, both formal and informal, to confirm the integrity of such systems as these support intelligence, operations, investigative, and judicial requirements, and then with the Directorate of Communications, to jointly recommend a standard policy and procedures for the timely release of information, including but not limited to useful standard responses by the Directorate of Communications.
  - 9) *Directs* the Directorate of Communications to develop appropriate policy, procedures and guidelines respond to inquiries consistent with the classification system.
  - 10) *Directs* all directorates and centers to cooperate fully with the Directorate of Communications to develop these guidelines updating these as necessary consistent with the timely response principle. Guidelines shall be reviewed and updated as situations or events may require, but on no less than an annual basis.
  - 11) *Authorizes* the Director of Communications, once having met the appropriate requirements for clearance and protection, and observing these requirements as may be stipulated by Jordan National Customs legal, investigative, intelligence authorities, access to classified information on an “as-needed basis.” “As-needed basis” is understood to mean, but not limited to, information that is likely to lead to news media inquiries or issues of a sensitive nature regarding Jordan National Customs “stakeholders.”
  - 12) *Authorizes* the director of Communications to serve as the primary spokesperson for Jordan National Customs for routine matters consistent with an annual plan as approved by the director general, and on other matters, as they shall agree
  - 13) *Delegates*, through the Director Communications, to a Customs managing editor, the responsibility to publish on the Jordan National Customs website and in “hard copy” several reports supporting a *Weekly Issues/Management Meeting* conducted by the director general/or his designated representative. The Communications Directorate will stipulate to all other directorates, centers and other units, those deadlines as required for sections of these reports who remain responsible for accuracy and timely submissions. Submissions become an organization and individual performance requirement. Human Resources will update performance criteria accordingly.

## **Training & Performance**

The Director General of Jordan National Customs, in line with its vision statement and commitment to change consistent with national goals, Center of Excellence objectives, and practical steps necessary to follow through on implementation, declares his support for a news media training program for all directors and center directors and stipulates that each will make himself or herself available for interviews 1) on an “opportunistic basis” as needed and 2) on a programmatic basis, the latter being driven by the directorate’s own annual plan and objectives.

Each director or center director will need to include in his or her performance plan, news media training and, in cooperation with the Directorate of Communications, determine goals for news media appearances. The Directorate of Communications, in turn, will designate staff members as “watchers” for specific directorates and centers, such that over time, and in a “news beat” fashion, these staff members build appropriate subject matter familiarity. A number of “stories” or placements per directorate, once agreed upon, become performance objectives both for the directorates and centers, for individual directors, and for the Directorate of Communications. Human Resources will update its evaluation procedures accordingly.

The Directorate of Communications, in cooperation with the Directorate of Human Resources and the Training Center, will develop an appropriate training curriculum which will include “mock” television interviews of various styles (e.g., news conference, remote, “ambush”) with training to be delivered by Subject Matter Experts (SMEs).

## **Crisis communications**

Given the sensitive nature of customs work, its national importance, and the principle of “train as we operate, operate as we train,” the Director General authorizes the Directorate of Communications, working with the directorates, centers, and with the Training Center, to develop a “crisis communications” plan, as a component of the Jordan National Customs Strategic Plan, along with a training “worst case” scenario drawn from suggestions from each of the directorates and/or centers. Along with a qualified outside consultant, the Directorate will write an annual half-day exercise scenario with input to the scenario provided by all directorates and centers. The Planning & Organization Directorate will be separately tasked as leader to manage this exercise, supported by the Directorate of Communications responsible for the crisis communications element.

## **Standard Operating Procedures**

Each directorate will develop, with the advice of the Directorate of Communications, standard operating procedures unique to its own managerial and/or operational responsibility to implement the provisions of this mandate, along with those programs and unique initiatives supporting Strategic Communications Jordan National Customs objectives. When agreed upon, these standard operating procedures (SOPs) will serve as the basis for both interactions at a working level with directorates and centers, and as the basis for the flow of information and knowledge.

**Update**

This Mandate may be updated as required by operational and managerial needs dictate, but no less than annually, incorporating suggestions from both the Directorate of Communications and other directorates and centers consistent with the principles discussed here.

*Authority*

*Approval*

Minister of Finance

Director General

*Endorsement*

Director, Communications

*Coordination*

CC: Directorates  
Centers

## **ANNEX 2: Directorate Job Descriptions**

The following are job descriptions proposed by the authors for the new Directorate of Communications, in line with the staffing guidelines of similar organizations, both governmental and in the private sector, which are comparable in size and mandate to Jordan National Customs.

These positions and their responsibilities align with the Department's current and anticipated needs. When tasks require expertise whose cost is difficult to justify on a full-time basis, the authors recommend that they be outsourced. Examples of such specialized tasks are the design and printing of periodicals, graphics and corporate identity, website support, and production of materials to support campaigns.

The final structure of organizational units, position descriptions, levels of responsibility, skills inventories and training requirements are to be developed under the lead of the Human Resources Directorate, in line with the overall objectives, strategic plans, policies and procedures of the Department.

The AMIR Program is currently developing a comprehensive package of human resources and training reforms for Customs, that includes the possibility to acquire a software package to integrate the functions of HR, training and document issuance management. All suggestions on staffing that are included in this report should be considered within this larger context.

