

**EDUCATION, TRAINING, MANPOWER PLANNING AND
THE PERSISTENCE OF MANPOWER SHORTAGES:
THE CASE OF THAILAND'S TOURISM INDUSTRY**

by

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ABSTRACT

Although manpower and educational planning have been used in some developing countries for a considerable time to ensure an adequate supply of qualified manpower for the economy, the problem of manpower shortages still persists. An analysis of the reasons underlying the presumed failure of planning processes to ensure adequate supplies of qualified manpower for individual sectors of the economy forms the basis of this study. The issue was examined through an examination of the case of one specific sector of Thailand's economy: the tourism industry. In particular, the study sought to ascertain whether the shortages are the result of problems with the national manpower and educational planning models or whether they reflect issues intrinsic to individual economic sectors.

The study draws on the literature in three areas: manpower planning, the relationship between manpower and educational planning, and employment and manpower development planning in the tourism industry. To explore possible explanations for the persistence of manpower shortages in the Thai tourism industry, two kinds of data were used: documentary and interview data. The interviews were conducted with three groups of key informants: employers in the tourist business, providers of tourism education and training, and senior government officials who are involved in manpower and educational planning. A total of 85 people in four tourist centres in Thailand were interviewed.

The analysis of the data confirms that there is a mismatch between manpower demand and supply in the Thai tourism industry with demand significantly surpassing supply. The study concluded that there are limitations in the manpower and educational planning models, and that there is a lack of some of the conditions required for their optimal functioning, but that the mismatch between supply and demand in the Thai tourism industry is more fully explained by features intrinsic to the industry itself. A

Abstract

balance between manpower demand and supply in any sectors would be improved by having manpower planning at the macro level well meshed with educational planning, and by developing linkages between two levels of planning: the national and industry level. More importantly, however, within the industry itself, those involved have to take a planning stance by diagnosing the way their own sector operates and collaborating to rectify the problems they find.

This study has implications for policy and improved practice of the planning, production and development of manpower required by the Thai tourism industry. It also has lessons for other sectors of the Thai economy as well as other developing countries.

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CHAPTER 1

PURPOSE AND BACKGROUND OF THE STUDY

Among the many purposes of education, two which seem fairly mundane are to prepare people for occupational roles and to supply qualified manpower for the economy (Staley, 1971). These purposes are nevertheless important, and particularly so in developing countries. These countries are dependent for their advancement either on help from outside or on resources from within and only the latter ensures healthy independence. To use the education and training system in a planned way to ensure an appropriate supply of qualified manpower and to prevent the waste of potential manpower is arguably the most effective course for development (Ibida, 1990).

However, although manpower planning and educational planning have been used in some developing countries for a considerable time to ensure an adequate supply of qualified manpower for the economy, the problem of manpower shortages still persists. An analysis of the reasons underlying the presumed failure of planning processes to ensure adequate supplies of qualified manpower for individual sectors of the economy forms the basis of this study. The issue will be examined through an examination of one specific sector of Thailand's economy: the tourism industry. In particular, are the shortages the result of problems with the national manpower and educational planning models or do they reflect issues associated with individual economic sectors?

This introductory chapter outlines the purpose of the study, the background information necessary to understand it and provides an overview of the dissertation.

1.1 PURPOSE OF THE STUDY

The purpose of this study is to understand why shortages of qualified manpower in the Thai tourism industry continue to persist despite the use of national manpower planning and educational planning models.

Chapter 1 Purpose and Background of the Study

The study moves through 3 stages. The first stage is to acquire an understanding of the way manpower and educational planning have developed and operated in Thailand. This part of the study draws on documents, agency reports and newspaper materials to provide both historical background and an understanding of the current situation of manpower and educational planning initiatives in Thailand and their limitations and shortcomings.

The second stage is to determine to what extent there is a match or mismatch between manpower demand and supply in the particular sector on which the study is focussed--the tourism industry in Thailand. This part of the study uses both documentary data and data from interviews with employers, educators, and policy-makers and planners working in the tourism sector, public and private education and training institutes, and government planning agencies.

The third stage is to examine the causes of the match or mismatch in the context of Thai planning models. From this stage will come recommendations for improving the planning, production and development of required manpower in response to the needs of the tourism industry and other sectors of the Thai economy.

1.2 BACKGROUND AND JUSTIFICATION

Thailand, a nation of 56.9 million people, is the world's largest rice exporter, a leading producer of sea food, and one of Asia's top tourist destinations (Church, 1992). Thailand's per capita income in 1990 was US \$ 1,454 which places it in the ranks of lower-middle income countries (Robinson, Byeon, Teja, & Tseng, 1991).

Over the past three decades, Thailand has experienced a significant shift in its structure of production--from an agricultural-based to a more industrial and service-based economy. Since Thailand introduced the first Economic and Social Development Plan in

1961, the government has promoted industry both directly and indirectly through infrastructure, and through monetary and fiscal policy. As a result, the industrial and service sectors have continuously expanded and played a greater role in the Thai economy than the agricultural sector. The following table shows the share of the Gross Domestic Product (GDP) among agriculture, industry and service sectors.

Table 1.1
Thailand's Structure of Production

Year	GDP (Whole Kingdom) Millions of Baht	Distribution of GDP (%)		
		Agriculture	Industry	Services
1965	4,050	32	23	45
1987	48,200	16	35	49

Source: World Bank, 1989a.

The growth of the industrial and service sectors has resulted in a rapid rise in the GDP. For three consecutive years 1988-1990 the Thai economy experienced strong expansion (Appendix 1.1). In 1988, Thailand's economic growth rate was 13.2 percent. Growth for 1989 was recorded at 12 percent while that for 1990 was 10 percent (Bangkok Post 1990; Thailand Business, 1990). When compared with the growth rates of all countries worldwide, Thailand emerged as the leader for 1989 (Thailand Business, 1990). However, in 1991 the economy grew only 7.5 percent due to the Gulf war and world economic recession (Shenon, 1992).

The rapid expansion of the Thai economy is largely due to the inflow of foreign investment and the bullish performance of foreign-related sectors, particularly exports of manufactured goods and tourism. Of these two, it is the tourism industry which has grown most rapidly over the last ten years. It ranked first in terms of foreign exchange

Chapter 1 Purpose and Background of the Study

earnings in Thailand during the period 1982-1989, surpassing other major export commodities, namely rice, tapioca, textile products and rubber (Appendix 1.2). In 1988, Thailand earned 3,154 million US\$ from tourism, an increase of 36.56 percent from 1987 (Hongladarom, Limskul, Ouyyanont, Noomhorm, & Supachaipanichpong, 1990). The number of foreign tourists reached 4.2 million in 1988, an increase of 17 percent over 1987 (Tourism Authority of Thailand, 1988). Appendix 1.3 shows the growth rate of foreign tourists and revenue from tourism during 1980-1991.

Apart from being one of the major income generating sectors for the country, tourism is also a very labour-intensive industry. It provides employment opportunities for Thai people, especially those in rural areas. A previous study of the impact of tourists' expenditure on employment generation indicated that nine foreign tourists generate one Thai job, while seventy-three domestic tourists are required to generate a job for one Thai person (Indhapanya & Atikul, 1985).

Direct employment in the tourism industry in 1987 was 458,825 persons or approximately 1.7 percent of the total labour force (Table 1.2).

Table 1.2
Direct Employment in Thailand's Tourism Industry

Establishment	1987	1988	% Change
Accommodation	133,226	138,895	4.3
Restaurant and Food Shops	140,635	158,944	13.0
Tours	5,082	6,256	23.1
Souvenir Shops	20,041	22,489	12.2
Transportation	39,007	40,386	7.3
Entertainment and Recreation	69,129	72,323	4.6
Others	51,705	53,710	7.8
Total	458,825	493,003	7.8

Source: Technical and Training Division, Tourism Authority of Thailand, 1990a.

Chapter 1 Purpose and Background of the Study

Based upon the projected numbers of tourists in 1992, additional direct and indirect manpower requirements of the tourism industry will be as shown in Table 1.3.

Table1.3

Estimated Additional Manpower Requirements for the Tourism Industry

Year	Additional Manpower Requirements		
	Direct	Indirect	Total
1990	54,400	25,600	80,000
1991	59,160	27,840	87,000
1992	66,640	31,360	98,000

Source: Tourism Authority of Thailand's Annual Report 1989.

The incremental direct manpower requirements outlined above may be broken down as shown in Table 1.4.

Table 1.4

Direct Manpower Requirements for the Tourism Industry

Types of Establishments	Year / No. of Additional Manpower		
	1990	1991	1992
1. Accommodation	15,776	17,156	19,326
2. Tours	599	651	733
3. Restaurant and Food Shops	16,646	18,103	20,392
4. Souvenir Shops	2,394	2,604	2,933
5. Transportation (Private)	2,230	2,426	2,732
6. Transportation (Public)	2,393	2,602	2,930
7. Entertainment and Recreation	8,215	6,685	7,531
8. Others	6,147	6,685	7,531
Total	54,400	59,160	66,640

Source: Tourism Authority of Thailand's Annual Report 1989.

Chapter 1 Purpose and Background of the Study

The rapid expansion of the tourism industry in Thailand has resulted in a corresponding increase in the demand for trained personnel. A number of courses have been organized by both public and private educational and training institutes to meet this increased demand. Presently, there are 61 public and 10 private educational institutions offering various courses in hotel management and tourism. The distribution of graduates of hotel and tourism courses by educational levels and the existing pool of labour for tourism is shown in Table 1.5.

Table 1.5
Existing Supply of Labour for Tourism

Courses/Levels	No. of Graduates Produced each year*	Existing Pool of Labour*
1. Tour Guide	500	8,410
2. Short-training courses (less than 1 year)	620	6,340
3. Vocational training 1-3 years and Certificate in Vocational Education	920	10,580
4. Certificate in Technical Education	1,030	1,970
5. Bachelor's Degree	650	1,410
Total	3,720	28,710

* Estimated.

Source: Technical and Training Division, Tourism Authority of Thailand, 1990a.

The quantity and quality of hotel and tourism courses--in terms of facilities, instructors and curricula--have been inadequate to meet the needs of the tourism industry (United Nations Development Programme and International Labour Organization, 1983; Jintagarnon, 1988; Tourism Authority of Thailand, 1990).

Chapter 1 Purpose and Background of the Study

Although senior government officials, as well as owners of tourist businesses, have often expressed concern about the inadequacies of available courses and their impact on the development of the tourism industry (Changrian, 1987; Naewna, 1990; Tourism Authority of Thailand, 1990), formal analysis of needs and manpower development systems has been lacking. Not only have there been few studies projecting manpower demand for the tourism industry (e.g., Suwathee, 1982; Jintagarnon, 1988), but none has sought systematically to assess the capacity of existing education and training systems to meet these needs.

As Thailand strives to maintain its growth momentum, it is increasingly recognized that an important key to its achievement lies with its human resource base and development systems, particularly education and training (Thailand Development Research Institute, 1989). Changes in economic development strategies, population structures and rapid advances in technology all require changes in the provision of trained people if manpower supply is to match anticipated demand.

Today, the Thai government sees itself as confronted with not only improving the predictive capability of manpower requirements on the demand side, but also increasing the capacity of education and training systems to respond to the quantitative and qualitative manpower requirements of the Thai economy. This study will provide one basis for assessing the appropriateness of this view and a broader understanding of the potential relationship between manpower planning and educational planning in Thailand and other developing countries in order that their practice may be improved.

1.3. ORGANIZATION OF THE STUDY

This study is presented in eight chapters. This first chapter has been an introduction to the study and has included a statement of purpose, background and justification, and the present overview of the study.

Chapters 2 and 3 set the stage for the study. Chapter 2 is a review of the literature as it pertains to the purpose of the study. Chapter 3 describes research design and methodology to be used for data collection and analysis.

Chapter 4 deals with the first stage of the study. It describes the history and context of manpower planning and educational planning in Thailand.

Chapters 5 and 6 report the second stage of the study. In Chapter 5, the findings from the documents on the demand for and supply of manpower in the Thai tourism industry are presented. In Chapter 6, the findings from the interviews with three groups of key informants regarding manpower requirements and supply in the tourism industry as well as the practice of manpower planning and education planning are presented.

Chapter 7 examines the findings so as to complete the third stage of the study. It reviews and analyzes the objectives and methods of manpower planning and educational planning and considers them in relation to the kind of issues revealed in the data about the tourism sector.

Chapter 8 concludes the study. It contains a summary of the study and its implications for the planning, production and development of manpower required for the Thai tourism industry. Discussion of wider implications of the study is also provided in the context of suggesting the broad outlines of a model which may guide future research.

CHAPTER 2

MANPOWER AND EDUCATIONAL PLANNING: A REVIEW OF THE LITERATURE

This chapter presents a review of the literature as it pertains to the purpose of the study. To ensure adequate coverage of the research question, three areas of literature were selected for a review: manpower planning, the relationship between manpower and educational planning, and employment and manpower development planning in the tourism industry. Accordingly, this chapter has three major sections. The first section describes manpower planning concepts, objectives, approaches, and strengths and weaknesses of each approach. The second section deals with linkages between manpower and educational planning, their problems, and desired approaches for manpower and educational planning. The third section deals with employment problems and the needs for manpower development planning in the tourism industry. A summary and conclusions are also provided.

2.1 MANPOWER PLANNING: CONCEPTS, OBJECTIVES AND APPROACHES

It is widely accepted that there is a close connection between manpower development and economic growth (Hallak, 1990). Education is assumed to assist the process of economic development by providing skilled workers who are able to work productively at their chosen fields (Johnstone, 1985). However, a central problem of all modernizing countries is to accelerate the process of human capital formation through education and training (Harbison, 1971). These countries are confronted simultaneously with two persistent manpower problems: shortages and surpluses of labour. As Hough (1987) notes, it seems obvious that countries should plan ahead for their manpower needs.

Chapter 2 A Review of the Literature

Manpower planning and educational planning received major impetus in the late 1950s and early 1960s (Hollister, 1983). Two major factors contributed to the sudden increase in interest. First, studies of economic growth of industrialized countries suggested that the proper use of human resources was a necessary component of economic development. Second, there were acute shortages of labour as a result of World War II (Hollister, 1983; Bell, 1989). As the labor supply improved, however, interest in manpower planning declined.

Some critics claimed that manpower planning was incapable of making any useful contribution to the development and utilization of human resources. In particular, the long-term forecasting component of manpower planning and its relevance to educational planning were singled out for strong criticism (International Labour Organization, 1978). The most serious accusation was that previous manpower forecasting had proved to be totally wrong in most cases, especially the over-estimation of high-level skill requirements (ILO, 1978). However, now that organizations are once again faced with skill shortages due to demographic shifts and rapid technological changes, manpower planning appears to be coming back into fashion (Bell, 1989).

The purpose of the following section is to review literature pertaining to manpower planning concepts, objectives and approaches. It begins with an overview of manpower concepts, objectives and approaches, and then proceeds to examine strengths and weaknesses of each approach.

