



MILLENNIUM CHALLENGE CORPORATION (MCC) CUSTOMS PROGRAM

Human Resources Review

JORDAN CUSTOMS ADMINISTRATION MODERNIZATION PROGRAM

Submitted to:

USAID/Jordan

Submitted by:

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Task Order under Support for Economic Growth and Institutional Reform (SEGIR): Commercial Legal and Institutional Reform (CLIR II)
USAID IQC Contract No. AFP-I-00-04-00001-00

July 2007

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1.0 ACKNOWLEDGEMENTS

The following persons have all assisted with research and the elements of this report:

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Thank you

Jeff Rankin

2.0 EXECUTIVE SUMMARY

1. **Organization Structure.** The present structure needs adjustments. There is currently a committee (Jordan Customs) reviewing the structure. To reduce the large number of positions reporting directly to the Director General and improve management oversight, two additional Deputy Director General positions should be created with the administrative responsibilities for the following Directorates:

Border Control

- Enforcement
- Intelligence
- Legal Affairs
- Internal Affairs (Audit)

Customs Clearance

- Customs Houses
- Cases
- Inspection
- Risk Management

2. **Rank of Employee.** The hierarchical structure of rankings needs revision. It is proposed that the structure include the following Title/Ranks:
 - a. Director General
 - b. Deputy Director General
 - c. Director of Directorate
 - d. Assistant Director
 - e. Head of Section
 - f. Chief Officer (decision making, managing staff, prioritizing workflow, completing Individual Performance Evaluation Sheet)
 - g. Senior Officer (supervisory, minor decision making)
 - h. Officer (base grade employee, follows instructions)
3. **Position Descriptions.** There are several position descriptions that need minor adjustments. There are a many crossovers of responsibility in a number of these job descriptions. This means that one sole position is not accountable for the function or procedure. This needs to be addressed on a broader scale. There were also a number of positions that were without a detailed description. Those position descriptions are annexed to this report.
4. **Career Path.** The current structure and the sole title of “employee” are not conducive to staff development or allowing officers to further their careers. An officer should be able to further his/her career based upon broad experience and/or a passion or natural talent for a specific Customs activity. The implementation of a Rotation System is recommended. The system would be under the management of the Human Resources (HR) Directorate. The current HR computer system should be enhanced with the provision of the following fields: rotation preference; current position; date started at current position; current grade/level; current appraisal; name of supervisor making appraisal; supervisor’s comments.
5. **Merit Based Promotion System.** There are three alternatives for implementing a promotion system.
 - A) **Word of mouth.** A person is nominated for promotion/ transfer to a position.

Disadvantages: Not a transparent selection system. The best available person for the position may not be selected. Other staff who may think they should have been given the opportunity for selection, or who think they may have better credentials than the nominated person, become disgruntled with the whole selection system (or lack thereof).

B) Closed Selection of Candidates. HR provides a list of possible candidates (obtained from the HR database) based upon their experience and rank. A number of officers may be selected for interview from that list. An officer is nominated as a result of those interviews. **Disadvantages:** The best available candidate may not be selected for the position.

C) Open Selection of Applicants. The vacancy is advertised by HR. Candidates complete an application form setting out their qualifications for the position. A number of applicants are short-listed for interview. A candidate is selected as a result of those interviews.

Recommendation.

Option C is the most transparent system. The selection process is based on merit, and the best available person is selected.

Option B also is based on merit, but lacks the openness of Option C.

Option A lacks transparency; the best available person may not be selected. Appearance of bias or even nepotism may result.

6. Incentive System.

It is extremely rare for Customs administrations of the world to have such an elaborate and comprehensive incentive system as that of Jordan Customs. The current incentive system seems very complex but is assisted by a computer system. The incentive scheme appears to function reasonably well. It should remain as is for the present time.

If a complete re-structuring of the organization together with an alignment of job descriptions according to responsibility and accountability takes place in the near future, then salary structure and incentives should be reviewed at the same time.

7. Executive Development Program

An Executive Development Program needs to be developed by the Ministry of Public Service Development, or by a private company that has experience with executive development for the government sector.

It is recommended that the program be a series of one-on-one discussions with each Deputy DG and each Director of a Directorate. The discussions should be no more than 3 hours in duration and held once a week for a period of 10 weeks.

The topics to be discussed and developed should include:

- Management of government policy, and ensuring national uniformity in the application of policy, guidelines and administrative practices throughout the Directorate;
- Development and implementation of Directorate and Section Action Plans;
- Ensurance that legislation and regulations relating to specific work functions are adequate for the objectives;
- Management and development of staff; including the establishment of Key Performance Objectives with Heads of Sections within their Directorates;
- How to continuously introduce “best practices”.

3.0 Significant Findings and Recommendations

1. The present organization structure needs adjustments. There is currently a Jordan Customs committee reviewing the structure. As a result of this Human Resources Review, an Organization Structure is offered for use as a guideline (see Annex 1).

The main changes proposed are:

- Create two new Deputy Director General (DDG) positions, responsible for administering the following Directorates:

Border Control

- Enforcement
- Intelligence
- Legal Affairs
- Internal Affairs (Audit)

Customs Clearance

- Customs Houses
- Cases
- Inspection
- Risk management

The purpose of creating two new Deputy Director General (DDG) positions is to create a buffer between the Director General (DG) and the number of direct reports to the DG position (currently 12). The merging of the Directorates under the management of the DDG will also create better harmony within common customs activities.