### **Director, Communications**

- Reports to the Director General;
- Primary responsibility for the development and application of the Jordan National Customs Document Issuance System,
- Primary day-to-day spokesperson duty for Jordan National Customs, with authority to act in accordance with the Communications Directorate mandate and guidelines as established and agreed to by the directorates as endorsed by the Director General;
- To formulate departmental policy and guidelines, as well as approval and management of programs and budgets;
- To serve as the public affairs and relations counsel to the Director General regarding issues as they may affect Jordan National Customs' internal and external credibility;
- To serve as primary speechwriter for the Director General;
- To formulate the directorate's annual plan in support of the national vision and Jordan National Customs vision;
- To serve as Customs' primary counsel to coordinate plans, brief legislative and foreign groups;
- To chair the Weekly Issues and Management Meeting, as presided over by Director General
-

### **Principal Deputy Director, External Relations**

- Reports to the Director of Communications;
- Secondary day-to-day spokesperson, and in the director's absence, with authority to act in accordance with the directorate mandate and guidelines as established and agreed to by the directorates as endorsed by the director general;
- Manages relationships with trade organizations, users;
- Manages special events;
- Assists with legislative liaison;
- Manages speakers bureau, external education programs;
- Liaison with World Customs Organization and regional organizations;
- Supports curriculum development, coordination of Jordan National Customs with leading Customs organization worldwide;
- Drafts professional agenda, initiatives in conjunction with directorates for coordination with regional worldwide initiatives.

### **Deputy Director, News Group**

- Reports to the Director of Communications;
- Serves as primary contact to the news media;
- Responsible for managing the Weekly News Briefing;
- Trend analysis, issue management, with liaison to Customs managing editor;
- Maintaining editorial events calendar;
- Development of stories and "placements" consistent with external communications plan with target news media, national and international;
- Development and management of an ongoing media training program for directors;
- Manages opinion research, internal and external audiences;

### **Deputy Director & Customs Managing Editor, Knowledge Unit**

- Reports to the Director of Communications;
- Serves as the editor of the Weekly Issues and Management Report, and the Daily Update;
- Manages related support activity, including weekly chat room, supporting trend analysis;
- Primary writer for Jordan National Customs' annual report;
- Assistance to directorates for the drafting of "white papers" that relate to specific issues and external audiences;
- Primary IT liaison for Communications Directorate;
- Chairs a new Task Force on "Best Practices;"

### **Deputy Director, Production Unit**

- Reports to the Director of Communications;
- Responsible for print publications, including Customs' current newsletter, video, broadcast, presentations, programs, and campaigns;
- Responsible for the graphic standards and identity program, design direction and implementation;
- Responsible for assigned elements of the *Notoriously Good* Professional Certification campaign.

### **Assistant Director, Information Unit**

- Reports to the Director of Communications;
- Primary responsibility to Director for drafting memoranda, standards, guidelines supporting directorates and external ministries;
- Responsibility for developing annual work plans supporting each directorate derived from the business plan for each: positioning, key messages, issues;
- Responsible for five key directorates;
- Manages two to three account executives, responsible for directorates and ministries;
- Liaison with responsibility to the deputy director, the Customs managing editor for Weekly Issues and Management Report, the Daily Update.

### **Deputy Director, Documents Unit**

- Reports to the Director of Communications;
- Lead responsibility for the Jordan Customs document issuance system.
- Responsible for management of, quality control of Customs Encyclopedia;
- Sets policy, standard operating procedures for documents Customs wide;
- Conducts annual documents audit, updates operational requirements based on annual user needs assessments;
- Assists Directorate of Planning in preparing a five year strategic communications plan consistent with Jordan National Customs vision to evolve from record, document, to content based requirements, and WCO leadership agenda;
- Co-chairs “Implementation Task Force” with IT Director based on consultant IT; upgrade plans, when approved
- Member, “Best practices” task force;
- Contributor, monthly, to Directorate chat responding to officer questions;
- Author of quarterly “Special Interest Report – Quality Control” for presentation to Weekly Issues/Management Meeting;
- Responsible for developing and testing a set of “use parameters” for Customs Encyclopedia and set of “response goals” for employee users;

### **Account Executives (three)**

- Reports to the Director of Communications and the Assistant Director, Knowledge Unit;
- Responsible for covering each of several assigned directorates becoming expert in their operations, attending meetings, developing news content suitable for strategic communications elements: beginning with the *Weekly News Briefing*;
- Responsible for covering assigned Ministries, identifying requirements, and assuring follow through in terms of actions and publication of those requirements in the *Daily Update* by filing a data report with the deputy director, Communications, Customs managing editor;
- Responsible for writing a quarterly “Special Interest Report,” in conjunction with, in coordination with each of their client directorates;
- In liaison with the deputy director, production, and as assigned, responsible for contributing to program elements as may be outlined in the annual plan, and those special programs such as the *Notoriously Good* program.

### **Assistant Editor, Knowledge Unit**

- Reports to the Deputy Director, Communications;
- Responsible for assisting the Deputy on all assigned projects, and capable of handling the Weekly Issues and Management Report in his or her absence.

### **Assistant Editor, Production Unit**

- Reports to the Director of Communications and the Unit Deputy Director, Communications:
- Assists the deputy on all assigned projects as he or she may direct.

### **Department Manager**

- Reports to the Director of Communications; reports to the director, Communications:
- Responsible for office administration, including contracts with outside suppliers, travel, and annual or monthly budgets;
- Produces monthly activity report for the director: relative to annual plan.

### **Unit Assistant**

- Reports to the Director of Communications;
- Reports to the deputy director, Documents Unit.

### **Department Assistant**

- Reports to the Director of Communications, and the department manager;
- Assistant work across units as assigned by the department manager to support projects as requested by directors and editors.

