

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

Funded By U.S. Agency for International Development

**Development and Integration of Customs Reform and
Modernisation within Jordan 2002**

Revised Final Report

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This report was prepared by Glenn Wood, in collaboration with The Services Group Inc (TSG), a subcontractor to Chemonics International, prime contractor to the US Agency for International Development for the AMIR Project in Jordan.

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Acronyms

ASEZA	Aqaba Special Economic Zone Authority
CEN	Customs Enforcement Network
CIEMP	Customs International Executive Management Program
CMAA	Customs Mutual Assistance Agreements
CRM	Customs Reform and Modernization
CTEPD	Customs Training, Education and Professional Development (Program)
EU	European Union
FTZ	Free Trade Zone
HKJ	Hashemite Kingdom of Jordan
HRD	Human resource development
HRM	Human resource management
IT	Information technology
JISM	Jordan Institute for Standards and Metrology
M/X	Import/export
PSPI	Private Sector Reform Initiative
QIZ	Qualifying industrial zone
WCO	World Customs Organization
WTO	World Trade Organization

Executive Summary

Customs Reform and Modernization (CRM) is one of four subcomponents of the Private Sector Reform Initiative (PSPI) of the AMIR Program. Its objective is to help Jordan's Customs Department to efficiently collect the correct revenue at minimum cost to the private sector. The CRM subcomponent assisted with this goal by offering assistance to develop detailed short-term and longer-term strategic plans for critical areas of customs operations. At the request of USAID, technical assistance was also provided on several occasions to the Aqaba Special Economic Zone Authority (ASEZA) project in Aqaba. Resource sharing (training, data and equipment) with the Ministries of Health, Agriculture, Jordan Institute for Standards and Metrology (JISM) and with ASEZA's customs and tax capacity to maximize efficient delivery will extend to include the coordination of support with other donors.

Assistance under the CRM subcomponent is divided into two main areas: institutional development and information technology (IT) solutions. Institutional development is the larger part focusing the institutional and strategic framework, and also addresses critical technical issues. Specific activities of note during 2002 were:

- Risk Management Workshops;
- Implementation of the transit control module for the ASYCUDA customs database;
- Strategic plans for key areas of customs related to risk and facilitation;
- Formal training in risk management, valuation and tariff classification;
- A study tour to Australian Customs, import/export business stakeholders and the University of Canberra in November; and
- A regional workshop on World Trade Organization (WTO) valuation implementation.

Generally in 2003 AMIR 2.0 will provided skill establishment and capacity deepening through:

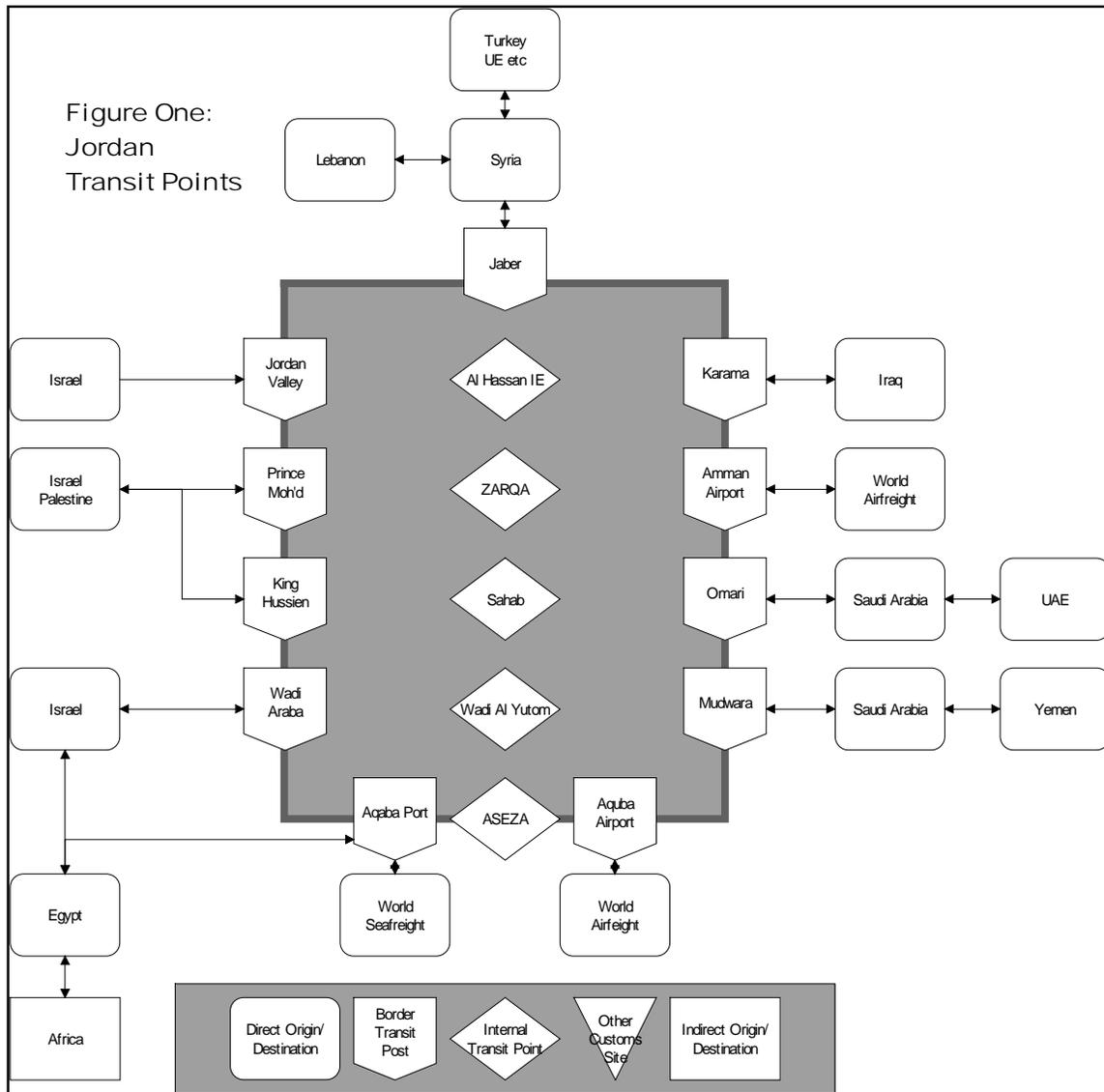
- Improving pro-active legal and legislative capacity,
- Training in border control and commercial intelligence, investigation and risk management,
- Undertaking a study visits to US Customs and a major US Broker ,
- Providing other training and technical assistance as required or identified ,
- Developing a plan for enhanced cost effective controls over commercial imports and exports,
- Reviewing and rationalizing Commercial Audit and Warehouse/Free Trade Zone (FTZ) arrangements,
- Encourage human capacity growth through a competency review of customs core skills and training needs,
- Assisting in Customs adoption of the ISO 9002 quality model.

In the longer term AMIR will:

- Review and revise human resources and staffing policies,
- Perform a cost benefit study on the practicality of establishing a single Revenue Authority under the Department of Finance,
- Undertake a study visit to Malaysian Customs and Free Trade Zones,
- Provide equipment and training support identified in earlier periods.
- Improve use of ASYCUDA modules and other customs database usage in line with improving Risk Management, Intelligence and Investigation capacity.

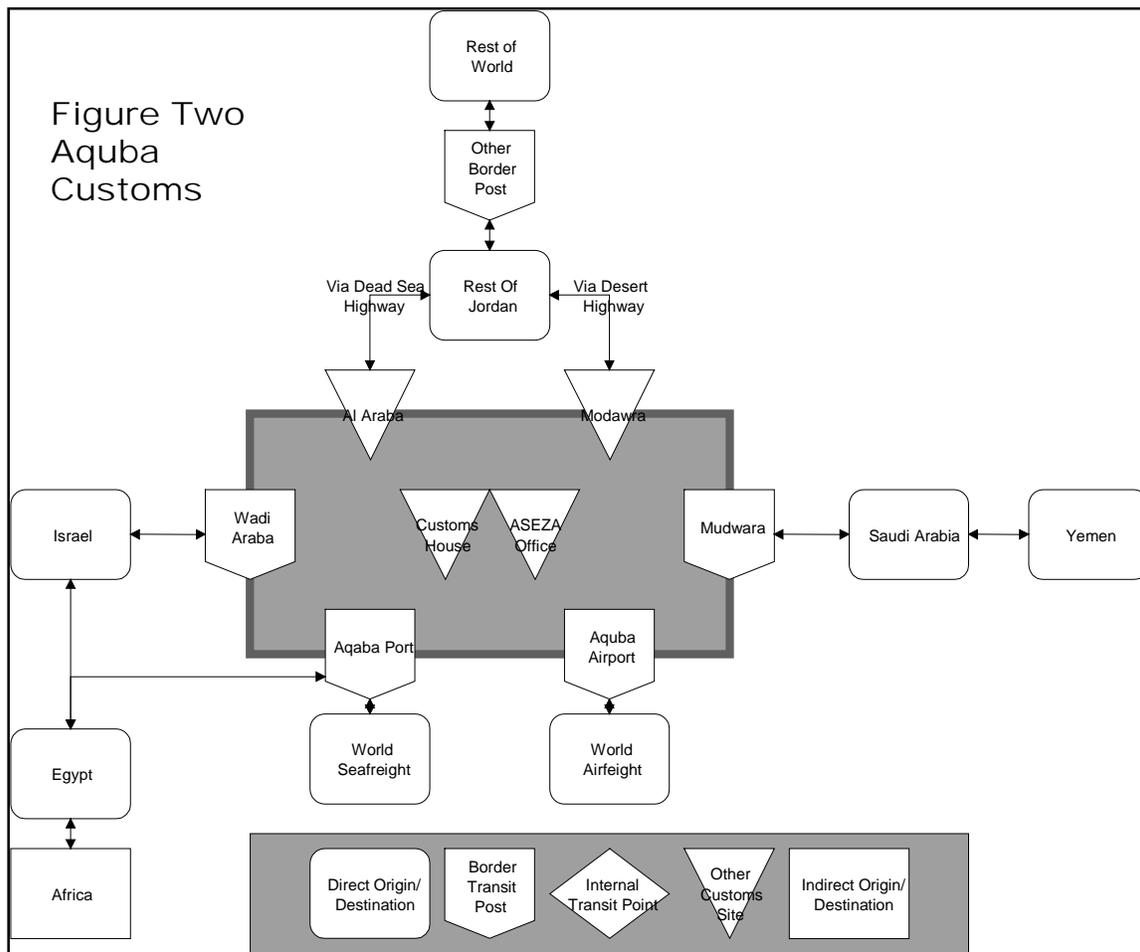
A. Overview

Customs Reform and Modernization (CRM) is a Sub-Component of the Private Sector Policy Initiative (PSPI) of the AMIR Program. Its aim is to enable the efficient collection of the correct revenue and protection of the community with the minimum cost and impediment to business and the Hashemite Kingdom of Jordan (HKJ). A simplified diagram of customs facilities that currently operate in Jordan is set out below in Figure 1. Under AMIR 1.0, USAID funded substantial structural assistance to Jordan Customs. These activities were principally aimed at building a foundation suitable for the introduction of international best practice and included extensive automation of customs import/export (M/X) declaration and clearance, and enhancements to transit procedures. Most importantly, for the first time to a Jordanian government environment, technical assistance also introduced the concept of long-term planning and a broader focus on strategic planning. Customs has used this early work as a base for its subsequent development.



This successful endeavor has now produced independent external recognition. The World Bank has acknowledged this progress in its most recent report on Jordan¹ where it notes the improvements in customs procedures. Further, having been awarded the Al Khaikh Mohammad Bin Rashid Al Maktoom Award for Public Administration,² Customs has received regional recognition of their lead role in modern Arab government administration.

While USAID assistance to the ASEZA free trade zone in Aqaba is operated by separate project organization in order to maximize efficient use of resources, the impact on or of ASEZA is considered in all CRM activity. Also, on a number of occasions in 2002 CRM provided technical or training support to ASEZA at the request of USAID (these cases are detailed where appropriate in this report). A diagram of the structure of the customs operations within the Aqaba area is set out in Figure 2.



Beginning in 2002 AMIR 2.0 built on the foundation work of its earlier project by initiating a series of detailed short-term (one-year) action plans and long-term (three-year) strategic plans for critical areas of customs operations. These plans have now been completed and are progressing to the implementation stage for Law and Legislation, Centers of Excellence, Training, Risk Management, Intelligence and Investigations, and IT. Each of these plans is dealt with in more detail later in this

¹ Report 24425-JO Jordan Development Policy Review: A Reforming State in a Volatile Region, 5 November 2002.

² Issued by the Government of Dubai.

report with all recommendations included in the relevant appendix. In 2003 plans are underway to expand these reviews to Commercial Operations, Warehousing and Entrepôt Goods, Post Entry Audit, and the human resource development (HRD)/human resource management (HRM) environment. In 2003, CRM activities will emphasize the development of the human resource side of these recommendations so that in 2004 the introduction of new technical equipment will be able to proceed smoothly.