For Position Descriptions, see Annexes 13 & 14.

- Create or move three to four positions into the Internal Affairs Directorate. These positions would investigate all complaints and accusations made against Customs and Customs Officers.

Under WCO guidelines the investigation of malpractice by a customs officer or gross misbehavior (leading to dismissal) by a customs officer should be investigated by persons who are neither directly nor indirectly involved with the accused officer.

For Position Descriptions, see Annexes 2 and 3.

- Create “Head of Section, Rotation” and “Senior Officer, Rotation” positions in the HR Directorate. These positions would organize the rotation of staff throughout the directorate.

For Position Description, see Annex 4.

- Create two positions as permanent "Interview Committee" members to assist with the Merit Based Promotion System (see below).

2. **Rank of Employee.** The hierarchical structure of rankings needs reviewing. The structure includes the following Title/Ranks:

- Director General
- Deputy Director General

- Director
- Assistant Director
- Head of Section
- Employee

The rank/level of employee needs to be broadened into 3 defined rankings. The following is recommended:

- Director General
- Deputy Director General
- Director
- Assistant Director
- Head of Section
- **Chief Officer** (decision making, managing staff, prioritizing workflow, completing Individual Performance Evaluation Sheet)
- **Senior Officer** (supervisory, minor decision making)
- **Officer** (base grade employee, follows instructions)

For Position Descriptions see Annexes 7, 8 and 9.

There are also a number of specialized positions; e.g., computer, legal and other technical positions which will remain outside the structured titles/ranks.

The benefits are:

- The clear possibility of promotion will motivate employees and an officer will enjoy a personal sense of achievement by being promoted to the rank of Senior Officer.
- Promotion to the senior officer rank would be based on merit, above average work performance, and successful completion of a supervisory course.
- Promotion to the rank of Chief Officer would again be based on merit; above average technical knowledge of Customs activities; and successful completion of a management course that covers such topics as motivation, and appraisal of staff.
- This also provides the first base of a succession path for employees.

3. **Position Descriptions.** There are a number of Descriptions that need minor adjustments. There are several crossovers of responsibilities in a number of different Descriptions. This means that one sole position is not accountable for the function or procedure. This needs to be addressed on a broader scale. There were also a number of positions that were without a detailed job description. The following descriptions are offered:

- Director General (Annex 10)
- Deputy Director General, Finance & Administrative Affairs (Annex 11)
- Deputy Director General, Customs Affairs (Annex 12)
- Director, HR (Annex 16)
- Director, Intelligence (Annex 21)
- **Career Path.** The current structure and the sole title of “Employee” are not conducive to staff development or allowing officers to further their careers. An officer should be able to further his/her career based upon broad experience and/or, a passion or natural talent for a specific customs activity. The following is recommended:

- Implement a Rotation System. The system will be under the management of the HR Directorate. The current HR computer system should be enhanced with the provision of the following fields: Rotation Preference; Current Position; Date Started at current position; Current Grade/Level; Current Appraisal; Name of Supervisor making appraisal; Supervisor's comments.
- There are approximately 2,500 staff, and all staff below the rank of Director should be part of the rotation scheme (rotation at the Director level and above should be at the discretion of the Director General).
- If the rank of "employee" is expanded, the following periods for rotation are recommended:
 - Officer, every 18-24 months
 - Senior Officer, every 3-4 years
 - Chief Officer, every 4-5 years
 - Head of Section, every 4-5 years
 - Assistant Director, every 5-6 years

The benefits, procedures, and how it will work are at Annex 22.

- **Merit Based Promotion System.** There are three alternatives for implementing a Merit Based Promotion system.

Scenario: The Head of Section, Temporary Admissions is retiring in three months. How do we select for the upcoming vacant position?

- **A) Word of Mouth.** The Director, Temporary Admissions ask around the office, or consult with other Directors within Customs Affairs Directorate regarding who would be good for the position? A person is then nominated. The current supervisor of the nominated person would then be notified (as this promotion/transfer will create a vacancy in his or her section.).

Disadvantages: This is not a transparent selection system. The best available person for the position may not be selected. Other staff who may have thought that they should have been given the opportunity for selection, or who thought they may have better credentials than the nominated person, become disgruntled with the whole selection system (or lack thereof).

- **B) Closed Selection of Candidates.** The Director, Temporary Admissions informs the HR Directorate about the upcoming vacancy. HR then sends a list, generated by the enhanced HR computer system, of candidates who are:
 - Seeking rotation to this section, and their grade levels;
 - Have worked within the section, and are due for promotion.

The Director, Temporary Admissions then "short-lists" 5 or 6 candidates for an interview. At the conclusion of the interviews, the current supervisor of the selected candidate is notified. The successful candidate would be notified.

Disadvantages: May not select the best available candidate for the position. Obligation to explain to the other unsuccessful interviewed candidates as to why they were not selected.

- **C) Open Selection of Applicants.** The Director, Temporary Admissions informs the HR Directorate about the upcoming vacancy. HR then advertises the upcoming vacancy

throughout the organization and requests applications from staff who seek transfer/promotion to the vacancy. HR sends a list of applicants to Director Temporary Admissions, together with the application forms completed by the applicants. The Director, Temporary Admissions then “short-lists” 5 or 6 candidates for an interview. The current supervisor of the selected candidate is notified. The successful candidate is notified.

