



# CASE STUDY

## A Human Resource Development and Quality Assurance Approach to Workforce Development in Jordan

August 2009  
Amman, Jordan



*This study is of particular relevance to those engaged in Human Resource development and quality assurance within the tourism sector of Jordan. It highlights a HRD plan to bridge the gap between the supply and demand of good quality people for the tourism industry, and focuses on the human resource development and quality assurance efforts of USAID's Jordan Tourism Development Project II (Siyaha).*

### BACKGROUND CONTEXT

With its regional spread, tourism is an ideal industry to diffuse benefits across the Kingdom, and during the past two years tourism has been responsible for generating a significant increase in foreign and domestic investment. Jordan has some of the world's most iconic heritage and natural assets and is recognized as a cradle of civilization and some of the great global religions. It has been a melting pot where east meets west, making significant contributions to its heritage, social development, and society. For these reasons, the Government of Jordan (GoJ) should embrace tourism as a primary contributor to future economic growth. While Jordan is seen as an island of peace and stability in the Middle East, it has not achieved its full tourism potential. Jordan ranked 53 out of 130 countries on the 2008 World Economic Forum's (WEF) Travel and Tourism Competitiveness Index.

### GLOBAL AND REGIONAL SITUATION

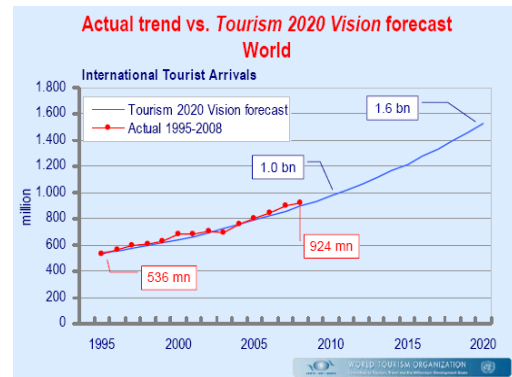
International tourist arrivals reached 922 million in 2008, up 1.9% over 2007. But the year of 2009 has seen drastic changes in the international tourism market. Due to the extremely volatile global economy, the influx of international tourism arrivals has slowed tremendously. The financial crisis, rise in oil prices, and massive exchange rate fluctuations

has taken a toll on both the tourism business and consumer confidence. According to the 2009 June edition of the UNWTO World Tourism Barometer, international tourism declined by 8 percent between January and April compared to the same period last year. The UNWTO expects the International tourism to decline by -6% to -4% in 2009. The Middle East region saw tourism decline by 18 percent between January and April compared with the same period last year. International tourist arrivals are expected to decline by between 10% and 5% as regional income drops, yet the region is still projected to record arrivals well above the level of 2007. Despite the overall decline, several destinations around the world still reported encouraging results for the first four months of 2009, including Jordan, Lebanon and Syria in the Middle East.

Nevertheless, the long term outlook for tourism still remains promising with tourism arrivals expected to grow from 924 million in 2008 to 1.6 million by 2020, as illustrated in the accompanying chart.

### IMPORTANCE OF TOURISM FOR JORDAN'S ECONOMY

UNWTO noted that Jordan is a 'haven in the troubled Levant in recent years and is a growing destination for Europeans for its cultural and historical attractions'. However, the potential of Jordan as a tourism destination has yet to be realized, partly because the country has under marketed itself in comparison to other destinations. Nevertheless, there is reason for optimism. According to the Ministry of Tourism and Antiquities (MOTA) statistics, visitors who remained at least one night in 2008 amounted to approximately 3.7 million international arrivals, and when the approximately 1.7 million domestic tourists are added, a total of 5.7 million room nights were generated. The total tourism revenue reached JD 2.1 billion, contributing 14.7% of Jordan's Gross Domestic Product (GDP). In addition, the industry is one of Jordan's largest employers, with 38,294 people in direct employment, 15,209 in indirect employment and 18,409 in induced employment.



Although the Middle East decline in international tourism arrivals, Jordan's tourism performance for the period January-April, 2009 was encouraging. Arrivals increased by 2.7 %, and expenditures increased by 2.5%. Receipts increased by 2.5% and employment increased 1.5% from 2008 to 2009. Jordan's 3% increase masks a drop in demand for corporate meetings and conferences. However, this gap has been filled to some extent by new leisure markets, including religious and pilgrimage tourism.

### CHEMONICS CONSORTIUM

The Chemonics consortium understands first-hand what must be done to upgrade Jordan as a world-class tourism destination. We have already begun analyzing with the Ministry of Tourism and Antiquities (MoTA) WEF competitiveness pillars to develop strategies that improve Jordan's competitiveness ranking. Our consortium is committed to helping Jordan rise 23 points in the WEF index by JTD II conclusion. We are confident we can catalyze Jordan's public sector to put in place the framework and enforceable regulations to enable the country's private sector to effectively develop and manage its world-class tourism assets in a sustainable and competitive manner.