2.1.1 CONCEPTS AND OBJECTIVES

2.1.1.1 Concepts

According to Agarwal (1970), the term "manpower" is generally used in two senses. In a general and wider sense, it denotes the total labour force of the country

including all the workers as well as the unemployed. In a restrictive sense, it refers to selected components of the total labour force. The term "manpower planning" generally refers to a methodical design of policies and programs to develop and utilize human resources in the context of economic development, with a consequent impact on the educational and skill requirements of the workforce (Shantakumar, 1985).

Manpower planning can be undertaken either at the level of the economy, or at the level of the individual organization (Cordner, 1980). At the macro level, manpower planning is concerned with the national labour force and includes projections of labour supply and forecasts of occupational, industrial, and total labour force requirements (Burack & Gutteridge, 1979). Micro manpower planning has been construed similarly to cover the assessment and forecasts of the needs, acquisition and development of manpower at the agency or organizational level (Ghani, 1985). Although some people distinguish between macro and micro manpower planning, their concepts and objectives are similar.

According to Balangue (1978), manpower planning involves:

(i) the analysis, review and projection of the numbers, by education or occupation, of the manpower needed to achieve national production targets, (ii) the projection of the supply of manpower that will be available to meet the requirements, and (iii) the matching of manpower demand and manpower supply. Manpower planning identifies bottlenecks and lays out programmes to overcome them. Measures are suggested to remove anticipated surpluses or to fill up predicted shortages (p. 81).

2.1.1.2 Objectives

The underlying rationale for manpower planning is said to be the avoidance of labour surpluses and shortages (Psacharopoulos & Hinchliffe, 1983). Amjad (1985) outlines two objectives of manpower planning at the macro level. The first objective is to make an assessment of the skilled human resource needs of the economy during a specific time period (e.g., a five year plan) and to see to what extent the production of skills

during this period will match the estimated demand so as to suggest measures which will reduce the supply-demand imbalances. The second objective is to provide an analytical framework for undertaking human resource planning which will help identify the skill requirements of the economy, particularly over the long run, and serve as a guideline for educational planning and the making of appropriate investments in education, training and manpower development.

At the micro level, the purpose of manpower planning is to assure that a company will have qualified people, at the appropriate time and place, performing functions necessary for its continued success (Fryer, 1967). Six important reasons for manpower planning were reported by more than half of the 470 companies randomly surveyed in the United States. These are: human resource development, avoidance of shortages of qualified personnel, acquisition of information for decision-making, affirmative action, budgeting, and career planning (Greer, Jackson, & Fiorito, 1989).

2.1.2 APPROACHES TO MANPOWER PLANNING

Although a variety of approaches have been used to derive manpower forecasts in different countries, only three approaches dominate the manpower and educational planning literature (Asher 1988; Debeauvais & Psacharopoulos, 1985). These are referred to as the "manpower requirements", "rate of return", and the "social demand" approaches. In practice, however, the manpower requirements approach has been most widely used as a basis for planning and for the economic justification of education investments (Asher, 1988). It is estimated that about 90% of manpower and educational planning around the world follows this approach (Debeauvais & Psacharopoulos, 1985). In sections to follow these three approaches will be described and discussed in turn.

2.1.2.1 Manpower Requirements Approach

One of the earliest approaches to manpower and educational planning is the manpower requirements approach. It is the most widely used, despite the fact that it has met with severe criticisms from both theoreticians and practitioners (ILO, 1978). It postulates that some form of projection or forecast has to be made as a basis for policy decisions, often linked to investment in education and training. The essence of this approach is that the skills produced by the educational system must correspond in timing, numbers, and quality, to requirements of society (Koloko, 1980).

Several studies on manpower requirements have applied this methodology, and their results are said to be reasonable and useful (Koloko, 1980). One of the most widely known works is that of the OECD Mediterranean Regional Project, often known as MRP. This project made simultaneous forecasts of manpower requirements in all occupations and translated them into educational requirements (Koloko, 1980; Debeauvais & Psacharopoulos, 1985).

Blaug (1973) notes that in this approach no account is taken of relative costs and benefits, nor of the labour market in general. The fixed output coefficients and zero elasticity of substitution between occupations constitute significant drawbacks of this approach. In addition to these criticisms, Jolly and Colclough (1972) have observed that very often informal education is not taken into account in assessing the supply of labour.

In spite of its deficiencies, the manpower requirements approach is still widely used in both developed and developing countries. According to Amjad (1987) and Pitayanon (1987), the major reason is the preference of planners for a quantitative basis on which the required levels of investment to meet the expected demand can be calculated. Another reason for its popularity is that alternative approaches are considered even less trustworthy or methodologically more demanding (Psacharopoulos & Hinchliffe, 1983).

2.1.2.2 Rate of Return Approach

The rate of return approach provides an alternative model for educational planning. This approach is based on the recognition of the contribution of education to the economy in the form of either the supply of the needed skilled manpower or the marginal efficiency of educational capital (Raza, 1985). It departs completely from the manpower requirements approach and does not stipulate exact requirements of educated labour (Debeauvais & Psacharopoulos, 1985). Instead, it signals the need for expansion or contraction of the output of given types of schools. It also takes into account the costs of producing a given number of graduates. This approach has appealed to many development planners because it allows for comparison and choice among alternative investments in education and training (Chulasai, 1978; Koloko, 1980). It is also useful in spotting and dealing with important supply bottlenecks of highly qualified manpower (Holland, Quazi, Siddiqui, & Skolnik, 1971).

Blaug's (1972) study to assist Thailand's educational planning was based on the rate of return approach. He concluded that primary education had the highest social and private rate of return, followed by senior primary, junior secondary and higher education, the latter having the lowest social rate of return. Results of the study influenced subsequent decisions to rapidly expand primary education and reduce state subsidies to higher education. Using a rate of return approach to educational investment, studies carried out in the Republic of Korea concluded that economic benefits to individuals and society over time outweigh the cost of training (Kim, 1987).

In this approach, priority of investment in human capital is justified in the same way as priority of investment in physical capital. That is, one should expand educational facilities in directions in which the rates of return are highest. In common with physical investment, an educational investment has a cost and a benefit. The benefit is seen in the increased earnings which follow from the training or education. The cost consists of the

range of items associated with the investment: teachers' salaries, imputed rent on buildings and equipment, expenditure on books, etc., and foregone earnings (e.g., what the students could have earned had they not been in schools).

The major problem associated with implementing the rate of return approach is the difficulty of quantifying costs and benefits. Another problem with the simple calculation of the rate of return is that these only indicate the direction of future profitability of investment, without providing quantitative estimates of the desirable expansion of education in different directions (Amjad, 1985).

Considerable criticism has been directed at the rate of return approach. Most of these are directed to its ignoring non-economic benefits of education and various aspects of the measurement of benefits, particularly the assumption that wages reflect marginal productivity of labour. It is generally accepted that while this assumption may hold true for a perfect market economy, it is as untrue of developed western economies as it is of poor third world countries. Wages may reflect many factors unrelated to productivity, including union power or the extent of restrictive practices (ILO, 1978) and historical patterns of gender and class-based discrimination.

Another difficulty encountered when measuring the return to an education investment stems from the fact that an individual's earnings are not wholly determined by education. A list of other factors includes: location, occupation, sex, race, age, physical condition, drive and intelligence (ILO, 1978).

Last but not least, a knowledge of the relative rates of return for different types of educational investment may indicate the most profitable area for subsequent investment, but it does not provide the means of determining how much more should be invested, or the appropriate numerical expansion.

2.1.2.3 Social Demand Approach

Traditionally, education was planned on the basis of social demand and by treating education as a consumption good. This approach is not concerned with the provision of a certain number of educated people. Instead, it attempts to accommodate the demand for school places as expressed by the students and their families. This approach is based on the idea that education, particularly primary education, is a right of every citizen. In this approach, quantitative aspects of education receive more attention than do qualitative considerations (Koloko, 1980). This approach is more applicable to lower levels of education and to advanced countries that can afford to satisfy social demand without worrying about allocation of limited resources. However, recent surpluses of university graduates, together with increasing costs, have led countries that pioneered in social demand satisfaction such as the United Kingdom to impose cuts. (Debeauvais & Psacharopoulos, 1985).

There are several conceptual problems with this approach. It disregards employment demand factors, a situation likely to yield over- or under- supply of manpower. Evidence shows that the unemployment or underemployment of highly qualified manpower in several countries is the outcome of the social demand approach to educational planning (Blaug, 1967; Koloko, 1980; Debeauvais & Psacharopoulos, 1985).

The review has so far outlined alternative manpower and educational planning approaches, the strengths and weaknesses of each approach, and problems which arise when using each approach for policy making in the field of human resource development. In the next section the relationship between manpower planning and educational planning will be discussed.

2.2 MANPOWER AND EDUCATIONAL PLANNING

2.2.1 LINKAGES BETWEEN MANPOWER AND EDUCATIONAL PLANNING

One of the major purposes of manpower planning is to provide guidelines for educational planners in setting their enrollment targets so that manpower development will be in line with the labour market requirements (Pitayanon, 1987). The theoretical linkage of manpower planning with educational planning, especially at the tertiary level, is rooted principally in the human capital theory of the 1960s linking education to economic development (Sadlak, 1986). The theory holds that education is an investment which reaps bounteous returns for both the individual and society (Pike, 1981). The gains resulting from the expansion of education stem from the ability of the economy to achieve increased production levels; educational development is justified in terms of supplying skill requirements for the fixed production targets. Without these skills, the planned levels of economic output cannot be reached. Hence, education targets are linked directly to specific economic goals (Sadlak, 1986).

Raza (1985) suggested that the argument for educational planning in a country may be based on several grounds. First, education plays a crucial role in national development by providing the manpower requirements for the economy. Therefore, it is necessary to plan education so that any mismatch between the output of the educational system and the needs of the job market are minimized and manpower with varying skills is made available to the economy. Second, investments in education form a sizeable part of public expenditure; thus, it is necessary to ensure that investments in education as in other sectors have some correspondence with returns from that investment. Third, education opportunities need to be planned so as to maximize social welfare.

In the early days of educational planning the policy-maker tried to match education and work by providing necessary skills for economic growth or by trying to

ensure the non-overlap of social demand for education and manpower requirements of the marketplace. However, the situation has since changed. The direct link between education and the economy has been challenged by the growth of credentialism, dual labour markets and the emphasis placed on satisfying the social demand for education (Psacharopoulos, 1980).

Critics have argued that the manpower approach to educational planning is a futile exercise since it views the educational or learning system as a producer of skills and knowledge primarily for modern sectors (e.g., manufacturing, industry, and services) of developing countries. Second, the approach is often limited to needs for high-level professional and administrative personnel and middle-level technicians and functionaries. Third, the approach is said to be oriented to economic rather than broader political or social development, and thus it ignores the role of the masses of rural and urban workers (Koloko, 1980; Sadlak 1986; Psacharopoulos, 1980).

Despite severe criticism, the application of the manpower approach to educational planning has continued to spread. This can be seen from an increasing number of countries, particularly from the low-income group, that in the framework of their development plans prepare manpower forecasts by occupation and educational requirements. In addition, international organizations such as Unesco, ILO, OECD, Asian Development Bank and the World Bank are constantly requested to provide assistance in this field.

2.2.2 MANPOWER AND EDUCATIONAL PLANNING PROBLEMS

Asher (1988) notes that a major shortcoming of manpower and educational planning is that projections cover too long a period of time, i.e., that the longer the time frame, the greater the risk that unanticipated actions and events will undermine the

assumptions on which the projection was based. This, in turn, may or often does produce significant mismatches between the numbers and levels of graduates suggested by the projection and the actual manpower requirements of the economy.

Consistent with Asher, Hollister (1983) argues that making long-term projections of manpower supply and demand on the basis of general economy-wide planning methods is not likely to be a very fruitful exercise for a developing country. Estimating future economic growth is an exceptionally difficult task in which economists have not so far had much success. However, in many developing countries this is precisely the activity that has taken up most of the time and resources of manpower planning groups.

A preliminary review of forecasting experience over the period of the 1970s and early 1980s has been made by Debeauvais and Psacharopoulos (1985). After commenting on the increased proliferation of manpower forecasting, they argued that over the period in question:

- manpower plans continue to be growth oriented and few integrate objectives of equity or social demand,
- most plans are limited to a concern with wage and employment in the formal sector,
- huge discrepancies exist between the actual rates of economic growth and the assumed ones upon which the manpower forecasts are based,
- occupational mobility is seriously neglected and the greater the mobility, the less accurate and useful the forecasts are,
- countries at similar levels of economic development have experienced diverse educational and occupational structures (p. 13).

That these shortcomings persist is suggested by the work of others. Sapienchai (1988) maintains that it is impossible to forecast the number of graduates from various types and levels of schools to fit employment demand. There is no one-to-one correspondence between the number of graduates and employment demands, since it requires a long lead time to produce graduates. It is also difficult to foresee long-term

economic growth and labour demand. In addition, labour productivity coefficients used to fit graduates to certain occupations are subject to massive errors, due to rapid social, economic and technological changes. Sapienchai(1988) also stresses that manpower forecasts are really not very useful because in reaching decisions, policy makers ultimately must take into account overpowering political and social pressures. In other words, educational goals and policies can be implemented only if they appear politically attractive to powerful politicians and interest groups.

The neglect of the aspirations of the individual in manpower planning constitutes another weakness which has far-reaching social implications (Balangue, 1978). The manpower approach implies that individuals acquire an education or a skill only for the purpose of taking a particular job, or that the educational system exists solely for the purpose of producing inputs for industry. Balangue argues that this is not always the case. Often, individuals do acquire formal or non-formal training in order to develop cultural as well as economic versatility and adaptability. They therefore may choose jobs or careers different from those implied in manpower plans.

Finally, the greatest barrier to effective manpower and educational planning is data inadequacy. Statistics on occupations by educational attainment, which are very vital in operational planning, are seldom available. Trends in the changes of occupational structures and of the educational content of occupations are difficult to establish because of the absence of time-series data or even of a data base (Amjad, 1987). Labour market information is also incomplete and unreliable (Pitayanon, 1987).

Although manpower planning, particularly its long-term forecasting ability, has for some time been severely criticized, very few authors hold the view that long-term manpower forecasting is completely useless and should be abandoned. The majority views ranged from "limited usefulness" to serving as "one of the bases for the elaboration of long-term educational strategies" (ILO, 1978; Amjad, 1985).

While the importance and need for manpower and educational planning is acknowledged, the actual task of carrying out such an exercise is by no means an easy one (Amjad, 1985). There is still controversy and debate on existing approaches and techniques. This situation is compounded by severe data limitations. Whereas these controversies have still not been satisfactorily resolved, there remains the pressing need to develop some criteria for deciding between investments in alternative types of education and training as well as the categories of skills that need to be developed.