Disadvantages: Obligation to explain to the unsuccessful “interviewed” applicants why they were not selected.

Recommendation.

Option C is the most transparent system, the selection process is based totally on MERIT, and the best available person is selected. **This is the recommended option.**

Option B also is based on merit, but lacks the openness of C.

Option A lacks transparency; the best available person may not be selected. There may be an appearance of bias or even nepotism regarding the selection.

- **Incentive System.** The current Incentive System is as follows:

Scenario: A shipment of clothing is examined at importation. The declaration is for 100 dozen shirts. The value declared and tariff classification of the goods is considered to be correct at the time of declaration. Upon physical examination of the goods, 200 dozen shirts are found. The importer has no explanation for the surplus goods. An audit of the importers records shows no fraudulent actions by the importer. The surplus goods are either seized or extra duty is collected. A penalty of 1,200 JD is issued and paid by the importer.

The distribution of the penalty is as follows:

66.66% to Government Revenue	800 JD
33.33% to Incentive System	400 JD

Of the 400 JD incentive:

50% (200JD) to officers involved in the case:	
20% to finding officer, or	40 JD
25% if there was more than one officer	50 JD (equally shared)
20% to an informer	40 JD
10% to officer passing on the information	20 JD
25% to committee auditing the case	50 JD
15% to committee arranging penalty	30 JD
5% (or 10% if only one finder) to savings	10 JD (or 20JD)

[If there is no informant and, therefore, no officer passing on information the extra 30% (60JD) is added to “savings”.]

50% (200JD) to Organization:	
50% to special Director General fund	100
20% to anti-smuggling fund	40
20% to retirement fund	40
10% to savings	20

Other parameters of incentive system:

- Maximum amount for an officer is 500 JD per case.
- If there are two or more cases, for the same officer in a calendar month, then the maximum for the second and each successive case is 300 JD per case.
- If in the case of drugs, firearms or any other circumstance where there may be no financial penalty imposed or paid, the Director General may pay from the Director General Fund an appropriate amount for the discovery/seizure to officers involved in the case.
- In the case where officers have shown extraordinary initiative or special circumstances discovering smuggled goods, the case may be referred to the Minister of Finance for a monetary reward in recognition of his/her/their achievements.
- The savings component of the scheme is paid out to all staff of the organization twice a year as an incentive for providing administrative assistance.

Commentary.

The Head of the Incentives Section stated that even though the scheme seems complex, the workings are assisted by a computer system that ensures the correct allocation of monetary distributions.

The system seems comprehensive and feedback from a number of officers (outside of Incentives) stated they were satisfied with the allocations.

The system provides monetary incentives (and recognition) for good work and also promotes honesty and integrity within the organization.

In most Customs organizations around the world there are no monetary incentive schemes, relying on the fact that officers are paid to perform their duties to the best of their ability, and they receive only recognition for a “job well done”.

There are several other incentives:

- Remote area allowances;
- Quarterly and annual appraisal “bonuses”;
- Use of government vehicle;
- Annual increments;
- Promotion for successful completion of university degree(s);
- Time off during Hajj.

Customs officers receive a higher base salary than equivalent employees in other government departments. Officers also receive the above mentioned incentives on top of their salary, in some instances, for example, an effective enforcement officer can regularly earn three times his salary. An administrative employee will also receive incentives through the “saving” component of the incentive system which may (on average) double his/her salary.

This consultancy has not reviewed pay structures and/or the effects that incentives have on career paths or choices, except for the recommendation of broadening the rank of “employee” into three ranks (these ranks will attract different salary ranges).

Recommendation.

The incentive scheme assists the organization and its employees. It should remain as is for the present time.

If a complete re-structuring of the organization, together with an alignment of job descriptions according to responsibility and accountability takes place in the near future, then salary structure and incentives to be reviewed at that same time.

7. Executive Development Program.

Time is the greatest enemy for executives; however, time must be made available for executives to develop their long-term and strategic plans for the objectives of their Directorates to be realized.

Recommendation:

An Executive Program should be developed by the Ministry of Public Service Development or a private company with expertise in Executive Development for the government sector.

The program should be a series of one-on-one discussions with each Deputy DG and each Director. The discussions should be no more than 3 hours in duration and held once a week for a predetermined period of 10 weeks.

The topics to be discussed and developed include:

- Management of government policy, and ensuring a national uniformity in the application of policy, guidelines and administrative practices throughout the Directorate;
- Development and implementation of Directorate and Section Action Plans;
- Ensurance that legislation and regulations relating to specific work functions are adequate for the objectives;
- Management and development of staff; including the establishment of Key Performance Objectives with Heads of Sections within their Directorates;
- How to continuously introducing “best practices”.

A further recommendation is to establish an annual meeting of Heads of Directorates with other similar Heads of Directorates within the Arabic speaking neighboring countries. For example, Deputy Director, Customs Affairs would attend a meeting with other persons in charge of Customs Affairs for Syria, Lebanon, Saudi Arabia, Egypt, etc., in a designated city to discuss:

- Current issues;
- WCO requirements and their possible implications;
- Work practices and procedures;
- Other specified agenda items.

Normally the agenda should be agreed upon prior to the meeting with each attendee putting forward topics to be discussed. The host country usually arranges accommodation with each delegate paying the airfare to the designated city. The attendees are able to discuss problems and

devise possible solutions, as well as develop a comradeship that will assist the person and the administration in the future.

