Asia-Pacific Sectoral Labour Market Profile: Accommodation and food service activities*

Key points

- Accommodation and food services is an important high-growth sector in Asia and the Pacific due to long-term trends in international tourism and shifting domestic consumer demand towards more hospitality and leisure services. Nevertheless, sectoral output and productivity were hard hit by the COVID-19 pandemic and recovery remains uneven.

- In 2021, the labour-intensive sector employed more than 74 million workers in Asia and the Pacific, a nearly four-fold increase from 20 million in 1991. This remarkable job growth far outpaced global trends.

- The industry is also critical for providing jobs for groups historically more vulnerable in the labour market, including women, youth and migrant workers. Women and youth, for example, account respectively for 55 per cent and 12 per cent of total employment in accommodation and food services in the region.

- Despite some progress during the last several decades in improving job quality, gaps remain. In Asia and the Pacific, the sector is characterized overall by widespread informality, limited employment security, skills deficits, and the prevalence of low-paid workers. Other decent work deficits include long and variable working hours, limited access to social protection, gender-based discrimination, poor occupational safety and health practices and weak organization of labour.

Background

For decades, the accommodation and food services (AFS) industry has been integral to the Asia-Pacific region’s growing economic prosperity. The sector’s emergence has coincided with global trends in international tourism that have pivoted towards the region as a top travel destination. As well, growth in the AFS industry parallels with regional economic developments that have been underpinned by a growing middle class with greater disposable income.

In Asia and the Pacific, the AFS sector is widely diverse, encompassing a range of businesses from informal street

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2 Throughout this brief, accommodation and food service activities (AFS) refers to International Standard Industrial Classification of All Economic Activities (ISIC) Revision 4, major group 1, and includes divisions 55 (accommodation) and 56 (food and beverage service activities). The AFS industry is also commonly referred to as hotels and restaurants.
food vendors operating in dense urban areas to international luxury hotels that offer unparalleled hospitality services. As a key labour-intensive sector in the region, AFS provides both highly remunerated salaried jobs with good benefits as well as low-paid jobs with poor working conditions and limited protections.

Myriad forms of employment characterize the sector, such as seasonal and part-time work, fixed-term contracts, placement through private employment agencies, outsourcing and subcontracting. While these can offer a stepping stone to decent employment, especially for those who face higher barriers in the labour market, they may however also give rise to decent work deficits when limited in affording labour and social protection or not well regulated.

The extreme vulnerability of the sector – along with the millions of businesses and workers dependent on its viability – to external crisis has been magnified during the COVID-19 pandemic arguably more than any other economic sector in the region. Nevertheless, the sector has shown resilience in the past decades in the face of external shocks, including natural disasters, political conflict and unrest, as well as economic and public health crises.

This brief examines long-term economic and employment trends in the Asia-Pacific AFS industry that have taken place during the past three decades. It also includes a special focus on developments in the last couple years as the sector has navigated the COVID-19 crisis with mixed success. The brief then discusses key characteristics and features related to employment and enterprises in AFS, with the aim of better understanding working conditions and deficits in decent work. Following an analysis of mechanisms for sectoral governance that highlights weaknesses and gaps, the brief concludes by considering the industry outlook for medium- and long-term growth as well as the promotion of decent work.

### Sectoral economic and employment trends

#### Robust growth in accommodations and food services slowed with the pandemic

In the decade preceding the COVID-19 pandemic, economies throughout the Asia-Pacific region witnessed formidable growth in the AFS industry. Across a sample of 24 economies, sectoral output increased on average by 5.2 per cent annually between 2009 and 2019 (figure 1). Notably, Bhutan, Lao People’s Democratic Republic, Mongolia, Nepal, and Thailand all recorded double-digit sector growth.

These trends were underpinned by a few key factors. One driver was the sizeable expansion in the region’s middle class and associated shifts in consumer preferences towards leisure and hospitality services. A second dynamic was the continued growth in international tourism and tourism-generated export earnings. In 2018, Asia and the Pacific accounted for 25 per cent (348 million) of global international tourist arrivals, up from 16 per cent in 2000, and 30 per cent of the world’s international tourism receipts.4

The growth momentum of the sector, however, was crippled by the COVID-19 crisis. With widespread containment measures in place – including mobility restrictions, international border closures and limits on the size of gatherings – both in Asia and the Pacific and around the world, the tourism and hospitality industry was heavily devastated despite policy support to help sustain businesses and protect employment.5 In 2020, the AFS sector contracted by 11 per cent on average across the 24 economies, although impacts varied considerably. Sector output shrank by one third or more in nine economies, with the contraction highest in the Maldives (59 per cent) and Singapore (45 per cent).6

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1 For further discussion on the emerging Asia middle class, see for example: M. Brueckner et al., The rise of the middle class and economic growth in ASEAN (World Bank, 2017); O.Z. Roman, “An emerging but vulnerable middle class: A description of trends in Asia and the Pacific”, Asia-Pacific Sustainable Development Journal, Vol. 27, No. 1, June 2020.