### JORDAN TOURISM DEVELOPMENT PROJECT II (SIYAHA)

The USAID-funded Jordan Tourism Development Project II is a five-year project (2008-2013) aimed at promoting Jordan's competitiveness as an international tourism destination by establishing the proper institutional and regulatory framework that enables a private sector-driven approach that spurs tourism growth while preserving the nation's historic and natural treasures. Jordan Tourism Development Project II will build on the foundation laid by Siyaha/Jordan Tourism Development Project I and additionally

expand into new technical and geographical areas. Jordan Tourism Development Project II does not seek to use USAID funding to directly build, conserve, restore or manage tourism sites or their related infrastructure, but to provide the training and assistance that will create the environment for the transactions that will lead to proper building and management of tourism sites. Jordan Tourism Development Project II works along seven major thrusts:

- *Institutional and Regulatory Reform* - Ensure institutions and policies are in place that will facilitate the implementation of the National Tourism Strategy.
- *Improving the Tourist Experience* - Establish sustainable tourism projects involving private-sector resources and participation by local communities and NGOs, in order to create replicable models to serve as examples of sustainability and best practice.
- *Strengthening Tourism Marketing* – Strengthen the institutions mandated with marketing Jordan in the international arena through effective strategic marketing campaigns.
- *Building Human Resources* - Build the capacity and capability of human resources at entry levels across all the major sectors of the tourism industry, as well as the development of professional standards and skills of those employed in the industry.
- *Increased Tourism Awareness* - Enhance public and policy maker awareness of the economic and social importance of the tourism sector. Inform and educate the public, highlighting the importance of tourism as Jordan's largest industry, and the one with the greatest potential for growth.
- *Environmental Sensitivity* – Improve environmental management systems within the sector to reduce waste and conserve on resource utilization.
- *Gender Integration* – Increase the participation of women in the tourism sector.

## **NATIONAL TOURISM STRATEGY (NTS)**

Tourism is a key driver of Jordan's economy; currently it is the single largest employer and the highest generator of foreign exchange. The potential for economic and social development stemming from tourism is high, particularly because Jordan has such stunning natural landscape, world-class historic and religious sites, and a fascinating cultural heritage. In order to grow and reap greater benefits from tourism, government and private sector investments must be made in a carefully planned way and Jordan must ensure that tourism development includes quality products, is sustainable, and is developed in a responsible manner. To manage this process the National Tourism Strategy was created in 2004. This strategy focused on four pillars and aimed to lead significant growth in tourism by 2010.

**The HR-QA of Siyaha** is based mostly in response to the publications of the NTS. The ideal suggesting that "quality service" can only be achieved through a skilled workforce, was recognized when human resources (HR) was named as one of the four pillars of the NTS. Amongst the ambitious growth targets, is the increase of direct employment in tourism from 27,800 in 2005 to 52,300 in 2012; representing a creation of approximately 25,000 jobs. As a result, indirect employment is also expected to rise from 9,000 to 40,000 so that by the end of 2012 over 92,000 peoples' livelihood will have come from tourism. Since 2004, direct employment has already risen to 38,294 and so the growth still required by the NTS until 2012 will be approximately 20,240. With the development of hotel projects underway, this target will be comfortably achieved.

## **JORDAN'S HR AND QA APPROACH TO WORKFORCE DEVELOPMENT**

One of Siyaha's main components focuses on HR and QA Development. The goal of this program is to transform Jordan's tourism product through world-class service by Jordanians and provision of superior experiences by investors and entrepreneurs. They build the capacity of human resources across all major sectors of the tourism industry to ensure excellent standards of services, and improve the quality of hospitality and tourism enterprises for a safe and distinguished experience. The rapid growth of Jordan's tourism industry is challenged by a dearth of willing and skilled workers. Based on current planned investments and growth rates, the industry is expected to experience a gap of 25,400 workers over the next four years; this threatens to cause a sharp rise in labor costs and a severe decline in the standards

of service, which currently do not meet basic standards of safety and comfort at many establishments. While Jordan has published standards for hospitality enterprise quality, many fall short of international minimum standards and enforcement is weak.

Other tourism entities across the value chain, such as tourist transport, operators, recreation parks, and guides are also in need of improved standards. JTD II will implement a cohesive approach to service and physical quality improvements through human resource planning and development, awareness, and quality enhancements to achieve their Intermediate Result 4: improved human resources and quality assurance.

This HR/ QA approach focuses on several aspects to improve HR development within Jordan. JTD II plans on implementing national human resource planning and certification by establishing a public-private partnership to coordinate and integrate development programs for a professional workforce for the tourism industry. JTD II will also strengthen tourism training such VTC centers and programs, as well as revolutionize tourism and hospitality education by tackling the curriculums of colleges and universities. Regarding quality assurance, JTDII will develop and implement industry quality assurance systems to achieve a distinguished standard of excellence in tourist services and facilities. They worked with MoTA and the industry to design and pilot a new hotel classification system; they will roll this out across the Kingdom, and expand it to cover campsites, guesthouses, restaurants and fast food outlets, wellness centers and spas, tour guides, and tourist transport. In addition, JTD II is focusing on building capacity of tourism enterprises and associations, developing research capacity, revolutionizing the handcraft sector, and increasing public tourism awareness.

Consequent to the launch of the National Tourism Strategy 2004-2010 (referred to herein as NTS), a Human Resources Development (HRD) sub-strategy was published and the following interrelated strategic goals were established:

**Strategic Goal 1:** Facilitate and coordinate a tourism HRD plan designed to support a sustainable and competitive tourism industry, to bridge the skills gap and to attract and recruit new entrants to the industry.

**Strategic Goal 2:** Implement the following initiatives to strengthen the human resources base to assure international standards of performance and professionalism in tourism

**Strategic Goal 3:** Establish and support an Industry led council for human resources in tourism to facilitate and coordinate human resource activities. The council will improve and enhance the effectiveness of interventions and initiatives in tourism human resource planning, coordination and facilitation to ensure a successful, sustainable, and internationally competitive tourism industry in Jordan.