In developing a broader focus and a project team structure for Customs activities in 2002 and 2003, Customs with AMIR has established a lead in the field of risk management within the Government of Jordan. This approach provides a common core onto which each of the individual operational enhancements can be grafted in a cost-effective and integrated way. This strategy has also been leveraged and has enabled a degree of resource sharing (training, data and equipment) with the Ministries of Health, Agriculture, JISM, and with ASEZA's customs and tax capacity, all of which exercise important functions with respect to the facilitation of international trade. In 2003 AMIR also plans to proceed with activities to maximize efficient delivery by coordinating its support with other donors, starting with GTZ, European Union (EU) and EJADA, and gradually encompassing all other donors with a number of February meetings.

The process of amending customs laws and regulations to meet all WTO requirements and the requirements of the World Customs Organization (WCO) Kyoto Convention on simplification and harmonization of customs procedures continues. Most key first round changes have been made and the current aim is to develop a process for proactive ongoing development. This approach is based on the understanding that implemented law and legislation is neither perfect at introduction or over time as the enforcement environment changes, and that therefore continual "fine tuning" is required into the future.

1. Institutional Development

Activities relating to institutional development make up the larger part of the CRM Subcomponent, which employs all long term-staff in the subcomponent. The activities focus not only on the overall institutional and strategic framework, but also address critical technical issues. Overall activity is summarized over time below in Figure 3.³ During the 2002 calendar year efforts increased as the year progressed with most effort being expended in establishing the long-term foundations for the AMIR Program by developing a series of one-year action plans and three-year strategic plans in concert with National Customs, and to a lesser degree with the ASEZA Customs and Tax service⁴.

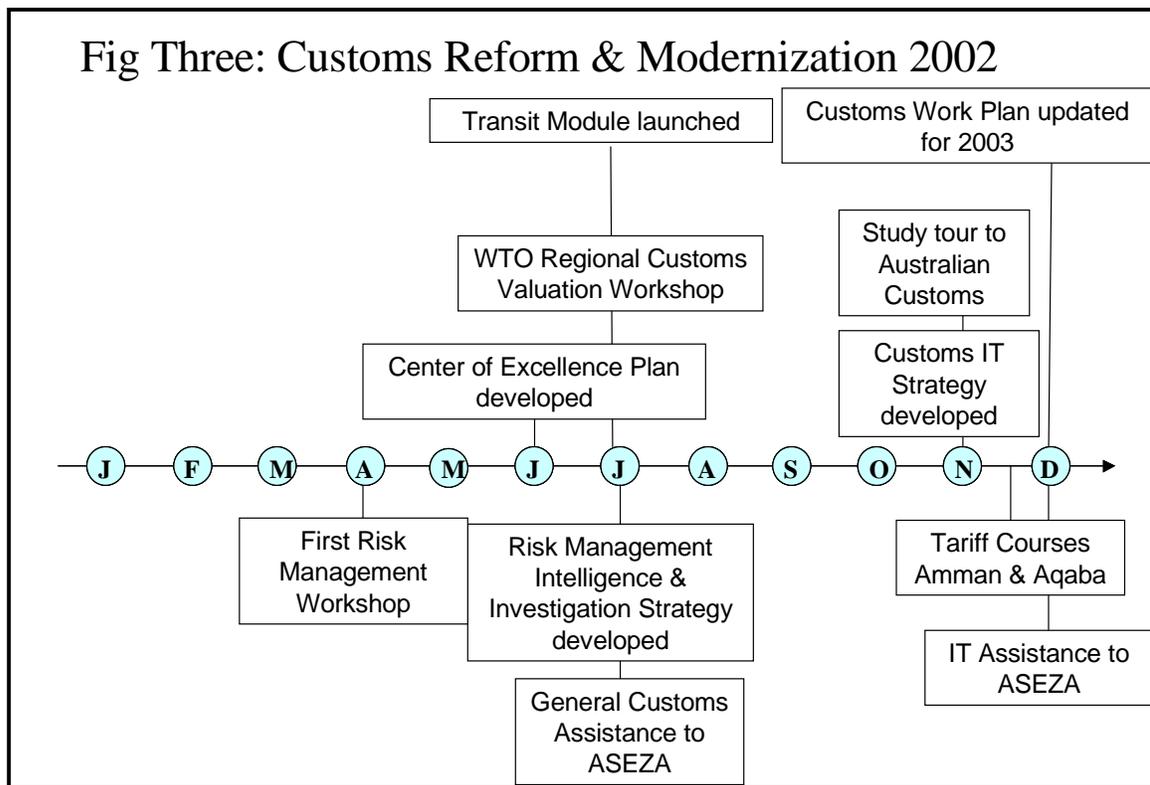
Specific activities of note during the year were:

- Risk Management Workshops of various durations targeted to specific audiences were provided across the import/export areas of government. These were made available throughout the year as demand was identified,
- Full implementation of the transit control module for the ASYCUDA customs database at all major crossing points and internal customs facilities under national or ASEZA customs control⁵,
- Strategic plans were developed in the areas of IT operations, risk management, intelligence, investigations, legal and legislation services and for establishing a Center of Excellence within customs,

³ Figures 3 to 5 are indicative only as at the time this report was completed budget details and resource sharing arrangements with other donors had not been finalized.

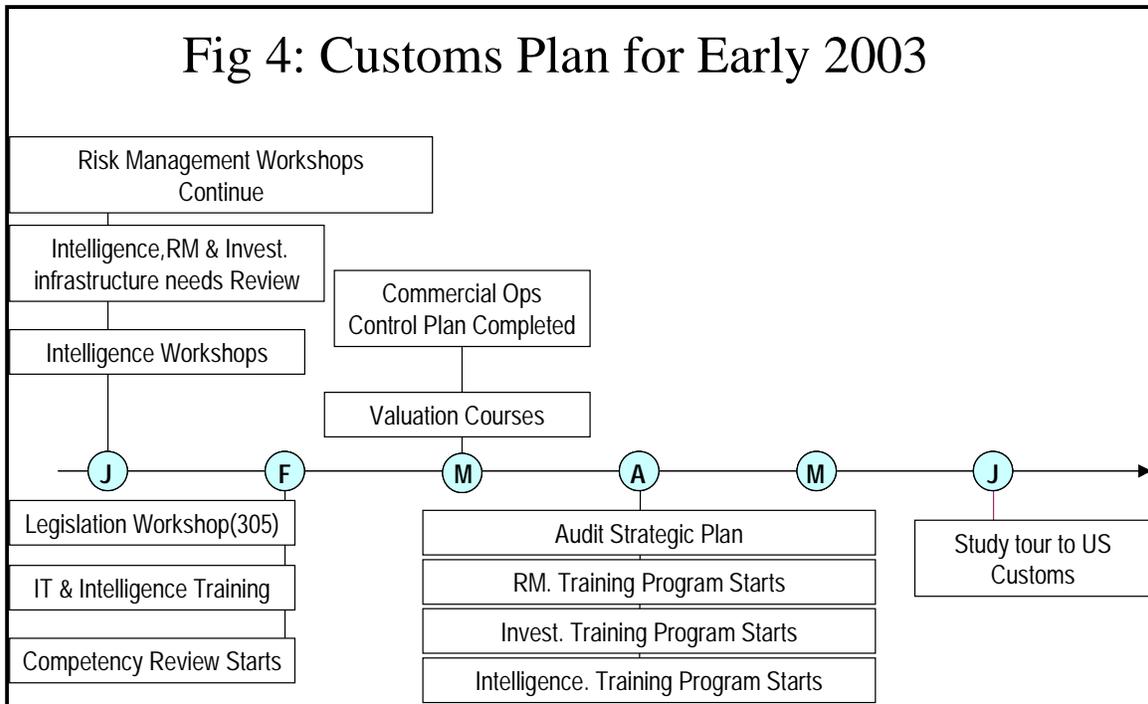
⁴ See Appendix A for a list of these reports

⁵ See Appendix B for detail on Transits



- Formal training was provided in Risk Management, Valuation and Tariff Classification,
- Upon the request of USAID, technical assistance was also provided on several occasions to the ASEZA project in Aqaba,
- A study tour to Australian Customs, M/X Business Stakeholders and the University of Canberra was completed in November.
- A regional workshop on WTO Valuation Implementation was staffed by the WTO and supported by AMIR and the Jordan Customs Department.

The prospective timeline for the tentative 2003 CRM Work Plan is summarized in Figures 4 and 5.



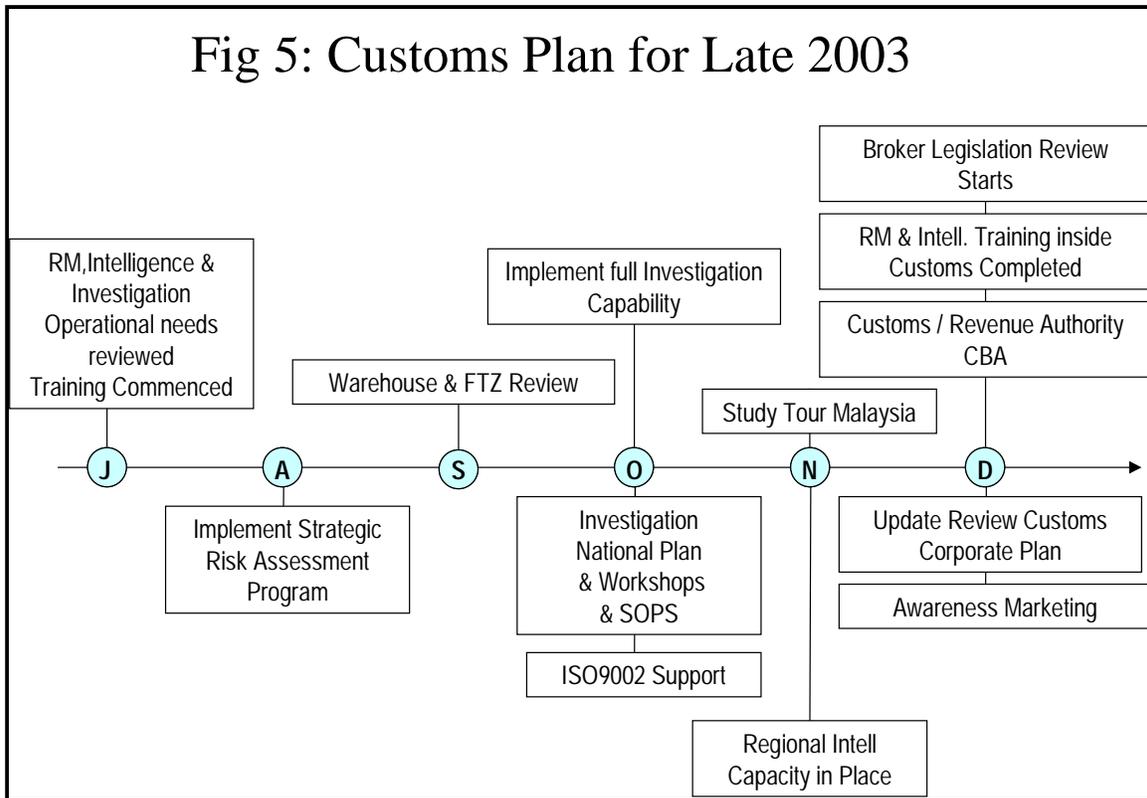
This year opened well, apart from the scheduled work with presentations at short notice at Aqaba to the Directors General of National, ASEZA and Egypt Customs. The theme of this meeting was the application of customs intelligence systems for protection of the national heritage.

Generally, during this financial year AMIR 2.0 tentatively plans to provide skill establishment and capacity deepening through training and workshops. It also has plans to continue to assist Customs in updating its strategic plan and conducting team-building exercises. Specific tentative activities include:

- Improving pro-active legal and legislative capacity,
- Offering training in border control and commercial intelligence, investigation and risk management,
- Undertaking study visits to US Customs and a major US Broker,⁶
- Providing other training and technical assistance as required or identified,⁷
- Developing a plan for enhanced cost effective controls over commercial imports and exports,
- Reviewing and rationalizing Commercial Audit and Warehouse/FTZ arrangements,
- Encouraging human capacity growth through a competency review of customs core skills and training needs, and
- Assisting in Customs adoption of the ISO 9002 quality model.

⁶ Provisionally, Federal Express is being considered as the broker to be visited, although DHL and two other agencies are possible.

⁷ In February, a resource sharing meeting with other key donors is planned to ensure that duplication is avoided and that cost-effective solutions are developed.



Subsequently, in late 2003 or early 2004 AMIR tentatively plans to undertake the following activities:

- Review and revise human resource and staffing policies,
- Perform a cost benefit study on the practicality of establishing a single Revenue Authority under the Department of Finance,
- Undertake a study visit to Malaysian Customs and Free Trade Zones,
- Provide equipment and training support identified in earlier periods,
- Improve use of ASYCUDA modules and other customs databases in line with improving risk management, intelligence, and investigation capacity.