4 World Tourism Organization (UNWTO) and Global Tourism Economy Research Centre, Asia Tourism Trends, 2019.

5 For further discussion on impacts on tourism, see: ILO, COVID-19 and employment in the tourism sector in the Asia-Pacific region, 2021.

6 In six economies (Bangladesh, Bhutan, China, Hong Kong (China), Pakistan, and Viet Nam), nominal AFS sector output based on current prices contracted in 2020, yet real output expanded due to a decline in the estimated sectoral price deflator.
The heavy impact of the pandemic on the AFS industry is further illustrated by trends in productivity across the region. In 2020, the AFS recorded heavy contractions in labour productivity. For example, labour productivity, measured as output per hour worked, in AFS decreased on a year-on-year basis by 32.2 per cent in Thailand, 21.7 per cent in Malaysia and 17.9 per cent in Singapore. Similarly, Indonesia, Philippines and Taiwan (China) all suffered losses in sectoral output per hour worked of 7-8 per cent.

To counter the tremendous demand shock, many AFS businesses, oftentimes with government assistance, showed impressive agility and resilience by rapidly rethinking and adjusting business models and processes. Some hotels, for example, transformed into temporary quarantine facilities with full COVID-19 testing capacities, especially during periods when public health facilities were overtaxed. Likewise, many food vendors and restaurants sustained operations by expanding their online, digital presence and utilizing on-demand delivery services to reach customers.

In 2021, the Asia–Pacific region saw some economic recovery overall, although not in all sectors. After contracting by 1.3 per cent in 2020, the region’s gross domestic product grew by 6.3 per cent in 2021. Nevertheless, the rebound in the hotel industry remained starkly limited in the same year. Challenges in vaccination rollouts, surges in COVID-19 cases and national policies on border closures hindered the reopening of tourism for international visitors in many countries. As of January 2022, the number of international tourist arrivals were 93 per cent lower than in January 2019 (figure 2). Likewise, trends in hotel bookings remained depressed since the start of 2020, albeit with some short periods of recovery spurred partly by increases in government-supported domestic travel demand (see discussion below). As of March 2022, hotel bookings in the region were still 63 per cent below levels in March 2019.

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8 See section 3.4 ILO, Asia–Pacific Employment and Social Outlook 2022, op cit.
9 IMF, World Economic Outlook, Apr. 2022.
COVID-19 crisis spurred sizeable working-hour and employment losses

In addition, the devastation of the COVID-19 pandemic on the AFS industry is also reflected in widescale working-hour losses. Where comparable data are available, the average weekly working hours in both accommodation and food and beverage services subsectors decreased in 2020 in all countries (figure 3). In the Islamic Republic of Iran and the Philippines, for example, working hours contracted by around 30 per cent in the accommodation subsector and by more than 20 per cent in food and beverage services. By comparison, working-hour losses in 2020 were less severe (around 1-2 per cent) in the Myanmar accommodation subsector and in the Viet Nam food and beverage services industry.

Figure 3. Change in average weekly working hours in accommodation and food services, 2020 (per cent, year-on-year)

Overall, AFS employment in the Asia-Pacific region grew by 3.1 per cent (2.2 million) in 2021, remaining nearly 3 per cent below pre-crisis levels.

Accommodation and food services employ more than 74 million workers across the region

Despite the devastating impacts of the pandemic, AFS remains an important labour-intensive sector in the Asia-Pacific region with remarkable job growth in the past three decades. In 2021, the sector employed more than 74 million workers, a nearly four-fold increase from 20 million in 1991. This rapid expansion in sectoral employment far outpaced global trends (see figure 4) and took place at a similar pace in all subregions except the Pacific, where employment growth was more moderate.

Figure 4. Total employment in accommodation and food services, 1991–2021 (index: 1991=100)

Moreover, the crisis also resulted in considerable employment losses in AFS (figure 4). The Asia-Pacific region as a whole suffered a decline in AFS employment of 5.8 per cent (4.4 million) overall in 2020, with the largest decreases in the Pacific (10.9 per cent) and South Asia (10.2 per cent).¹⁰ There was a partial rebound in 2021, showing a certain degree of resilience, but in no subregion did AFS employment recover to pre-crisis levels.