### **Department Intern(s)**

- Report to the department manager;
- The department will select two interns on a part-time basis, acceptable to their university and to a department unit to work with that unit;
- The department will require appropriate academic background and skills, such as economics, journalism, IT or web production, finance, or business process engineering, to assist the department, and two faculty recommendations for consideration;
- Interns will be assigned to a unit based upon compatibility of skills and unit needs;
- Interns will be required, with assistance, to submit a work plan and produce entry level work to a professional standard.

### **ANNEX 3: Priority Actions for the Directorate**

The following are sample short-term actions proposed by the authors to support the Core Actions of the new Directorate of Communications outlined in Chapters Two, Three, and Four of this report.

#### **Draft Policies and Procedures to Modernize Document Issuances**

Customs, like other government agencies and the trading community as a whole in Jordan all lack the clear information they would need to carry out their activities in an efficient manner.

For example, tariff classifications in Jordan do not follow a customs-wide issuance system that follows a hierarchical application of international agreements, namely the World Customs Organization's Convention on the Harmonized Description and Coding System, the Convention Explanatory Notes, the Compendium of Classification Opinions, and even the Department's own prior tariff classification rulings.

This failure to properly apply tariff classifications endangers the ability of Jordan's government to collect revenues. Opportunities for non-transparent rulings and corruption abound, and clients have no basis for predictable treatment by Customs.

Other issuances for Jordan Customs must be similarly structured to prevent contradictions and create consistency. A well-established document issuance system will be the foundation to the successes and stories of success that Customs will create.

#### **Establish a story file**

The first task in this area is to identify "high-value" stories. For example, a story that links trade and trade agreements to the country's economic goals and growth would have high value.

A second area of high value would highlight Customs' success in key areas of management, such as the effort to combat smuggling, and risk management. Essentially, the task is to develop effective stories, and to time these so that their release coincides with significant developments as they occur.

#### **Establish a Best Practices file**

The Directorate should establish mechanisms to acknowledge outstanding performance within the organization on a monthly basis, through new channels, such as online publications, as well as the existing newsletter.

The Directorate would nominate content and develop a format, which it would then post to the Encyclopedia, and use this content as the basis for an internal campaign which could then be promoted externally on a selected basis, through current channels such as Partnership Council Committee meetings, as well as the new channels discussed above.

#### **Support special programs**

Customs' support for the Partnership Council Committee is one of its greatest ongoing success stories. The Directorate should implement those actions assigned to it in the Communications Plan, such as the pilot program to introduce concepts of customer service discussed in Chapter 2.

### **Develop a graphic standards and corporate identity program**

Customs needs consistent graphic standards and corporate identity. This is a major undertaking that will require an outside design firm to first review all of the Department's current publications, websites, and stationery, and then develop a new graphic identity along with a standards manual for its use.

Through this initiative, the current Customs Magazine, the KAA newsletter or its replacement, the planned Amman Customs Center website, and all other publications now produced or planned, can be brought into alignment.

### **Develop an SOP for filming seizures**

An account executive should be chosen to develop, in cooperation with the Intelligence Directorate, a standard operating procedure for videotaping seizure. This should include the approval to film seizures, and the development of a test case that can lead to an "in-house" production, as well as media guidelines for future coverage, and invitations for news media to cover.

Finally, this account executive can develop a production schedule for a series, to be produced in-house, that highlights intelligence operations, featuring officers in action. This should be produced in versions suitable for both internal and external audiences. This joint effort by the Directorates of Communications and Intelligence should take as its starting point a list of questions for discussion, as outlined in Annex 6, which will lead to the formulation of an SOP.

### **Promote Customs Encyclopedia with an "email campaign"**

This campaign uses email to promote features of the Customs Encyclopedia, with a link to the proposed Chat room. The email campaign treats the Encyclopedia as a two-way "daily lesson," thereby creating a feedback loop for questions to the Directorate.

Daily emails link to topics for active discussion in the Chat room, and repeats "lessons." The "In the Chat room" website program, which should be hosted by the Customs managing editor, can also feature guests chosen for their in-house expertise.

## ANNEX 4: Proposed 12-Month Program for Customs' Communications Directorate

### Communications Directorate – Program 2004

*By function & principal tasks, which synchronize with job descriptions in Annex 2*

<b>External Relations</b>	<b>Priority</b>	<b>Production (if any)</b>	<b>Task Force (if any)</b>
<p><i>Function:</i> Trade Organization Promotion</p> <p><i>Tasks</i></p> <ul style="list-style-type: none"> <li>Identify, manage, report issues</li> <li>Develop, manage Customs agenda w/internal audiences</li> <li>Monthly meeting w/external audiences</li> <li>Identify/develop/maintain relationships w/leading influential persons</li> <li>Identify key event, venue for major speech by Director General</li> </ul>	High	Weekly Issues/ Management Report	Border
<p><i>Function:</i> Legislative/WCO Liaison</p> <p><i>Tasks</i></p> <ul style="list-style-type: none"> <li>Link w/issues management</li> <li>Identify gaps/propose JNC position(s)</li> <li>Conduct briefings w/directorate support</li> </ul>	High	Issue Presentation(s)	
<p><i>Function:</i> Community Relations</p> <p><i>Tasks: Speakers' bureau</i></p> <ul style="list-style-type: none"> <li>Recruit, assess, develop speakers (internal/external)</li> <li>Target organizations</li> <li>Determine priority/assign</li> <li>Coordinate w/issues management</li> <li>Assist with speechwriting (internal speakers)</li> </ul>	Routine	Speech series  Post to Website	