Similar meetings are held annually by the Pacific Island Nations, Indian Ocean Countries and Caribbean Nations with great success. Possibly the Arab League could be approached to sponsor such a program that will enhance Customs Administration in the region.

Annual meetings of Directors and DDGs in the functions of Intelligence, Border Control, Audit & Investigation, Internal Audit and Customs Affairs within regional Customs Administrations has proven to be extremely beneficial, not only for the development and implementation of “best practices” but also for establishing liaisons and common goals within the region.

HR IT System.

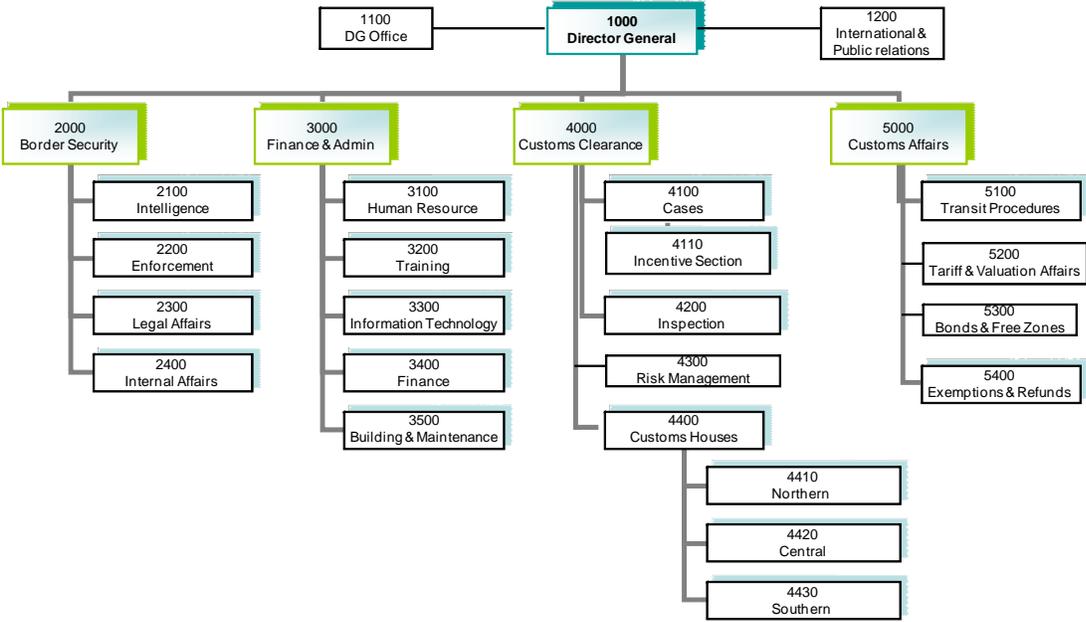
The current HR IT system was commissioned in January 2007. It is a very good system, compiled in Foxpro by an out-sourced company. The system contains all personal data and historical data except for a history of previous positions and locations prior to 2007. This data exists on Customs’ previous HR system and is scheduled to be transferred to the new system. It appears that capabilities of this system are not widely known and, therefore, the system has not reached its full potential.

Recommendation:

To help assure full utilization of the current system, employee awareness training should be given priority within the staff of the Directorate.

ANNEX 1

Jordanian Customs Directorate Organization Chart



ANNEX 2

Jordan Customs Directorate

Position Title: **Director, Internal Affairs**

Responsible to: Deputy Director General, Border Control

Staff: Chief Officer (2 positions)
Senior Officer

Position Summary: Supervise the internal investigations of complaints from the public, other officers or from other sources in regard to the behaviour or suspected criminal activities of officers of the Directorate. Make decisions on the appropriate punishment for the alleged offences. Ensure complete confidentiality in all matters concerning allegations.

Position Tasks: Manage the day to day functions of the Directorate.

Give guidance into the investigation of complaints and accusations to the investigating officers.

Monitor the progress of each investigation to ensure that the cases are completed in a reasonable time-frame.

Make findings and recommendations in regard to appropriate treatment/punishment:

- Exoneration;
- Disciplinary action;
- Termination of employment;
- Reference to Legal Affairs for prosecution for a criminal offence.

Appraise staff and identify training needs.

Working Conditions:

Normal working conditions apply; however, events may require extended and intensive working hours.

Job Specifications:

Degree in Legal Studies.

or

Eight years experience in an equivalent Internal Investigations environment..

ANNEX 3

Jordan Customs Directorate

Position Title: Chief Officer, Internal Affairs

Responsible to: Director, Internal Affairs

Staff: Senior Officer

Position Summary: Conduct internal investigations of complaints from the public, other officers or from other sources in regard to the behaviour or suspected criminal activities of officers of the Directorate.

Make recommendation regarding the severity of punishment (if any).

Job Tasks: Record and register complaints and accusations.

Investigate complaints and accusations.

Conduct all interviews in a sensitive and confidential manner.

Make findings known only to the Director and make recommendations as to the severity of any punishment for the misdemeanour or offence.

Working Conditions:

Normal working conditions apply; however, events may require extended and intensive working hours.

Job Specifications:

Degree or diploma in Legal Studies.

or

Four years experience in an equivalent internal investigations environment.

ANNEX 4

Jordan Customs Directorate

Position Title Head of Section, Rotation

Responsible to: Director, Human Resources

Immediate Staff: Senior Officer, Rotation

Position Summary: Implement the objectives of the Section. Manage the system for the scheduled rotation of all officers below the rank of Director. Prepare the lists of rotation and forward (through Director HR) to all Directorates that are effected by persons being rotated. Revise lists for rotation after appeals.