¹⁰ Unless noted otherwise, all regional and subregional sectoral employment figures are drawn from ILO estimates based on harmonized microdata.
In South-East Asia, approximately 5.4 per cent of the subregion’s employment is based in the AFS sector. By comparison, 5.1 per cent of workers in the Pacific Islands and 4.7 per cent in Eastern Asia are employed in the AFS industry.

As a source of inclusive employment, the AFS sector is critical in the Asia-Pacific region. Women accounted for more than half (55 per cent) of all sector employment in the region in 2021, compared to 37 per cent of employment in all industries. Moreover, the share of women in AFS employment was notably higher in East Asia at 63 per cent, South-East Asia at 61 per cent, as well as in the Pacific at 56 per cent). On the other hand, in Southern Asia only around 15 per cent of AFS employment was occupied by women, reflecting broader gender disparities in the subregion’s labour market.

For the region’s young people, the AFS sector contributes significantly to providing job opportunities. In 2021, young people aged 15-24 years in Asia and the Pacific comprised 12.2 per cent of total sector employment, slightly above the share in all industries of 11.3 per cent. As a share of total youth employment in Asia and the Pacific, the AFS sector accounted for 4.3 per cent in 2021, up considerably from 1.4 per cent in 1991.11

**Figure 5. Share of accommodation and food services in total employment, 1991–2021 (per cent)**

Despite some progress, gaps in job quality persist

Regional trends in key characteristics of employment in AFS suggest some mixed progress made during the past several decades in terms of enhanced job quality and better working conditions. On the positive side, the stability of employment and labour income in the sector has improved overall as reflected by an expansion in wage employment and concomitant decline in self-employment (figure 6). The regional share of wage employment in total employment in AFS increased steadily since 1991, growing from 41 per cent to 56 per cent in 2021. By subregion, the largest gains in the share of wage employment in AFS were made in Eastern Asia (19 percentage points) and South-Eastern Asia (14 percentage points).

**Figure 6. Share of wage employees in total employment in accommodation and food services, 1991-2021 (per cent)**

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11 By comparison, AFS employment constituted 3.9 per cent of adult employment in 2021, an increase from 1.3 per cent in 1991.
Nevertheless, decent work deficits remain. Among AFS workers with a contractual employment relationship, security is still tenuous for many (figure 7). In half the countries with available data, the share of employees on temporary contracts exceeded 50 per cent. Conversely, temporary contracts among AFS employees amounted to merely 3 per cent in Samoa and 14 per cent in the Republic of Korea. Furthermore, in four countries with data, the share of employees in a casual employment relationship in the AFS sector was the highest in Pakistan (27.3 per cent), followed by Viet Nam (24.3 per cent), Sri Lanka (15.1 per cent) and Indonesia (5.3 per cent).12

Figure 7. Share of employees in accommodation and food services with a temporary contract, latest available year (per cent)

![Diagram showing the share of employees in accommodation and food services with a temporary contract, latest available year (per cent).](image)

Note: Temporary employees are defined as employees with non-permanent contracts of a duration that can be as short as less than one month. Countries where classification of contract type is unknown for 10 per cent or more of the weighted observations are not included.

Source: ILO estimates based on harmonized microdata.

Informality, despite some reduction, is still predominant and accounted for 68 per cent of total AFS employment in 2021, compared to 77 per cent in 1991.13 The high share of informality reflects not only the sizeable prevalence of self-employed own-account and contributing family workers but also millions of employees who also lack access to basic social security benefits.

Furthermore, the AFS sector in the region has seen limited gains in becoming more high-skilled and professionalized, mirroring global trends. The share in Asia–Pacific of high-skilled employment – representing occupations as managers, professionals and associate professionals that are typically more productive and better remunerated – has remained around 8-10 per cent in the past few years. In all subregions, the share of high-skill employment has stagnated or even declined by varying degrees. Overall, the AFS sector is mostly characterized by medium-skilled employment in service and sales occupations. In the developing countries of Asia and the Pacific, these occupations include significant numbers of informal street food and market vendors.

Another common and salient feature of AFS in Asia and the Pacific is related to the size of enterprises in the sector. Employment in AFS tends to be concentrated in establishments that operate with a relatively small-scale workforce (figure 8). In all countries with comparable data, apart from Japan, 70 per cent or more of all AFS employees worked in establishments with less than 50 employees. In Cambodia, Pakistan, Tonga and Viet Nam, the share reached or exceeded 90 per cent.