2.2.3 DESIRED APPROACHES FOR MANPOWER AND EDUCATIONAL PLANNING

Manpower planning admittedly suffers from methodological and practical shortcomings. However, we cannot do away with it because it serves as an analytical basis for long-range educational planning. The need to move away from simplistic manpower forecasting in assessing future manpower needs of the economy is being realized in most countries (Amjad, 1987). The importance of manpower analysis and the need to understand how labour markets function is now widely accepted (Pitayanon, 1985; Asher, 1988; Panpiemras & Pitayanon, 1985).

Asher (1988) emphasized that the approaches used for manpower and educational planning need to be reevaluated in order to find more effective approaches to manpower and educational planning. He further suggested that more analysis is needed to provide up-to-date information essential to planning, such as analysis of the operation of labour markets, the function of education and the efficiency of central planning groups and relevant agencies.

Raza (1985) posits that educational planning can become meaningful only if the context of society is taken into consideration with a view to ensuring that desired social

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structures are being recognized and attained and values considered desirable are being respected and developed. According to Coombs (1971), educational planning should:

- (a) view the educational system as a whole,
- (b) be integrated with economic and social development planning, and
- (c) look well beyond the purely quantitative dimensions of educational development.

Furthermore, educational planners must be as concerned with the implementation of a plan as with designing it in the first place.

In sum, in order for manpower and educational planning to be more effective, the approaches used must be modified to include the social context of planning, analysis of the operation of labour markets, and an assessment of capabilities of planning agencies and the educational system to implement manpower planning and development schemes.

Manpower development planning in the tourism industry is more recent than in some other sectors and has often been neglected because planners tend to pay more attention to physical planning of tourism facilities than manpower development planning. Also, it is often assumed that tourism manpower will always be available as highly skilled people are not required in this industry. In the next section, employment problems and the needs for manpower development planning in the tourism industry will be discussed.

2.3 EMPLOYMENT AND MANPOWER DEVELOPMENT PLANNING IN THE TOURISM INDUSTRY

2.3.1 THE TOURISM INDUSTRY AND EMPLOYMENT PROBLEMS

It is widely accepted that tourism is now one of the world's largest industries. According to the World Tourism Organization, approximately 80 million people are now employed directly in tourism worldwide (Gregan, 1991).

Gregan (1991) argues that while the tourism industry continues to expand, it is facing employment problems because it is not always seen as an attractive workplace environment. The industry has a poor image as its career structures are not apparent and the pay is poor in comparison with other employment opportunities (Gregan, 1991; Lockwood & Gurrier, 1990).

Gregan (1991) outlines major problems likely to be faced by the tourism industry in the future as follows:

1. Competition from other industries for personnel,
2. Competition from other countries for trained and experienced personnel,
3. Reduced numbers of young persons entering the labour market,
4. The poor image of the industry as an employer,
5. The poor liaison between industry and educators,
6. The high drop out rate on completion of training, and
7. Failure to develop formal "in house" training systems.

According to a major study of the hotel and tourism businesses undertaken by Horwath & Horwath cited in Gregan (1991), the international variations of employment issues were:

1. Developed countries--labour shortages,
2. Developing countries--shortages in education and training for tourism, and

3. All countries--language problems.

The study suggests that the industry must become more involved in training and more formalized.

Dr. E. Cassee, principal of the hotel school in The Hague, described human resources as the problem of the decade and stressed that the tourism industry would have to start treating money spent on human resources as an investment rather than a cost. He said, "When we listen to the complaints of the (hotel school) graduates, we hear such things as: they put me in jobs far below my ability; there is no career development; working hours are unsocial without compensation; management is not interested in our well-being; they don't give you information about future development; they never ask my opinion.... These are all symptoms of a culture characterized by the view that human resources cost money; you use them, you don't develop them." (Muqbil, 1990, p. 20). Dr. Cassee warned that the tourism industry would stand no chance of attracting and keeping qualified personnel, or improving customer services, unless it treated its people well (Muqbil, 1990).

2.3.2 PLANNING FOR TOURISM EDUCATION AND TRAINING

International tourism has grown at a phenomenal rate (Lawyer-brook, 1986) and it is of growing social and economic significance in terms of employment and income generation to many developing countries. This growth has given rise to a requirement for skilled staff in a wide range of professions in the various sub-sectors of tourism (World Tourism Organization, 1983; 1988a). Consequently, countries are compelled to develop a sound basis for the education and training of such personnel so that the supply of required manpower can meet the demand.

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However, experience in countries which have a long tourist tradition has shown that the problem of tourism education and training is a constant basic preoccupation for those responsible for tourism (World Tourism Organization, 1982; Lawyer-brook, 1986; Ibida, 1990). According to the World Tourism Organization (1982), this problem is not peculiar to the developing countries but, in the case of developing countries, the problem is made even more difficult by the cultural and socioeconomic context in which professional training must be developed (World Tourism Organization, 1982; Lawyer-brook, 1986). These countries are often characterized by a relatively low educational level. Moreover, education in many developing countries offers a general training based on concepts which are not always applicable to particular fields.

Another difficulty is finding and training personnel who wish to stay and make a career in the tourist sector (World Tourism Organization, 1980). One of the reasons may be that the tourism profession does not offer good career prospects (World Tourism Organization, 1980; Changrian, 1987).

To develop necessary manpower requires both vocational training and general education (World Tourism Organization, 1988a). And it has to be approached on a medium-to long-term basis. As the Hon. Mathew Ogutu, Minister of Tourism and Wildlife, Kenya put it:

..., we can put up hotels, camping sites, lodges, we can develop infrastructural projects like airports, road networks, etc. in relative short time. But to train and educate people takes time. No technology in this field could so far cut shorter the necessary time for training.

(World Tourism Organization, 1979: 11)

Hence, it is necessary that tourism development plans project their manpower requirements. Education and training plans can then be formulated to produce the number of skilled personnel needed to satisfy the projected requirements (World Tourism Organization, 1988b).

Developing countries often lack such systematic manpower planning schemes, a lack which results in shortages of qualified personnel and the need to employ expatriates. This has a number of negative effects on tourism development, (e.g., dependence on outside professional skills) and risks damaging the creation and maintenance of the tourist image which a country seeks to protect.

The temptation to borrow personnel development and training models from the developed countries which have benefited from a long tourist tradition is great. Failures, however, are numerous as it is very difficult to transfer the entirety of the elements which make up these models. Each training system is drawn up within a human, social and economic context unique to that individual country. Because of that unique context, transferability to another country is at best questionable and frequently undesirable (World Tourism Organization, 1980).

2.4 SUMMARY AND CONCLUSIONS

This chapter has described the role of education in economic development, manpower planning objectives and approaches, its linkages with educational planning and their shortcomings. Relevant literature on employment problems and manpower development planning in the tourism industry was also reviewed and discussed.

Manpower planning originated in the late 1950s in the Western developed countries as a result of shortages of labour and the notion that education contributes positively to economic development. Despite its drawbacks, the literature suggests that manpower planning is crucial for economic development of a country.

There are various options for manpower planning. A manpower plan may be prepared and implemented at the national level, embracing all sectors of the economy and industries, or at the level of the firm or plant. A manpower plan at the macro or national

level is aimed at anticipating bottlenecks in the labour market arising out of a mismatch of jobs by taking into account various projections of manpower demand and supply for specific categories over a period of time e.g., five, ten, fifteen, or twenty years periods. Manpower planning at the micro or firm level has similar concepts and objectives to those of manpower planning at the macro level.

There are three dominant methodological approaches to manpower planning: manpower requirements, rate of return and social demand. Manpower planning is linked with educational planning in that it provides guidelines for educational planners to set enrollment targets to ensure that manpower demand is matched with manpower supply. Limitations of manpower planning relate to the existence of economic uncertainties, and the social and cultural contexts of the country which the plans are to serve.

The literature indicates that effective manpower and educational planning are dependent on some necessary conditions as follows:

1. They must be linked.
2. They must be integrated with economic and social development planning.
3. There must be plans which are regularly reviewed.
4. These reviews must take account of shifting economic and other factors.
5. They must be modifiable if short-term factors intervene.
6. They must be adapted to the country which they are to serve.
7. They must include both quantity and quality aspects of manpower.
8. Necessary data such as labour market information must be available.

The literature also reveals the kinds of issues facing tourism world-wide and therefore the kinds of issues that planning for tourism manpower should include.

In the next Chapter, the research approach, design and methodology employed in this study will be presented and discussed.

CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

The purpose of this chapter is to present the research design and methodology to be used for data collection and analysis. This chapter consists of three sections. The first section presents the approach taken for the study. The second section deals with research methods, data sources and data collection procedures. The third section presents personal and professional profiles of the interview participants.

3.1 THE APPROACH TO THE STUDY

The purpose of this study is to understand why manpower shortages in the tourism industry continue to persist despite the use of national manpower and educational planning models. Although the study is concerned with manpower planning, it is not a manpower planning study and does not use the conceptual frameworks developed for such studies. The question which gave rise to the study requires a more exploratory kind of conceptualization, one which speculates about possible explanations and explores them through different kinds of data than those typically used in manpower studies.

Despite its limitations, manpower planning at both macro and micro levels is critical for the economic development of a country. This is so because it provides the basis on which educational planners develop their enrollment targets to ensure that manpower supply is matched with manpower needs. There are three alternative approaches to manpower planning: manpower requirements, rate of return, and social demand. Of these three, the manpower requirements approach is the most widely used.

Since there are various options (levels and methodological approaches) for manpower planning, individual countries must decide what options are appropriate to their needs. In Thailand, macro manpower planning has been adopted and the

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"manpower requirements" approach has been employed to ensure an adequate supply of labour. But the problem of manpower shortages in particular economic sectors continues to persist. As a starting point for inquiry, it seemed reasonable to suggest two possible explanations for this state of affairs. One explanation may lie with the manpower and educational planning models themselves: either they have inherent limitations, or the conditions required to make them work are lacking.

A second explanation may be that the models themselves are not defective, but that manpower shortages result from problems within individual economic sectors (e.g., image of the industry, working conditions, and reward systems). To explore this possibility, we should obtain additional data that will allow us to determine whether manpower imbalances result from problems intrinsic to particular sectors of the economy.

The present study will explore both hypotheses. Official documents and recent studies provide data about the use of manpower and educational planning in Thailand since the 1960s. To explore the second, however, requires a case study approach and particular kind of data.

A case study is appropriate for this study because its objective is to develop a better understanding of the phenomenon under study. As Merriam (1991) points out, case studies are concerned with understanding and describing process more than behavioral outcomes. Foreman (1948) suggests that a case study is particularly useful when the problem involves developing a new line of inquiry, needs further conceptualization of factors or functions, demands emphasis on the pattern of interpretation given by subjects, and involves determining the particular pattern of factors significant in a given sense.

The study is limited to the tourism industry in Thailand and, within that industry, to two main sub-sectors: hotels and travel agents. The choice of these sub-sectors was

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dictated partly by considerations of feasibility but there are two other reasons which made them a good choice. First, they are the core of the tourism industry requiring quality employees with specialized training. Second, these two sub-sectors have grown very rapidly during the past ten years and are projected to show continued expansion in the future (Jintarganon, 1988).

The need for different kinds of data from those usually used in manpower studies was met by what is known as the "key informants" approach. The key informants approach has been advocated by Richter (1986). It is based on general experience and the observation that some people, due to their profession, residence and personal interest, possess a more detailed knowledge than others of prevailing and prospective manpower and employment patterns in a given area. Government officials, business leaders, school headmasters, to name just a few, are seen to be potential candidates for having such knowledge. To tap this resource in a comprehensive and systematic manner through interviewing is the primary objective of the "key informants" approach.

Opponents of the key informants approach maintain that the information it produces is not sufficiently accurate and representative and that it is laden with personal bias. The key informants approach complements but is not a substitute for statistical surveys of the traditional type. Where statistics do not exist or do not supply needed manpower and employment information in sufficient occupational detail and local disaggregation, the key informants approach constitutes the only source of information for both planners and practitioners.

Richter (1986) contends that the key informants approach can be applied in various designs ranging from the relatively sophisticated to the rather simple and that it yields information for decision-making purposes which at present cannot be met otherwise. Hence, argues Richter (1986), the potential of the key informants approach as

a tool of manpower development planning merits wider attention than it has received hitherto.

According to Richter (1986), this positive verdict on the key informants approach does not seem to be easily acceptable to manpower development authorities in developing countries who continue to believe in quantitative, single-value forecasts. Subjective judgements and trends reading done by key informants remain highly suspect and are looked upon as unprofessional utterances. Associated with this is the feeling that labour market information generated through the key informants approach represents the lowest level of development.

In order to dispel this prejudice and breathe some realism into the discussions on the pros and cons of the key informants approach, Richter (1986) cites the recent favorable experience which the New Zealand Department of Labour has had with the key informants approach to provide information on possible trends in demand for key skills. The rationale for adopting this approach for the study stemmed from the recognition that past efforts to generate information on the future demand for skills and occupations have proved to be less than satisfactory. The study sought to tap informed industry opinion about trends in the demand for key skills. Only those occupations in a particular industry were included in the study. Selecting key informants and gathering and collecting their opinions was a three-stage process. The first stage consisted of the selection and interviewing of non-employers in the industry, including representatives of employers' and workers' organizations, industrial training boards and technical institutes and colleges. In addition to being asked for their views on future trends, these people were also asked to name employers of the industry likely to be knowledgeable about manpower and occupational problems. The lists of names obtained were supplemented by suggestions from the Department of Labour district staff. The second stage was

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contacting and interviewing the employer informants so identified. The third stage comprised the preparation of reports based on these interviews. The interviews were carried out by district officers of the Department of Labour using semi-structured interview schedules. The Department of Labour claimed that this program of studies differed from other methods of collecting labour market information in three ways. First, the bottom-up key informants approach was based on the opinions of knowledgeable people working in a particular industry and did not rely only on information from officials associated with that industry or on the forecasting/projection ability of government staff. Second, the program focused on information provided by a selected group rather than by a wide sweep of people. Third, key informants interviewed had been identified as knowledgeable about the industry in question. In this sense, they were hand-picked, not selected by sample survey techniques.

In the present study, the key informants approach was considered suitable for the same reasons as those outlined in the description of the New Zealand study above.

3.2 DATA SOURCES AND DATA COLLECTION

The study is a case study in which two kinds of approaches to data collection were used:

1. Review and analysis of documents and related literature.
2. Semi-structured interviews with key informants, namely employers in the tourist business, providers of tourism education and training, and policy-makers and planners.

3.2.1 DOCUMENTARY DATA

Documents for the study were selected on similar principles to those used in the selection of "key informants", namely that they should originate from an authoritative source and that they should be relevant to the purpose of the study. The final selection was based on the researcher's knowledge and experience, including experience for four months as a member of a human resource planning team in Thailand in 1990 (Hongladarom & Prasirtsuk, 1990).

Documents were collected from a variety of sources:

1. Literature on manpower and educational planning was collected from journals, textbooks, monographs, reports, theses and dissertations. Documents about manpower and educational planning in Thailand were collected from the office of National Economic and Social Development Board (NESDB), the Office of National Education Commission (NEC), reports of the World Bank, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the International Labour Organization (ILO) and independent studies and reports.