2. Customs IT Solutions

With AMIR assistance, Jordan Customs has already adopted and implemented the ASYCUDA declaration system. This basic declarations application is gradually being expanded through the introduction of the supplementary modules (transit,⁸ manifest, under-bond) at all appropriate sites.

Customs is also preparing for the next round of technical upgrades (from ASYCUDA ++ to ASYCUDA WORLD which is expected to be available in late 2004⁹), which will be fully web-enabled. As a precursor, AMIR is upgrading heritage components and ensuring Internet compatibility of the present Customs system provided earlier by AMIR and USAID.

⁸ This module was implemented in 2002.

⁹ No formal availability has been set. This date is based on advice from the UNDP review team.

While budget restrictions have prevented allocating long-term support in the IT area, short-term technical consultants have developed both a short and long-term IT strategies for Customs that is fully integrated with the strategies evolved for the other customs areas mentioned above. These strategies include:

- Moving from the current version of ASYCUDA to the Internet-based version when it becomes available,
- A systems-based audit of the current ASYCUDA operating environment,
- Integration and application of the data being produced by ASYCUDA and other customs databases,
- Identification of specialized long-term hardware, software and training needs,
- Assessment of new tools and systems that may be procured to enhance enforcement and reduce smuggling.

Due to budgetary constraints, PSPI has only recruited short-term Customs IT specialists to assess IT requirements and skills, identify, procure and install IT systems and provide training in use of new systems and equipment. These short-term consultants will take the place of the originally planned long-term Customs IT Advisor as part of PSPI staff.

3. Process

John Lewis replaced Glenn Wood as the CMR Subcomponent Leader in January 2002. Mr. Lewis brings a wide range of experience in Customs functions that include commercial operations, border protection and interdepartmental experience. As noted above, due to budgetary constraints, PSPI has only recruited short-term Customs IT specialists to assess IT requirements and skills, identify, procure and install IT systems and provide training in use of new systems and equipment, rather than the originally planned long-term recruitment. USAID has recently¹⁰ approved a proposal for a long-term position to oversee implementation of the intelligence/risk analysis facet of CRM. A scope of work was developed and approved, but the search for a suitable candidate has not yet been completed pending stabilization of the regional situation.

While the 2003 CRM technical assistance program is being carried out as set out above, an alternate plan has been developed and will be implemented should it be required to move expatriate staff out of Jordan for a period of time. In such a case, CRM's Jordanian national staff (Mr. J. Olaimat, Customs Specialist and Ms. Lina Arafat, Customs Liaison) would expand their duties to provide support for other PSPI subcomponents. These staff will also take on a number of translation and publication projects presently of lower priority that consequently would not normally be activated fully in this financial year.

CRM as part of PSPI takes a broad view of its role to encourage trade and investment for Jordan through applying best practice and managing risk to expedite clearance of goods and people, thereby making processes more transparent and lowering logistic costs. Consequently in 2002, while involvement has been principally in Customs reform and modernization, CRM has also represented AMIR at JABA and JEDCO meetings on trade facilitation, non-tariff barriers (NTB), origin, hidden transaction costs and related matters aligned to the FTA. It has also provided support and training to other trade-related agencies of the Jordanian Government.

During this year, the most time consuming-activity has been to identify areas where trade facilitation and controls can be improved. This area frequently extends beyond the domain of Customs and is

¹⁰ Late January 2003.

being addressed as a holistic problem.¹¹ Customs now clears the majority (73%) of consignments within 24 hours of receiving documents, but goods may be delayed indefinitely before Customs processing by other authorities such as the Ministry of Health or JISM. The second most time-consuming task has been preparing for the Customs training/center of excellence. The third most time-consuming activity has been addressing the special characteristics and needs of the ASEZA free trade zone. Considerable effort has been made in the development of all CRM scopes of work to take into consideration appropriate training and other opportunities for technical assistance to include ASEZA staff. The fourth most time-consuming activity has been work related to JABA and JEDCO meetings and related research assistance.

¹¹ See sections on Center of Excellence and Risk Management for examples.

B. Detail

Technical assistance tasks and their situation to date, as taken from the illustrative CRM Work Plan follow in the following sections.

1. Legal, Regulatory and Administrative Reform

Mark Harrison undertook a week-long workshop for legal staff of National and ASEZA Customs in February 2003 developing the operational component of the strategy shown in Figure 6. This strategy is based on the report on legislation prepared in August 2002,¹² and subsequently accepted by the relevant Directors within Jordan Customs. That report sets out a legislation strategy for Jordan Customs recognizing that legislation in relation to government policy and revenue is never complete but must continue to adapt with its client base. The recommendations are set out fully in Appendix G of this report, and the strategy has three main aspects, which are summarized below:

- Transparency Information Improvement
- Legislation Strategy
- Legislation Program

a. Transparency Information Improvement

Transparency information improvement is the first and most easily followed area of the strategy because it can proceed independently of the other two aspects. It involves identifying short-term activities to improve basic transparency by ensuring that there are accurate translations of law and guides into Arabic/English, and that they are first brought up to date.

b. Legislation Strategy

This aspect has two major areas and covers Recommendations 1-8, 10 and 13 of the August 2002 report (see Annex G of this report for a complete list and description of those recommendations). The essential part of this area is the development of a rolling legislation program and process. These activities should be carried out indefinitely once started (see Figure 7). National Customs plans to initiate these activities in February 2003 at a workshop, followed by the implementation of a template to establish the Legislation Management Committee (R10) and by links to external stakeholders (R13). The other aspects of the legislation strategy are the remaining "physical" recommendations, which stand alone and are not dependent on the major project above. These aspects include recommendations 9, 11, 12, 14 and 15.

¹² 'A Legislation Strategy for Jordan Customs,' August 2002.

Figure 6
Legal and Legislative Recommendations

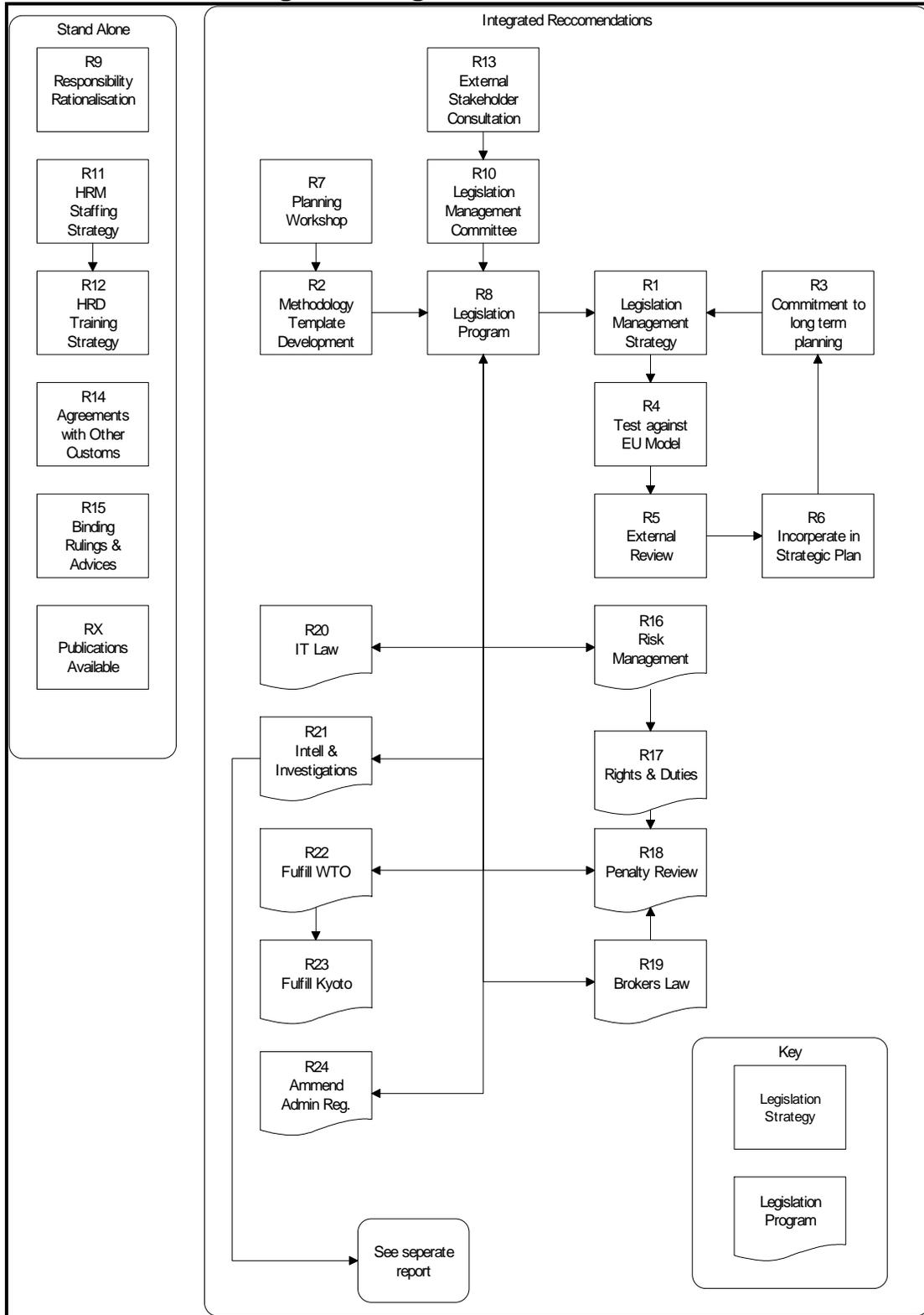
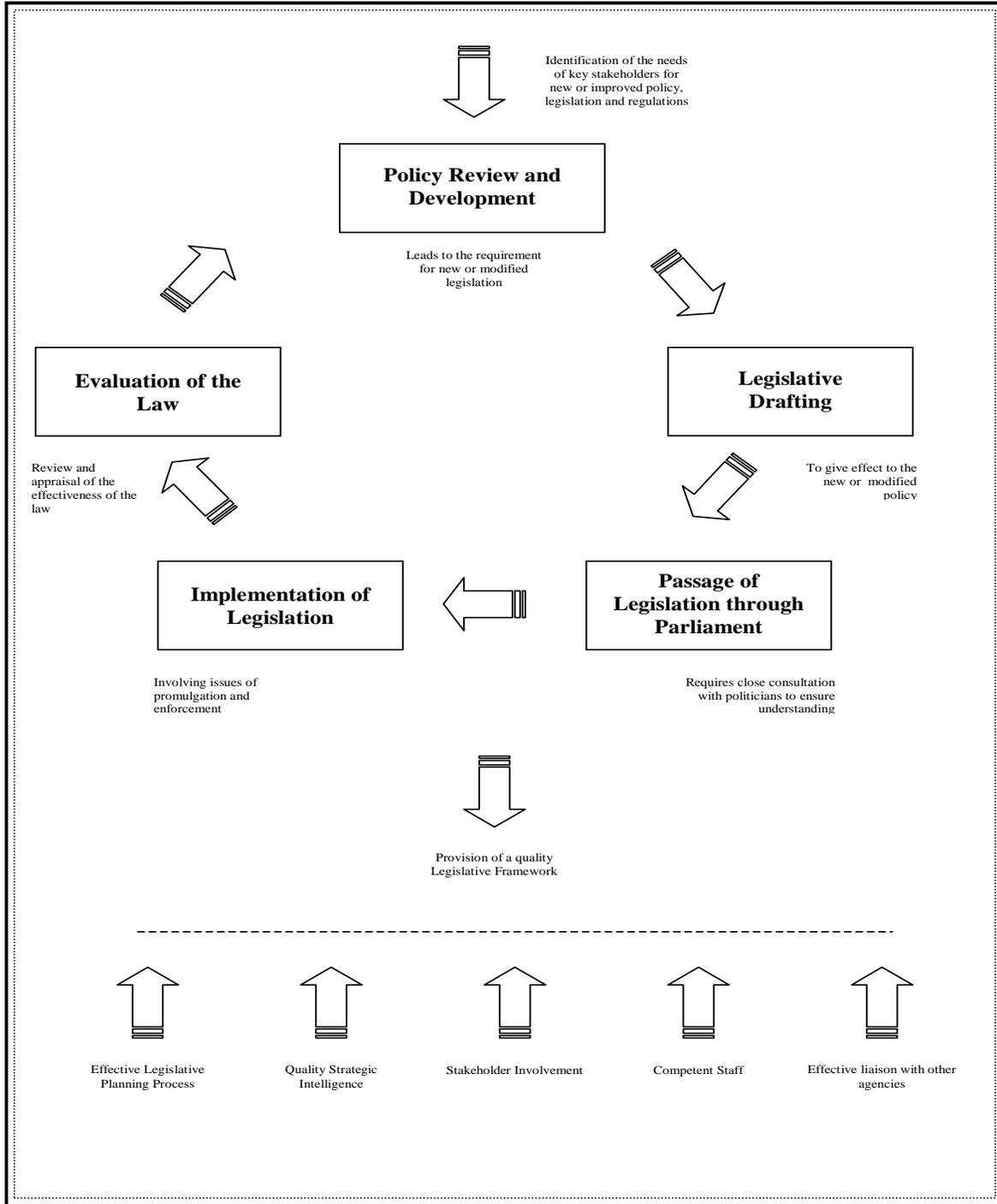


Figure 7
The Change Template



c. Legislation Program

Finally, the third group of recommendations itemizes the specific aspects of customs law that need addressing to bring the law up to international standards and to maintain it there for the future. This will provide some of the key inputs to the February Workshop and the outcomes that will flow from it. This covers recommendations 16-24.