*Function:* Community Relations  
*Tasks:* *Develop campaign*  
 “Meet your customs officer” campaign  
 Coordinate with elements of *Notoriously Good Program*

Routine Brochure

*Function:* Community Relations  
*Tasks:* Develop special events, supporting campaigns  
 1) *The Heart of the Matter* (sponsorship, annual debate)  
 2) *I understand* (sponsorship, trade topic, secondary school)

Routine Campaign w/elements

**Media Relations**

**Priority**      **Production**      **Task Force**  
 (if any)      (if any)

*Function:* (with external trainers) conduct media training  
*Tasks:*  
 Develop curriculum, basic techniques/studio practice  
 Develop curriculum/scenario, crisis communications

High Presentations/studio

*Function:* conduct *Weekly News Briefing*  
*Tasks:*  
 Trend analysis, issue management, develop Q&A’s  
 Coordination w/Customs managing editor  
 Develop, maintain current media list  
 Maintaining editorial/events calendar

High Video tape

<p><i>Function:</i> develop stories and “placements”  <i>Tasks:</i> Develop consistent with local market practice(s)                  TV Series: <i>At the Point of Change</i>, develops stories *                  New customs officer, new definitions, new opportunities                  Customs and trade                  On scene at seizure, operations                  Others</p>	<p>High</p>	<p>Post story placements</p>
<p>TV Series: best practices, primary audience internal</p>	<p>Routine</p>	<p>Produce, distribute as CD</p>
<p>TV/Radio Talk show appearances, issue based</p>	<p>High</p>	<p>Post story placements</p>
<p><i>Task:</i> Manage baseline opinion research, external audience</p>	<p>High</p>	
<p><i>Task:</i> Manage baseline opinion research, internal audience</p>	<p>Routine</p>	

\*These descriptions are not representative of the development of a creative approach, and headlines, which should be the task of assigned staff. Some markets will broadcast independently produced series, while others will require their own staffs to produce consistent with the ideas offered. In the former case, Jordan National Customs can both produce and place the series. In the latter case, Jordan National Customs can work with local television as an advisor on series they produce, *and then* use this series for its own, internal purposes.

<b>Production</b>	<b>Priority</b>	<b>Production (if any)</b>	<b>Task Force (if any)</b>
Customer service campaign	High	Television, radio Presentations Print (literature) Outdoor Web	
Graphic standards/identity program Design direction and implementation	High		
Graphic standards/identity program <i>Notoriously Good</i> campaign			
Jordan National Customs annual report	Routine	Print	
Special reports/“white papers”, issue specific	Routine	Print/CD	Issue specific
<b>Knowledge Management</b>			
<i>Function:</i> edit <i>Weekly Issues/Management Report</i> <i>Daily Update</i>	High	Website	
<i>Function:</i> manage <i>In the Chat room</i> content, guests <i>Tasks:</i> Conduct e-help program Edit comments, post to encyclopedia, relevant reports	High	Website	Standards, Best Practice, <i>Plus</i> , topic specific
<i>Function:</i> manage content, coordinate IT requirements	High	Website	

## Customs Encyclopedia

<i>Function:</i> Standards for documenting & storing	High	<i>Correspondence Guidelines for Customs Department for 2003 (updated)</i>	Standards, IT Implementation
<i>Tasks:</i> Test need for, preference for users manual vs. robust website Determine need for revision Guide	High	<i>Guide to Standards &amp; Quality, Procedural Directory for Customs Directorates</i>	
Service promotion/customer service Develop, test, a sign-up promotion	High		

## **ANNEX 5: Directorate Standard Operating Procedures** *(draft)*

Ministry of Finance  
Jordan National Customs  
Directorate of Communications

### ***Procedures & Standards***

#### **Subject: News release terminology, standards and distribution**

Each news release issued must follow a standard format so that the news media, after a time, recognizes releases that are issued by the Directorate.

We call them “news releases” rather than “press releases.” If there is no news, there should be no release. Obviously, the job of the writer is to identify the “most important” element of the story, and craft the release so as to explain its importance. Similarly, we hold “news conferences” and “news briefings,” since we confer about, or brief news and not the “press.”

Each release should be “clean,” which in journalistic terms means its content must meet standards for accuracy, factual reporting, and attribution as practiced by leading newspapers.

Each release will be prepared and distributed in Arabic and English versions to Amman-based media, using the Directorate’s list of news media, which will be updated as needed. The Directorate will maintain files of releases for those news media organizations regularly sending reporters to Amman.

#### **Style, format, back-up**

News releases will be printed or copied on standard Jordan National Customs letterhead. For body copy, English versions will use Times New Roman font, 12-point type, except for the words “News release” and the headlines which will use 14 point Times New Roman font, bold italic. Format will include the words “News release” in the left corner, two lines down from the words “Jordan National Customs.”

Writers have the flexibility to use one-, two- or three-deck headlines, leading with the most important fact of the story in the first deck. Other decks support the story, with related facts in descending order of importance. If decks are used, decks one and two will be separated by an underscore. Decks will have no more than three lines each (See model).

Each release will begin with a dateline in standard journalistic style, such as “Amman, June 3 -- ”. If the release is written from another city, obviously, that city becomes the basis for the dateline, as in “Aqaba, June 3 -- ”.

Releases longer than one page will be numbered beginning on the second page, with the number centered at top. Releases will conclude with five “#” signs to indicate “finish.” Arabic versions should follow this same format.