## **A PLAN FOR HUMAN RESOURCES IN TOURISM IN JORDAN 2009-2012**

The main purpose of this plan for human resources is to fulfill strategic goal 1, 2 & 3. The goals are closely interrelated, and it is inevitable that there will be references to the council (as introduced in Strategic Goal 3), in the pages of this document. Similarly, many of the initiatives listed under Strategic Goal 2 will naturally be linked to the recommended action plans. The hotel and tourism sector of Jordan's economy must meet a complex set of challenges to sustain itself as a high quality premium product founded upon the excellent skills and know-how of its workforce. In particular, the industry must:

- Achieve a number of visitor and revenue targets;
- Achieve this growth at a time when international competition is increasing;
- Expand employment to support the anticipated business growth;
- Counteract perceptions that tourism is not an attractive career option;
- Optimize employment opportunities in tourism for the Jordanian people;
- Compete with other sectors for a diminishing pool of indigenous labor;
- Develop the skills and attitudes necessary to support world-class tourism;
- Convince employers to make the necessary investment in human capital;
- Promote the concept of people as a defining source of competitive advantage.

To establish a competent and confident workforce that can respond to the challenges of the future requires the implementation of an effective and comprehensive action plan. The HR Plan is structured into four parts:

**Part 1:** establishes the landscape as it is today and highlights some of the new topography that will emerge over the coming years. These first brushstrokes will profile the environment in which the workforce of the future will be operating. Against a backdrop of international tourism forecasts, we will look at the hotel and tourism sector of Jordan, both as it is today, and how it will develop over the period under review. The Aqaba Special Economic Zone Authority (ASEZA) will be given particular consideration.

**Part 2:** adds texture to this profile of the environment through an analysis of the demand for quality labor that the growth in tourism will generate. This analysis will detail the need for additional people by location, subsector, occupation and level. The next obvious step will be to assess how far the demand for labor can be met by the existing provision. We will look at the equation from four dimensions:

- |  |   |
|--|---|
| 1) Review the full-time education sector at all levels                         | 3) Determine how employers have been making use of the education sector |
| 2) Assess the effectiveness and consistency of the levels of in-house training | 4) Take a brief look at the contribution being made by overseas labor.  |

The analysis will reveal a gap between the demand for people and the extent to which they can be sourced from the supply side. Other forces are at work to add tension to an already tight situation: competition from other industries, a propensity of employers at home and abroad to resort to 'poaching', and the impact both factors will have on the costs of labor. Both education and industry will be challenged by greater levels of attrition than they have ever had to cope with before. In Part 2, the impact of attrition will be reviewed. For the industry to have any chance of fulfilling its potential, not only must the gap between demand and supply be bridged, but the scourge of attrition must be reversed and transformed into retention.

**Part 3:** sets out eight objectives and recommendations for dozens of initiatives as part of a comprehensive national action plan. These initiatives are presented in boxes captioned **Action Link**. The section also includes practical ideas arising from the discussion. Captioned **Best Practices**, these innovations that are based on international standards are meant to stimulate new approaches to HRM and HRD for educators, trainers, employers, and employees to support the tourism industry from 2009 to 2012.

**Part 4:** is a collection point for the Action Links. They will be presented in a tabular format, responsibilities will be suggested, and timelines established. It is hoped that this HR Plan will be adopted nationally. Elements of this HR Plan can integrate the contributions of all sectors of the hotel and tourism industry, the providers of education and training, relevant government departments, and certain NGOs and associations. Leadership, coordination, and tangible support must be delivered by an appropriate council. The notion of the industry Led Council for Human Resources Development has already been raised in other places, although the council might take on another name. Only a strong, energetic, superbly-led, well-funded, and independent council will be able to take on the challenges of:

- 1) Ensuring that the human resources planning process is supported by accurate data;
- 2) Reforming the hotel and tourism educational provision at all levels;
- 3) Improving HRM policies and practices in industry;
- 4) Introducing a new system of HRD for entry level employees;
- 5) Implementing HRD programs for managers, supervisors, and existing staff;
- 6) Promulgating a national framework of tourism qualifications.

## LABOR DEMAND

Classified hotels are the major growth area in the industry. Confirmed openings will add 10,000 rooms to the current stock by 2012, and the demand for human resources within the next five years is projected to grow by 25,420. Taking into consideration the modest staff-to room ratio of 0.82 and factoring in the 20% attrition of those lost to the industry altogether, the number for an additional demand of people between now and 2012 is 9,835 people. Therefore the annual requirement in hotels will be 1,640 in operations and 820 in support functions; 2,460 in total. Between 2002 and 2008, employment in restaurants rose from 5,674 to 15,498; an increase of 173%, a growth that will continue with the expansion of the fast food sub sector. Forecasts indicate a need for 9,340 people, with about 46% in fast food outlets. Adding 20% for attrition in restaurants, fast food produces a total demand for 5,032 and 4,308 respectively. This means 2,335 new jobs for the sector as a whole; 1,258 new people in restaurants and 1,077 in fast food each year.