2. Identifying, Establishing and Promoting International Best Practice

a. Procedures to Meet National Policy Objectives and International Obligations

Having won the Mohammed Bin Rashid Al Matoum Award for Arab Management, Customs is eager to expand management capacity and credentials, and is receiving assistance in developing a suitable program to integrate into the AMIR Center of Excellence and King Abdullah II Center of Excellence Programs. AMIR, National Customs and ASEZA are working jointly to create a critical mass of people in Jordan Custom's senior ranks with an understanding of modern management practices by running a series of courses on the subject. The first prototype course was run in September 2002 in Amman. Extending from this event a second course will be run in Aqaba in the first half of 2003. Course details are presented in Appendix I of this report. In 2003 AMIR will provide support for the implementation of ISO 9002 Quality Systems within the procedures and training of Jordan Customs.

b. Strategic and Business Planning

AMIR is assisting Customs to develop a series of three-year strategic plans for all critical aspects of the Customs portfolio and through this supporting Jordan's integration into the global economy. From these plans, one-year action plans and three-year strategic project plans will be developed with the assistance of advisors providing support in each area. The resultant recommendations are included in the appendices to this report. A study tour to Australia was completed in September 2002 after a tour to the USA had to be postponed for security reasons. Study tours firstly to USA (July 2003) and later to Malaysia (November 2003) are now tentatively scheduled and draft programs have been supplied to Customs for consideration. Study tours are dealt with elsewhere in the report in greater detail.

c. Improving Coordination with GOJ Authorities

During 2002, Customs sponsored (and AMIR funded) workshops on risk management for executives of associated authorities¹³ commencing in Amman on 12 August and Aqaba on 25 August. Customs viewed these events as opportunities to reduce bottlenecks beyond customs control by introducing the risk management concept to other stakeholders. This initial presentation work has resulted in a number of additional organizations including ASEZA, Egypt Customs, Ministry of Health, JISM and Ministry of Agriculture seeking presentations from the customs and CRM teams as a precursor to developing their own risk management programs.

d. Developing Common Classification, Origin and Tariff Rules

Training in valuation and classification was provided in both Amman and Aqaba to cover both Customs and ASEZA needs during 2002. Additional valuation training is scheduled for 2003, as is

¹³ Appendix C provides a letter providing more details on the Risk Management Workshops.

development of an appropriate training syllabus for customs agents and brokers. Details of each course provided are set out in Appendix I of this report.

e. **Developing Customs Risk Management and Audit Systems**

Risk management is progressing in the two areas of strategic risk management and technical risk management, as described as follows.

Strategic Risk Management -- Customs has developed a basic risk management program that enables the majority (about 75%) of goods to be cleared within 24 hours of their receipt by customs. However under current Jordanian law (and normal international legal procedures), Customs cannot process these documents before they are cleared by other stakeholders (including the Ministry of Health, Ministry of Agriculture and JISM), a process which may take some days for certain classes of products like medicines and foodstuffs. To address this problem, Customs sponsored and AMIR funded a series of workshops on strategic risk management for executive level staff of agencies involved in the trade environment. The workshops included some consultancy support to help these agencies establish their own risk management needs. This technical assistance has led to further initial training from the CRM Subcomponent for the Ministry of Health, Ministry of Agriculture, and JISM, and has also extended customs linkages.

Technical Risk Management-- The operational review of the Customs portfolio has expanded the role of risk management and analysis and the use of data and statistical modeling to areas beyond declaration processing. The reviews of import/export, investigations and enforcement directorates all emphasize the needs for integrated risk management and data analysis, and this is a key aspect set out in the 2003 CRM Work Plan. To maximize the effect of AMIR support in this area, Customs is preparing a new area with a staff of up to fifteen officers with an appropriate skill set to be allocated to it.

Audit-- No action has yet been taken in relation to audit, which presently is to be reviewed and integrated into the other action and strategic plans from April 2003. The review will use the present internationally accepted audit standards¹⁴ as its structural base.

3. **Human Resource Development and Staff Training**

A full human resource development (HRD) review was planned for 2003, which would also address the question of whether a single Revenue Authority under the Ministry of Finance were a cost-effective option. This activity had to be delayed at short notice due to the decision of the selected US-based Customs officer to continue working in Kuwait. Part of this process will still be addressed through the competency review being undertaken as part of the Center of Excellence process. However, the HRD review and plan cannot now be finalized before late 2003 or early 2004.

4. **Facilitating Increased Cooperation with the World Customs Organization and United States Customs Service**

Support has been provided to Jordan on the Customs Mutual Assistance Agreements (CMAA) with the United States as part of the legal/legislation review.¹⁵ Also to study best practice operations of US Customs and the WCO, a number of study tours have been planned and one has so far been

¹⁴ Applying the version held within The Generally Agreed Accounting Principals (GAAP).

¹⁵ See Appendix D for information on the Customs Mutual Assistance Agreements (CMAA) with the United States.

completed. These study tours relate to the following components of the Jordanian Customs Strategic Plan 2001-3, as follows:

- Item 1-1-1 Conducting a comprehensive study of the duties and tasks implemented in customs departments of developed countries to serve investments in their countries.
- Item 2-6 Adopting standard customs procedures from developed countries.
- Items 2-9-1 and 2 Utilizing results from advanced customs experiences from other countries in the field of Risk Assessment (USA, Canada, Australia).

The study tours also relate to the following AMIR Year one results indicators:

Institutional development and capacity building for National Customs:

- Center of Excellence program initiated
- Study tours of U.S. Customs operations
- Customs laws/regulations and procedures/controls revised and updated in light of WCO/Kyoto Convention

And the following illustrative tasks to be carried out by the contractor:

- Identifying, establishing and promoting international best practice procedures to meet national policy objectives and international obligations;
- Business process re-engineering;
- Facilitating increased cooperation with the WCO and U.S. Customs Service.
- Customs laws/regulations and procedures/controls revised and updated in light of WCO/Kyoto Convention.

The principal aim of this activity is to deepen the established relationships with US Customs. The secondary aim is widening the Jordanian perspective by visiting some other smaller customs administrations with a dedication to excellence and administrative efficiency. This is appropriate given the relative size and capacity of the USA and Jordan because it is important for Jordan to see how its identified problems are handled in other locations closer in size and capacity to Jordan. The two smaller administrations chosen are both working with a very strong commitment toward best practice, and between them they provide a good contrast and balance for comparison with the (relatively) unrestricted resources of US Customs.

The countries selected are Malaysia and Australia. They have been chosen because between them they provide all of the same challenges existing in Jordan as detailed below. Visits to these two countries will also support development of the Center of Excellence process as, like the US Customs, these administrations provide extensive training and secretariat services within their respective region.

United States Study Tour-- The first visit to US Customs that was scheduled for September 2002 had to be cancelled for national security reasons not related to the tour when the US went on to a “code orange” terrorist alert status. This precluded international visits to US Government offices and staff. This visit has been provisionally delayed to June 2003 when it will proceed using the tour template developed by Chemonics Training Office for the delayed September visit. It may be extended slightly to enable a visit to a major US Customs broker (probably Federal Express), which was not originally scheduled but is now considered a desirable part of the tour following the interest in pre-clearance options shown during the Australian tour. The aim of this program is to deepen the established relationships with US Customs while also widening the Jordanian perspective especially

in relation to the growing integration of trade between these two countries following implementation of the Jordan-US FTA agreement.

Based on the last trip to the United States in 2000 the party will probably include:

- Director General of Customs,
- 6-8 Directors and Senior Managers,
- AMIR CRM Subcomponent Leader,
- AMIR Customs Specialist who will provide technical translation assistance, and
- Training Administrator, Chemonics.

Sample Timetable:

21 June Amman – JFK – JFK – Washington RJ 261 1100- 1830 TK8945 1830 – 1955.

28 June Washington (BWI) – Houston (Hobby) CO 1027 1125-1333

2 July Houston (Hobby) – Brownsville 1730-1845

5 July Brownsville – Houston – New York – Amman NW 6855 0820-0958 CO735 1100-1534 RJ 262 2200-1550 Sunday

The visitation program to the United States looks at the more complex technical aspects for the future (i.e., advanced customs activities). The draft program for this visit is based on aspects of interest identified by Jordan Customs. It is expected that US Customs may also have areas of new technology and technique that it may wish to advise Jordan Customs on, and this will be added into the program. A key aspect of this visit will be to develop a plan for 2003-5 where selected Jordanian Officers can participate in US Customs training in either the US or elsewhere (i.e., Kuwait), or US Customs Service officers can be seconded to provide training in Jordan (likely areas identified are the FTA, Trade-Related Investment Promotion Services, or TRIPS and x-ray equipment). Specific items identified for this visit include:

- Renewal of formal links previously established previously, which should include talks on possible training of Jordan Customs staff in the United States or at other special overseas projects of United States Customs.
- Legal aspects of the Customs Modernization Act, which may suit Jordan’s needs to upgrade current laws.
- Customs administrative aspects of the Jordan-US FTA (e.g., sharing details on any problems, and mutual agreement on how to move towards effective solutions).
- The Customs Control Structure:
 - Risk management
 - Account management
 - Integrated Trade Measurement System
 - Automated Commercial Environment
- Enforced compliance operations.
- Operations (sea/land/air) of X-ray and surveillance equipment.
- TRIPS border enforcement arrangements (including division of responsibility).
 - A review of operations at a (relatively) smaller east coast air, sea, post and land control points should be included.
 - Probably Houston and Brownsville would cover all aspects in one region.
- Methods of handling short term passenger car imports (carnet etc).
- Transit road freight.

Malaysia Study Tour-- Another study tour is planned for late 2003 to Malaysia. Malaysia was selected as the type of newly industrialized trading economy that Jordan plans to emulate over the next few years, provided that major investment is made in value added and entrepôt trade and manufacturing operations. These types of investment would build comparative advantage through a combination of locational and business efficiency factors beyond its established suite of natural resources.

Port Klang/ Kuala Lumpur, Malaka, and Jahore Baru are seen as the main operational sites covering long distance and local shipping, road, rail freight; postal and special trade zone aspects. It is possible that some aspects of Singapore, Indonesia or Thai Customs could also be formally visited in relation to the growth triangles concept. This closely resembles the ideals behind the qualifying industrial zone (QIZ) concept where the comparative advantages of different countries are combined in a limited area to maximize the benefit to all.

Kuala Lumpur

- Free Trade Zones
- Handling of Regional and World Trade
- Smuggling Control

Port Klang

- Seacargo Operations

Malaka

- Customs College

Jahore Baru or a Northern Peninsula Port

- Road and Rail clearance and transit
- Growth triangle (SIJORI)

Australia Study Tour-- Over the period 3-11 November 2002 six senior staff of the Jordan customs attended a study tour with the Australian Customs Service full details are in Appendix E of this report. The main purpose of the tour was to observe the structure, operation and the systems used in the Australian Customs Service. The second purpose was to better understand the related commercial industry by studying the operations of three private stakeholders. The final purpose was to observe the Customs management and technical training programs being offered by Canberra University. These activities provide benchmarks against which Customs can make judgments about the organization, systems, processes and procedures of a strengthened Jordan Customs Department. The visit provided background information on number aspects of the CRM program as described below. Also, it has already generated two new trade-related initiatives that customs wishes to implement with a prototype commercial warehouse and pre-clearance of high value low risk aircargo.¹⁶

Objectives:

By the completion of the study tour, participants had:

- Observed and analyzed the broad operational context of another Customs Service;
- Observed the national and regional operation of the Australian Customs Service;
- Observed and analyzed in some detail areas of specific interest that are relevant to the AMIR II Project (e.g. compliance and risk management, intelligence operations, etc);
- Identified in some detail infrastructure, operational, systems, procedural practices that may be of specific interest to Jordan Customs;
- Identified ideas that can be adopted to the current restructuring of Jordan Customs;

¹⁶ Principally documents and spare parts transported by couriers like DHL, FedEx, TNT and UPS.

- Identified the goal, objectives and operation of the Center for Customs Studies at the University of Canberra;
- Enhanced their understanding of modern business practices in the related fields of customs brokers, warehousing and international couriers.

The study tour included on order of occurrence visits to:

- University of Canberra Center for Customs Studies;
- Central Office of the Australian Taxation Office in Canberra;
- Central Office of the Australian Customs Service in Canberra;
- Regional Office Brisbane, Air and Sea Cargo and Postal Control operations of the Australian Customs Service;
- EXCEL air cargo depot and customs brokers in Brisbane.
- SMITH BROS. sea cargo depot and storage warehouse in Brisbane.
- FEDEX courier operations and customs brokers in Sydney.