After the “#####” signs, each release will be number using a code to indicate the sequence, date, and writer. In the following example, “JNC-003R-0603,” the code means very simply, “Jordan National Customs,” number three, “R,” (third release issued), in June, 2003. Each writer follows suit with subsequent release. Example, “JNC-004R-0703” means the

Directorate issued its fourth release of 2003 in July. After the job number, several contacts are listed. There must be at least one currently available JNC contact listed.

Each writer will record his/her release using a short title (e.g., “Seizure/artifacts”) on the “job sheet” used to track releases, contained in the JNC Releases primary file. For example,

<b>Release Number</b>	<b>Issue Date</b>	<b>Short Title (“slug”)</b>	<b>Writer</b>
<b>JNC-004R-0304</b>	<b>July 7, 2003</b>	<b>Seizure/artifacts</b>	<b>K.Rababa</b>

Each writer is responsible for filing his/her release in a separate “job file” with the release number as the label on the file, an original copy of the release “as sent.” If routine classified as “routine,” approval resides with the Directorate following approval by source for technical/factual accuracy. If classified as “special or critical,” the release the director general or his designated representative will sign the “approval copy” prior to release.

In addition to the approval and final copies, other drafts may be included in the file at the discretion of the writer, along with appropriate source or reference material if needed as factual “backup” for statements contained in the release.

An electronic version of the release will be maintained on the writer’s computer, and then backed up to a CD as part of a monthly back up of all work. Two versions of this CD will be produced, one maintained by the Directorate, and the other by the IT Directorate as an element of the JNC website and/or the Customs Encyclopedia as a supplement, categorized by subject. At such time as a “best practices” website is launched, the IT Directorate will provide a link between “best practices” and the Directorate news release electronic files.

English version releases will follow American standard usage for spelling and grammar. Until such time as the Directorate can obtain stylebooks, editorial standards will be based on personal experience of the senior English speaker. The Directorate will add to its internal library a stylebook from the Associated Press, New York Times or Washington Post as a reference. In time, the Directorate will produce a stylebook unique to the JNC and particularly usage of standard technical terms.

Each writer will proof his or her work, using computer spell check, but not relying on same since these fail many standard grammar tests and may actually introduce errors into otherwise correct copy. Ultimately, each writer is responsible for the factual, style, and spelling accuracy work.

Arabic versions will be recorded in the same fashion, and filed in the same file with the English versions. Should any difference arise between the two versions, the Arabic version takes precedence.

### **Writing the release**

Standard journalistic style and structure (“inverted pyramid”) will be followed. All statements will be attributed using either direct quotes, (““This seizure of artifacts is the largest of its kind,’ Mr. Mahmoud Qutaishat said.”) or indirect quotes (e.g., “He said more than JD 1000 million...” or “According to Mr. Qutaishat, ...”) or cite a source (“The report stated...”). Neutral verbs will be used throughout: such as “said,” “explained,” “stated,” depending upon nuance. Since the release reports facts, writers do not interject editorial comments or opinion, however subtle, into the release.

The test for a well-written headline is that the reader knows the important fact or facts without reading the story, but is compelled to read it anyway. The story explains the news using additional facts in descending order of importance, in a format known as “the inverted pyramid.”

When possible, regarding important events or complicated matters, news releases will be prepared in advance using JNC and other sources as necessary so as to compile facts ahead of, and in anticipation of questions, and then either revise the lead or add other facts as dictated subsequently by the event before distribution.

For example, “Jordan National Customs will join officials from the Ministry of Finance responding to questions regarding the proposed tax increase at an event Tuesday, according to officials at the Ministry...”).

Factual accuracy is fundamental to writing a release. The rule is, if there is a doubt about a fact, don’t use it. If reporting Ministry’s “work in progress” such that a qualified range is fundamental to the story, express the range and qualify it based on an expert (e.g., “The Director said that current revenue totals ‘are in a range of \$40 million’ and that he expects to confirm those totals next week following a consolidated analysis of reports.”). In English, the rule of journalists regarding story accuracy obtains in writing a release for the JNC as well. The rule is, “If your mother says she loves you, check it out.”

The Ministry will acquire a standard journalist text as a shelf reference.

*Current as of March 8, 2004  
(SOP-001)*

**Scheduled for update March 8, 2005**

Customs Encyclopedia Locator Serial: XXXX-XXX-XXX

Key words: Customs, press, news, release

*Authority for Jordan National Customs*

*Approved by*

*Director General*

*Khalid Rababa  
Director,  
Communications*

*Coordination: Computer Directorate*

## **ANNEX 6: Intelligence Standard Operating Procedures**

The following are guidelines for the creation of a joint Standard Operating Procedure between the Directorates of Communications and Intelligence that can serve as the basis of a campaign to highlight the successes of intelligence operations, featuring officers in action, in versions suitable for both internal and external audiences.

This proposed campaign is part of the list of priority actions suggested for the Directorate of Communications by the authors in Annex 3.