In summary, when taking everything into consideration, by the year 2012 the following number of people will be needed:

Sector	By 2012	Annually
Accommodation sector	9,840	2,460
Restaurant sector	9,340	2,335
Tourism sectors	6,240	1,560
<b>TOTAL</b>	<b>25,420</b>	<b>6,355</b>

Please refer to the figure on the following page which refer to the sources of supply from the Jordanian labor force.

**Supply of Human Resources**  
The supply of a first entry workforce can be derived from the following five sources

**Education**  
11 universities and 10 community colleges offer hotel and tourism programs. Growth is expected to increase by 20% over the next 3 years; however efficiency can only be achieved through a higher quality of student learning.

**Continuing Professional Development**  
A structured program to continue development, and encourage a culture of structured professionalism and ongoing learning is undervalued, understudied, and hinders the quality and potential of the workforce.

**Industry Training**  
There is no correlation between the recognition of the importance of training and education for the future of tourism, and the actual structured, systematic training available. Professionalism is undervalued and there is no budget for training, one reason is due to the belief that once training is given, staff leaves for better jobs.

**Vocational Training:**  
The VTC offers a certificate in Hospitality Skills which enables trainees to achieve basic competence in food production, service, and housekeeping. The program consists of 24 weeks in the center followed by 24 weeks training in the industry to then seek employment. The maximum combined output of the 11 centers is expected at 1,000.

**International Labor**  
There were 7,035 non-Jordanians in the industry in 2008, an 18.4% change since 2007- and the number is increasing continually over the years. Tourism is, for the foreseeable future going to be reliant on imported labor to fill the gap, yet they too are still in need of training and motivation like their national counterparts, including management of Cultural diversity in relations

## SUPPLY AND DEMAND EQUATION

The below tables display the annual demand and supply in tourism labor market and the gap which needs to be closed.

**Demand:** the estimated annual demand for executives, managers, supervisors, senior and junior team members for each major sector is shown below:

Sector	Annual Total Demand by Level					
	Executive	Manger	Supervisor	Senior	Junior	Total
Hotel operation departments	80	165	330	410	655	1,640
Hotel support functions	40	130	240	230	180	820
<b>Accommodation sector total</b>	<b>120</b>	<b>295</b>	<b>570</b>	<b>640</b>	<b>835</b>	<b>2,460</b>
Restaurant subsector	65	125	250	440	378	1,258
Fast food subsector	55	110	215	375	322	1,077
<b>Restaurant sector total</b>	<b>120</b>	<b>235</b>	<b>465</b>	<b>815</b>	<b>700</b>	<b>2,335</b>
Tourism amenities	5	5	10	25	45	90
Tourism services	40	40	85	255	425	845
Tourism transport	25	25	50	145	240	485
Tourism administration	5	10	15	40	70	140
<b>Tourism sector total</b>	<b>75</b>	<b>80</b>	<b>160</b>	<b>465</b>	<b>780</b>	<b>1,560</b>
<b>Total Annual Demand</b>	<b>315</b>	<b>610</b>	<b>1,195</b>	<b>1,920</b>	<b>2,315</b>	<b>6,355</b>

When typical vacancy rates are factored in, the total annual demand for specific jobs can be estimated.

**Supply:** in the education sector pre-employment attrition is quite high. A factor of 30% will be deducted from the university output and 25% from the remainder. By international standards, these factors are conservative. The graduate outputs in round figures that have been factored for pre-employment attrition are detailed over:

Institution	University	College	VTC	Total
Graduates	600	220	1,200	2,020
Less attrition	180	50	300	530
<b>Adjusted output</b>	<b>420</b>	<b>170</b>	<b>900</b>	<b>1,490</b>

**Gap between demand and supply:** it is assumed that the university graduates will join the industry as management trainees or replace people who are to be promoted, the diploma holders will enter as supervisor trainees, and the VTC pass-outs will enter as junior operatives. The requirements for executives and managers will be combined, as will those for operatives. The adjusted annual shortfall between demand and supply will be 3,925.

Annual	Exec/Manager	Supervisor	Operative	Total
Combined	925	1,195	4,240	6,360
Adjusted	420	170	900	1,490
International	145	835	2,730	3,925
<b>Adjusted</b>	<b>360</b>	<b>835</b>	<b>2,730</b>	<b>3,925</b>



**Impact of the shortfall:** programs are needed to prepare 360 supervisors for management. This will add 360 vacancies to the shortfall of 835 supervisors. Consequently, there is a need to prepare almost 1,200 senior operatives to become supervisors. Again, they will have to be replaced and these vacancies added to the shortfall of 2,730+ operatives. In round figures, the shortfall is approximately 4,000 people every year until 2012.

## PEOPLE CENTERED APPROACH

The delivery of world-class tourism services in Jordan is entirely reliant upon the people who work in tourism-related jobs. This Human Resources Development Plan 2009-2012 will therefore focus on people: how they are recruited, managed, educated and trained, and the way they are supported with professional development. The plan will incorporate three integrated practices:

Dimensions	Practices	Challenges
Demand for quality labor	Human resources Planning	Promote career opportunities and Recruit the right people
Employing quality labor	Human resources management	Install systems so that industry can Employ and Motivate them
Supply of quality labor	Human resources development	Implement programs to Instruct and Educate and make it likely that employers will be able to Retain them

The tourism workforce in Jordan must competently and confidently deliver world-class service to both international travelers and domestic tourists. This will be achieved by paying attention to the seven core actions: promotion, recruitment, employment, motivation, instruction, education and training, and retention. Improving performance in these seven actions will enable the tourism industry to close the gap between the demand for quality labor and the supply that is available from traditional sources.