2. Documents about the Thai economic outlook and growth of the tourism industry (e.g., Gross Domestic Product, the number of foreign and domestic tourists, revenue from tourism, investment in tourism, etc.) were collected from the NESDB, the Tourism Authority of Thailand (TAT), and the Thailand Development Research Institute (TDRI).

3. Documents about manpower requirements (e.g., labour force surveys, labour market information, manpower projections, occupational and educational requirements) were collected from the Tourism Authority of Thailand's annual reports, commissioned research and surveys, and other projections and from the labour force surveys and labour

market information available from the Human Resource Institute, the Department of Labour, and the National Statistics Office.

4. Documents about manpower supply (e.g., demographic data, types of education and training programs being offered, program evaluation, the number of students and graduates, and follow-up studies of graduates, etc.) were collected from five sources. The National Statistics Office supplied data from the population census files. The Human Resource Planning Division of the NESDB supplied demographic data. The Technical and Training Division of the Tourism Authority of Thailand supplied lists of providers of hotel and tourism education and training, the number of graduates and trainees, and the tourism training curriculum. The Ministry of Education provided documents detailing the hotel and tourism education and training curriculum and the number of students and graduates of each program. The Ministry of University Affairs made available its documents on the hotel and tourism education and training curriculum and the number of students and graduates, as well as documents on long-term educational planning for Thai post-secondary education.

3.2.2 INTERVIEW DATA

The choice of respondents for interview data had to reflect the focus of the study. The research was concerned to explore the way central manpower planning works and the policy level considerations which need to be understood in examining the overall tourism industry in Thailand. This was not a study of the operating details of the industry, nor a study of the reasons individuals have for choosing or not choosing to work in it. Accordingly, respondents from the ranks of workers, junior management or customers and clients were excluded as respondents.

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The choice of key informants to be included in the interview process was made according to two criteria: (a) informants had to be knowledgeable about policy and practice in the field being studied, and (b) they had to be of a sufficiently senior status to ensure that the most comprehensive picture could be obtained.

An initial list of key informants was obtained from the Tourism Authority of Thailand. Selected informants were then asked to name others, from both public and private sectors, whom they thought were knowledgeable about education, training, and manpower requirements for Thailand's tourism industry.

In order to interview key informants, the researcher developed three sets of questions, one for employers in the tourist business, one for providers of tourism education and training, and one for policy-makers and planners. The interview questions were based on the literature review and personal experience that suggested their usefulness for the purpose of the study. The initial questions drafted in Canada were then reviewed by Thai experts on site in Thailand who made helpful suggestions and recommendations for minor changes and revisions (See the interview schedules, Appendix 3.1).

To test the effectiveness of the instrument, six pilot interviews were conducted in Bangkok. The respondents chosen for the pilot interview all had expertise and knowledge of manpower and educational problems faced by Thailand but were not part of the respondent group for the main study. Some minor changes to the original questions were made. They involved clarification of specific questions, and deletion of some questions. Questions that were ambiguous or which seemed to have low discriminatory power were eliminated.

Prior to the interview, participants were contacted by letter (Appendix 3.2) and asked for their consent for the interview. The introductory letter was accompanied by the

suggested interview questions and a consent form for participating in the study (Appendix 3.3). After receiving permission from the key informants, appointments for interviews were made, mostly by telephone.

Interviews were conducted by the researcher in four major tourist centers in Thailand namely, Bangkok, Chiang Mai, Songkhla, and Nakorn Rachasima. The research started by interviewing thirty-five prominent people who, in turn, suggested others. This process was continued until information became repetitive and no new information seemed to be emerging. A total of eighty-five people were interviewed. There were 12 policy-makers and planners, 41 employers, and 32 providers of tourism education and training. The personal and professional profiles of these people are described in the next section. Forty interviews were conducted in Bangkok, nineteen in Chiang Mai, eighteen in Songkhla, and eight in Nakorn Rachasima. Interviews averaged one hour and ranged from thirty minutes to three hours. All interviews were tape recorded and transcribed.

Interview data were analyzed by addressing specific questions related to the purpose of the study (see Chapter 1) using content analysis, cross tabulation and simple statistics such as frequencies and percentages. A code key was developed for the analysis of the interview data (Appendix 3.4). This Appendix also shows the number of responses in each code category. The analysis sought to identify themes across the data and points of difference and similarity among three groups of respondents.

3.3 PERSONAL AND PROFESSIONAL PROFILES OF THE INTERVIEW PARTICIPANTS

This section presents a summary of the personal and professional profiles of the interview participants.

Chapter 3 Research Design and Methodology

A total of eighty-five people were interviewed. A breakdown of number and percentage of the interview participants in each category according to gender, highest educational achievement, job category, type of organizations which they are employed, and regional distribution is shown in Tables 3.1, 3.2, and 3.3.

Table 3.1 shows the data for the category of employers in the tourist business. Males represented thirty-four (82.9%) of the interview participants in this category, while females represented only seven (17.1%). Twenty-six participants (63.4%) had earned a bachelor's or lower degree and fifteen (36.6%) reported earning a master's degree. Thirteen participants (31.7%) were managing directors of hotel and travel businesses, ten (24.4%) were presidents of the hotel, tourist business, and guide associations, five (12.2%) were general managers, and the remainder were chairman, vice-chairman, regional manager, administration manager, house keeping manager, assistant managers (personnel, administration, and front office), comptroller, and tour supervisor.

Of the forty-one participants, twenty-four (58.5%) work for hotels and seventeen (41.5%) work for travel agents. Sixteen (39 %) participants were in Bangkok, nine (21.9%) were in Chiang Mai, eleven (26.8%) were in Songkhla, and five (12.2%) were in Nakorn Rachasima.

The next category of respondents, providers of tourism education and training, are described in Table 3.2. Males and females were equally represented; twenty-six had earned a master's degree or lower and six reported earning doctoral degrees. The following job titles were reported by the 32 interview participants: rector (3), dean (7), director (7), managing director (1), assistant director (2), program head and director (9), education supervisor (1), and instructor (2). Nine were from government and private universities, eight from teachers colleges, six from the Tourism Authority of Thailand, three from government institutes of technology, three from vocational colleges, two from

government and private training institutes, and one from the Department of Teacher Education. Eleven participants were in Bangkok, ten in Chiang Mai, eight in Songkhla, and three in Nakorn Rachasima.

Table 3.3 shows the characteristics of the policy-makers and planners. Eleven (91.7%) participants were male, while only one (8.3%) participant was female. The majority of the participants in this category (8 of 12) had earned a doctoral degree, while four (33.3%) participants reported earning a master's degree.

Six policy-makers and six planners participated in this study and the following job titles were reported by the interview participants: permanent secretary (1), deputy permanent secretary (1), deputy governor (1), director general (3), secretary general (1), director (4), and planning officer (1). Five (41.7%) participants were from the Ministry of Education, three (25%) from the Office of National Education Commission, two (16.7%) from the Ministry of University Affairs, and the remaining two participants were from the Tourism Authority of Thailand and the Office of National Economic and Social Development Board.

Table 3.1
Profiles of Interviewees in the Category of Employers in the Tourist Business

Personal and Professional Background		Number	Percent of
		N=41	Group
Gender			
	Male	34	82.9
	Female	7	17.1
Educational Degree			
	Master's	15	36.6
	Bachelor's & lower	26	63.4
Job Category			
	Managing Director	13	31.7
	Chairman /Vice Chairman	2	4.9
	Regional Manager	1	2.4
	General Manager	5	12.2
	Administration Manager	2	4.9
	House Keeping Manager	1	2.4
	Marketing Director	1	2.4
	Assistant Manager /Personnel, Admin. and Front Office	4	9.8
	Comptroller	1	2.4
	Tour Supervisor	1	2.4
	President / Hotel, Tourist Business, Tourist Business, and guide Associations	10*	24.4
Type of Firms			
	Hotels	24	58.5
	Travel Agents	17	41.5
Regional Distribution			
	Central (Bangkok)	16	39.0
	North (Chiang Mai)	9	21.9
	South (Songkhla)	11	26.8
	Northeast (Nakorn Rachasima)	5	12.2

* Eight presidents of the hotel, tourist business, and guide associations also hold the position of managing director of the hotel and travel business.

Table 3.2
Profiles of Interviewees in the Category of Providers of
Tourism Education and Training

Personal and Professional Background		Number N=32	Percent of Group
Gender			
	Male	16	50.0
	Female	16	50.0
Educational Degree			
	Doctorate	6	18.8
	Masters & lower	26	81.2
Job Category			
	Rector	3	9.3
	Dean	7	21.9
	Director	7	21.9
	Managing Director	1	3.1
	Assistant Director	2	6.3
	Program Head /Director	9	28.1
	Educational Supervisor	1	3.1
	Instructor	2	6.3
Organization			
	University	9	28.1
	Institute of Technology	3	9.4
	Teachers College	8	25.0
	Vocational College	3	9.4
	Training Institute	2	6.3
	Tourism Authority of Thailand	6	18.8
	Dept. of Teacher Education	1	3.1
Regional Distribution			
	Central (Bangkok)	11	34.4
	North (Chiang Mai)	10	31.3
	South (Songkhla)	8	25.0
	Northeast (Nakorn Rachasima)	3	10.3

Table 3.3
Profiles of Interviewees in the Category of
Policy-Makers and Planners

Personal and Professional Background		Number N=12	Percent of Group
Gender			
	Male	11	91.7
	Female	1	8.3
Educational Degree			
	Doctorate	8	66.7
	Master's	4	33.3
Job Category			
	Policy makers	6	50.0
	Planners	6	50.0
Job Title			
	Permanent Secretary	1	8.3
	Deputy Permanent Secretary	1	8.3
	Deputy Governor	1	8.3
	Director General	3	25.0
	Secretary General	1	8.3
	Director	4	33.3
	Planning Officer	1	8.3
Organization			
	Ministry of University Affairs	2	16.7
	Ministry of Education	5	41.7
	Office of National Education Commission	3	25.0
	Office of National Economic and Social Development Board	1	8.3
	Tourism Authority of Thailand	1	8.3

CHAPTER 4

MANPOWER AND EDUCATIONAL PLANNING IN THAILAND

This chapter describes the history and context of manpower and educational planning in Thailand. It consists of five sections. The first section deals with the history and practice of manpower planning in the context of economic and social development planning. The second section describes the educational system, planning and policies and linkages with manpower planning. The third section presents issues concerning manpower and educational planning in Thailand. The fourth section outlines important educational issues facing the Thai educational system. A summary is also provided in the last section.

4.1 MANPOWER PLANNING AND ECONOMIC AND SOCIAL DEVELOPMENT PLANNING

There have been six National Economic and Social Development Plans in Thailand, all of them compiled by the Office of National Economic and Social Development Board (NESDB), covering the period 1961-1991. These plans have been institutionalized to become a tool for the development process of the country. They not only reflect government's commitment to development, but have directed development activities through government's agencies and allocation of public resources (Jesdapipat, 1990).

The First Plan, 1961-1966, was not so much an integrated development plan as it was a plan for growth and expansion in economic terms (World Bank, 1989b). The Second Plan, 1967-1971, was the first comprehensive plan covering both economic and social aspects of development (Chaisakul, 1990; Jesdapipat, 1990). It, however, continued the earlier stress on promoting fast economic growth. During the first two

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plans heavy emphasis was placed on the provision of infrastructure such as road networks, irrigation systems and education to accelerate growth and development.

Manpower planning was introduced and incorporated as part of the national economic and social development plan for the first time in the Second Plan (Panpiemras & Pitayanon, 1985; Pitayanon, 1987). Manpower forecasting techniques were used to project manpower demand and supply at the macro level. The result showed a shortfall of university graduates in science and technology, vocational and technical school graduates, and teachers. Therefore, recommendations were made for expansion of the educational system to produce more graduates in these areas.

The Third Plan, 1972-1976, signified changes in both the pace and direction of achieving economic growth (World Bank, 1989b). During this period Thailand had experienced various internal economic problems, particularly the unbalanced economic growth between rural and urban areas. The first oil shock in 1973 also had adverse effects on the growth of industrial development. A balanced-growth strategy was, therefore, adopted in order to deal with social imbalances including the provision of public health, and medical care centers and equipment (Chaisakul, 1990). Family planning and employment schemes were initiated for the first time in the Third Plan. By the end of the Fourth Plan population growth was under control and unemployment was only 1.1 percent (Jesdapipat, 1990).

With regard to manpower planning, the manpower requirements approach used in the Second Plan was also employed in this Plan. But manpower planning involved both macro and micro levels. That is, results of labour force surveys at national and sectoral levels as well as interviews with some large private companies were used for manpower requirements projections. The manpower plan also contained an analysis of major manpower problems facing the Thai economy including the rapid growth of population, high drop out rate among school children, urban unemployment, rural underemployment,

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rural-urban migration, shortages of qualified professionals, technical, scientific and technological manpower, mismatch of skill production and skill requirements, and low productivity (Pitayanon, 1987).

The Fourth Plan, 1977-1981, continued to reflect the strategy proposed under the Third Plan. Social development strategies were more evident during this plan. The government placed emphasis on solving the income disparity between urban and rural areas. People from various groups were invited to participate in the planning process. However, this plan was regarded by many planners as the least successful one because it was ignored by many government agencies (Chaisakul, 1990). The agricultural sector grew more slowly than the targeted level. The income distribution problem and the rising inflation, compounded by the second oil shock at the end of the plan, were carried into the Fifth Plan. Due to criticism of the manpower forecasting approach used in the previous plan and fast growing unemployment among the educated, the NESDB discarded manpower forecasting in this Plan. Instead, tracer studies of recent graduates employed in middle and high level positions were used to guide educational enrollments (Pitayanon, 1987).

The Fifth Plan, 1982-1986, placed emphasis on balancing socioeconomic development, ameliorating poverty in disadvantaged rural areas, and mobilizing the cooperation of the private sector (World Bank, 1989b). During the Fifth Plan, the rate of economic growth decreased, while the unemployment rate went up from 1.1 percent in the period encompassed by the previous plan to about 2.1 percent. Of these, 1.4 percent were among those who had primary education or lower. It was also the first time that unemployment was acute among secondary and vocational school graduates. The unemployment rate of these groups was recorded at 6.6 percent (Jesdapipat, 1990). Manpower requirement projections were reintroduced in response to the needs of policy-makers and educational planners for indication of future manpower requirements

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(Pitayanon, 1987). But the projections were made for six manpower categories only. They were: health, educational, agricultural, engineering, scientific and vocational manpower.

The Sixth Plan, 1986-1991, emphasized an increase in the country's efficiency in development in order to raise the level of Thailand's competitiveness and development. Three development guidelines were proposed in this plan: (1) increase efficiency in the development of human resources, natural resources, science and technology, (2) diversify production into market-oriented crops, and (3) improve income distribution between the high and low income groups (Jesdapipat, 1990).