### **Discussion points**

1. Current reports: do they include a situation report or analysis, and an operations support (activity planned, actions taken)?
2. What are the current directives? Are they being observed? At what level?
3. Who has access: shift change briefings in the field? Management briefings: what triggers?
4. Specifically, related to external communications: are there current guidelines or some baseline document legal or operational which should serve as a basis for both current news media support and internal training?
5. Authority for speaking to actions: has there been any effort to analyze from both an operational and intelligence point of view? What are the implications for when and how can we notify media in advance?
6. Would you be willing to support a training exercise with selected members of the media to serve as a rehearsal for you, a training exercise for them?
7. Is a signed confidentiality agreement by selected media in advance of an operation acceptable as a basis for an invitation based on “show up, time and place” basis? When does such coverage potentially compromise subsequent seizures or operations? How should we advise operations and intelligence officers regarding the question “when is it appropriate?”
8. Is there an existing, written policy regarding treatment of evidence, treatment of intelligence, and guidelines to protect these while we still meet our obligation to inform the public about our affairs?
9. From both a policy and a practical (IT) perspective, how do we control (who has the authority) to post information on websites: keep in mind that we will propose that the newly formed Directorate of Communications be empowered with the authority to require, when necessary compliance with information as the technical editor/manager of website?
10. In your view, is it preferable to have a “firewall” between intelligence and communications? Typically this emerges as a conceptual (policy) and practical problem in that the need to “get the word” out is inherently in conflict with the need to protect sensitive information, with usually the latter prevailing. Definitions are needed.

## **Annex 7: Weekly Issues & Management Meeting Agenda**

This Annex outlines the agenda for the proposed Weekly Issues and Management Meeting proposed by the authors as a Core Action for the new Directorate of Communications in Chapter Three of this report.

### **Agenda**

The overall responsibility of organizing the meeting and securing reports resides with the new Directorate of Communications as part of an overall initiative to consolidate responsibility for “knowledge management.”

The meeting will help overcome the current lack of coordination among the directorates, enhance two-way communications, and provide content needed to support a strategic communications program.

The draft mandate for the Directorate, as found in Annex 1, supports this meeting structure, and once endorsed by the Director General, will provide the authority, through a memorandum of understanding, for cooperation and responsibilities to be shared between the Directorate of Communications and supported directorates. A proposed agenda, reports, their components and assigned responsibilities are as follows.

### **News Media Report & Analysis: two minutes (Directorate)**

- A national section which speaks to Jordan stories including compilation of news, opinion from Jordanian news sources, any related international coverage related to customs.
- A Specialty Section speaks to “customs stories:” key stories from international and specialty publications/websites of interest/with potential impact, pro or con, for Jordan Customs.

### **Situation & Operations Reports: three minutes (Intelligence Unit)**

- Intelligence, investigations, border incidents and seizures, risk assessments, with assessment for immediate impact on Customs.
- Medium term and long term trends reports of Customs high intensity programs as defined by Jordan Customs Strategic Plan.

### **Leading Indicators: one minute (Statistics Department)**

This component includes a review of indices key to reporting overall performance of Customs in areas of interest, which include but are not limited to:

- Operations,
- Management and personnel,
- Issuance and declarations, appeals, revenue,
- Staff indicators, such as employee receipt and reading of the *Daily Update* described below

### **Calendar (Communications Directorate)**

- Major events and actions, by sections and centers,
- National events of interest, including His Majesty’s schedule,
- Minister of Finance schedule,
- Foreign dignitary visits that may effect operations or security issues.

**Issues and Key Messages Update: Two minutes, as required (each Director)**

This component identifies issues as likely to make headlines for or against Customs, provides appropriate draft “key messages” for concurrence by those directorates affected and director general prior to a Wednesday News Briefing.

**Problems and Solutions Report: 30-60 seconds (Directors, Directorate)**

This component provides participants with a “quick take” and remote reports from Customs Centers, as submitted to Directorate of Communications for compilation, of a maximum of three new problems or updates, presented in terms of problems, options, recommended solutions and status or deadline, with a strictly adhered-to time limit.

**Special Interest Report: three minutes (Team Leaders, on a rotating basis)**

These include reports on jurisdiction at borders, risk management, and so on, with a handout or website reference, in a standard format to be developed, that accompanies it.

## ANNEX 8: IT Requirements to Support Core Actions

The following are IT actions to support the Core Actions proposed by the authors for Jordan National Customs' new Communications Directorate in Chapters Two, Three, and Four of this report. This list is not exhaustive, and will require further development by an IT expert as the proposed Core Actions are further defined.

### For the Weekly Issues and Management Report

- Record and track subject(s) by timing, originating source, by section, by reviewer, by authority (approving/coordinating directorate), of the Weekly Issues/Management report;
- A "look ahead" provision for each section, by publication date, with access limited to Customs managing editor, and select others;
- Post the sections to the Jordan National Customs website weekly;
- Update design of website, with graphics and functions suitable to post/access content in the sections as described;
- Provide for at least three levels of security (two levels of classified and unclassified) for the *Weekly Issues/Management Report*;
- Post updates to the Customs Encyclopedia using date, time, originating source, with provision for transfer (copy) of content from the *Weekly Issue/Management Report* to the Customs Encyclopedia;
- Distribute *Weekly Issues/Management Report* to employee name, serial number, date and time, the receipt of all three reports, with an update to the employee's personal e-file (HR) consistent with current HR guidelines and as these may evolve relative to performance, evaluation, and certification programs proposed by HR and supported in this report (See Section 6, Professional Certification program, and Appendix 6);
- Provide a "tick box" to indicate either action required, or a special interest by employee, by topic (so as to distinguish a "must read" section from general information, "news") and code this by employee job or professional interest, and provide for a means to confirm a "read receipt" by to the issuing authority and HR;
- Provide a "tick box" to designate a "best practices" item, with a minimum of four cross reference options;
- Provide a "tick box" for "action required" by "knowledge manager";
- Provide a feedback provision/means to poll employees using a "yes" "no" system and an e-mail to a box number response;
- Provide a "flash override" to select audience to appear on screen as an alert to a message of critical importance contained in the *Report* and limit the authority for use to the director general or his designated (director) representative
- Provide a "chat room" connected to the *Report* with a subject, name, date, provision for archive and retrieval;
- Link from the *Report's* Calendar section to director's then employees Outlook functions, with provisions for "general," "special interest," and "classified, by name only" distribution.