## OBJECTIVES & INITIATIVES

A plan is proposed to integrate the contributions of all sectors of hotels and tourism through partnerships, led and coordinated by an industry led council for human resources development. More than 40 individual initiatives have been identified, some of which are briefly described as follows:

OBJECTIVES	INITIATIVES
<b>PROMOTING INDUSTRY</b>	
Position the industry as an attractive career choice	<ul style="list-style-type: none"> <li>▪ A <b>TOURISM AWARENESS CAMPAIGN</b> will help raise the profile of tourism as an employer</li> <li>▪ A program to help women return to work will be launched</li> <li>▪ Best practice in HRM will be encouraged through <b>EMPLOYEE CHARTERS</b></li> </ul>

## RECRUITMENT

Be transparent and consistent when selecting students for educational programs and new recruits for training in industry

- Following the tourism awareness campaign, there will be a media and marketing blitz focusing on employment under the slogan: **TOURISM – CAREER OF CHOICE**
- The participation of special groups, such as females, the unemployed, and younger age groups will be stimulated through various **SCHOOL TO CAREER PROGRAMS**

## EMPLOYMENT

Implement **HUMAN RESOURCES MANAGEMENT** practices that deal with people in employment, and reward good performance

- In support of the employee charters, employers will be encouraged to adopt a range of best-practice human resources management policies, promoted and coordinated to establish tourism as a preferred employer – known as **PERFORMANCE THROUGH PEOPLE**.

## MOTIVATING EMPLOYEES

Help staff to fulfill their needs in the workplace; to enjoy a sense of belonging; self-esteem and respect; and to learn and develop

- A second dimension of **CONSIDERATE HUMAN RESOURCES MANAGEMENT** is to make managers and supervisors aware that the responsibility for **high performance HR practices** lies with them, not just with the HR professionals. As the people closest to the staff, they have the best opportunity to influence employee motivation and retention.

## INSTRUCTION AND TRAINING

Deliver training for new and existing employees at appropriate times and places; ensure that they can do the job competently and confidently; link with the national qualifications; and provide professional and progressive career paths for key people

- Industry will be assisted to introduce a systematic and structured approach to training known as **Training in Attitudes, Skills, and Knowledge – TASK**. To include the following programs
  - (a) **2-year programs that combine training with formal education; college program in Al Balqa Applied University**
  - (b) **3 x 1 year department level programs by Al Balqa Applied University**
  - (c) **Programs to develop the specialist skills of VTC level graduates. The first program will be the Culinary Program. Similar programs can be developed for other specializations.**
  - (d) **The TASK materials can also be used for training new recruits, training interns and improving the standards of existing staff**
- To deliver the TASK materials in a consistent manner, special workshops will qualify a number of **Certified Departmental Trainers**. Another set of workshops will develop **Certified Trainer Instructors**, while training managers will learn to handle the new programs in workshops for **Certified Training Managers**.
- Two programs prepare people for promotion, combining planned experience on the job with learning off the job, with two versions at each level; one for newcomers, and one for existing staff. They are the **Supervisory Program** and the **Management Program** as CPD
- It is intended that all of the interventions will be capable of being accredited and certified as part of a National Qualifications Framework.

## EDUCATION

Improve the standard, availability, and delivery of all education services at national, regional, and local levels; and encourage the design of integrated, flexible, and relevant programs that can form part of a national qualifications framework

- A national curriculum will be developed by a **TIASGT** made up of educators and employers. The panel will work on a number of VTC certificates, 6 college diplomas, and 3 university degrees. The panel will make recommendations to help:
  - Improve learning resources and physical facilities
  - Update, upgrade, and up skill faculty and staff
  - Improve participation and retention rates
  - Reform industry-based professional experience
  - Develop three levels of strategic alliances

## RETENTION

Cut pre-employment attrition of students and adopt positive HR management and HR Development to improve staff retention

- Higher retention rates will automatically follow if all the initiatives established under the Human Resources Development Plan 2009-2012 are implemented. To this end, support will be required for small and medium enterprises (SMEs).

The Human Resources Development Plan 2009-2012 proposes to bridge the labor demand and supply gap by:

### Bridging the Labor Gap through Industry-Based Training

<b>Training Program (3 year)</b>	780	195	Systematic Training and Education Program	Trainees recruited from High School 'Fundikia' program or direct from Tawjihii program
<b>Training Program (1 year)</b>	1,200	300	Hotel Operations Training Program Food & Beverage Program Front Office/Porter Housekeeping	Trainees recruited from VTC programs 100 trainees 100 trainees 100 trainees
<b>Training Program (1 year)</b>	800	200	Culinary specialization run through VTC or RACA	Trainees recruited from VTC or Certificate Programs
<b>Train Trainer Programs</b>	7,800	1,950	Certified Trainers Certified Trainer Instructors Certified Training Managers	130 courses with 15 trainers = 1,950 trainers 130 10
<b>Supervisor Program</b>	2,440	610	Supervisory development courses	30 courses with approximately 20 participants (University or College courses)
<b>Management Development Continuing Professional Development</b>	1,260 1,400	315 350	Supervisory development courses Short courses	30 courses with 20 participants, (University or College courses) 35 courses with 10 participants = 350 trained
<b>Total Industry-Based Training</b>	<b>15,680</b>	<b>3,920</b>	<b>Annual Requirement from Industry-Based Training</b>	

## PROPOSED SOLUTIONS FOR HRD CHALLENGES

Clearly an HR Plan is needed to help all stakeholders to contribute to the closure of the gap between the demand and supply of good quality people for the tourism industry. Successful and profitable businesses, especially those that sustain high performance, are the ones that can also sustain high-performing teams of people. Recruiting and maintaining excellent people calls for excellent systems of Human Resource Management (HRM). Helping excellent people to learn the right things, in the right way, at the right time, requires excellent systems of Human Resource Development (HRD). Successful and profitable businesses are usually the ones that have excellent systems of both HRM and HRD in place.