In this Plan, the NESDB did not engage in manpower forecasting, but commissioned outside consultants and research institutes to undertake manpower forecasting in some key industries and specific manpower categories such as science and technology (Pitayanon, 1987). The NESDB also adopted a new strategy for manpower planning to rectify shortcomings experienced in the previous plans. Emphasis was given to analysis of manpower and employment problems faced by the Thai economy rather than on the forecast of manpower requirements. Moreover, a manpower and employment model was incorporated in the macroeconomic framework to lay out the macro and sectoral policies which affected the demand for and supply of labour (Pitayanon, 1987).

During the first half of the Sixth Plan, the growth rate of the economy was much higher than the prediction made earlier. This resulted in shortages of skilled manpower in several fields, particularly science and technology. This situation is similar to the shortage of middle-and high-level manpower which Thailand experienced during the first three Plans. Therefore, the second half of the Plan, especially policies and plans related to the production of graduates, was readjusted in order for it to correspond with the high economic growth rate and demands for skilled manpower (NEC, 1991).

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Four phases can be discerned from this review of 30 years of manpower planning and economic and social development planning in Thailand. The first phase, 1961-1971, focussed on economic growth. Distributional and equity issues received only cursory explicit treatment in these plans (World Bank, 1989b). The second phase, covering the decade of the 1970s, was concerned with the distributional impact of growth, with regional development, with the lessening of rural-urban income differentials, and with equal access to job opportunities and social services.

The period of the Fifth Plan, 1981-1986 was a time of sober reassessment, with lower growth rates and a more difficult external economic environment (World Bank, 1989b). The period of the Sixth Plan, 1986-1991, sought to increase the country's efficiency in development so that the Thai economy expand at a higher rate than during the Fifth Plan period. The Plan also emphasized the qualitative development of human resources through both formal and non-formal education.

A comprehensive review of Thailand's manpower planning efforts was reported in Panpiemras & Pitayanon (1985) and Pitayanon (1987). Manpower planning in Thailand is aimed at identifying manpower requirements at the macro economic level and providing a framework for educational planning.

With the exception of the Fourth Plan, manpower forecasting techniques have been a major tool employed to formulate manpower plans for Thailand. The techniques are useful in identifying a demand-supply gap and have also proved applicable to short- and medium-term analysis within the framework of the Five Year National Development Plans. However, the techniques have been subject to criticism on the following grounds. First, insufficient, unreliable and out-of-date data used in making the projections resulted in large errors. Second, there was difficulty in making detailed projections of various skills required over long periods of time due to economic fluctuations and changes in technology. Third, labour substitution possibilities on the demand side in response to

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relative costs have often been neglected. Finally, the techniques have provided few guidelines for educational investment planning for different kinds of skills for which demands were diffused over a wide range of activities, particularly those involving the self-employed.

Apart from the manpower forecasting technique, other alternative approaches such as the rate of return approach (e.g., Blaug's study, 1972), an integrated model of the manpower requirement approach and the rate of return approach (e.g., Puntasen's study, 1973), and non-linear programming (e.g., Wattananukit's study, 1981), have also been employed, but these approaches have proved less popular than manpower forecasting techniques because of a lack of earnings data, the unrealistic assumption of equilibrium in the labour market and neglect of other benefits of education (Pitayanon, 1987).

4.2 EDUCATIONAL PLANNING AND POLICIES

In order to understand Thailand's educational planning, it is necessary first to understand how the country's educational system operates. Accordingly, this section has two sub-sections. The first sub-section describes the Thai educational system and the second deals with planning and policies for education.

4.2.1 THE EDUCATIONAL SYSTEM IN THAILAND

Education at all levels in Thailand has been largely controlled by the government, with a few exceptions of private schools, colleges, and universities which are still subject to approval by the government agencies. The Ministry of Education is responsible for primary and secondary education, vocational and technical education, teacher education, special education and non-formal education. The Ministry of University Affairs is responsible for both government and private higher education. The National Education

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Commission which is part of the Office of the Prime Minister is in charge of educational planning and policy formulation.

According to the National Education Scheme of 1977, the Thai educational system consists of four major sequential levels of lifelong formal education: pre-primary, primary, secondary, and higher education. The provision of non-formal education is also an integral part of the National Education Scheme. Pre-primary education aimed at facilitating physical, intellectual, emotional and social development of a child prior to formal education is optional and has not yet been universally provided. Primary education begins at age six, lasts for six years and is compulsory. It aims at laying the foundation for the overall growth of the children as good citizens, workers, and group members.

Secondary education is divided into lower and upper levels covering a period of three years each. The lower level allows the learner to explore his or her individual interests and aptitudes through a wide choice of both academic and vocational subjects. The upper level offers specialized studies leading to future employment and further studies. At this level, a three-year vocational education is also offered.

Higher education aims at students' personal, moral, and intellectual development. It also aims at producing highly skilled manpower for the development of the nation. Higher education may be organized in the forms of colleges, universities or institutes for specialized studies. For the bachelor's degree level, four to six years of study beyond the secondary education are required. A master's degree program requires two years and more advanced studies at the doctoral level require at least another three years.

In addition to formal education, non-formal education is also provided by the Ministry of Education for the out-of-school population as part of a lifelong learning process. Three categories of educational services are provided as follows:

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1. Basic education. Under this category, two programs namely, literacy and post-literacy are offered. The former seeks to offer basic education to the illiterate in the 14-50 age group, while the latter focuses on problems and issues which adult learners are likely to encounter in their daily lives.

2. Information dissemination. Information is provided for the out-of-school population through a variety of means such as village reading centers, public libraries, educational radio and television programs, and the science museum and planetarium. This program aims at keeping the out-of-school population abreast of the rapidly changing world and preventing them from lapsing into illiteracy.

3. Skill development. This programs aims at developing necessary life experience and vocational skills for the out-of-school population.

The overall structure of the Thai educational system is shown in Appendix 4.1.

The literacy rate in Thailand had reached 91.20 percent in 1985 (NEC, 1990a). Attainment of near universal primary education in Thailand has been an important and impressive achievement, however, the key issue at this level is its quality (Myers & Sussangkarn, 1991). The gross secondary enrollment ratio of secondary school age in 1990 was 30 percent and it was projected to increase to 48.4 percent by 1996 (Myers & Sussangkarn, 1991). Key issues at this level are low enrollment ratio, quality, and declining private provision (Myers & Sussangkarn, 1991). Growth of enrollment in higher education was very rapid in response to social demand in the late 1970s and early 1980s. However, since 1983 total enrollment have stayed nearly constant. The total enrollment in public and private universities was about 659, 000, excluding open admission universities (Myers & Sussangkarn, 1991).

4.2.2 PLANNING AND POLICIES FOR EDUCATION

Education has played an important role in the Thai government's strategy for economic development over the last three decades (World Bank, 1989b). Public expenditure on education rose from around 15 percent of the national budget in the mid 1960s to 20 percent in 1988 (World Bank, 1989b; National Education Commission (NEC), 1990a). Budget allocation for education during 1980-1988 almost always ranked first or second in the national budget, accounting for about 18 percent to 20 percent each year (NEC, 1990a). For the 1992 national budget, the educational budget again ranked first and accounted for 18.8 percent of the overall budget (Matichon, June 12, 1991).

This expansion of educational expenditure is reflected in the performance data for the educational sector. Thailand has now achieved universal primary education (NEC, 1990a). The transition rate from primary to lower secondary schools has increased from 41 percent in 1986 to 43 percent in 1989 (NEC, 1991).

Educational planning in Thailand has developed as an integral part of the national economic and social development planning. Although the educational plan is developed separately by the NEC, the manpower plan developed by the NESDB has been employed as the link between socioeconomic planning and educational planning since the Second Plan. Manpower projections were not carried out for the Fourth Plan because it was felt that the methodology was defective. However, manpower forecasting was soon reintroduced in the Fifth Plan on the insistence of policy-makers who felt that quantitative estimates were essential for manpower planning (Amjad, 1985) and in response to the needs of educational planners for indication of future manpower requirements (Pitayanon, 1987). In the Sixth Plan, manpower forecasts were carried out for certain key industries and for specific types of manpower only. This is due to the concern about the educated

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unemployed and the realization that a broad and comprehensive manpower projection was of limited use in some sectors (Pitayanon, 1987).

National Education Schemes have served as long-term policies for the educational development of the country. The first scheme was put into effect in 1932 and later revised in 1936, 1951, 1960, and 1977 to keep pace with national development (NEC, 1990a).

Based on long-term policies stated in the National Education Scheme, six five-year National Education Development Plans (NEDPlans) were formulated to serve as guidelines for actions in the educational sector. The NEDPlan is also integrated as part of the National Economic and Social Development Plan (NESDPlan).

The first two NEDPlans (1961-1971) were aimed at developing the basic educational infrastructure to form a firm foundation for future economic growth of the country. They focussed on the expansion of the provision of basic education. During this period, educational policy in Thailand was heavily geared towards manpower as it became evident that manpower shortages were limiting the rate of economic growth. This led to a concentration on the development of medium-and high-level manpower, in the areas of vocational technicians, medicine, engineering, agriculture, and science (World Bank, 1989b).

The Third and Fourth NEDPlans (1972-1981) emphasized provision of basic education on a wider scale covering both school age and out-of-school populations (NEC, 1990a). In this period, educational facilities were expanded into remote areas and higher education institutions were modified to train skilled manpower needed in the new industries (NEC, 1988).

During the Third Plan, explicit policies aimed at improving rural access to schooling started to appear, e.g., the upgrading of provincial upper secondary vocational schools. There were also policies for non-formal education, agricultural training, and

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curriculum improvement through the Rural Secondary School Improvement Project. These policies were aimed at providing better rural access to schooling rather than at quantitative manpower aspects (World Bank, 1989b). During the Fourth Plan, emphasis was no longer focussed primarily upon the attainment of manpower targets because there was evidence of an oversupply of graduates from vocational secondary schools, technical schools, and universities. Rather emphasis was placed on the improvement of equality of educational opportunity, school curricula and learning processes.

In the Fifth and Sixth NEDPlans (1982-1991), the quality issue remained the major concern. The Fifth Plan emphasized the equality aspects of educational opportunity for the rural population rather than enrollment growth. The qualitative aspects of education and unemployment problems also gained importance. The Sixth NEDPlan (1986-1991) emphasized six main issues: education for the improvement of the quality of life, economy and the society, life-long education, educational equality and educational quality, effectiveness in educational management, and mobilization and allocation of resources (NEC, 1988).

Overall, the national educational plans and policies have addressed educational issues and problems at the national level. There have been no specific plans to deal with demands for educated manpower of individual sectors or industries including tourism.

4.3 ISSUES CONCERNING MANPOWER AND EDUCATIONAL PLANNING

Although manpower planning has been adopted and practiced in Thailand since the 1960s, its effectiveness in ensuring consistency between economic development and manpower development has been limited. Unemployment has occurred among people of all educational levels (Prasith-rathsint, 1987), particularly among vocational graduates in agriculture, draughtsmanship, mechanics, and university graduates in pure science, social

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sciences, and education. At the same time, Thailand is facing manpower shortages, particularly in the scientific, technological, and tourism professions. The shortage of trained personnel in specific fields is the most serious problem affecting development in key sectors of the Thai economy.

Major issues often raised with regard to manpower and educational planning in Thailand are summarized by Pitayanon (1987) as follows:

1. There is inadequate linkage among manpower planning, economic planning and educational planning, and manpower planning has had very little influence on other sectoral plans for employment creation and skill training programs and presumably vice versa.
2. There is little linkage with the private sector. Past manpower planning efforts have been concentrated largely on the public sector.
3. Manpower planning processes involve too many agencies without effective coordination.
4. Manpower planning in Thailand has been preoccupied with manpower forecasting, while little attention has been paid to the analysis of the labour market to determine the causes of imbalances.
5. Educational enrollment targets have rarely followed manpower plans.
6. Too much attention has been paid to the role of formal education and insufficient attention to non-formal education.
7. Manpower planning is viewed as a one shot exercise which ends when the manpower plan is approved.
8. There is a lack of up-to-date labour market information for effective manpower planning and implementation.
9. Education and training institutes often put emphasis on the number of graduates rather than their quality.

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According to Panpiemras and Pitayanon (1985), the time factor also presents a major drawback for educational planners' following the manpower plan. Due to the lack of a sufficient and reliable data base for manpower planning, educational plans and manpower plans are generally formulated separately side by side. In order to complete the plan in time, educational planners are unable to wait for the manpower plan to be formulated first. They therefore often turn to other sources (e.g., experts' views, tracer studies of recent graduates, availability of budget, readiness and capacity of institutions, and social demand) to provide a framework for their plan formulation.

In addition, the role of the private sector in manpower and educational planning processes has been rather limited. As a result, a mismatch between requirements and the production of graduates often arises both in terms of quantity and quality (Panpiemras & Pitayanon, 1985).

4.4 IMPORTANT EDUCATIONAL ISSUES

During the past three decades, Thailand has achieved considerable success in expanding the number of primary, secondary, and higher education participants and graduates. However, their quality remains unsatisfactory. There are several problems and issues faced by the educational system to date, such as inequality of educational opportunities, the relevance of curriculum, and the existence of educated but unemployed people.

Education in Thailand has often been described as a center-periphery system (Sudaprasert et al., 1980; Leonor, 1982) where most educational activities are concentrated in Bangkok and a few major cities while the majority of the population residing in the rural areas rarely gets access to higher education. In spite of measures taken to limit disparities, the Thai educational system remains characterized by inequality

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of access (Bovornsiri & Fry, 1980). According to Komin (1989), less than 10 percent of primary school students in rural areas continue to secondary schools, while 70-90 percent of students in Bangkok continue their studies beyond the primary level. The Northeast region, where the majority of the population resides, has the lowest proportion of students who can get into the university.

Tuition fees in public schools are generally subsidized by the government, but the funding is not equitably distributed across the different levels. Primary education is provided free by the government. University students pay 9 percent of the total costs, while secondary school students pay 23 percent (Komin, 1989). This issue of budget equity has been raised since most university students come from rather well-off families but pay relatively less than students at all other levels in proportion to the total costs of their education.

The unemployment issue, particularly among the well educated, continues to be major concern. According to Pitayanon (1985), unemployment of the educated was never considered a problem in Thailand's development process until the mid 1970s. In fact, expansion of production of middle and high level manpower was a strong policy recommendation during the first three Plans (1961-1976) resulting from anticipated shortages in the supply of educated manpower to serve rapid economic growth. However, the situation since then has changed. A worldwide economic recession during the mid 1970s caused a sharp change in the structure of demand for educated manpower in Thailand. The public sector's demand for educated manpower has been substantially reduced due to government efforts to improve productivity in the public sector's performance rather than expand the quantity. While the private sector expected to become the major employer of educated manpower, it has different requirements which change rapidly in response to shifts in technological and market conditions. Attitudes

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towards the role of higher education as a means of gaining access to upward social and economic mobility also led to the expansion in student enrollments (Pitayanon, 1985).