5. Risk Management, Investigation and Investigations Capacity

To maximize efficiency a group of advisors working together rather than as independent individuals are addressing these items jointly. This item covers the following Year One results indicators:

Institutional development and capacity building for National Customs:

- Centre of Excellence program initiated
- MOUs signed with enforcement agencies
- Training/equipment program for enforcement personnel implemented
- Best practice risk assessment procedures in use
- Customs laws/regulations and procedures/controls revised and updated in light of WCO/Kyoto Convention

The enforcement capacity of Jordan Customs was reviewed in 2002.¹⁷ The analysis and subsequent assessment was centred on development of a national Customs cross border crime strategy that would aspire to international best practice standards but also integrates commercial activity. This dual role was seen as appropriate because this area provides an essential foundation to better risk management and reduced compliance costs for most business involved in importing or exporting.

This report examines the current capability and future direction for Jordan Customs in respect to risk management, intelligence and investigation activities. These cornerstone enforcement elements are all currently being practiced in Jordan Customs to varying but limited degrees. For example, some elements of risk management and intelligence analysis are being applied within the ASYCUDA¹⁸ system but there is scope for extensive expansion and interaction by front-line officers to both improve their effectiveness at the border, as well as provide operational input to selectivity criteria for ASYCUDA and other information technology systems.

Customs data and information in various forms is collected across the organization and limited IT support is being provided to enable the information to be stored and recovered by operational personnel. There is currently no Intelligence Directorate but Customs staff undertakes some analysis of information for ASYCUDA targeting purposes.

¹⁷ 'Development and Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs,' September 2002.

¹⁸ ASYCUDA – UNCTAD system for use by Customs administrations to facilitate trade.

Minor Customs violations are dealt with by local area managers with the more serious abuses referred to the Enforcement Directorate for evaluation through preliminary verification checks, usually by patrols and surveillance. Where evidence of serious violations is detected, these matters are referred to Legal Directorates for investigation. There is no formal training program to develop and accredit legal investigators but this will now be addressed in the 2003 work plan. The current method of resolving smuggling cases is by administrative penalty and few customs cases actually referred for prosecution action. Overall, the assessment of current capability indicates a shortfall in relevant competencies in all three areas. Jordan Customs has the opportunity to assume the mantle of 'role model' in the region but this will largely depend on its commitment to the change process and its ability to implement the new initiatives across the organization. The recommendations are set out in full in Appendix F of this report, but briefly they entail:

a. Risk Management

The Risk Management Directorate should:

- Roll out risk management across Jordan Customs by promoting awareness and delivering basic risk assessment packages for all operational areas,
- Train staff using e-Learning training products with reference to the United Nations Drug Control Program and the World Customs Organization for use by inspectional staff working at land, sea and air borders,
- Develop risk management and intelligence based on USA, Australian and/or New Zealand standards as appropriate,
- Undertake greater interaction with other border agencies, government, business and the community to facilitate trade.
- Develop a secure web site for use by Arab customs administrations where information sourced from the World Customs Organization's Customs Enforcement Network (CEN) and other international law enforcement sites can be translated and posted to the site.

b. Intelligence

The new Intelligence Directorate is being established and it should:

- Undertake operational assessments,
- Pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria,
- Assess the value of IT data management systems including a centralized information collation, analysis and dissemination system and the Internet to identify non-compliant targets
- Introduce detection tools such as detector dogs, x-ray equipment, etc as appropriate,

c. Investigations

An independent national investigation capability should be created to:

- Prevent, detect, investigate and prosecute major crime,
- Use a project management approach to development investigation capability,
- Develop written standards for investigation purposes that conform to international standards,
- Provide specialized investigation and operations training to officers and other key stakeholders,
- Implement a centralized investigation case management system,
- Introduce e specialist investigation equipment in a phased process,
- Produce a fraud control plan.

- Evaluate and assess the level of corruption within Jordan Customs and its impact upon enforcement. This will determine if an independent professional standards (internal investigation) capability is required.

d. Other aspects

Other aspects of the recommendations include:

- A legal analysis of current MOUs, access and disclosure issues, strategies for expanding information sources investigation and operational powers.
- Identify specialist equipment to be introduced in a phased and prioritized process throughout Jordan Customs.

6. Developing Customs Rulings and Appeals Process Systems

Developments in this area are awaiting completion of Legal Review Workshop described above in February.

7. Broker License and Law

No action has been taken yet.

8. Improving the Accuracy of Customs Statistics

No action has been taken yet.

9. IT Support

A review has been completed and a draft report has been completed¹⁹ to develop a one-year action plan and a three-year strategic plan to improve hardware & software procurement, training and maintenance, implement "housekeeping" processes such as hardware and software depreciation, disaster recovery, data protection / backup and determining the needs of a data backbone. Also customs is being given high priority in the Government Secure Intranet project because:

- Current customs IT staff & structure suit the needs of the prospective system;
- Links to other border control stakeholders will speed up cargo clearances;
- V-sat may enable customs to link other clients at remote/border sites.

ASYCUDA Transit is now installed. Testing and operations have commenced. Support for risk management and enforcement in this area will be undertaken once adequate data is collected to start work. The next project to be commenced during 2002 is to upgrade to manifest (hardware and software) and declaration (hardware only) modules of ASYCUDA.

10. Training

All training provided by CRM has been and will be to the Centre of Excellence proscribed standards. For the year to the end of January 2003:

¹⁹ Production of this report was unavoidably delayed when the laptop containing most of the report material was stolen from the advisor requiring the research materials to be rebuilt from various sources.

- One training unit on Introductory Risk Management has been completed,
- Courses on Risk Management have been offered eight times under the sponsorship of various government authorities related to the border environment,
- Two HTN Classification courses have been provided one each in Amman and Aqaba,
- Two introductory courses on intelligence concepts have been delivered,
- Tenders have been let for six locally sourced T development courses,
- Three Center of Excellence development workshops have been held (the last by the recently established PSPI COE group).

11. Center of Excellence

Two workshops and a number of meetings established a Steering Committee headed by the Director General. It requires best practice to include benchmarked competency standards linked to a comprehensive curriculum. These standards will be applied to all Customs training provided under AMIR although some courses will also be provided outside customs without this academic rigor. A full strategy and detailed time line has been developed. Assessment of current Customs training has commenced and will progress in time for subsequent consultant visits when the competency structure will also be identified. This will also provide an input to the planned HRD review and be integrated with the COE program. See Appendix J for more detail on the Center of Excellence process within Customs.

12. Non-Customs Matters

As part of the overall PSPI program CRM staff and consultants have attended various meetings of JABA and JEDCO to provide advice on Customs and trade matters including origin of goods, international trading environments and treaties, and non tariff barriers. A SOW for operational, advocacy and policy training in origin has been developed and a suitable person has been located.



Appendix A List of Reports and Discussion Papers

- A Center of Excellence and Training for Jordan Customs, June 2002
- Discussion Paper On the Further Development of Intelligence Capability in Jordan Customs, June 2002
- Discussion Paper On the Prevention, Detection and Investigation of Fraud, June 2002
- Discussion Paper On the Further Development of Risk Management in Jordan Customs, June 2002
- Discussion Paper On the Application of Rotation Policy in Jordan Customs, June 2002
- A Legislation Strategy for Jordan Customs, August 2002
- Strategic Planning, Management & Leadership (Training), September 2002
- Development and Integration of Risk Management, Intelligence and Investigation Capabilities within Jordan Customs, September 2002
- PDA Proof of Concept Plan for ASEZA Customs, Project Plan, 2 December 2002

Appendix B Improvement of Cargo Transits through Installation of ASYCUDA Transit Module

USAID/AMIR and Jordan Customs agreed to install the ASYCUDA transit module at all major transit entry/exit points linked where appropriate with the V-SAT satellite communications system.²⁰ The principle aim of this arrangement is to reduce revenue losses of current paper based systems that disadvantage both Customs and honest business.

ASYCUDA provides real time data and now that the basic system is established further value can be added by extending beyond the transaction level to fuller assessment of individual clients, risk management, post entry audit and integration / sharing of data across jurisdictions. This is being done through the developments in the risk management, analysis and intelligence areas. The system has been brought into full operation as dedicated equipment was installed and communications debugged. The AMIR program purchased and supplied all equipment. Installation started at Customs Headquarters Amman and spread outwards.

The installation for National Customs mirrored that operating in ASEZA where transit goods entering ASEZA from Jordan or overseas are entered into ASYCUDA at the office of arrival and subsequently written off on departure from the zone. Shortly, it will be possible to issue a single transit permit across both areas and subsequently it will be possible to extend the transit system and process beyond the Jordanian borders so that a single document input once issued would apply across several countries. Installation of the transit module is only part of the process of improving the clearance and control of transits. Others include:

- Pre entry clearance
- Review and upgrade of penalty provisions
- Standardization of Transit formats on TIR protocol
- Review of charge and security structure
- Implement Cross border transit data interchange
- Outsource convoy arrangements

²⁰ For some of the posts in the Aqaba area satellite links are not economically justified and dial up links are provided in stead.

Appendix C Risk Management Workshops

The Director General of Customs sponsored a series of Executive Strategic Risk Management Workshops with the assistance of the AMIR program in Amman and Aqaba in August 2002. The reason for doing this is that Customs Department has in its strategic plan a requirement to facilitate trade between the Kingdom and other countries. Customs recognizes that an important part of this process is achieved by allowing the speedy processing of all imports, which do not represent a risk to the revenue or the population of Jordan. Consequently, Customs has applied Risk Management through its ASYCUDA database for some time and is extending Risk Management into other areas of its operation. Therefore, Customs wished to share this experience with the other government authorities that work to protect the borders of Jordan.

The Director General of Customs invited senior officers from various departments interested in Risk management to attend one of a series of Executive Strategic Risk Management Workshops on the following dates:

- 12-13 August & 14-15 August in Amman at the Intercontinental Hotel and on
- 25-26 August & 28-29 August in Aqaba at the Mövenpick Hotel.

The presentation and workshop over two days in each case:

- Present a proven Risk Management problem solving model in theory and;
- Present the Customs experience of risk management in Jordan;
- Use the model to solve some generic government problems and finally,
- Have teams work through their own authorities risk management requirements using the model.

Subsequently, the presenter remained in each city for a week to provide assistance to participants in the workshop in solidifying the risk management needs of their authority.

Appendix D Information Sources on the Customs Mutual Assistance Agreements (CMAA) with the United States

The key document is US Customs Circular 175 *Request for Authority to Negotiate and Conclude Customs Mutual Assistance Agreements (CMAA)*.

A number of international standard treaties exist for mutual control over customs and tax offences. The WCO developed the “International Convention on Mutual Administrative Assistance for the prevention, investigation and repression of Customs Offences”. First agreed in 1977 in Nairobi it is called the Nairobi Convention for simplicity. The CMAA is based on selected parts of this treaty.

The treaty can be handled in three ways:

- About 40 countries have ratified the whole convention and as a consequence share all its provisions and arrangements multilaterally.
- Other countries may ratify the treaty and only selected annexes.
- Finally some countries use the basic structure²¹ and develop it into bilateral mutual agreement document.

The US has adopted this last approach, as have several other countries with strong legal infrastructures. The main difference between the Nairobi treaty and the CMAA is that at no point does the CMAA differentiate any class of Customs Offence while the Nairobi Treaty has a number of separate annexes dealing with different classes of offences.

Below is an approximate comparison of Nairobi Treaty and CMAA:

Subject	CMAA	Nairobi
Scope of Agreement/Convention	Art 1	Art 1
Scope of General Assistance	Art 2	Art 2
Scope of Specific Assistance	Art 3	ANNEX II-III
Files and Documents	Art 5	-
Witnesses	Art 6	Annex V1
Communication of requests	Art 7	Art 7
Execution of requests	Art 8	-
Limitations of use	Art 9	Art 5
Exemption - Sovereignty	Art 10	Art 3& 4
Costs	Art 11	Art 8
Implementation	Art 12	-
Application	Art 13	-
Entry into force and Termination	Art 14	Art16 &19

²¹ The OECD has a similar draft treaty for tax offences, which is normally handled as a bilateral treaty.

Appendix E Report on Australian Study Tour

Overview -- Over the period 3-11 November six senior staff of the Jordan customs attended a study tour principally with the Australian Customs Service. Those attending were:

- The Director-General of Jordan Customs
- The Director of Amman Customs House
- The Director of Risk Management
- The Manager of Human Resources
- The Director of Communications
- The Director Planning and Organization

And from AMIR providing support were

Jamal Olaimat as technical translator and Glenn Wood as tour leader and administrator.