Position Tasks: Manage the staff rotation system and assist with possible alternatives once appeals have been heard..

Prepare lists of officers by grade, function, and start date at function.

Rearrange the list, shuffling the function component so that each officer is located in a different function.

Divide the list into manageable groups, so that the implementation of each group is staggered over a period of 3 years. Initiate the first group for rotation.

Make amendments as per the appeal process and implement the Group 1 rotation. Then start the process for Group 2; etc.

Update the computer record when a rotation has been activated.

Working Conditions: Normal working conditions apply; however. events may require extended and intense working hours.

Qualifications: Degree in Business Administration; or
6 years experience in an equivalent environment

Other Skills: Good communication, computer and writing skills.

ANNEX 5

Jordan Customs Directorate

Position Title **Assistant Director Interview Committee**

Responsible to: Director, Human Resources

Immediate Staff: Chief Officer, Interview Committee

Position Summary: In coordination with the requesting Directorate, arrange a schedule of interviews. Assist the requesting Directorate with the short-listing of candidates. At the end of the interview process, advise unsuccessful candidates the reasons for their unsuccessful applications.

Position Tasks: Record requests for interviews.

Notify applicants of time, date and location of interviews.

In coordination with the requesting Directorate, conduct interviews for vacancies at the rank/level of:

- Head of Section;
- Chief Officer; and
- Assist with Senior Officer interviews as required.

Give critical feedback to unsuccessful candidates as to the reasons for their failed applications.

Give guest lectures at training courses regarding what is expected from candidates.

Advise HR of the successful candidate.

Working Conditions: Normal working conditions apply; however, events may require extended and intense working hours.

Qualifications: Degree in Psychology or Business Administration; or
6 years experience in an equivalent environment

Other Skills: Good communication, computer and writing skills.

ANNEX 6

Jordan Customs Directorate

Position Title Chief Officer Interview Committee

Responsible to: Director, Human Resources

Immediate Staff: None

Position Summary: In coordination with the requesting directorate, arrange a schedule of interviews. Assist the requesting Directorate with the short-listing of candidates. At the end of the interview process, advise unsuccessful candidates the reasons for their unsuccessful applications.

Position Tasks: Record requests for interviews.

Notify applicants of time, date and location of interview.

In coordination with the requesting Directorate conduct interviews for vacancies at the rank/level of:

- Senior Officer;
- Officer.

Give critical feedback to unsuccessful candidates as to the reasons for their failed applications.

Give guest lectures at training courses regarding what is expected from candidates.

Advise HR of the successful candidate.

Working Conditions: Normal working conditions apply; however, events may require extended and intense working hours.

Qualifications: Degree in Psychology or Business Administration; or
6 years experience in an equivalent environment

Other Skills: Good communication, computer and writing skills.

ANNEX 7

Jordan Customs Directorate

Position Title: Chief Officer,

Responsible to: Head of Section, Assistant Director, or Director (function title)

Staff: Senior Officer (several senior officers)
Officer (several officers)

Position Summary: Allocate daily tasks for subordinate officers. Assist officers with technical decisions. Prioritize workflow in regard to competing works demands. Identify training needs and provide on-the-job training to new staff. Foster team work to achieve the objectives. Complete Individual Evaluation Sheets for all subordinate offices.

Position Tasks: Bring to the attention of the superior any major events.

Allocate daily tasks for subordinate officers.

Assist officers with technical decisions.

Prioritize workflow against competing work demands.

Identify training needs and provide on-the-job training to new staff.

Foster team work to achieve program objectives.

Complete Individual Evaluation Sheets for all subordinate offices.

Working Conditions:

Work may involve Shift work and remote area locations. Events may require extended and intensive working hours.

Job Specifications:

Degree or diploma in Business Administration or

Completion of Management Course plus four years experience in an equivalent environment.

ANNEX 8

Jordan Customs Directorate

Position Title: **Senior Officer, (Function Title)**

Responsible to: Head of Section or Chief Officer (Function Title)

Staff: Officer (several officers)

Position Summary: Complete tasks and/or supervise the completion of tasks set by the superior. Advise superior of any problems with workflow that may delay the completion of tasks. Assist officers with technical decisions. Bring to the attention of superior any problems associated with an officer's ability or integrity. Foster a team environment.

Position Tasks: Bring to the attention of the superior any major events.

Allocate daily tasks for sub-ordinate officers.

Assist officers with technical decisions.

Identify training needs and provide on-the-job training to new staff.

Foster team work to achieve the objectives.

Working Conditions:

Work may involve shift work and remote areawork locations. Events may require extended and intensive working hours.

Job Specifications:

Degree or Successful completion of Supervisory course or

Four years experience in an equivalent environment.

ANNEX 9

Jordan Customs Directorate

Position Title: Officer, (Function Title)

Responsible to: Senior Officer or Head of Section or Chief Officer (Function Title)

Staff: None

Position Summary: Complete tasks as directed by the person in charge. Identify more efficient and/or effective means of completing tasks.

Position Tasks: Bring to the attention of the superior any major events.

Filing of records;

Input of data into computer systems;

Inspection of cargo;

Inspection of importer's documents;

Completion of reports;

Other duties as directed.

Working Conditions:

Work may involve shift work and remote area locations. Events may require extended and intensive working hours.