Among the educated unemployed, it appears that employment opportunities for technical and vocational graduates were limited due to the discrepancy between technical and vocational training and the requirements of the labour market (NEC, 1988). The problem of educated manpower being employed in jobs which do not require their training qualifications is increasingly prevalent.

Addressing the issues, the Office of the National Education Commission has begun revising the current National Educational Scheme. This will include, for example, expansion of compulsory education from six to nine years, and revision of curriculum and teaching-learning processes to ensure that the curriculum contains a balance between general and vocational subjects and, at the same time, a balance of universal and indigenous knowledge. The revised curriculum was expected to be made effective by 1991 (NEC, 1990b), but at the time of writing has not been fully implemented.

According to the World Bank (1989b), the Thai educational system has continued to evolve in a flexible way, with a willingness to adapt in the light of experience. New curricula for self-employment emphasizing both production and management skills are underway. A broader view is being taken of the role of manpower planning with studies of manpower needs now being used to provide general indications for planning rather than adherence to precise manpower forecasts. Efforts are also being made to develop a balanced approach to economic and social demands for education, so that employment considerations, though undeniably crucial in guiding decision-making, are not seen as the only aspect of education to be taken into account in the planning process.

4.5 SUMMARY

This chapter has provided the history and context of manpower and educational planning in Thailand to address whether the disparity between manpower demand and supply in the tourism industry is a result of limitations of national manpower and educational planning undertaken in Thailand or a function of false expectations of the planning approaches.

Manpower planning was introduced into Thailand's development planning in the late 1960s when a manpower plan was formulated and incorporated into the Second National Economic and Social Development Plan (1967-1971). Subsequently, manpower planning has been an integral part of the Thai national development plans. Manpower forecasting technique has been employed as the major tool for the formulation of manpower plans in Thailand for the past 30 years. Although other alternative approaches to manpower planning such as the rate of return approach, non linear programming and others have been introduced, these approaches have been less popular than manpower requirement approach.

Educational planning in Thailand has been developed as part of the national economic and social development planning. Its main objectives have been the expansion of educational opportunities, meeting manpower requirements of the country, and the qualitative improvement of educational processes and outcomes. The review of Thailand's past experience in manpower and educational planning, however, indicates that limitations of manpower planning approach and weak linkages between manpower and educational planning may result in a mismatch between manpower requirements for and manpower supply of educational and training institutions both in quantity and quality. In the next two chapters, findings from documentary and interview data regarding manpower demand and supply in the tourism industry will be presented.

CHAPTER 5

MANPOWER REQUIREMENTS AND SUPPLY IN THE THAI TOURISM INDUSTRY: THE EVIDENCE FROM THE DOCUMENTS

The purpose of this chapter is to present findings from documentary data regarding manpower requirements and manpower supply in the Thai tourism industry. This chapter is divided into three sections. The first section deals with relevant documents concerning manpower requirements for the tourism industry. The second section describes manpower supply in the tourism industry. A summary of the findings is included in the last section.

5.1 MANPOWER REQUIREMENTS FOR THE TOURISM INDUSTRY

The tourism industry in Thailand has expanded rapidly as a result of the increase in the number of foreign and domestic tourists. Thailand gained much from the highly successful tourist promotion campaign, "Visit Thailand Year" in 1987. The number of international tourist arrivals in Thailand increased from 2.8 million in 1986 to 3.4 million in 1987 and 4.8 million in 1989, an average yearly increase of about 20 percent. According to Gregan (1991), the rate of increase will slow down, but nevertheless the total number of tourists is expected to grow by some two and a half times in the next decade. The Economist Intelligence Unit (EIU) also forecasts that international arrivals in Thailand will increase on average at about 8 percent per annum to the year 2000 (Lockwood & Gurrier, 1990).

Elliott (1987) cited in Punmunin (1991) pointed out that "the success of the tourism industry in Thailand is due to the natural environment of sea, sand, and sun, exotic culture, and the most popular attraction of all: the charm, friendliness, and hospitality of the Thai people," p. 13.

Chapter 5 Evidence from the Documents

According to the Tourism Authority of Thailand, Thailand will not face any negative growth throughout the next decade because of its strong diversity of attractions (Punmunin, 1991). Besides, Thai tourism relies mainly on short-haul markets like ASEAN and the Far East region such as Japan, Korea and Taiwan where economic growth is still stable and the travel is safe (Thai Hotels Association, 1991).

Notwithstanding these assertions, in 1991, Thai tourism was hit simultaneously by the effects of the Gulf War, and economic problems in North America and Europe as well as Australia and New Zealand. It was also badly affected by the terrorist alert warnings put out by the American, French, British and Australian Embassies and the military coup of 1991. These events were in addition to the lashing to which the country is normally subject for various socioeconomic issues, e.g., environmental problems, AIDS, child prostitution, labour exploitation, traffic congestion, drug-peddling, lax enforcement of copyright protection and wildlife conservation laws (Bangkok Post, June 30, 1991).

Despite all the problems mentioned above, the number of arrivals through the Southern checkpoint from Malaysia continued to grow, rising 9.4 % from 198,513 to 238,000 in January-March, 1991, but tourists in other areas were fewer than in the previous year (Appendix 5.1). The rapid ending of the Gulf War, however, boded well for tourism (Bangkok Post, June 30, 1991).

The boom in international tourism has been followed by a boom in hotel expansion and other tourist related activities resulting in increased demand for manpower. Tables 5.1 and 5.2 show the number of existing and new hotel rooms in major tourist centers in Thailand.

Table 5.1

Hotel Rooms in Thailand, 1985-1990

Region	Number of Rooms					
	1985	1986	1987	1988	1989	1990
Bangkok	31,481	33,089	35,690	36,099	37,565	41,085
Central	9,670	10,578	11,226	12,290	12,713	14,012
East	18,050	18,397	19,059	22,961	26,761	32,929
North	16,228	19,083	18,596	19,428	21,275	24,566
South	21,451	23,311	26,880	31,932	36,629	42,103
Northeast	13,123	12,539	12,688	13,010	13,210	13,898
Total	110,003	116,997	124,139	135,720	148,153	168,593

Source: Bangkok Post Economic Review, 1991.

Table 5.2

New Hotel Development in Thailand, 1990-92

Location	Number of Rooms			
	1990	1991	1992	1990-92
Bangkok	2,373	2,970	9,801	15,144
Pattaya	3,174	900	2,250	6,324
Chiang Mai	210	400	3,092	3,702
Chiang Rai	862	532	300	1,694
Phuket	938	496	1,400	2,834
Songkhla	700	620	1,612	2,932
Total	8,257	5,918	18,455	32,630

Source: Tourism Authority of Thailand, 1991.

Chapter 5 Evidence from the Documents

According to the latest statistics compiled by the Board of Investment, the Tourism Authority of Thailand, and the Registration Division of the Police Department, 17 hotels with 10,303 rooms are scheduled to open before 1995. By 1995 hotel rooms in Bangkok will number 49,758 plus 24,363 rooms in tower, inn, and guest house (Minutes of the Tourotel 250's Meeting, January 9, 1991).

The rapid expansion in the tourism industry has resulted in increased demand for manpower. According to the Tourist Industry Labour Force Survey (1987), workers employed in the tourism industry numbered 458,825 persons or 1.7 percent of the labour force in Thailand. The restaurant industry has the highest demand for labour, amounting to 32 percent of all the labour force in the tourism industry. Hotels employ about 30.4 percent. The remainder is in various other fields of the tourism business. It is estimated that 260,000 people will be employed directly in the hotel industry in 1992 and that at least the same number will be employed in directly related tourism industries and business (Gregar, 1991).

Manpower requirements for the tourism industry can be developed from the number of tourists targeted and the projected economic growth and the survey on manpower in the tourism industry (Tourism Authority of Thailand, 1990). With these guidelines, it is predicted that the requirement for personnel required in the accommodation and tour service sectors during the period 1990-1992 will be increasing as shown in Table 5.3.

Table 5.3

**Additional Personnel Required in the Accommodation and
Tour Services Sectors in Thailand, 1990-1992**

Manpower Needed	1990	1991	1992	Total
Accommodation	15,776	17,156	19,326	52,258
Tour Services	599	651	733	1,983
Total	16,355	17,807	20,059	54,241

Source: Tourism Authority of Thailand, 1990.

The breakdown of personnel required by accommodation sector by skill level is shown in Table 5.4.

Table 5.4 shows that the demand is increasing for all skill levels. According to Mr. Seree Wangpaijitr, Deputy Governor of the Tourism Authority of Thailand, personnel in total of 200,000-300,000 will be required by the hotel sector in the next 2-3 years if the staff/room ratio is 1:1 or 1:1.5 because by that time hotel rooms in Thailand will number 200,000 (Tourism Authority of Thailand, 1991).

Table 5.4

**Additional Personnel Required in the Accommodation
Sector in Thailand by Skill Level, 1990-1992**

Personnel Required	1990	1991	1992	Total
Unskilled	10,901	11,854	13,354	36,109
Semi-skilled	2,966	3,226	3,663	9,825
Management	963	1,047	1,179	3,189
Senior Management	946	1,029	1,160	3,135
Total	15,776	17,157	19,326	52,258

Source: Tourism Authority of Thailand cited in Lockwood & Gurrier, 1990.

Table 5.5
Additional Personnel Required in the Tour Services
Sector in Thailand by Skill Level, 1990-1992

Personnel Required	1990	1991	1992	Total
Unskilled	93	100	113	306
Semi-skilled	381	414	466	1,261
Management	75	80	90	245
Senior Management	50	57	64	171
Total	599	651	733	1,983

Source: Technical and Training Division, Tourism Authority of Thailand, 1990a.

However, the education and training system can produce only 3720 graduates a year. Sricharatchanya (1989) cited in Punmunin (1991) claims that the shortage of qualified staff now appears to make it more difficult for Thailand to further expand its tourism success.

Thailand's hotels have engaged in a bitter competition among themselves to obtain experienced personnel for many new hotels or to raise the staffing quality of existing hotels. This competition is likely to become more intense as many new hotels are due to open in the next few years (Sricharatchana, 1989 cited in Punmunin, 1991).

In terms of training infrastructure, Lockwood and Gurrier (1990) argue that however extensive the provision of education and training might be, there is a problem in meeting the industry's needs. This is because employers themselves often have difficulty defining their needs both in quantity and quality.

Because Thailand is known to have plentiful manpower, one might ask why the tourism industry is short of qualified personnel. Punmunin (1991) observes that two

factors contribute to these shortages: dissatisfaction with careers in the tourism industry and the lack of available formal training.

According to the Tourism Authority of Thailand's Tourist Industry Labour Force Survey (1987), six percent of tourist personnel have at least a bachelor's degree, 28 percent have a vocational school education, and 66 percent have less than a vocational school education. Of these three educational levels, managerial staff consist largely of university graduates and the rank-and-file staff consist mainly of those with less than a vocation school education.

5.2 MANPOWER SUPPLY IN THE TOURISM INDUSTRY

Over the last decade, Thailand has moved away from reliance on the agricultural sector to industrial and service industries. This has resulted in a rapidly increasing demand for skilled manpower. The supply side, however, is lagging behind demand, both in quantity and quality (Limskul & Khantigaroon, 1989). Less than half of Thai youth go beyond primary education (Myers & Sussangkarn, 1991). According to Komin (1989), around 75 percent of the labour force have only primary education or less and it is predicted that this trend will continue until the year 2000 (Sussangkarn, 1991).

Since the educational composition of the Thai labour force is dominated by those with low education, it may negatively affect labour trainability and the transition of the labour force from agriculture to industry and services (Myers & Sussangkarn, 1991). Inadequate skilled manpower may also constrain growth in investment and the overall economy (Bangkok Post, 1991).

Limskul (1988) cited in Limskul & Khantigaroon (1989) suggested that the education system of Thailand has so far achieved only the provision of primary education for the population at large; but the provision of secondary education is less than

satisfactory. Limskul and Khantigaroon (1989) contend that the recent economic growth of Thailand has not been entirely due to the contribution of the education system; growth is also attributable to the contribution of those workers who learn on the job. They also argue that economic success will not be sustained unless the supply of educated manpower can keep pace with the growing and rapidly changing demand.

5.2.1 DEMOGRAPHIC TRENDS AND THE LABOUR FORCE

According to the Department of Labour, the total population of Thailand in 1990 was 56.3 million of which 30.6 million (54%) were in the labour force. The majority (60%) of the labour force in Thailand was employed in the agricultural sector. A breakdown of population and labour force of Thailand by sector of production is shown in Appendix 5.2.

The Human resources Planning Division of the Office of National Economic and Social Development Board has projected the population structure of Thailand in the Seventh Economic and Social Development Plan (1992-1996) as follows:

1. Population growth rate will decrease, but the 25-59 age group and over 60 age group will increase. This trend is good for the country as a whole because the labour force will increase. Table 5.6 shows the past and projected Thai population structure by age group.

Table 5.6
Population Structure by Age Group

Age Group	(Unit: Thousand)		
	Number (%)		
	1986	1991	1996
0-5	7,389 (14.1)	7,075 (12.4)	6,795 (11.1)
6-10	6,258 (11.9)	6,131 (10.8)	5,877 (9.6)
11-24	16,525 (31.5)	17,235 (30.3)	17,231 (28.3)
25-59	19,314 (36.8)	22,877 (40.2)	26,760 (43.9)
≥60	3,016 (5.7)	3,605 (6.3)	4,342 (7.1)
Total	52,511 (100)	56,923 (100)	61,005 (100)

Source: Human Resources Planning Division, the NESDB 1991.

2. The total labour force will increase from 31.9 million in 1991 to 35.4 million in 1996, an average increase of 2.1 percent per annum. As for manpower supply by educational level, it is estimated that the growth rate of manpower with secondary education and above will increase at a lower rate due to the decline in the fertility rate. However, it should be noted that this does not necessarily follow. Of course, there will be fewer students who have completed elementary education but Thailand's participation rate in secondary education is still very low. Increasing participation rate could well result in an increase in the number of secondary school graduates.

The growth rates of manpower with lower and upper secondary education, vocational education, and higher education during the years 1988-1991 were 9.3%, 11.2%, 8.8%, and 7.3% respectively, but in the Seventh Plan the projected growth rates for 1992-96 are 6.3%, 7.1%, 6.3% and 7.0%. The past and projected size of the Labour force and its growth rate by educational level is presented in Table 5.7.

Table 5.7
Past and Projected Labour Force and Its Growth Rate
by Educational Level

(Unit: Thousand)

Year	Primary & Lower Education	Lower Secondary Education	Upper Secondary Education	Vocational Education	Teacher Education	Higher Education	Total
1988	24,930	1,741	658	1,226	581	571	29,710
1991	25,851	2,274	905	1,579	599	706	31,913
1996	27,333	3,081	1,277	2,147	619	988	35,446
Growth Rate (%)							
1988-91	1.22	9.31	11.21	8.80	1.02	7.33	2.41
1991-96	1.12	6.26	7.13	6.34	0.68	6.97	2.12

Source: Thailand Development Research Institute, 1991.