Purpose -- The main purpose of the study tour was to observe the structure, operating procedures and the systems used in the Australian Customs Service. The second purpose was to better understand the related commercial industry through presentations three private stakeholders premises. The final purpose was to observe Customs management and technical training being offered by Canberra University to a number of countries. These activities will provide benchmarks against which to make judgments concerning the organization, systems, processes and procedures of a strengthened Jordan Customs Department.

Note: In some areas this study tour has substituted for that proposed for September in the USA. That tour has been delayed until 2003 because of the implementation of "code orange" terrorism alert in the USA at the time that the study tour was planned.

Objectives -- y the completion of the study tour, participants had:

- Observed and analyzed the broad operational context of another Customs Service;
- Understood the national and regional operation of the Australian Customs Service;
- Analyze in some detail areas of specific interest that are relevant to the AMIR II Project (e.g. compliance and risk management, intelligence operations, etc);
- Identified in some detail infrastructure, operational, systems, procedural practices that may be of specific interest to Jordan Customs;
- Identified ideas that can be adopted to the current restructuring of Jordan Customs;
- Identified the goal, objectives and operation of the Center for Customs Studies at the University of Canberra;
- Enhanced their understanding of modern business practices in the related fields of customs brokers, warehousing and international couriers.

The study tour included, in order of occurrence, visits to:

- University of Canberra Center for Customs Studies;
- Australian Taxation Office in Canberra;
- Central Office of the Australian Customs Service in Canberra;
- Regional Office (Brisbane) of the Australian Customs Service;
- EXCEL air cargo depot and customs brokers in Brisbane.
- SMITH BROS. sea cargo depot and storage warehouse in Brisbane.

- FEDEX courier operations and customs brokers in Sydney.

Monday 4th November:**Canberra University**

In AMIR 2.0 work has been done to identify and analyze the needs of Jordan Customs to bring it up to the standard of a modern customs administration. The Center for Customs Studies at the University of Canberra has identified a range of measures for consideration by Jordan Customs because there are many similarities between the challenges facing Jordan and those facing other developing country's customs services supported by the University.

The purpose of this visit is to:

- Understand the Center for Customs Studies, its objectives, structure and operation;
- Observe a course in the Customs International Executive Management Program (CIEMP)²²;
- Receive a briefing on the benchmark competencies and the curriculum framework that supports the training, education and professional development of Customs officers;
- Explore the concept of a partnership between a tertiary institution and a public sector agency;
- Discuss various customs issues with staff of the Center and the representatives of various countries involved in the CIEMP course;

Australian Taxation Office

The purpose of this visit is to:

- Observe the operation of the Intelligence Unit at the Australian Taxation Office.
- Gain an appreciation of the opportunities for integration of customs duty and comprehensive sales tax/value added tax collection and administration in the import/export environment,
- Review the methods used for fraud analysis and detection by the Australian Taxation Office that might be migrated to the Jordan Customs environment.

Tuesday-Wednesday 5-6th November:

Central Office: Australian Customs Canberra

Australian Customs provided a series of presentations of 1-2 hour length on subjects previously nominated by Jordan Customs. The subjects are detailed below. These presentations were principally on the policy and strategic planning aspects of these areas in Canberra and on the operational aspects in Brisbane and Sydney.

²² The course underway had representatives from Australia, New Zealand, Papua New Guinea, Indonesia, Singapore, Malaysia, China & Hong Kong, Thailand, Vanuatu, Fiji and Samoa.

Most activity in Canberra with the exception of the Dog Training Center was initially at a “class room” type presentation to provide an initial introduction to the current international policy environment. Broadly speaking all participants attended the majority of presentations and also arranged for “one on one” meetings in areas of especial interest. As an example the Jordanian Manager of Human Resources did not attend presentations on intelligence but spent this time with the Australian Managers of Client Service Policy and Training and discussed HR Issues in greater detail during that period.

Major aspects covered in Canberra were:

- Australian Customs Structure, Training and HR Issues,
- Complaints and Compliments Management System,
- Coastwatch (Customs component of national coast guard and border protection capacity).
- Air and Sea operations for Border Control both passengers and cargo,
- Cargo Management Reengineering: an integrated customs-industry-other stakeholders IT system for control and facilitation of imports and exports,
- IT, Strategic Planning, Outsourcing, and Review of Planning
- National Intelligence System,
- Drug Dog Training Center

Thursday-Friday 7-8th

Regional Office Brisbane: Australian Customs

Activities in Brisbane with the exception of Risk Management/Analysis and Post Entry Audit were carried out at field areas mainly located at or near Brisbane International Airport, Mail Exchange, the seaport at Fisherman’s Island and their adjacent bond stores.

All participants attended each activity. Major areas covered (in order of occurrence) in Brisbane were:

- Air Cargo Operations:
 - General information on international air cargo,
 - Pre-entry clearance of international cargo and screening of international air cargo,
 - Border Compliance & Enforcement (drugs and other passenger smuggling),
 - Risk Identification and Intelligence,
 - Assessments, Analysis & Profiling,
- Postal Operations
- Sea Cargo Operations
 - Cargo and Trade requirements in Australia,
 - General Topic on international cargo with a sea-cargo focus,
 - Current Tradegate import control system,
 - Export of Bulk Cargo,
 - Border Compliance and Enforcement (including ship and cargo search techniques),

X-ray Equipment

- X-ray procedures for high speed cargoes like mail and courier parcels,
- Use of mobile x-ray facilities,
- Development of container-truck x-ray facilities.
- Commercial Compliance and Facilitation
 - Compliance Assurance
 - Regional and National Commodity Risk Management and Audit Systems Assurance
 - Risk management of warehoused and concessional goods

Thursday-Friday and Monday 7-11th November

FedEx, Exel and Smith Bros.

Purpose:

The purpose of this part of the visit is to:

- Provide an insight into the modern business aspects of the stakeholders beyond the Customs authority itself. This included:
- Clearance of international air and sea cargo at a local broker's office
- Operation of commercial bond stores / warehouses, international couriers and short-term cargo depots.

These visits were spread over two operators in Brisbane (Exel and Smith Bros.) and one in Sydney (FedEx). This was done so that the full range of options and variations could be observed. For instance Smith Bros. deals exclusively with slow heavy sea cargo while FedEx deals almost entirely with small express parcels, while Exel falls between these two.

Transport and Accommodation

Accommodation was generally selected to enable easy access to Customs facilities and minimize the need for to hire transport.

In Brisbane and Canberra it was possible to find accommodation that met government price limits within walking distance of the Customs Office. This option was not available in Sydney as there were major sporting events occurring during the period.

Another aspect that needed to be considered in Brisbane and Sydney was the provision of food during the Ramadan period. In Brisbane the chosen hotel the (Holiday Inn) is sited above the main bus and railway station and is able to provide meals for no extra charge at any time provided notice is given. In Sydney accommodation was limited due to major international sporting activity but the hotel (Ibis Darling Harbor) was located in an area where food is available at all hours.

Local prayer schedules and mosque addresses were provided to participants in the briefing notes.

While the need for transport was minimized a Washington contractor Empire International provided transport through sub-contractors in each city. A vehicle of appropriate (or larger) size was available and on time at each scheduled pick-up point. Changes to schedule with advance notice created no problem and when one presentation at a remote location ended early a substitute vehicle was provided within 15 minutes. One bus broke down but a substitute was made available within 30 minutes so the program was not significantly interrupted.

Appendix F Recommendations Related to Risk Management, Intelligence and Investigation Review

Risk Management

1. If the Risk Management Directorate is to assume responsibility for development of risk management strategies and training then consideration should be given to the transfer of the tactical and operational assessment process to another Directorate, possibly Intelligence.
2. There is a need to develop and enshrine the various planning processes into a single corporate document that can be used to cascade initiatives like risk management and intelligence through the entire organization.
3. This report proposes that in due course, the USA, Australian and New Zealand Risk Management standards are considered as a template for development of national, divisional and local risk management plans.
4. It is recommended external agencies, such as Government partners, the Customs brokers Association, etc, play a key role in the facilitation of trade. There is a need for greater interaction for development of professional standards, training and accreditation.
5. The Risk Management Directorate should assume responsibility for the corporate roll out of risk management across Jordan Customs. The operational assessment and analysis responsibility should be re-assigned to another Directorate.
6. As the lead border agency, Jordan Customs should adopt a pro-active approach to introducing risk management. It is important that Customs and other border agencies, government, business and the community fully understand and appreciate the process.
7. For Jordan Customs to increase output and pursue a broader agenda in terms of non-compliant targets using ASYCUDA selectivity criteria, there is a requirement to provide additional resources, training and equipment to the relevant work area.
8. Basic risk assessment training be made available to officers to ensure the flow of information is centralized. There are a number of basic training courses listed in Attachment 5 to enhance skilling and it is recommended these be prioritized and implemented at the earliest opportunity.
9. Jordan Customs to take advantage of e-Learning training products as part of an IT desktop rollout program, already sufficiently advanced in Jordan Customs. These should be implemented in reference to the United Nations Drug Control Program and the World Customs Organization for use by inspectional staff working at land, sea and air borders.
10. It is recommended detection tools such as detector dogs, x-ray equipment, etc, be considered as a high priority for acquisition and use as appropriate.
11. Officers assigned to risk assessment and intelligence activities condition Jordan Customs to using the Internet as a significant source of information and intelligence.

12. Jordan Customs to develop a secure web site for use by Arab customs administrations where information sourced from the World Customs Organization's CE and other international law enforcement sites can be translated and posted to the site.
13. Task the Training Directorate to identify and train talented computer technology users for work in the intelligence or risk management areas to support experienced officers engaged in operations.
14. Monitor and assess the value of IT data management systems for intelligence and risk management areas to identify non-compliant targets
15. Risk management resources to promote awareness and deliver basic risk assessment packages for all operational areas.
16. In the short-term, develop a national risk management strategy subsequent to the two overseas study tours in late 2002 and planned risk management workshops in early 2003.

Intelligence

1. It is recommended a national intelligence capability be created to strengthen Jordan Customs role in the enforcement of cross border crime. The unit's responsibility would be strategic, operational and tactical pro-active and reactive analysis of information to target illegal activity and identify strategic risks. (See Jordan Customs Intelligence proposal approved by the Director General of Customs and awaiting Planning approval at Appendix 1 & 2 of Attachment 7).
2. An integrated approach be applied to current and planned data management systems including the national rollout of ASYCUDA and related information technology developments.
3. A Communication Plan be developed to incorporate networking and liaison with internal and external stakeholders.
4. It is recommended a centralized information collation, analysis and dissemination system be developed national risk assessment and targeting, whilst providing a service to regional Customs functions.
5. Information dissemination and analysis is required to be reciprocal in nature to ensure a coordinated, integrated system, allowing for evaluation and feedback.
6. A complete legal analysis of access and disclosure issues, policies and requirements will be undertaken to facilitate business partnerships through MOUs and Service Level Agreements, including strategies for expanding information sources.
7. It is recommended a coordinated approach be applied to all national and regional operational areas dependent on timeframes of intelligence database design and implementation, and training and development of analysts and relevant personnel.

8. Identified specialist equipment be introduced in a phased and prioritized process throughout Jordan Customs.
9. A nationally integrated approach be implemented to ensure national consistency and streamlined transition of information distribution and risk targeting.
10. Concurrent to database system development, introduction of a standard Information Report with appropriate operational procedures and policies developed and distributed.
11. Introduction of enhanced software, including analyst software tools, is to be assessed for feasibility and implementation in late 2002/early 2003 by Jordan Customs stakeholders as part of the AMIR 2.0 program.
12. As part of an IT Development Plan, assess the viability of integrating and linking Jordan Customs, as well as ASEZA Zone Customs, computer systems to facilitate access and disclosure to streamline information transfer.
13. All MOUs and other agreements (formal and informal) be reviewed for efficiency and effectiveness. In particular, General Customs Department, the Aqaba Special Economic Zone Authority, the Ministry of Interior, General Intelligence Department, Jordan Institute of Standards & Metrology, department of Agriculture, department of Trade & Industry and other partners with a view to agreement on data information exchange and access to databases.
14. Where no agreements exist, evaluation for provision of such agreements to be undertaken to facilitate information transfer and exchange, as well as building partnerships.
15. Impacts and obligations of international agreement memberships to be examined in relation to reducing Customs duty implications, quota impacts, price controls and operation of free trade zones
16. align intelligence development with corporate objectives, business plans, departmental outcomes and performance outputs, as well as strategic risk management to become a lead agency in regional Customs intelligence expertise.

Investigations

1. It is recommended an independent national investigation capability be developed with Jordan Customs to enforce Customs law in relation to major crime.
2. The new role is to be responsible for the prevention, detection, investigation and prosecution of major crime.
3. A coordinated project management approach needs to be employed in the development of the investigation capability through a 'Strategic Investigation Implementation Plan'.
4. Develop written standard operating procedures for investigation purposes that conform to international standards.