Job Specifications:

Completion of High School or higher education.

ANNEX 10

Jordan Customs

Position Title: Director General

Responsible to: Minister of Finance

Immediate Staff: Deputy Director General, Finance & Administrative Affairs
Deputy Director General, Customs Affairs
Director, Enforcement
Director, Intelligence
Director, International & National Relations
Director, Internal Review

Position Summary: Have overall responsibility for the functioning of the Organization. Act as the Minister's key strategic adviser on all matters relating to Customs revenues and compliance with related legislation. Implement strategies to secure and facilitate trade, safeguard the borders of Jordan and implement other government policy.

Position Tasks: Manage the day-to-day functions of the Directorate.

Develop strategies to:

- Implement government policies and guidelines;
- Establish working relationships with the business community and other government and non-government institutions;
- Collect the correct amount of revenue due;
- Develop a dedicated and well trained staff;
- Safeguard the borders of Jordan and its neighbours;
- Continuously introduce best practices.

Conduct regular meetings with executive staff to:

- Develop work plans and set goals for the immediate and long term future;
- Report on current issues and identify possible improvements to current work standards and ethics;
- Disseminate and discuss information.

Job Specifications:

Degree in Business Administration or other relevant qualifications or

Four years experience in an equivalent environment.

ANNEX 11

Jordan Customs Directorate

Position Title Deputy Director General, Finance & Administrative Affairs

Responsible to: **Director General**

Immediate Staff: **Director Human Resources**
Director Training
Director IT
Director Finance
Director Support

Position Summary: Manage the day-to-day operations of the Finance and Administration Division. Develop and implement appropriate strategies to ensure compliance with the official staffing policies and principles. Conduct liaison with other Government officials and members of the private sector. Assure staff development and set out Key Performance Objectives to Directors..

Position Tasks: Implement government policy, guidelines and procedures including staffing numbers, promotions, rotation policy.
Maintain records of Directorate spending and compile future expenditure budgets as required.
Oversee the purchase of computer equipment and other assets.
Oversee the payment of staff salaries and allowances.
Ensure adequate training is provided for all officers to carry out their duties in a professional manner.
Oversee lease agreements for accommodation and office space and other accommodations as required.
Oversee the purchase and distribution of disposable items used in the day-to-day operation of the Directorate.

Working Conditions: Normal working conditions apply; however, events may require extended and intense working hours.

Qualifications: Degree in Human Resource or Business Administration or
6 years experience in an equivalent environment.

ANNEX 12

Jordan Customs Directorate

Position Title **Deputy Director General, Customs Affairs**

Responsible to: **Director General**

Immediate Staff: **Director, Tariff & Conventions**
Director, Transit & Clearance
Director, Temporary Admissions
Director, Exemptions
Director, Value Affairs

Position Summary: Implement the objectives of the Directorate. Ensure requests for exemptions, temporary admissions, and transit provisions are processed correctly and in a reasonable timeframe. Ensure Tariff, Valuation, and IPR decisions comply with international conventions. Manage the processing of applications for refunds of revenue and exemptions of taxes and duties. Develop safeguards and strategies to ensure that the revenue is protected in regard to these matters.

Position Tasks: Approve and monitor the control of temporary imports.
Approve exemption according to legislation and monitor the use of those goods that are granted exemption.
Develop strategies to minimize the misuse of exempted goods while developing facilitated processing procedures.
Oversee the processing of applications for refund of duty or taxes according to legislation.
Resolve disputes between importers and Customs officials.
Ensure uniformity in policies and procedures.
Evaluate staff performance and set Key Performance Objectives for immediate staff.
Maximize staffing resources within the Directorate.
Develop Action Plans and ensure they are completed.

Working Conditions: Normal working conditions apply; however, events may require extended and intense working hours.

Qualifications: Degree in Law, Business Administration or Accountancy or

6 years experience in an equivalent environment.

ANNEX 13

Jordan Customs Directorate

Position Title Deputy Director General, Border Control

Responsible to: **Director General**

Immediate Staff: **Director, Enforcement**
Director, Intelligence
Director, Legal Affairs
Director, International and National Affairs

Position Summary: Assure day-to-day security and control at Customs borders. Conduct liaison with other Government officials and members of the public. Oversee the gathering and dissemination of intelligence. Oversee the prosecution of persons engaged in the smuggling of goods. Assure staff development and probity of officers.

Position Tasks: Ensure that all intelligence information is verified and acted upon.
Ensure that intelligence is disseminated to appropriate authorities.
With the assistance of immediate staff, plan and coordinate taskforce activities (in conjunction with other authorities when required).
Develop strategies to minimize smuggling of revenue goods and other goods deemed to be prohibited or restricted.
Develop Action Plans and ensure they are completed.
Monitor the progress of prosecution cases.
Monitor the progress of complaints against officers of the Directorate and act on the recommendations in regard to the findings of these cases.

Working Conditions: Normal working conditions apply: however, events may require extended and intense working hours.

Qualifications: Degree in Legal, Business Administration or Accountancy or

6 years experience in an equivalent environment

ANNEX 14

Jordan Customs Directorate

Position Title Deputy Director General, Customs Clearance

Responsible to: **Director General**

Immediate Staff: **Director, Customs Houses**
Director, Cases
Director, Inspection
Director, Risk Management

Position Summary: Managem day-to-day collection of revenue and compliance functions for the importation and exportation of goods. Conduct liaison with other Government officials and members of the private sector. Assure staff development and probity of officers. Oversee measured risks to the revenue.