Figure 8. Share of employees in accommodation and food services enterprises with less than 50 employees, latest available year (per cent)

![Diagram showing the share of employees in accommodation and food services enterprises with less than 50 employees, latest available year (per cent).](image)

Source: ILO estimates based on harmonized microdata.

12 ILO estimates based on harmonized microdata. Casual employees are defined as those who have an explicit or implicit (written or oral) contract of employment which is not expected to continue for more than a short period, whose duration is to be determined by national circumstances. For further discussion on the concept and definition, see: ILO, Asia-Pacific Labour Market Update, Sep. 2017.

13 ILO modelled sectoral estimates, November 2022. Data on informality refer to the nature of the job and not the production unit. For further discussion on related concepts and definitions, see: ILO, ILOSTAT.
Sectoral social dialogue, governance and promotion of decent work

Informality and fragmentation constrain sectoral governance

The heterogenous and fragmented nature of the AFS sector in Asia and the Pacific – ranging from small-scale informal street food vendors to world-class restaurants and international hotel chains – and the complexity of its supply chain constrain efforts to strengthen governance mechanisms that can promote decent work in the industry. Weaknesses in governance, as well as low union density, also relate to broader restrictions on freedom of association and anti-union discrimination, a longstanding challenge in many countries in the region. The most recent Report of the ILO Committee of Experts on the Application of Conventions and Recommendations (CEACR) – the impartial supervisory body established to provide regular technical assessments of the application of international labour standards in ILO member States – highlights numerous cases in Asia and the Pacific related to reported violations of freedom of association, collective bargaining and social dialogue.

Figure 9. Trade union density rate, latest available year (per cent)

Collective action across the industry is also weighed down by limited trade union membership. In the Asia-Pacific region, trade union membership tends to be relatively low, driven partly by high levels of informality in many developing countries (figure 9). Only in China, Mongolia, Nepal, Taiwan (China) and Viet Nam does the trade union density rate exceed 30 per cent. Moreover, in the few countries with data on trade union density in the AFS sector – namely Cambodia, Samoa and Viet Nam – rates are significantly lower than the overall rate for all sectors combined. Although the evidence is limited, this could suggest sector-specific factors that further hinder trade union membership in AFS in the region. These include, for example, insecure forms of work such as seasonal and part-time work, fixed-term contracts, working through private employment agencies, outsourcing and subcontracting, and the prevalence of micro, small and medium enterprises.

Furthermore, in some countries with labour shortages, migrant workers from within the Asia-Pacific region increasingly fill many of the low- and medium-skill jobs in restaurants as well as in the hotel industry at non-executive and senior technician levels. The concentration of migrant workers in the industry varies from country to country, and in some cases the employment of undocumented migrant workers is not uncommon especially in smaller, informal AFS establishments. Migrant workers are more vulnerable to informal employment, which also has a direct impact on low union membership. Given the well-known difficulties in protecting the rights of migrant workers, they represent an important part of the challenge in promoting decent work for all in the sector.

Source: ILO, ILOSTAT Database; ILO estimates based on harmonized microdata.

14 For a general discussion on industry fragmentation and efforts by large multinational hotel and tourism operators to promote decent work, see: ILO, Sectoral studies on decent work in global supply chains: Comparative analysis of good practices by multinational enterprises in promoting decent work in global supply chains, 2015.


16 T. Baum, Migrant workers in the international hotel industry, 2012.
Collaborative actions to reduce decent work deficits

Notwithstanding these dynamics, the AFS industry – oftentimes through tripartite social dialogue between governments, workers and employers and collaborative action between governments, international organizations and sectoral bodies – has made concerted efforts to improve working conditions and reduce decent work deficits. At a global level, some large international hotel brands have established a management framework and corporate guidelines for ethical engagement in their supply chains. In some cases, these involve a supplier code of conduct that covers key aspects of labour rights – including freedom of association, safe working conditions, no child labour, payment of decent wages, and no workplace discrimination. Other related initiatives by global hotel brands include supply chain risk assessments, monitoring and audit of their supply chains, and procurement practices that support local economic development.