5. Specialized investigation and operations training needs to be made available to officers of the new investigation capability and other key stakeholders conforming to agreed standard operating procedures.
6. Develop a Communication Plan to incorporate networking and liaison with internal and external stakeholders.
7. Implement a centralized investigation case management system. This will allow for case management, statistical reporting, and external access to case data, etc (subject to security control).
8. The short-term IT consultants in conjunction with Jordan Customs examine the feasibility of investigation computer software such as the proposed case management system and associated platforms.
9. A legal assessment to be undertaken of investigation and operational powers, policies and procedures, access and disclosure issues with the view to strengthening the Customs law and operational competence of the investigation capability.
10. Establish and facilitate regular exchanges of information with key stakeholders through the development of MOUs and Service Level Agreements, including strategies for expanding information sources.
11. Introduction of specialist investigation equipment in a phased process.
12. Internal quality reviews on investigations and procedures need to be developed and implemented to ensure a professional and ethical enforcement environment.
13. A fraud control plan needs to be developed in preparation for the development of the investigation capability.
14. Examine the feasibility and necessity of an investigation capability in the ASEZA free zone and the port of Aqaba.
15. An evaluation and assessment is necessary to determine the level of corruption within Jordan Customs and its impact upon enforcement. This will determine if an independent professional standards (internal investigation) capability is required within Jordan Customs and the ASEZA free zone.

Appendix G Recommendations for Legal, Regulatory and Administrative Reform

This is a consolidated list of the recommendations arising from Parts 7 and 8 of the Report. They are listed here for ease of reference. The argument behind each recommendation is contained in the discussion in the relevant part.

Legislation Strategy

The recommendations in this section describe the measures that Customs should adopt to develop the strategy by which to manage Legislation.

1. That Jordan Customs adopt a process of review, analysis, development, implementation and evaluation to be known as the Legislation Management Strategy. To begin implementing the strategy without delay, Customs should expand the ways in which it publicizes the Customs Law and subsidiary legislation. This should be done in both Arabic and English, as a clear example of Customs' commitment to integrating Jordan into the global trading system.
2. That AMIR Program assists the Customs to develop a methodology and template reflecting the steps that need to be undertaken to manage legislation.
3. That Jordan Customs publicly commits itself to a long-term strategy for the development, management and review of legislation as being fundamental to the good management of Customs.
4. That Customs uses the EU model as the best international benchmark for the development of its legislation strategy. It should also include in its review of best practice around the world, an examination of the approach to legislation adopted by other Customs services. In particular, a dialogue with the European Commission may be very valuable.
5. That Customs work to develop a program of external review of its legislation strategy to provide an objective measure of its success in both developing and implementing new law.
6. That the Legislation Strategy be referred to in Strategic Planning Documents as a core strategy contributing to best practice and institutional excellence.
7. That a planning workshop be held to identify the contents and priorities of the legislation program for the next 12 months. The outcome of the workshop will be a legislation plan.
8. A Legislation plan should be developed annually and include development of new and review of existing legislation and regulations.
9. That the present division of responsibilities for legal work between the Legal Affairs and Judicial Affairs Directorates be rationalized to give the Legal Affairs Directorate responsibility for the management of the Legislation strategy.
10. That an internal Legislation Management Committee be established to coordinate the Legislation Program.

11. That an HRM strategy be put in place to ensure that suitably qualified staff are available through selection and/or training.
12. The HRD strategy for the Department should include a continuing program of education for all staff in basic legal principles. Technical training should continue to include clear analysis of relevant legislative provisions.
13. That the Customs immediately establishes the consultative committee foreseen in the Strategic Plan and begins a program of consultation with external stakeholders.
14. The Customs should continue to extend its range of Mutual Assistance Agreements and to ensure that the Customs Law reflects the commitments adopted. The Customs should participate in the WCO reconsideration of the Nairobi Convention on Mutual Assistance.
15. Customs should establish a system of binding rulings and non-binding advices through which to generate a higher level of understanding of the law. Penalties should apply when advices are ignored or disregarded and there is subsequent non-compliance.

Legislation Program

The recommendations in the next part propose areas of the law that require review and/or amendment, and which would form some of the activities that would be included in the first and subsequent annual legislation plans.

16. That the legislation program includes the development of provisions to reflect a risk managed approach (i.e. emphasizing the concept of voluntary compliance and the means of ensuring compliance in a risk-managed context) in line with Standards in the Kyoto Convention.
17. Develop Legislation to establish in greater detail the rights and duties of citizens dealing with Customs in a risk management environment.
18. That the quantum of the penalty provisions in Title 13 be reviewed as to their adequacy, that penalties applicable in a risk-managed, self-assessment regime be established during the design of the compliance measures and that the penalties be cross-referenced to the provisions that give rise to the offence.
19. The provisions of the Customs Law relating to Brokers should be reviewed against the relevant provisions of the Kyoto Convention and strengthened where necessary to ensure that brokers recognize the need to aspire to a higher level of professionalism.
20. That Customs develop appropriate legislation to support the introduction of information technology.
21. That new provisions to give effect to revised procedures in relation to investigation and intelligence be drafted to ensure an appropriate legal basis for their implementation.
22. That Customs, in consultation with the Ministry of Trade and Industry, review the operation of the Customs Law in giving effect to obligations under WTO Agreements.

23. The legislation program should include the passage of provisions necessary to enable Jordan to comply with the Kyoto Convention by the agreed date.
24. The Administrative Organization Regulation of the Customs Department should be amended to include provisions relating to financing and to (internal) review. Some of the provisions in Title 11 of the Customs Law should be included in the Regulation. The Regulation should be given the same public exposure as the Customs Law.

Appendix H Daily Level of Effort Summary

Date	Day	Activity
23-Jan	Wed	Transit from Brisbane
24-Jan	Thu	Review of materials provided on arrival by AMIR
25-Jan	Fri	Off
26-Jan	Sat	Prepare notes on materials from AMIR, UNCTAD and related materials
27-Jan	Sun	Continue to review / prepare notes on Transits
28-Jan	Mon	Meetings with Customs Head Office Directors Projects and ASYCUDA Eng. Marwan Gharaibeh & Eng. Mahmud Wafa
29-Jan	Tue	Amman Aircargo Meeting w Director and system walkthrough Mr. Abdel-wahhib Al-Sarayeh
30-Jan	Wed	Jaber Site Meeting with Director Projects and system walkthrough Mr. Fadi Makhoulf
31-Jan	Thu	Read Final report on Enforcement
1-Feb	Fri	Off
2-Feb	Sat	Prepare materials for plan travel to Aqaba
3-Feb	Sun	Meetings with ANZSR & Aqaba staff of ANZSER & Customs walkthrough systems
4-Feb	Mon	Process review Israel and Al Araba checkpoints
5-Feb	Tue	Prepare transit overview document for USAID
6-Feb	Wed	Meeting with Director Transit Mr. Saleh Al Zurgan
7-Feb	Thu	Meeting with USAID Prepare materials on Customs Accreditation
8-Feb	Fri	Off
9-Feb	Sat	Write procedures and overview briefs
10-Feb	Sun	Write procedures and overview briefs prioritize work plan
11-Feb	Mon	Write proposal for Customs Education and Training.
12-Feb	Tue	Review Customs Training proposal from CU.
13-Feb	Wed	Review Transit Instruction against Kyoto 2000
14-Feb	Thu	Review Transit Instruction against Kyoto 2000
15-Feb	Fri	Off
16-Feb	Sat	Prepare flowcharts of work plan
17-Feb	Sun	Prepare flowcharts of work plan
18-Feb	Mon	Meet with Directors It, Transit and Risk Management Ms. Somayeh Al-Wohonsh, Mr. Saleh Al-Zurgan & Eng. Jawdat Al-Gassim
19-Feb	Tue	Prepare report, arrange for Health-ASEZA link
20-Feb	Wed	Develop KRAs & Write and deliver report for period
21-Feb	Thu	Transit
23-Mar	Saturday	Transit
24-Mar	Sunday	Prepare & discuss proposal for period
25-Mar	Monday	Prepare materials for Kyoto 2000 checks
26-Mar	Tuesday	Prepare materials for Kyoto 2000 checks
27-Mar	Wednesday	Prepare materials for Kyoto 2000 checks
28-Mar	Thursday	Prepare materials for Kyoto 2000 checks
29-Mar	Friday	Off
30-Mar	Saturday	Prepare SOW re Risk management, Value & Origin & Center of Excellence
31-Mar	Sunday	Meeting with Ms. Nilgun Gokgur on Customs / Tax /FTZ & economic

	impacts
1-Apr Monday	Download K2000 updated from WCO
2-Apr Tuesday	Discussions and Assistance to Food & health risk management project
3-Apr Wednesday	Develop SOW for IT and Center of Excellence
4-Apr Thursday	Meeting with Customs projects Marwan for training needs & Centre of Excellence
5-Apr Friday	Off
6-Apr Saturday	Review Australia & US Customs risk models
7-Apr Sunday	Finalize SOW for Center of Excellence & Enforcement
8-Apr Monday	Prepare risk management presentation materials
9-Apr Tuesday	Prepare risk management presentation materials
10-Apr Wednesday	Visit to Omari Customs Post
11-Apr Thursday	Prepare risk management presentation materials
12-Apr Friday	Off
13-Apr Saturday	Development of Customs overview paper
14-Apr Sunday	Development of Customs overview paper
15-Apr Monday	Focus Groups
16-Apr Tuesday	Write draft SOWs for Risk management (2)
17-Apr Wednesday	Meeting with Customs risk management
18-Apr Thursday	FTA - research & development meeting
19-Apr Friday	Off
20-Apr Saturday	Checks on Customs internet and computing needs
21-Apr Sunday	FTA software meeting at JABA
22-Apr Monday	Meet with DP&O + Meet with Industrial Development
23-Apr Tuesday	Meet with IPR Assoc
24-Apr Wednesday	FTA SOW w/TD
25-Apr Thursday	Meet with DP&O = Internet
26-Apr Friday	
27-Apr Saturday	Customs Structure & training needs
28-Apr Sunday	Meet PhRMA
29-Apr Monday	JABA on databases
30-Apr Tuesday	Intranet to Amman CH & Airport
1-May Wednesday	Reading up on NTBs & valuation
2-May Thursday	Contacts for various SOWs
3-May Friday	
4-May Saturday	SOW for legal & MX
5-May Sunday	SOW for legal & MX
6-May Monday	SOW for management & valuation
7-May Tuesday	SOW for management & valuation
8-May Wednesday	JABA Research and Business Development Meeting
9-May Thursday	Develop Study Tours
10-May Friday	
11-May Saturday	Finalize SOW for management
12-May Sunday	Preparations for Customs meeting
13-May Monday	Review of JABA website & meeting
14-May Tuesday	SOW for Strategic Plan +USAID meeting
15-May Wednesday	Contacts for management SOWs
16-May Thursday	Write JISM SOW
17-May Friday	
18-May Saturday	Read FTA & GATT & WTO materials
19-May Sunday	Meetings with Customs and Ayobi on Centre of Excellence
20-May Monday	Meeting with Customs IT on Center of Excellence

21-May Tuesday	Review Customs request for new IT machinery
22-May Wednesday	Review/complete Management SOWs & training advices
23-May Thursday	Assist in explanatory memoranda
24-May Friday	
25-May Saturday	Free trade read materials
26-May Sunday	Customs Training Centre of Ex workshop
27-May Monday	Finalize SOW for RM, MX, IT, Intel
28-May Tuesday	Finalize SOW for RM, MX, IT, Intel
29-May Wednesday	Preparation for FT meeting
30-May Thursday	JEDCO FT & Origin meeting
31-May Friday	Visit Customs Training Center
1-Jun Saturday	Read and provide advice on Customs mutual assistance agreement
2-Jun Sunday	Meeting with USAID on Customs center of Excellence
3-Jun Monday	Prepare for steering committee
4-Jun Tuesday	Steering Committee Center of E
5-Jun Wednesday	Visit Jaber Border post
6-Jun Thursday	Meeting with ASEZA
7-Jun Friday	
8-Jun Saturday	JABA meeting
9-Jun Sunday	Review World Bank Report
10-Jun Monday	Meeting on Centres of Excellence
11-Jun Tuesday	JABA Research committee
12-Jun Wednesday	JBA FTA Coordinating Committee
13-Jun Thursday	JABA Public Policy Advocacy
14-Jun Friday	
15-Jun Saturday	Quarterly report preparation
16-Jun Sunday	WTO Workshop preparation
17-Jun Monday	JABA Public Policy Advocacy
18-Jun Tuesday	JABA Public Policy Advocacy
19-Jun Wednesday	Briefing for WTO and Origin Advisor
20-Jun Thursday	Research and Business Development Forum
21-Jun Friday	
22-Jun Saturday	Research for Malaysia Study Tour
23-Jun Sunday	WTO Workshop support
24-Jun Monday	WTO Workshop final
25-Jun Tuesday	Preparation for legal
26-Jun Wednesday	SOWS Intelligence & MX + Workshop
27-Jun Thursday	Public Advocacy Forum meeting
28-Jun Friday	
29-Jun Saturday	Develop SOW CBA
30-Jun Sunday	Quarterly report
1-Jul Monday	Review C of X report
2-Jul Tuesday	Meeting with Customs
3-Jul Wednesday	Transit
27-Jul Saturday	Transit
28-Jul Sunday	Develop plan for next period
29-Jul Monday	Preparations for Study Tours to US and Australia
30-Jul Tuesday	Preparations for Study Tours to US and Australia
31-Jul Wednesday	Preparations for Study Tours to US and Australia
1-Aug Thursday	Meeting with Jordan Customs
2-Aug Friday	
3-Aug Saturday	Review Customs legal materials