### For the Daily Update

- Relational database to accommodate the required mandates of a legal issuance system addressing the hierarchical relationship of laws, regulations, policies, issuing authority, delegated authority and precedent.

- Record and track subject(s) by timing, originating source, by section, by reviewer, by authority (approving/coordinating directorate);
- A “look ahead” provision for each section, by publication date, with access limited to Customs managing editor, and select others;
- Post the sections to the Customs website daily;
- Update design of website, with graphics and functions suitable to post/access content in the sections as described;
- Provide for at least two levels of security (classified and unclassified) for the Daily Update;
- Post updates to the Customs Encyclopedia using date, time, originating source, with provision for transfer (copy) of content from the Daily Update to the Customs Encyclopedia;
- Distribute Daily Update to employee name, serial number, date and time, the receipt of all three reports, with an update to the employee’s personal e-file (HR) consistent with current HR guidelines and as these may evolve relative to performance, evaluation, and certification programs proposed by HR and supported in this report (See section on Professional Certification program);
- Provide a “tick box” to indicate either action required, or a special interest by employee, by topic (so as to distinguish a “must read” section from general information, “news”) and code this by employee job or professional interest, and provide for a means to confirm a “read receipt” by to the issuing authority and HR;
- Provide a “tick box” to designate a “best practices” item, with a minimum of four cross reference options;
- Provide a “tick box” for “action required” by “knowledge manager”;
- Provide a “flash override” to a selected audience to appear on screen as an alert to message of critical importance contained in the Report and limit the authority for use to the director general or his designated (director) representative.

### **For the Directives Alert**

- Update design of website consistent with new Customs graphics and identity program with graphics and functions suitable to post/access content in the sections as described, namely, regulations, notifications, regulatory directives, letter notifications;
- Provide for at least one level of security, two level classification (internal use only and general interest) with secure access to designated Ministry and other “outside” users;
- Post updates to the Customs Encyclopedia using date, time, originating source, with provision for transfer (copy) of content from the Directives Alert;
- Distribute Directives Alert to designated employees by name, serial number, date and time, with a receipt report to update to the employee’s personal e-file (HR) consistent with current HR guidelines and as these may evolve relative to performance, evaluation, and certification programs proposed by HR and supported in this report (See Section V, Professional Certification program);
- Provide a “tick box” to indicate either action required, or a special interest by employee, by topic and code this by employee job or professional interest, and provide for a means to confirm a “read receipt” by to the issuing authority and HR
- Provide a “tick box” for “action required” by “knowledge manager”;
- Provide a “flash override” to a selected audience to appear on screen to designated an immediate read Alert and limit the authority for use to the director general or his designated (director) representative.

- For the external subscribers to the public information portion of the Directives Alert, an email distribution system.

### **For the Weekly News Briefing**

- Develop a standard “card” for question and answer and data categories, to include: by date, by subject, by standard code (in synch with codes currently in use from a directorate list), by authority (directorate), by employee name/serial, by deadline (date action required, with posting to Outlooks at authority, at designated Directorate of Communications account person, at Director of Communications), by coordinating directorates (limit to five);
- Link to Customs Encyclopedia by subject, by date, by standard code, with provision for supporting document posting;
- Link to Weekly Issues/Management Report “look forward” documents by date of action required);
- Archive as Weekly News Briefing “Q&A” searchable by date, by date, by subject, by standard code (in synch with codes currently in use from a directorate list), by authority (directorate), by employee name and serial number.

## **ANNEX 9: Communications Goals in 2004 Strategic Plan** *(as reference)*

The Jordan National Customs Planning and Organization Directorate 2004 Strategic Plan includes several general communications-related goals in the context of the overall plan, but does not address how these goals should be achieved.

Our primary recommendations for the meeting of the defined goals will be through the development of a Directorate of Communications and a comprehensive document issuance system. These stated goals are as follows.

### **Internal Communications Goals**

- Inform and educate Customs staff on new regulations, in order to:
  - Standardize Customs actions at all ports of entry
  - Increase private sector compliance
  - Increase tariff collections
  - Improve speed of processing imports and exports
  - Facilitate increased flow of trade across Jordan's borders
  -
- Share data and lessons learned within the Customs Department, to facilitate:
  - Knowledge management within the Department
  - Improved decision making
- 
- Improve the standards of work of all Customs employees
- Increase morale and pride in work
- Introduce new communications technology into the process – i.e., intranet, databases

### **External Communications Goals**

- Inform and educate import-export firms on new regulations and procedures to:
  - Achieve informed compliance
  - Facilitate increased flow of trade
- Share data and lessons learned with other Customs and international organizations
- Coordinate the exchange and sharing of intelligence data
- Inform the Jordanian public of Customs activities to:
  - Assist the recruitment of quality staff
  - Educate public on Customs' important role in protecting citizens
  - Educate public on Jordan Customs' leading status in region

## **ANNEX 10: Current and Suggested Task Forces**

The following is a list of current and proposed task forces at Jordan National Customs that would warrant the participation of the newly formed Directorate of Communications.

### **Standards Task Force**

The Communications Directorate should participate in a Standards Task Force as lead agent.