Any consideration of HRM and HRD cannot be made without consideration of a third factor. There are serious doubts about whether or not the tourism industry will be able to find people of sufficient quality and in sufficient quantity. When the demographics of successive cohorts of school-leavers are set against the forecasts for economic growth, the signs point to increasing competition for labor amongst several different industries. Add to that equation the changes in social expectations that are prompting negative perceptions of employment in hotels and tourism and one must conclude that the industry will struggle to find the people it needs. It is therefore likely that the contribution of overseas labor will continue to be necessary for the foreseeable future, and as a result, the support and development of these people must also be considered in this Plan. This discussion indicates that any HR Plan must incorporate three practices: Human Resource Planning, Human Resource Management and Human Resource Development as illustrated:

**Figure 2.9: Human resource planning, management, and development**

Dimensions	Practices	Challenges
Demand for quality labor	<b>Human resources planning</b>	Where will we find good quality people?
Employing quality labor	<b>Human resources management</b>	How will we manage and motivate our people?
Supply of quality labor	<b>Human resources development</b>	How will we develop and maintain our people?

Consequently, this Plan will integrate aspects of human resource planning with practices of human resource management and human resource development to explore how the attitudes, skills, and knowledge of the people in Jordan’s tourism industry can be brought to a world class level. To achieve these ends, all stakeholders must focus on the three sets of HR-related activities illustrated in Figure 2.9 above:

- HR Planning** To **Promote** the hotel and tourism industry and its career opportunities and to **Recruit** the right people
- HR Management** To install systems so that industry can properly **Employ** them and considerate HRM practices to **Motivate** them
- HR Development** To implement considerate HRD practices so that that industry can systematically **Instruct** people, and so that the institutions can **Educate** them to world-class standards, this will make it more likely that they will be Retained.

There is a general consensus that a national council is urgently needed to lead the initiatives outlined in this HRD Plan. The Industry Led Council for Tourism Resources in Tourism (COUNCIL) should become the national agency for the coordination of all HRD activities in hotels and tourism. Precise legal mechanisms to facilitate its effective operation are currently under review, but briefly the council will be registered under company law. It should operate independently, with members drawn from industry, education, and government, with oversight from a board of directors. As a public-private partnership, the council will be action-oriented and focus upon delivering added value to the industry.

The council will offer a range of products and services in four dimensions:

- 1) Tourism awareness and promotion;
- 2) Professional and management development;
- 3) Training in industry;
- 4) Research and planning.

A range of implementation mechanisms will be used including: partnerships, joint ventures, international alliances, benchmarking, outsourcing, and contracting out to educators, training providers, management development agencies, and consultants

As a government-funded, industry-led, and demand-driven coordinating council, the council will be well-placed to oversee the implementation of employee policies and activities. Three goals should become its touchstones for the future:

- 1) Attract a sufficient number of suitable individuals into the hotel and tourism workforce
- 2) Develop the workforce through a combination of the courses and programs of the educational institutions and the systematic, comprehensive, and consistent training to be offered by industry
- 3) Integrate the efforts of private and public stakeholders to achieve an optimal return on the resources invested in workforce development for tourism.

## PLANNING AHEAD

With the establishment of an Industry Led Council for Human Resources in Tourism to ensure the coordination and communication between all parties involved, action plans must be developed and implemented to guarantee the survival of Human Resources Development. The following eight action plans have been drawn out as mappings of the future:

Action	Goal	Expected Outcome
1. Promoting Industry	Promote tourism as a promising and attractive career choice.	Higher user confidence, positive perception, job applications 20% up, female workers 20% up, positive tourist feedback, etc.
2. Recruitment	Focus on transparency and consistency when selecting students and recruits and focus on certain skills.	Balancing the gap, 20 institutes reformed, groups in work 20% up, etc.
3. Employment	Support the implementation of HRD practices and reward good performance.	5% labor cost savings, 10 best practice models, reduction in attrition, etc.
4. Motivating Employees	Encourage providing means for staff that fulfill their higher level needs at workplace.	10 new systems started, round tables in 10 units, 5 sets of improvements, attrition reduced 5%, etc.
5. Instruction and Training	Stimulate HRD that delivers training for employees needed to accomplish job confidently and competently.	3 centers openings, plans/budgets 25% up, TASK in 25 units, 200 registered by 04/09, etc.
6. Education	Review the range of educational services at national, regional and local levels and encourage the design of relevant programs.	English in all years, team of 6 appointed, curriculum piloted, 20 institutes reformed, etc.
7. Retention	Assist education sector to reduce pre-employment attrition and adopt HRD and HRM practices to improve staff retention.	Good applicants 20% up, perceptions improved, complete 25 workshops, etc.
8. Industry Led Council for Human Resources in Tourism	Instigate and lead education and training practices, enhance capability at all levels in industry and support HRD and HRM for the industry.	Council established, Website online, report issued, materials market-ready, associates in 15 units, etc.