4-Aug Sunday	Trade and Investment Forum meeting
5-Aug Monday	Review Customs legal materials
6-Aug Tuesday	Meetings with new Cons & JC
7-Aug Wednesday	Meetings with Customs & consultants
8-Aug Thursday	Review SOW for HRD
9-Aug Friday	
10-Aug Saturday	Review setup for project team
11-Aug Sunday	Meeting with ASEZA
12-Aug Monday	Meetings with legal & enforcement
13-Aug Tuesday	Preparations for Aqaba
14-Aug Wednesday	Meeting with ASEZA
15-Aug Thursday	Meeting with Jordan Customs Aqaba & Iblaw
16-Aug Friday	
17-Aug Saturday	Review ASEZA presentation
18-Aug Sunday	Briefings for enforcement
19-Aug Monday	ASEZA presentation
20-Aug Tuesday	Meeting with Australia Embassy
21-Aug Wednesday	Read legal report
22-Aug Thursday	Read legal report
23-Aug Friday	
24-Aug Saturday	Review Enforcement to date
25-Aug Sunday	Meeting with USAID
26-Aug Monday	Preparations for Australia visit
27-Aug Tuesday	Complete review of legal report
28-Aug Wednesday	Budget & Broker meetings
29-Aug Thursday	Prepare Work plan
30-Aug Friday	
31-Aug Saturday	Prepare for Australia Study Tour
1-Sep Sunday	Finalize period report
2-Sep Monday	Office move
3-Sep Tuesday	Finalize Work plan
4-Sep Wednesday	Transit
18-Sep Wednesday	Travel to DC review update ex emails
19-Sep Thursday	Review and decide for US trip
20-Sep Friday	Updates to Chemonics & TSG on SITREP for planning
21-Sep Saturday	
22-Sep Sunday	
23-Sep Monday	Review Intelligence Report
24-Sep Tuesday	Review Intelligence Report
25-Sep Wednesday	Review and update via emails for OZ trip
26-Sep Thursday	Travel London-Amman
27-Sep Friday	
28-Sep Saturday	Review and update via emails
29-Sep Sunday	Meeting with USAID on IT
30-Sep Monday	Meeting with Customs on Study Tours
1-Oct Tuesday	Meetings with T Price
2-Oct Wednesday	Review Strategic Plan Course report
3-Oct Thursday	Provide direction on duties for new staff
4-Oct Friday	
5-Oct Saturday	Review SOWS till January
6-Oct Sunday	Quarterly Report
7-Oct Monday	Administration & report review

8-Oct Tuesday	ITC Meetings
9-Oct Wednesday	Work plan
10-Oct Thursday	Work plan
11-Oct Friday	
12-Oct Saturday	ASEZA Meeting preparation
13-Oct Sunday	IT intro
14-Oct Monday	Work plan
15-Oct Tuesday	Arrange Tariff Course
16-Oct Wednesday	ITC Meetings
17-Oct Thursday	
18-Oct Friday	
19-Oct Saturday	SOWS Enforcement
20-Oct Sunday	Meeting UNCTAD
21-Oct Monday	SOWS Enforcement
22-Oct Tuesday	Work plan & Training development
23-Oct Wednesday	ASEZA Meeting preparation
24-Oct Thursday	
25-Oct Friday	
26-Oct Saturday	Preparation for Aqaba
27-Oct Sunday	AQABA MEETING
28-Oct Monday	Review Aqaba outputs
29-Oct Tuesday	Final trip prepare and present
30-Oct Wednesday	Review and report for period
31-Oct Thursday	Transit
1-Nov Friday	
2-Nov Saturday	
3-Nov Sunday	Review Tour Preps in OZ
4-Nov Monday	Canberra University
5-Nov Tuesday	<u>Canberra Customs</u>
6-Nov Wednesday	<u>Canberra Customs</u>
7-Nov Thursday	<u>Brisbane Customs</u>
8-Nov Friday	<u>Brisbane Customs</u>
9-Nov Saturday	
10-Nov Sunday	Transfers & preparations
11-Nov Monday	Sydney FEDEX
12-Nov Tuesday	Transit
13-Nov Wednesday	
14-Nov Thursday	Review and Update
15-Nov Friday	
16-Nov Saturday	Start SOWs for 2003
17-Nov Sunday	Work plan Preparation
18-Nov Monday	Work plan Presentation
19-Nov Tuesday	Roadmap Presentation
20-Nov Wednesday	Consultant Presentations
21-Nov Thursday	Consultant Presentations
22-Nov Friday	
23-Nov Saturday	Roadmap Presentation
24-Nov Sunday	Review PDA Report
25-Nov Monday	Extra security Qs for USAID
26-Nov Tuesday	Review of Consultant Presentations
27-Nov Wednesday	Work plan training
28-Nov Thursday	Write-up of Australia Trip

29-Nov Friday	
30-Nov Saturday	Write-up of Australia Trip
1-Dec Sunday	Narrative for Work plan
2-Dec Monday	February SOWs
3-Dec Tuesday	Redo Budget
4-Dec Wednesday	Meeting GTZ
5-Dec Thursday	Prepare February SOWs
6-Dec Friday	
7-Dec Saturday	Administration
8-Dec Sunday	Review Work plan Output
9-Dec Monday	Meeting on PWC Customs software
10-Dec Tuesday	Co E work
11-Dec Wednesday	Write-up of Australia Trip
12-Dec Thursday	USAID meeting on ASEZA
13-Dec Friday	
14-Dec Saturday	Review ASEZA proposal
15-Dec Sunday	Redo work plan again
16-Dec Monday	Final report commenced
17-Dec Tuesday	Debrief to Customs
18-Dec Wednesday	Debrief to AMIR
19-Dec Thursday	Prepare Agreement ASEZA
20-Dec Friday	
21-Dec Saturday	Transit
17-Jan Friday	Transit
18-Jan Saturday	Meetings on COE
19-Jan Sunday	Review Funding
20-Jan Monday	Develop evacuation plan for CRM
21-Jan Tuesday	Handover to John Lewis
22-Jan Wednesday	ASEZA & Aqaba
23-Jan Thursday	ASEZA & Aqaba
24-Jan Friday	
25-Jan Saturday	Handover /familiarization John Lewis
26-Jan Sunday	Handover to John Lewis
27-Jan Monday	Handover to John Lewis
28-Jan Tuesday	Completion of Final Report
29-Jan Wednesday	Revise Work plan
30-Jan Thursday	Complete Handover
31-Jan Friday	Transit

Appendix I Course Information

Tariff Classification

1. Select:
 - A proven course on Tariff Classification.
 - Other texts and materials available to assist in correct and consistent decision making
 - Appropriate worked examples and related materials
 - Technical aspects of classification for use in advisory and field audit environments.
1. Provide in advance suitable materials in advance (including readings slides and case studies and assessment materials) for translation into Arabic.
2. Present the course in English including assessment grading and advice to participants
Note simultaneous translation facilities will be provided.
3. Provide follow up support to course participants in the matters dealt with in the course.

Strategic Planning

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

Background

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

Who is eligible to attend?

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

Pre-requisite knowledge and experience:

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

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

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

Delivery:

A specialist academic drawn in the first instance from overseas will deliver each module over a period of two weeks. Comprehensive course notes will be provided in Arabic and in English. It is expected that officers will have access in their workplace to computing facilities including access to the Internet. The fortnight will be made up of a series of lectures, interactive tutorials and workshop sessions. It is expected that officers will read prior to the course as well as during the course and prepare themselves for an examination on the final day of the module. The dates for each module will be circulated well in advance so that participants may organize their work commitments accordingly and make themselves available for a focused learning effort. However it is recognized that Managers may have commitments they personally must meet and the structure of the program will allow some free periods for such contingencies. For each module, there will be an assessment in the form of a two-hour examination as well as two assignments. In addition there will be a requirement for a project to be undertaken in the workplace, either individually or as a team that will provide a lasting benefit to the organization.

Assistance:

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

Module Outlines:

1 Strategic Planning, Management and Leadership

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

Strategic Management and strategic thinking;

Building an effective organization through good management and leadership;

Management of Risk;

Management in the public and private sectors, similarities and differences. Managing the interface between public and private;
Strategic Planning including development of plans, strategies. Resource allocation and management;
Management of knowledge, and information;
Delegation and time management.

Upon completion of the theory, officers are required to participate in a strategic planning exercise either at the corporate, directorate or section level and help to produce a plan that is relevant to the needs of the organisation and which requires application of the principles studied. There will be a formal two-hour examination as well as two assignments of approximately 1500 words.

2 Organisational Development

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

Organizations, public and private;
Organizational structure;
Organizational performance including standards;
Organizational culture;
The politics of organizations;
Policy implementation;
Planning and Management;
Managing Risk;
Managing organizational change;
Managing people.

3 Customs Policy and Program Development

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

The role of policy in private and public sector organizations;
Legislation, regulations and policy;
What is good policy?
Policy analysis;
Policy review processes;
Policy Development processes;
The use of Change Management in facilitating new policy;
The development of Standing Operating Procedures;
Program Development;
Program Evaluation.

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

may be undertaken as an individual or as one of a team. The project is part of the assessment requirement.

4 Human Resource and Performance Management

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

Content includes:

The importance of HRM to the strategic and operational management of business;
 Measurement and evaluation of HRM in the organization;
 Performance Management in the public sector including performance review processes, use and misuse of feedback, recognition and rewards, personal development programs. Management of underperformance and poor performance;
 Change Management including the involvement of stakeholders in the change process, communicating information on change, the methodologies and tools of change management, measuring the impact of change on individuals and the organization;
 Knowledge and Information Management;
 The selection, training, education and professional development of staff;
 Creating and facilitating the high performance team;
 Conflict management;
 Delegation;
 Time management.

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

IT Training

Courses for Field Networks and Maintenance:

Course Description	Duration	Students
1. Interconnecting Cisco Network Devices (CCNA 2.0 Track)	4hrsx 10 days	7
2. Building Scalable Cisco Networks (CCNP Track)	4hrsx 10 days	7
3. Cisco Internetwork Troubleshooting (CCNP Track)	4hrsx 10 days	7
4. Building Cisco Remote Access Networks (CCNP Track)	4hrsx 10 days	7
5. Cisco managing security (CQS Track)	4hrsx 10 days	7
6. Designing Cisco Networks (CCDA Track)	4hrsx 10 days	7

Microsoft Networking Courses

Course Number and Description	Duration	Students
2151 Microsoft Windows 2000 Network and Operating System Essentials	5 days	7
2152 Implementation of Microsoft Windows 2000 Professional Server	5 days	7
2156 Managing a Microsoft Windows 2000 Network environment	6 days	7
2159 Deploying and managing Microsoft Internet Security and Acceleration Server 2000	4 days	7
N/N A+ Course	5 days	7

Programming Courses:

Microsoft Visual Studio.net Courses

2063 Introduction to Microsoft ASP.NET E-No 70-305	24 hours	12
2559 Introduction to Visual basic.net programming E-No 70-305	36 hours	12
2310 Developing web applications using Microsoft visual studio.net E-No 70-305	36 hours	12
2389 Developing Applications using ADO.NET for Microsoft		

	SQL Server 2000 E-No 70-305	24 hours	12
2065	Developing Microsoft.Net Applications for Windows (Visual Basic.net) E-No 70-306	24 hours	12
2415	Programming the Microsoft.Net Framework with Visual Basic.net E-No 70-310	26 hours	12
2557	Developing Component Based Applications using Microsoft.net Enterprise Services E-No 70-310	36 hours	12
Oracle 91 web Development			
Course Number and Description		Duration	Students
11680GC10	Administration of the 91 Application Server	3 days	12
40050GC10	Develop Web Based Applications with PL/SQL	3 days	12

Appendix J Customs Centre of Excellence Structure

PROJECT BACKGROUND:

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

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

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

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

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

PROJECT OBJECTIVES:

Primary Objectives:

By the conclusion of this program, we will have:

- Established a comprehensive set of benchmark competency standards for Jordan Customs;
- Established a supporting curriculum and qualifications framework;
- Established a workplace performance feedback process;
- Established a partnership with a suitable tertiary provider;
- Prepared resource materials for all modules for delivery in e-learning format;
- Developed a workplace support system;
- Developed a train-the-trainer program;
- Provided supporting infrastructure including buildings, equipment etc;

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

- Designed and delivered specific management training;
- Provided technical advice as well as training in selected areas;

Secondary Objectives:

- Provide access by brokers and other members of the trading community to modules of particular interest to their business activity;
- Contribute to the development of a Regional Training Centre