Position Tasks: Ensure the correct amount of revenue is collected on imported goods.
Develop strategies to assure that Customs Clearance functions are completed within reasonable timeframes.
Resolve disputes between importers and customs officials and oversee the collection and penalties and fines.
Ensure uniformity in policies and procedures throughout all Customs Houses.
Evaluate staff performance and maximize staffing resources within the Directorate.
Develop Action Plans and Key Performance Objectives for immediate staff.
Develop strategies to assist the general public in complying with the aims of the Directorate.
Oversee the development and implementation of Risk Management of imported goods.

Working Conditions: Normal working conditions apply; however, events may require extended and intense working hours.

Qualifications: Degree in Legal, Business Administration or Accountancy or

6 years experience in an equivalent environment.

ANNEX 15

Jordan Customs Directorate

Position Title **Director, Human Resources**

Responsible to:	Deputy Director General, Finance & Administrative Affairs
Immediate Staff:	Personnel, Salaries, Rotation, and Recruitment Sections
Position Summary:	Implement the objectives of the Directorate. Develop policies & procedures which will select and develop staff to maximize their potential. Oversee the rotation system and adjudicate appeals against rotation. Ensure that staff appraisals have been completed on time.
Position Tasks:	<p>Oversight of staff rotation system and adjudication of appeals against rotation..</p> <p>Assist with defining clear job skill specifications to insure appropriate identification of candidates and employment of highest quality staff.</p> <p>Manage employment advertising campaigns and programs.</p> <p>Develop, implement and provide information regarding staffing issues and health and safety issues.</p> <p>Promote issues that are in the best interest of the organization and its staff.</p> <p>Set Key Performance Objectives for immediate staff.</p>
Working Conditions:	Normal working conditions apply; however, events may require extended and intense working hours.
Qualifications:	Degree in Business Administration or 6 years experience in an equivalent environment
Other Skill Reqs	Good communication and writing skills.

ANNEX 16

Jordan Customs Directorate

Position Title: Director, Intelligence

Responsible to: Deputy Director General, Border Control

Staff: Analysts (2 Positions)
Researcher
Archivists,
Liaison

Job Summary: Identify and prioritize risks at the Border
Provide threat and risk assessments to guide Customs operational activities
Liaison with national and international law enforcement agencies

Job Tasks: The identification, gathering and dissemination of information and intelligence;

Development of target profiles;

Evaluation of target profiles;

Develop liaisons and working relationships with other law and intelligence agencies;

Assist with the coordination of special taskforces;

Set Key Performance Objectives for staff.

Working Conditions:

Normal working conditions apply; however, events may require extended and intensive working hours.

Job Specifications:

Degree in Legal Studies or Business Administration qualification or

Four years experience in an equivalent military/intelligence environment.

ANNEX 17

CAREER PATHS / ROTATION

Customs Administrations around the world have similar functions and procedures. The most important element of any administration is a well trained, diverse and purposeful staff.

Jordan Customs functions include:

1. The boarding and searching of ships, aircraft and vehicles;
2. Inward and outward clearance of ships and aircraft;
3. Inward and outward clearance/checking of motor vehicles;
4. The securing of ships/aircraft stores;
5. Checking of imported and exported goods against manifests;
6. Checking of parcels and documents imported by post;
7. Ensuring that goods in-transit do not enter home consumption;
8. Inspecting goods when declared for Customs clearance;
9. Receiving and checking declarations of imported/exported goods;
10. Collecting Customs duty and sales tax on imported goods;
11. Ensuring that all imported goods have been declared and cleared by Customs.
12. Providing Customs-controlled facilities for the bonding or warehousing of imported goods until declared for home consumption/exported or destroyed;
13. Providing Customs-controlled facilities for “further production” of imported goods, such as Free Trade or Free Economic Zones;
14. Ensuring that the revenue is protected in the case of temporarily imported goods;
15. Ensuring the goods exempted from Customs duties are used within the terms of the exemption;
16. Post auditing of importer’s documents to ensure that the correct amount of duties and taxes were declared.
17. Investigating possible attempts to defraud the government;
18. Imposing penalties for administrative errors or unintentional fraudulent activities;
19. Preparing “briefs of evidence” for prosecution of fraudulent activities;
20. Facilitating persons and goods across borders by putting into operation Green/Yellow/Red channels:
21. Detecting and seizing prohibited goods;
22. Detecting and detaining restricted goods that are not accompanied by the appropriate documents;
23. Prosecuting persons involved in the importation or exportation of prohibited goods;
24. Prosecuting persons involved in the smuggling of goods;
25. Classifying goods according to international tariff conventions;
26. Valuing goods according to international conventions;
27. Applying other relevant international conventions; e.g., Rules of Origin, IPR, etc.;
28. Conducting liaison with international and national organizations that interact with Customs;
29. Developing policies and strategies for the on-going improvement of Customs procedures to assist staff, importers and the public.

The functions of Customs are supported by sound management to help operational staff maximize their potential. This support includes:

- Recruitment of responsible, diligent and honest persons;
- Provision of salaries commensurate with the responsibilities of the tasks;
- Provision of adequate living quarters in remote areas;
- Provision of the necessary training for each task;
- Providing adequate computer systems and facilities;
- Providing non-financial and financial incentives for excellence;
- Provision for promotion based on merit and experience;
- Provision for demotion or severance for less than adequate performance of duty or conduct unbecoming an employee of Customs;
- Provision for staff to experience many of the facets and functions of the directorate, so that they may choose from experience their career paths.