The prevention of child labour and exploitation in AFS and the broader tourism industry has been a prominent global effort involving many stakeholders: governments, law enforcement, regional bodies such as the Association of Southeast Asian Nations (ASEAN), multilateral organizations including the ILO and UNICEF, non-government organizations and the private sector. Over the course of many years, good practices in this regard have involved public awareness campaigns, cross-border information sharing between law enforcement agencies, capacity building among officials responsible for child protection, developing skills and livelihood opportunities in at-risk communities, and establishing the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism, among other initiatives.

In addition, measures to improve working conditions in AFS have been taken up in specific countries through strengthening partnerships. In the area of improving occupational safety and health, for example, the Indonesian Employers’ Association (APINDO), the Indonesian Hotels and Restaurants Association (PHRI) and the ILO recently partnered to strengthen COVID-19 risk assessment services in the workplace with the aim of supporting business continuity, workplace resilience and worker protection. In regard to upgrading skills in tourism and hospitality, a private vocational training company in the Philippines, with funding support from a multilateral organization, provides an approach for facilitating more skilled trainees into higher paying jobs based on a model that focuses on integrated classroom and practical learning, close industry partnerships, and environmental sustainability.

Pandemic policy responses highlight sectoral vulnerabilities

The vulnerability of enterprises and workers in the tourism and hospitality industry, including those in AFS, to external shocks became painfully obvious during the COVID-19 pandemic. Given the criticality of tourism and hospitality to the national economies of many countries in Asia and the Pacific, the AFS sector received considerable policy attention to help mitigate the adverse impacts on businesses and jobs.

These policy measures included fiscal stimulus in the form of immediate financial relief for enterprises (subsidized loans, tax exemptions and deferments) and income protection for workers (wage subsidies). In addition, such countries as Australia, Japan, Republic of Korea, Thailand and Viet Nam invested considerably to incentivize domestic travel and spur demand in the AFS sector during periods when international borders were closed. Despite these efforts, policy support was limited by fiscal constraints in many countries. As well, widescale informality in the AFS industry left many unregistered enterprises and workers outside the reach of public assistance.

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20 A.M. Casanova et al., Closing the skills gap for global tourism jobs: CCA and ASHA: Empowering culinary and hospitality leaders in the Philippines (World Bank, 2016).
Nevertheless, and although not targeted to the AFS industry alone, informal workers were supported in some countries through varied measures. In Thailand, for instance, a cash transfer scheme provided temporary income assistance to informal or self-employed workers.\(^{22}\)

Also, in many countries, governments provided in-kind and financial support to poor and near-poor families to help sustain household consumption, while consequently assisting the informal workers residing in those vulnerable households.\(^{23}\)

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**Way forward: Promoting decent work for a sustainable, inclusive and resilient recovery**

Notwithstanding the devastation of the COVID-19 pandemic on the AFS industry in Asia and the Pacific and the uneven path of recovery, growth prospects over the medium- and long-term remain promising.\(^{24}\) As COVID-19 cases subside, vaccination rates increase, borders reopen and domestic restrictions ease across the region, the AFS industry will benefit greatly from the resurgence of international tourism and business travel as well as the related boost in demand for dining services. Yet, recapturing the region’s pre-pandemic growth trajectory will not be automatic. The crisis has caused fundamental shifts in the industry that will require supportive government engagement. These include measures to enhance consumer confidence in the AFS sector such as establishing robust and harmonized safety and health protocols, strengthening public health and rapid testing systems, and providing timely and transparent information for travelers.

Moreover, to accelerate recovery and foster sustainable, long-term growth, the AFS industry will need to adapt to broad megatrends.\(^{25}\) These include deepening globalization, greater technology adoption and digitalization, the mix of youthful and ageing demographics, and climate change and a just transition towards environmental sustainability. These developments will drive shifts in consumer preferences and have wide implications for training systems and the skills development of the AFS workforce, as well as labour market policies needed to ease adjustments and transitions.

While the overall industry growth outlook is positive, prospects for closing the existing decent work deficits in AFS are less robust without stronger tripartite cooperation and action. The pandemic has created an opportunity to rethink issues related to sustainability and making tourism and the AFS sector more resilient and inclusive through promoting decent work.\(^{26}\) Along these lines, such efforts must include a view to improving working conditions for the sector’s 74 million workers. Critical to this end are industry-wide measures that would accelerate formalization, upgrade skills, enhance productivity and wages, and promote sectoral social dialogue mechanisms.

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\(^{24}\) In 2021, the five largest international hotel chains in Asia and the Pacific – namely Accor, Marriott International, IHG Hotels & Resorts, Hilton, and Hyatt – were prepared to open a combined total of more than 700 hotels in the region. See: UNWTO and ADB, op. cit.