Limskul and Khantigaroon (1989) forecasted labour supply for the period 1987-1996 and concluded that:

1. Student enrollments will decline at every educational level except university due to the decline in the fertility rate.
2. Labour pools will decrease at almost every educational level except at the university level.
3. The slowdown in the supply of labour will be reflected in the 8th Plan (starting 1997) and beyond if it is not properly managed.
4. The supply of skilled labour, i.e., those with an educational background above primary education, will, by the end of the Seventh Plan (1996), be insufficient to meet demand. To cope with this problem, training facilities and institutes will need to be strengthened in the medium run. In the long run, transition rates from primary to secondary school need to be increased.

5.2.2 EMPLOYMENT PROJECTIONS DURING 1992-1996

The National Economic and Social Development Board has projected that by 1996, there will be 35.1 million people in the labour force. Employment opportunities for those with secondary education and higher will increase rapidly due to the growth rate of the economy, especially in the industrial, construction, and service sectors. This will result in a shift of manpower from the agricultural sector contributing to a low level of development in the production capacity of this segment of the economy. It was also estimated that employment distribution among the agricultural, industrial, and service sectors respectively will change from 66:11:22 in 1988 to 63:13:24 in 1991 and 56:17:27 in 1996.

5.2.3 SOURCES OF TOURISM MANPOWER

Due to the rapid expansion of the tourism industry, the need for properly trained personnel is rising and the industry is looking to educational institutions to provide the personnel they need. Generally, two types of personnel, generalized and specialized, are supplied for the tourism industry by the education and training system. Generalized manpower are those who graduate from regular programs at the educational and training institutes, while specialized manpower are those who graduate from tourism education and training programs.

Realizing the need for skilled personnel in hotel tourism, in 1980 the Tourism Authority of Thailand (TAT) with the support of the United Nations Development Programs (UNDP), the International Labour Organization (ILO) and the Thai government established its own Hotel and Tourism Training Institute (HITI). HITI offers a one year program in front office, housekeeping, restaurant and bar, kitchen, and travel trade to

produce basic level staff for hotel and tourist businesses. The Institute also offers short training courses for hotel staff.

Several universities are now offering tourism education and training programs to produce graduates with a good knowledge of foreign languages who can work as intermediate level administrators. Many vocational schools are now providing diploma courses in tourism. Teachers Colleges are also producing graduates in tourism.

There are presently 71 public and private universities, colleges, and training institutes offering education and training courses in tourism producing 3,720 graduates a year (See Table 1.5 in Chapter 1). The manpower requirements outlined in Section 5.1 demonstrates clearly that demand is considerably higher than the manpower production capacity.

To assist in the production of personnel of the kind and quantity required by the tourism industry, the TAT Board of Directors has established the Sub-Committee on Tourism Personnel Development. The TAT Governor serves as chairman with committee representatives drawn from various levels of educational institutions, tourist business associations, and experts from other organizations. The Sub-Committee is responsible for evaluating manpower requirements in the tourism industry and for establishing a standard curriculum to produce sufficient qualified personnel.

According to the existing literature (e.g., Changrien, 1987; Punmunin, 1991) and the results of the recent seminar on "Personnel Development in Tourism" organized by Tourism Authority of Thailand in August 1990 at the Asia Hotel, Bangkok, problems respecting the production of graduates in hotel and tourism and the shortage of tourism manpower can be summarized as follows:

1. There is a lack of qualified teaching staff because this profession has only recently been introduced to Thailand.

2. There is a lack of training equipment and facilities.
3. There is a lack of specialized tourism education and training institutes.
4. The poor image of the industry as an employer has deterred educated people from pursuing careers in this sector of the economy.
5. There is a lack of long-term manpower planning on the part of the government.
6. There is a lack of cooperation between public and private sectors to produce and develop tourism manpower.
7. Tuition fees are expensive, especially in the private sector.
8. The curriculum is inadequate. It lacks a balance between theory and practice.
9. The curriculum is not standardized.

5.3 SUMMARY

The documents show that due to rapid growth of the tourism industry, a considerable number of tourism personnel will be needed to staff both hotel and tour service sectors in the future. The Tourism Authority of Thailand estimated that 54,241 personnel will be required for hotel and tour service sectors during the period 1990-1992. However, the education and training system can produce only 3720 or 20% of total required graduates a year. Further, only six percent of tourism personnel have a university education while sixty-six percent have less than a vocational school education. Finally, it is anticipated that because of declining fertility rates, those with secondary school education and above will increase at a lower rate. This latter factor has implications for the future quality of the labour force.

CHAPTER 6

MANPOWER REQUIREMENTS AND SUPPLY IN THE THAI TOURISM INDUSTRY: THE FINDINGS FROM THE INTERVIEWS

The purpose of this chapter is to present findings from interview data regarding manpower requirements and manpower supply in the Thai tourism industry. This chapter is divided into four sections. The first section presents findings from the interviews with employers in the tourist business. The second section presents findings from the interviews with providers of tourism education and training. The third section presents findings from the interviews with policy-makers and planners. A summary of the findings is included in the last and final section.

6.1 FINDINGS FROM THE INTERVIEWS WITH EMPLOYERS

This section presents findings from the interviews with employers in the tourist business. The analysis of the interview responses is presented question by question. Tabular displays of responses frequencies are used for showing the results and these are amplified in the text. Where cross-tabulations show findings of interests, these are referred to in the text, rather than as separate tables. Individual questions and the number of responses in each response category are given in Appendix 3.4.

Question 1 : Do you consider that tourism organizations are adequately staffed at the present time, both in quantity and quality?

If not, which skill categories are currently characterized by over supply and shortage?

The employers' responses to this question are shown in Tables 6.1, and 6.2.

Table 6.1

The Employers' Views on Present Quantity and Quality of Tourism Manpower

Employers' Views	No. of Respondents	Percent
1. Tourism personnel are inadequate both in quantity and quality.	30	73.2
2. Tourism personnel are adequate in quantity but the quality is inadequate.	11	26.8
Total	41	100.0

Three-fourths of the employers (73.2%) stated that tourism organizations are inadequately staffed at the present time both in quantity and quality. Only eleven employers (26.8%) claimed that tourism organizations are adequately staffed in terms of quantity, but the quality is inadequate. All employers said the quality of people supplied is inadequate in meeting the needs of the tourism industry.

With regard to quantity problems, the employers believe they are due to the following:

a. Thailand's tourism industry has grown very rapidly during the last five years, while education and training institutes can produce only a few thousand graduates in hotel and tourism each year.

b. Due to labour shortages and the low quality of new graduates, some firms try to recruit or attract experienced staff from other firms by offering them higher positions and salaries.

c. Thailand lacks tourism professionals and technical-know-how as the tourism profession has only recently been introduced to Thailand.

d. In the past Thai people, especially the educated, were not interested in pursuing careers in tourism because of the poor image of the industry, e.g., negative social attitudes towards careers in tourism, poor career prospects, low wages, and irregular working hours.

Chapter 6 Findings from the Interviews

e. There are no specialized higher educational institutions offering degrees in hotel management and tourism.

f. Some of those who graduate from tourism courses do not seek careers in tourism because of its poor career prospects.

g. People in general do not understand that many jobs in the tourism sector can be performed by those who are trained from other fields of study, e.g., social sciences and humanities.

With regard to the quality problem, the employers identified the following weaknesses in tourism personnel who:

a. do not possess sufficient knowledge and command of foreign languages, especially English.

b. do not have positive attitudes towards their careers.

c. lack job knowledge.

d. lack common sense and intellectual skills.

e. lack job responsibility, self-discipline, and service oriented attitudes.

The number of those who identified each problem is shown in Appendix 3.4.

According to the employers under study, the low quality of tourism personnel is due to the following factors:

a. Tourism personnel do not want to make careers in tourism.

b. As those who are presently working in the tourism industry often come from other fields of study and are not properly trained, they do not know the nature of the work and do not have service oriented attitudes.

c. The present school curricula are inadequate, e.g., they are too general and lack balance between theory and practice.

Appendix 3.4 shows the number of those who identified each problem.

The second part of question one invited respondents to identify which skill categories were in short supply. It applied only to those (30) who indicated that there were insufficient personnel.

None of the employers said there was an oversupply in any skill category. The majority of the employers (30 of 41 or 73.2%) indicated three skill categories for which they have difficulty recruiting: supervisors, middle management, and top management. As for rank-and-file personnel, the employers said that they do not have much recruiting difficulty because this group of employees can be trained on-the-job in a short period of time. Fifty percent of employers claimed that shortages of tourism personnel occur in all skill levels, especially at the supervisory level, middle management, and top management. The employers' views on skill categories which they thought are in short supply are presented in Table 6.2.

Table 6.2
The Employers' Views on Skill Categories Which are in Short Supply

Skill Categories	No. of Respondents	Percent
1. All levels, especially supervisory level, middle management, and top management.	15	50.0
2. Supervisory level, middle management, and top management only.	15	50.0
Total	30	100.0

Question 2: Do you think your staff needs will change in the next 5 to 10 years?

If so, which skill categories are likely to face an increase or decrease in demand over the next 5 to 10 years?

The second question was asked to determine future staff needs and skill requirements for the tourism industry. The employers' responses to this question are shown in Tables 6.3 and 6.4.

Table 6.3
The Employers' Views on Staff Needs in the Next Five to Ten Years

Views of Employers	No. of Respondents	Percent
1. Staff needs would increase by 10% or more a year.	29	70.7
2. Staff needs would increase only slightly due to the slow down of the tourist business and the over supply of hotel rooms.	2	4.9
3. Staff needs would change but do not know how many would be needed; depends on the growth of the tourism industry.	9	22.0
4. No idea	1	2.4
Total	41	100.0

The majority of the employers (40 of 41) thought that their staff needs would change in the next 5 to 10 years. Only one employer said that he had no idea and did not want to speculate. Twenty-nine employers (70.7%) thought that their staff needs would increase by 10% or more per year as the growth rate of tourism will tend to increase at least 10% per year. Two employers believed that tourism manpower would increase only slightly because the hotel and tourist business will continue to be adversely affected by the continuation of the world-wide economic recession and the political instability in Thailand. Nine employers thought that there would be some changes in demand for manpower, but they were not sure about the number of personnel that they would need in

the next 5 to 10 years. However, they pointed out that the number of personnel required would depend on the growth of the tourism industry.

When respondents were asked to assess the future prospects of Thailand's tourism industry, the majority of the respondents (36 of 41) were optimistic. Two respondents were not sure because of the results of the Gulf War and the recent political instability in Thailand and three were pessimistic.

The optimistic view stems from the following factors:

1. Thailand has a rich cultural heritage and many tourist attractions.
2. Thai people are warm and friendly.
3. According to geopolitics, Thailand is in a good location. That is, Thailand is the gateway to Indochinese countries which have recently opened their doors to foreigners.
4. Accommodation and food are still cheap relative to neighboring countries.
5. Thailand is one of the transportation and communication centers in Southeast Asia.

The number of those who identified each factor is shown in Appendix 3.4.

The second part of question two invited respondents to identify whether they foresaw an increase or decrease in demand in any skill category. None of the employers indicated any skill category in which they foresaw a decrease in demand. On the contrary, they indicated that a number of skill categories would be likely to increase in demand over the next 5 to 10 years (Table 6.4).

Table 6.4
Skill Categories Which are Likely to Increase in
Demand

Skill Categories	No. of Respondents	Percent
1. Foreign language skills	35	85.4
2. Service oriented attitudes	30	73.2
3. Office automation skills	17	41.5
4. Job knowledge	11	26.8
5. Common sense and intellectual skills	9	21.9
6. Knowledge about Thai national identity and history	8	19.5
7. Management skills	6	13.5
8. Job responsibility	5	12.2
9. Communication skills	4	9.8
10. Human relation skills	3	7.3
11. Appreciation of the tourism profession	3	7.3
12. Awareness of environmental problems	2	4.9

The majority of the respondents(35 of 41) indicated the need for staff with skills in at least two foreign languages, including English. The need for foreign language skills other than English is slightly different according to the region. That is, the employers in the Central Part of Thailand (Bangkok) indicated the need for staff with skills in Japanese, Korean, French and German. The employers in the North (Chiang Mai) and the Northeast (Nakorn Rachasima) indicated the need for staff with skills in French and German, while the employers in the South (Songkhla) pointed out the need for staff with skills in Chinese. The need for staff with different foreign language skills is largely due to the geographical regions of the world from which each tourist area attracts its customers.

The second quality most desired by employers is a service oriented attitude since service is the primary product of the tourism industry.

The third skill required by the employers is office automation skill. This skill is seen to be increasingly important because of the rising competition in the tourist business and the specific needs of its client groups such as business people.

The fourth skill category which the employers thought the tourism personnel should have is job knowledge. They said that at present the tourism personnel have insufficient job knowledge. Therefore, employers have to spend time and money training them before they can actually perform the assigned duties.

The fifth skill category required by employers is common sense and intellectual skill. The employers felt that this skill category is important because tourism personnel have to serve different client groups with different backgrounds.

Question 3: What are the factors contributing to any increase or decrease in demand for particular skills? And why?

The third question was asked to find out why particular skills would be needed or not. Factors which the employers thought would contribute to the need for increasing demand in particular skills in the tourism industry are shown in Table 6.5.

Table 6.5
Factors Which Would Contribute to an Increase in Demand for
Particular Skills in the Tourism Industry

Factors	No. of Respondents	Percent
1. Competitiveness	41	100.0
2. Tourist diversification	37	85.4
3. Changes in Technology	23	51.2
4. Traffic congestion	1	2.4

1. Competitiveness. As the tourist business will be more competitive in the future due to the surplus of the hotel rooms and competition with neighboring countries, the viability of business and the ability to compete will depend largely on the quality of service performed by well-trained staff.

2. Tourist diversification. As a result of a successful tourist promotion campaign by the Tourism Authority of Thailand, it is expected that more tourists from different parts of the world will travel to Thailand in the years to come. Therefore, it is necessary for tourism personnel to be equipped with sufficient knowledge and command of different foreign languages, and to know more about Thai culture as well as other countries' cultures. Furthermore, the employers believed that in the future tourists' styles of travelling will change from mass to executive requiring more personalized and quality services. Thus, tourism personnel will have to be well-trained.

3. Changes in Technology. Although by nature the tourism industry relies on human rather than technological aspects, changes in technology which occur very rapidly will affect the need for particular skills in the tourism industry. To be competitive, the preparation of fast and accurate services using modern technology such as computer and facsimile will be necessary. Therefore, tourism personnel will require the skills necessary to operate and keep current with business technology.

4. Traffic Congestion. As traffic conditions in Thailand are getting worse, one way to compensate the tourists for their time lost in heavy traffic which might turn them away is to provide them with quality services.

Question 4: How would an increase in demand be met or a decrease accommodated?