Basic Customs Duties (Officer Level).

The career of many officers of Customs initially starts with checking or verifying passengers or imported goods and routine administrative duties:

- Converse with passengers and importers to obtain information in a friendly but effective manner;
- Inspect personal effects of passengers and tourists;
- Search for and identify prohibited or restricted goods;
- Check and verify declared goods against invoices, packing slips and Customs declarations;
- Check vehicles, ships and aircraft for smuggled goods;
- Check and file documents;
- Assist senior officers;
- Input data into computer systems;
- Complete inspection or verification reports.

Secondary Level Duties (Senior Officer) Include:

- Supervise staff;
- Select green-lane declarations for checking;
- Select green-lane passengers for checking;
- Provide on-the-job training for officers;
- Receive and make commentary on Inspection and Verification reports;
- Report of major and minor incidents to Chief Officer/team leader;
- Assist with the audit/investigation of companies' documents;
- Provide technical and procedural assistance to officers.

Third Level Duties (Chief Officer) Include:

- Organize daily work tasks for staff;
- Manage and prioritize competing work demands;
- Promote the effectiveness and efficiency of the Unit/Team/Section;
- Identify training needs of individual staff;
- Complete Individual Performance Evaluations for each officer ;

- Assist with development of work plan for the Section;
- Help carry out work plans for the Unit/Section;
- Assist with development of annual work plan;
- Provide high level technical and procedural assistance to staff.

Rotation

The pinnacle of the career paths of most Customs Officers will be:

- Team Leader of Audit Unit (audit of importers records)
- Team Leader of Cases (Investigation) Unit
- Head of Customs House
- Team Leader of Mobile or Passenger Inspection Unit
- Head of Customs Affairs Section
- Head of Administration Affairs Section
- Head of Financial Affairs Unit

In order for an officer to be promoted to one of these positions he/she should have had practical experience in most of these Sections/Units. The forming of the broadly experienced Customs officer has many attributes, especially at this level, as the person has a working knowledge of procedures, policies and guidelines for most functions of Customs. The person also will have been exposed to a number of different supervisory/ managerial styles and would have had the opportunity to identify both the good and the bad of individual management characteristics. Thus the rotation of staff through the various Customs functions will broaden the officers' knowledge of Customs activities and will also develop personal skills that will assist that person become a good leader/manager.

How It Will Work

The enhanced HR computer system will enable the Rotation Officer to extract a list of names at each level/rank of officers that have been in their current positions for more than 18 months and for more than 3 years for senior level/rank. That list will be transformed into a number of schedules showing the new location for each officer. The implementation of the schedules for rotation will be staggered over the following 18 months, so as to minimize disruption in the workplace. The schedules must be studied to ensure that each officer is being rotated to a different function/section than where he or she has been for the past 2 or 3 rotations. The schedules are then presented to the Assistant Director, HR for approval. After approval, the list is forwarded to Directorates, and each affected officer is notified. Officers then have 14 days to appeal. All appeals should be heard within a reasonable timeframe.

Guidelines for Rotation

Base Level (every 18-24 months)

Rotation should take place every 18-24 months in the early stage of a person's career. Thus, after a period of six to eight years an officer should have had exposure to at least four different functions of Customs activities and four different styles of management. The rotation system should be so scheduled to meet the needs of the Directorate first and the officer's preference should be secondary.

Each officer should rotate through the following areas, during the first 6-8 years of service;

Processing passengers
Examination of imported cargo
Remote area location
Administration Section
Customs Clearance Section

Second Level, Senior Officer (every 3-4 years)

After 6-8 years of service, the majority of officers will have been promoted to the level of Senior Officer, having achieved a level of knowledge and experience with 3-4 functions of the Department. The Directorate can now be best served by utilizing those skills and individual talents in the officer's preferred career choice. The officer should remain in this preferred position for a period of 3-4 years, depending upon the complexity of work and responsibilities attached to the position before his or her next rotation. Those officers who have not achieved promotion after 6-8 years should also be able to nominate their preferred choice for rotation to suit their own particular talents. The Directorate is best served by officers who work in an activity and/or environment where they can confidently perform their duties.

Third Level Chief Officer (every 4-5 years)

Those officers who have achieved promotion to the Chief Officer level should have acquired a broad knowledge of most Customs activities and specialized in one or two specific areas. Expertise and management skills should reach a level where they can perform their duties in most Customs activities. Again it will be in the Directorate's best interest to utilize the skills of the officer in an area that is his or her preferred choice.

Appeals against Rotation

There will always be appeals against the rotation of staff. Some of the reasons follow:

1. Medical reasons;
2. Family reasons;
3. Elderly parents or other relations in need of daily care;
4. Remote area not suitable for females;
5. Resident in remote (Aqaba) area not wanting to move to Amman;
6. An officer with an important case/project that will require a deferment of the rotation;
7. Current manager not wanting to lose a good staff member.

Each appeal should be judged on its own merit, except for No. 7. The ruling on the appeal should be determined by the HR Assistant Director, in consultation with the officer concerned. The concept of rotation is to broaden the experience of officers and for officer development. Therefore, it should be the exception rather than the norm that an appeal is upheld.

Jordanian Customs Directorate Organization Chart