*Primary.* The task force would be the focal point for “knowledge management” content. The Directorate of Communications, Knowledge Unit, would develop an objectives outline, along with agenda, suggested appointments from participating directorates, coordinating with the IT and Planning & Organization Directorates, and seek approval from the Director General to implement.

One significant early task would be a schedule to transition certain “content” responsibilities from the IT Directorate to the new Directorate of Communications. This discussion of tasks would include the planned rollout of new procedures supporting the introduction of the Weekly Issues and Management Report, the Daily Update, and related IT support as outlined in the previous Annex.

*Secondary.* The Task Force would also provide clear, comprehensive information and instructions to trading firms. This Task Force would manage the pilot program to test quality control for customer service interaction with Customs systems as described in Chapter Two.

*Tertiary.* In addition, with IT Directorate support, the Task Force should evaluate ways to strengthen the current weak filing structure, capture and manage corporate knowledge, linking to “best practice” initiatives on a monthly basis and training. The Task Force examines links between Customs’ issuance system and intelligence mission.

Finally, the Task Force provides direction to Customs Training Directorate concerning Dewan retraining, and certification.

### **Trade & Tariff Task Force (Suggested)**

The Directorate of Communications will need a mechanism to update of data base access declaration (speed) and transparency of rulings, access to monthly clearance meetings with traders, such that Customs addresses “timely response” and “timely delivery” principles. Information flows to new e-publications.

### **Border Task Force (Current)**

Operations, actions, and issues from this Task Force become a primary source for the *At the Point of Change* story to be used as the basis for a TV series and other formats.

Stories will focus on changes as they unfold in response to key issues, such as clearance delays. The new Directorate will repeat success stories, using standard techniques. For example, the TV series can be reproduced as a CD for internal audiences, can be used as the basis of interactive in the Chat room, and becomes the basis for a standard speech, first for trade audiences, and finally as the basis for an internal campaign series of “best practice” emails.

## ANNEX 11: Production & Budget Summary Estimates<sup>9</sup>

### Print

Graphic Standard & Identity Program, to include standards manual,  
plus: \$8-\$10,000

- Logo revision/update
- All stationery
- All current production: magazine, newsletter
- Code of conduct
- Curriculum materials
- Signage/uniform insignia

CD (packaging design, production), 4 color, \$1000 per 3X \$1,000

Special Reports series, 2 color, \$1,000 per 4X \$4,000

Standard package of news kit materials, 4 color \$2,000  
Portfolio  
Letterhead (Fact Sheet, News release)

Customs Magazine (re-design) \$2,500

Customer service campaign, literature \$15,000

*Meet your customs officer* brochure \$5000

### Broadcast/electronic (TV series-to-CD)

TV three part series: *At the point of change*  
Produce three 5-minute segments, broadcast quality  
Series supports border, customer service, and employee  
Changes \$25,000\*

CD: *At the Point of Change*  
Convert three part series to CD format \$2500

CD: *Best practices series* \$2500

Website refresh/Update, including Amman Customs Center  
Consistent with new graphics/identity standards \$4,000

Customer service campaign, TV, radio commercials \$50,000

### ***Notoriously Good Campaign***

#### Print

Design separate logo, identity, standards

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<sup>9</sup> The following budget prepared by Mr. Cleary is illustrative of potential costs and will need much further refinement prior to being relied upon for budget forecasting.

Research

Conduct national opinion survey

Estimate: design, field survey, analysis, report

\$25,000

\*Note: this estimate is approximately half of the costs to produce “Connecting Jordanians.”

## **ANNEX 12: Summary of Online Initiatives**

### **Publications**

*Weekly Issue/Management Report*

*Daily Update*

*Directives Alert*

### **Online channels**

*In the Chat room*

### **Online special programs**

“Did you know?” Email campaign to reintroduce Dewan or a replacement program.

“Did you know?” Email campaign to introduce Customs Encyclopedia

### **Editorial Management**

*Customs Encyclopedia*

## **ANNEX 13: Interviews Conducted for this Consultancy**

1. Greta Boye, Team Leader, PSPI, AMIR Program
2. Andrew Ford, IT Consultant, PSPI, AMIR Program
3. Michael Krstic, Consultant, PSPI, AMIR Program
4. Hatem Tieby, Senior Program Advisor, AMIR Program
5. Barbara Zadina, Field Communications Specialist, Chemonics International
6. Jamal Olaimat, Customs Specialist, Customs Reform & Modernization Subcomponent, PSPI, AMIR Program
7. Marwan Gharaibeh, Director of Planning and Organization, Jordan National Customs
8. Mohammad Obeidat, Head of International Cooperation Section, Jordan National Customs
9. Tayseer Shboul, Director, Intelligence Unit, Jordan National Customs
10. Somaya Al-Wahoush, Information Technology Director, Jordan National Customs
11. Sala Magharreh, Director, Judicial Affairs, Jordan National Customs
12. Mohammed Jaloudi, Legal Affairs, Jordan National Customs
13. Munir Kayyed, Head, Training Unit, Jordan National Customs
14. Mansour Abu Azzam, Registry, Jordan National Customs
15. Khalid Rababa, Assistant to the Director General for Public Relations, Jordan National Customs
16. Waleed Ijel, Head, Programming Section, Computer Directorate
17. Mansour Abu Azzam, Correspondence Section (Dewan), Jordan National Customs
18. Deputy Director, Correspondence Section (Dewan), Jordan National Customs
19. Mahmoud Abdulla Jabr, Director, Computer & Information Systems, Ministry of Finance
20. Munir Kayyed, Director, Training Center
21. Sameer Abdullah, Head, HR Development Section

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