## **MAJOR ACHIEVEMENTS OF HR & QA PROGRAM OF SIYAHA**

### **Enhancing Tourism HR Policy Planning and Development**

- Public-private human resources committee established, term of references drafted and executives series of 6 meetings facilitated;
- HRD plan for tourism 2009-2011 approved by industry stakeholders and partners;
- Manpower and training needs analysis report conducted, verified and circulated through executive series of seminars conducted to collaborate manpower survey;
- Level descriptors, standards tasks and skills descriptors for 10 professions verified;
- Design, development and accreditation of APL program supported;
- Certification process confirmed;
- Tourism Operations Technical Competencies to include occupation profiles, tasks, skills, knowledge and behaviors. Planned and prepared.

### **Revolutionizing Tourism and Hospitality Education**

- Report and analysis of current education provision completed and circulated;
- Tourism training program introduced to secondary school curriculum;
- MOU signed with MoTA and MOE and USAID ERFKE Program;
- Tourism Career Transition Program designed and developed;
- Tourism career introduction program in partnership with UNICEF and HCY designed and agreed;
- MOU with UNICEF and HCY signed;
- Tourism career introduction program designed, developed , tested, and launched;
- 65 HCY instructors trained in train the trainer program on tourism career introduction program;
- Report and analysis of current education provision completed and circulated;
- Development of Level 1 (11th Grade) industry related skills syllabus and teaching program supported;
- 125 secondary school teachers trained in tourism industry awareness.

### **Strengthening Tourism & Hospitality Vocational Training**

- Certificate in Hospitality Skills-Level 1 reviewed and amended;
- Academic and management Quality Assurance system developed and deployed;
- Level 2 of Applied Training Programs developed and launched;
- VTC Petra Center upgraded;
- Capacity of VTC instructors, supervisors, center directors and project management unit built;
- Model skills Center of Excellence in Aqaba planned, designed and operation standards developed;
- MoU signed between the major stakeholders and first phase of development commenced;
- Concept document, business plan and budgets for a specialized VTC hospitality skills training center in the Jordan Valley/Dead Sea Zone prepared and published;
- MoU with private sector partners, MoL, VTC and Jordan Valley authorities signed.

### **Develop Tourism Workforce through Industry-Based Training**

- Syllabus & course material for safe food handling, first aid and hospitality skills developed;

- copies of safe food handling handbooks, first aid handbooks and hospitality skills handbooks printed and distributed;
- 32 training course conducted for 800 workers;
- TOT training material and handbook developed and 900 training booklets printed;
- Certificates accredited and approved;
- 10 workshops, training 200, conducted in: 6 in Amman, 1 in Aqaba and Wadi Rum, 1 in Petra and 2 in Jerash, Ajloun and Salt;
- A concierge professional system developed and deployed and 100 concierge supervisors trained;
- Practical training program schemes designed and developed and launched;
- Part time employment program schemes designed and developed;
- Part time employment program launched;
- Codes of practices designed and approved;
- Capacity building workshops (6) scheduled and organized.

### **Developing Quality Systems & Standards**

- A fully operational Q&S unit in MoTA established;
- hotel classification workshops conducted;
- 4 hotel inspectors at ASEZA trained;
- National minimum standards for licensing campsites introduced;
- New standards and criteria for the classification of restaurants developed and integrated to the QA unit at MoTA and equipped with necessary procedural collaterals;
- Launch of SFH awareness campaign supported;
- "Welcome to Jordan Award" designed and launched;
- Eco-lodges Standard Operating Procedures developed;
- 5 training workshops (100 trained) on standards of operation completed;
- 6 campsite kitchens upgraded;
- 4 workshops in Wadi Rum on menu planning, safe food handling and safe food production;
- A model visitor care centre designed for replication in priority tourism sites;
- Three workshops, training 100 tourist police on basic first aid skills conducted and certificates awarded;
- Two workshops on handling tourist needs and customer call courtesy conducted.

### **Strengthening Tourism Research and Decision Support**

- A fully operational TSA by the end of 2009 established;
- 2 workshops for MoTA, JTB and industry on utilizing TSA data for improved decision making conducted;
- Analytical report on the domestic tourism survey completed and published.

### **Revolutionizing Handcraft Sector**

- Handcraft sector needs analysis report prepared and circulated;
- Handcraft sector development plan for Jordan prepared and published;
- 12 workshops on handcraft design and production conducted.

### **Enterprise & Institution Development**

- A readiness assessment conducted and reported on current association management practices;
- A development plan for associations reported;
- Three management development workshops conducted;

- Business and Operations Plan and Budgets revised and upgraded.

### **Implement Kingdom-Wide Public Awareness Campaigns**

- Tourism awareness campaign material for 7 target groups produced and distributed;
- Tourism awareness video clips produced;
- Tourism awareness website launched;
- Awareness of the importance of tourism among Jordanians increased.

## **PERFORMANCE OUTCOMES OF JTD II'S HR/QA PROGRAM**

The goal of the HR/QA Component of Siyaha is to build the capacity and capability of human resources at entry levels across all the major sectors of the tourism industry, as well as developing the professional standards and skills of those employed in the industry so as to transform Jordan's tourism product and experiences to world-class service and professional operating standards. During the first quarter of the project, the focus of the component's activities was on work planning and following through on activities that were started under JTD I.

*In the second quarter of 2009 (April- June), the HR/QA Program of Siyaha executed many of its objectives.*

- Agreed on a national tourism human resources development plan
- Supported adoption of Tourism National Qualification Framework by NCHRD
- Developed tourism operations technical competencies profiles:
- Revolutionized tourism and hospitality education
- Built industry-academia partnership to reform tourism and hospitality curriculum
- Established Career Transition Program (ERFKE)
- Implemented tourism career introduction programs with Higher Council for Youth
- Modernized high school (Fundukia) program
- Upgraded and develop VTC centers and programs
- Developed Saraya/Jumeirah Aqaba VTC
- Developed Jordan Valley VTC
- Designed and launched industry-based short courses for professionals
- Developed Practical Training & Work Experience Program
- Developed Best Practice in HRM "Quality through People" Program
- Supported MoTA in establishing a quality and standards unit
- Supported hotel classification system implementation
- Developed and launched classification standards for tourist restaurants
- Upgraded tourism and hospitality operations
- Upgraded standards of RSCN eco-lodges and campsites
- Continued Wadi Rum campsite upgrade with ASEZA, WRPA, GEF and ACED
- Developed research capacity and support TSA
- Supported DoS to prepare the TSA templates and report
- Developed national handcraft sector development plan
- Developed Handcraft Training Program
- Built capacity to manage the Salt VTC Center for Handcrafts
- Built capacity of tourism associations (JHA, JRA, JITOA, JHTEC)
- Supported the strengthening of JHA advocacy, operational effectiveness and financial sustainability
- Supported the strengthening of JRA advocacy, operational effectiveness and financial sustainability
- Supported the strengthening of JITOA advocacy, operational effectiveness and financial sustainability



- Built Madaba Institute for Mosaic Art and Restoration (MIMAR)
- Promoted the value of tourism
- Implemented Kingdom-wide public awareness campaigns
- Implemented community-based tourism awareness campaigns

## LESSONS LEARNED AND PITFALLS TO AVOID

The HR/ QA Program of Siyaha has encountered many challenges throughout their efforts to develop human resources in Jordan. Some of the main lessons they have learned include:

- The importance of involving local communities in all aspects of awareness and development. JTD II went to local community leaders to seek endorsements for the development of different projects such as education centers.
- The need to develop a project management unit which has the authority to rapidly implement development plans and deploy resources. This may help avoid the challenges posed by the bureaucratic middle management in the public sector.
- The importance of involving all staff in a change management process
- Getting industry involved at all levels (planning and implementing) especially for education development. Involving industry stakeholders in examination removed the perception that the programs were solely theoretically based.
- The significance of involving students and families in the process of awareness, recruitment and selection. It removes negative perceptions of the industry which originate from family members.
- Women entering the industry received an intensive awareness program to counter different perceptions of shameful culture. Such negative perceptions are overcome by women working in groups, identifying safe work areas within industry units, and designing appropriate clothing which comply with cultural standards.
- Change educational methodology to focus more on learning as opposed to teaching. More teaching does not necessarily equal more learning.

## CONCLUSION

The HR/QA Program of Siyaha aims to make over Jordan's tourism product through world-class service by Jordanians and provision of superior experiences by investors and entrepreneurs. It builds the capacity of human resources across all major sectors of the tourism industry to ensure excellent standards of services, and to improve the quality of hospitality and tourism enterprises for a safe and distinguished experience. Based on current planned investments and growth rates, the industry is expected to experience a gap of 25,400 workers over the next four years; this threatens to cause a sharp rise in labor costs and a severe decline in the standards of service, which currently do not meet basic standards of safety and comfort at many establishments. While Jordan has published standards for hospitality enterprise quality, many fall short of international minimum standards and enforcement is weak.

JTD II will implement a cohesive approach to service and physical quality improvements through human resource planning and development, awareness, and quality enhancements to achieve improved human resources and quality assurance.

As mentioned previously, this HRD Plan 2009-2012 identifies several goals that need to be undertaken in order to bridge the gap between demand and supply of good quality people for the tourism industry. It highlights promotion of industry, recruitment, employment, motivating employees, instruction and training, education, and retention.

Consequently, this Plan will integrate aspects of human resource planning with practices of human resource management and human resource development to explore how the attitudes, skills, and knowledge of the people in Jordan's tourism industry can be brought to a world class level. To achieve

these ends, all stakeholders must focus on HR Planning, HR Management, and HR Development. These include the promotion of hotel and tourism industry and its career opportunities and to recruit the right people; the installation of systems so that the industry can employ them and motivate them; and finally the implementation of considerate HRD practices allowing the industry to instruct people properly and so that institutions can educate them according to world-class standards.

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i Jordan Tourism Development Project II. Executive Summary- *Human Resource Development Plan 2009-2012*. USAID/ Jordan Tourism Development Project II, May 2009.

ii *Component 3 Quarterly Report*, April- June 2009. USAID/ Jordan Tourism Development Project II.

iii *Component 3 Quarterly Report*, January- March 2009. USAID/ Jordan Tourism Development Project II.

iv *Milestones and Achievements for Component 3*. USAID/ Jordan Tourism Development Project II

v *Component 3: Human Resource, Quality Assurance and Industry Development Narrative*. USAID/ Jordan Tourism Development Project II, October 29, 2008.