Does your firm have plans for such contingencies?

The fourth question was asked in order to assess the current status of manpower planning in tourist firms and establishments. The employers' responses to this question are presented in Table 6.6.

Table 6.6
Current Status of Manpower Planning in the Tourist Business

Current Status of Manpower Planning	No. of Firms	Percent
1. Have manpower plans	20	48.9
2. Do not have manpower plans	21	51.1*

* Three firms plan to have manpower planning in place in the near future.

Twenty employers (48.9%) maintained that their firms have plans to deal with changes in their demands for manpower, while twenty one employers (51.1%) stated that their firms do not have such plans. Employers whose firms do not have manpower plans revealed that they usually hire 20-25% more personnel than they need and train them in advance. They sometimes attract experienced staff from other firms by offering them higher positions, salaries and benefits. And in some cases, family members step in when they are short of staff.

The reasons given for not having manpower plans are as follows:

1. Their business is family-owned.
2. They do not know how to do manpower planning.
3. Their business is too small to require manpower planning, especially the travel business.

4. They think it is unnecessary to plan because they cannot predict the future.
5. They are too busy and have no time to plan.

However, three employers whose firms do not have manpower plans said that they now realize the need for manpower planning and plan to have it in place in the near future.

Firms having manpower plans tend to be medium to large firms or establishments and in most cases are chain hotels. Eighteen of twenty employers engaged in manpower planning said they plan 1-2 years in advance and would plan more than 1 year ahead if they had plans to expand their business. One employer said that he plans two years ahead because it allows time for the plans to be implemented and adjusted according to the changing circumstances. One employer uses strategic planning techniques for manpower planning as a means of keeping pace with changes and competitiveness.

Only five of twenty employers who claimed their firms have manpower plans communicate their manpower needs to education and training institutions; those who do not communicate their manpower needs to education and training institutes said that they do not think that education and training institutes could respond to their needs because the government bureaucracy is not current and very slow in responding to changes. Moreover, they said that they had better help themselves by training their own staff rather than wait for help from the government.

Question 5: What are your sources for staff?

And what kinds of relationships do you and your firms have with education and training institutions?

The fifth question was asked to find out the firm's sources for staff and the kinds of relationships which the employers and their firms have with education and training institutes. The employers' responses to this question are summarized in Table 6.7

Table 6.7
Sources for Staff

Sources for Staff	No. of Respondents	Percent
1. Basic or entry level staff recruited from education and training institutes	34	82.9
2. Specialized staff recruited from other firms	24	58.5
3. Advertise job openings through media	10	24.4
4. Hire people who are referred by other people	7	17.1

Thirty-four employers said that generally they recruit basic level or new entry staff from educational and training institutions. Twenty-four employers said that they usually recruited experienced staff from those who were previously hired by other firms. Ten employers said that they advertised their job openings through media, e.g., newspapers and magazines. Seven employers said that other people referred new employees to them.

The majority of the employers (40 of 41) said that they and their firms had relationships of some kind with education and training institutes. Only one employer said that his firm had no relationships with education and training institutes. Relationships that the employers and their firms had with education and training institutes are shown in Table 6.8.

Table 6.8
Relationships Which Firms Have with Education and
Training Institutes

Types of Relationships	No. of Respondents	Percent
1. Serving as training places for students	35	85.4
2. Being invited for lecture	28	68.3
3. Inviting faculty members to give lecture and training to their staff	8	19.5
4. Giving advice on curriculum planning and development	7	17.1
5. Joint training	3	7.3
6. Staff recruitment	3	7.3
7. No relationship	1	2.4

The table shows that there are at least six areas of cooperation between tourist firms and establishments and education and training institutes. Of these six, students' practical training and teaching were reported by more than half of the respondents.

Question 6: To what extent do you find graduates of the education and training system to be well trained to work in the tourism industry?

How many of your new employees need remedial education and training?

And what kinds?

How much of your firm's training and retraining is done "in-house" ?

The sixth question was asked to assess the extent to which education and training institutes are providing the type and number of employees sought by the tourism industry. The employers' responses to this question are shown in Table 6.9.

Table 6.9
Quality of Graduates

Quality of Graduates	No. of Respondents	Percent
1. Dissatisfied	24	58.5
2. Moderately satisfied	17	41.5
3. Satisfied	0	0.0
Total	41	100.0

Slightly more than half of employers said that they were not satisfied with graduates of education and training institutes, while seventeen employers reported being moderately satisfied with them. None of the employers was fully satisfied. The employers who were not satisfied identified weaknesses of the graduates in the following areas:

1. English proficiencies,
2. Job knowledge and practical experience, and
3. Service oriented attitudes, the work ethic, and job responsibility.

The employers who said that they were moderately satisfied with the graduates stated that the quality of graduates depended largely on the individual and the institute they attended. Generally, graduates whom they employed had positive attitudes towards their work and were responsible workers. They did, however, have problems with foreign languages, especially English, and lacked practical training. The employers claimed that those who graduated directly from hotel and tourism education and training institutes tended to have better job knowledge than those who graduated from other fields of study, while university graduates tend to have a better command of foreign languages and an ability to learn more than those who had lower degrees. But the employers said that most university graduates lacked job knowledge.

All employers said that all new employees needed remedial education and training of some kind, mostly in the form of on-the-job training, at least for the first three months after they enter the firm.

Sixteen employers said that their firms had formal in-house training and retraining for their employees, i.e., they organize regular training courses for their employees, and some firms also have their own training departments. Nine employers said that their firms did not have in-house training because they could not afford them. However, they usually sent their employees to relevant training courses organized by outside agencies. Sixteen employers said that they did not have formal in-house training but new employees were taught on-the-job by their immediate supervisors. They also sent their employees to attend training courses outside the firm.

Table 6.10
In-house Training and Retraining

In-house Training and Retraining	No. of Firms	Percent
1. Firms having formal in-house training and retraining programs	16	39.1
2. Firms not having formal training and retraining programs	25	60.9
Total	41	100.0

Question 7: Are there any issues in the educational system, and hotel and tourism education and training in particular of concern to your organization?

What would be the most important of them?

The seventh question was asked to find out important issues concerning tourism education and training. As shown in Appendix 3.4, issues addressed by the employers range between one and six issues. The employers describe tourism education and training as inadequate and the quality of education and training as low. They contend that the

inadequacy of tourism education and training results from the lack of qualified teaching staff, negative social attitudes towards careers in tourism, the lack of standard curriculum and textbooks, the lack of cooperation between public and private sectors, the lack of training equipments and facilities, the lack of higher learning institutions offering degrees in tourism and many other factors (See Appendix 3.4). Table 6.11 presents issues identified by more than five employers.

Table 6.11
Issues Regarding Tourism Education and Training

Issues	No. of Respondents	Percent
1. There is a lack of qualified teaching staff	18	43.9
2. There is a negative social attitude towards careers in tourism.	17	41.5
3. Curriculum and textbooks are not standardized and irrelevant to the needs of the workplace.	16	39.0
4. The quality of graduates is inadequate.	9	22.0
5. There is a lack of schools and higher learning institutions offering degrees in tourism.	8	19.5
6. Education and training institutes lack equipment and facilities for practical training.	7	17.7
7. There is a lack of cooperation between public and private sectors.	6	14.6

Question 8: If recommendations were to be made as to how the education and training system should respond to the needs of the tourism industry in the future, what issues would you suggest be emphasized?

The eighth question was asked to seek policy recommendations from the employers for the planning, production and development of required manpower in response to the needs of the tourism industry. Recommendations made by the employers

as to how the education and training system should respond to the needs of the tourism industry in the future are shown in Table 6.12.

Table 6.12
The Employers' Recommendations

Recommendations	No. of Respondents	Percent
1. Curriculum and textbooks should be up-to-date and relevant to the needs of the workplace.	18	43.9
2. Government should allocate more funds for staff training and equipment.	16	39.0
3. Schools should place more emphasis on the development of service oriented attitudes and the work ethic.	10	24.4
4. More specialized higher learning institutions offering courses and degrees in hotel and tourism should be established.	9	22.0
5. Coordination and cooperation between public and private sectors should be encouraged and promoted so that education and training institutes know what kinds of manpower are needed by standard hotels and travel agents.	8	19.5
6. Teaching of English should be improved so that it is more practical.	5	12.2

Table 6.12 shows that the employers indicate the need for up-to-date and relevant curriculum and textbooks, more emphasis on the development of students' service oriented attitudes and the work ethic, more funds for teachers' training and development, training equipment and facilities, and greater cooperation between public and private sectors. The employers also recommend that more institutes offering degrees in hotel management and tourism be established and that the teaching of English be improved.

In the next section, the views of those who provide tourism education and training programs are presented.

6.2 FINDINGS FROM THE INTERVIEWS WITH PROVIDERS OF TOURISM EDUCATION AND TRAINING

This section presents findings from the interviews with providers of tourism education and training from both public and private institutions in four tourist centres in Thailand. The analysis of interview responses is presented question by question. Tabular displays of response frequencies are used for showing the results and these are amplified in the text. Where cross-tabulations show findings of interest, these are referred to in the text. Individual questions and the number of responses in each response category are given in Appendix 3.4.

Question 1: What do you think of the program(s) you are offering, both quantity and quality?

Are they adequate or inadequate to the needs of the tourism industry?

The first question was asked to assess the present quantity and quality of tourism education and training programs. Responses to this question are shown in Tables 6.13 and 6.14.

Table 6.13
Present Quantity of the Tourism Education and Training Programs

Providers' Views	No. of Respondents	Percent
1. Too few	27	84.4
2. Enough	4	12.5
3. Not sure	1	3.1
Total	32	100.0

The majority of the interview participants (27 of 32) thought that they were offering too few programs to meet the needs of the tourism industry. They reasoned that

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(1) the demands for the tourism personnel are very high but that education and training institutes have a limited capacity to produce graduates in tourism due to the lack of personnel and facilities for practical training, and (2) some graduates of their programs do not pursue careers in tourism.

Only four believed that at present there are enough programs to meet the needs of the industry and that there was an excess supply of hotel and tourism graduates since at present there were many education and training institutes producing graduates in these areas. One respondent in this category argued that "(1) Tourism Authority of Thailand's estimates of the tourism personnel required by the tourism industry, especially the hotel industry, were incorrect because the ratios of personnel per room used for the projections which were 1.5 and 1.7 persons were too high and that (2) the tourist business has its own business cycle (high and low seasons) which means that different numbers of personnel are required in different seasons."

One provider said she was not sure about the quantity of her programs because some programs had fewer applicants than she expected. And because tourism was down at the present time due to the Gulf War and the political instability in Thailand she anticipated that there would not be enough jobs for her graduates.

Table 6.14
Quality of the Programs

Provider's Views	No. of Respondents	Percent
1. Very Good	2	6.2
2. Good	16	50.0
3. Fair	6	18.8
4. Inadequate	1	3.1
5. Don't know	7	21.9
Total	32	100.0

With regard to the quality of the present tourism education and training programs, two(6.2%) said that it was very good, fifty percent of providers said that the quality of their programs was good, six(18.8%) said that it was fair, and only one(3.1%) said that it was inadequate. Seven(21.9%) providers said that they did not know. Of seven providers, six providers said that they did not know because their programs had just started and one said that she did not know because the first group of students had only been working for 2-3 months.

Question 2: What kinds of changes, quantitatively and qualitatively, do you anticipate occurring in hotel and tourism education and training programs? Why?

What will be specific obstacles to achieving introduction to changes and what would you recommend to overcome them?

The second question was asked to find out what future changes in tourism education and training programs are anticipated in both quantity and quality.

With regard to changes in quantity, the providers said that they could not do anything much about it because of the lack of qualified staff, training facilities, and budget. Some providers said that they were not sure about the exact demands for manpower in the tourism industry. Therefore, they were afraid of the possibility that their students might not get jobs if they were to increase their enrollments. However, some providers said that their institutes were preparing to open new programs in tourism.

With regard to changes in quality, the providers said that they try to develop and update their curriculum to make it more relevant to the needs of the tourism industry. They have also sent their staff for further study and training both within the country and abroad.

Specific obstacles mentioned were:

1. There is a lack of qualified staff, training equipment, and facilities.

2. Budget is insufficient.
3. There is a lack of coordination among different departments within education and training institutes.
4. There is a lack of cooperation from the business sector with regard to students' practical training.
5. There is a lack of standard textbooks.
6. Government bureaucracy is not up-to-date and is not flexible.
7. There has been a competition between public and private sectors in terms of staff recruitment.
8. Government does not promote training organized by private training institutes, e.g., no tax exemption for training equipment, strict control of fees, and imposition of impractical and out-of-date rules and regulations.
9. Parents and students have negative attitudes towards careers in tourism.

The recommendations made are listed in Appendix 3.4 which shows the number of people supporting each recommendation.

Question 3: How are your education and training enrollment targets derived?

Is the number of enrollments based on manpower plans?

If answer is "yes", what are details of plans?

The third question was asked to determine the extent to which manpower planning has been used as a guideline for educational planning. The providers' responses to this question are shown in Appendix 3.4.

Nine providers base enrollments on labour market demands. Eight admit students according to their institution's capacity in terms of teaching staff and training facilities. For seven the Ministry of Education determines the number of students they admit each year. Five admit students on the basis of a combination of manpower plans, capacity of

the institution and demands of the labour market. Two said that their enrollments are determined by the Ministry of Education and the capacity of the institution. Only one provider said that student numbers are based on manpower plans within the framework of five-year national economic and social development plans.

Question 4: What proportion of resources is allocated to tourism education and training as compared with the allocation for other areas?

And if you were required to cut back your operation and assign priority for funding, how high in the list of priority would tourism education and training be?

The fourth question determines the importance of tourism education and training programs compared with other programs in the institutions.

About sixty percent of providers said that funding priority for tourism education and training was high, twenty eight percent said it was medium, only six percent said it was low, and the remaining six percent said it depends on urgent needs of each department.

About sixty percent said their programs were underfunded, while forty percent said their funding was adequate. Four providers (All four are providers of tourism training) said that their projects were self-supporting. Therefore, the number of trainees admitted was based on the break-even point of the project.

Question 5: How easy or difficult has it been for you to attract students to enrol in tourism education and training programs?

Has enough guidance and counselling been provided to students regarding their career choices?

If you are having difficulty, what actions could be taken to assure that there are adequate numbers?

The fifth question was asked to find out whether or not students are interested in enrolling in tourism education and training programs. The providers' responses to this question are shown in Table 6.15.

Table 6.15
The Providers' Views on Ease or Difficulty in Attracting Students to Enrol in Tourism Education and Training Programs

Providers' Views	No. of Respondents	Percent
1. It is difficult to attract students.	13	40.6
2. It is not difficult to attract students.	17	53.1
3. It depends.	2	6.3
Total	32	100.0

Slightly more than half of providers said it was not difficult for them to attract students to enrol in tourism education or training programs. There are two main reasons for this. First, the institutes are located in the tourist centers where there are job opportunities for students. Second, former graduates have had successful careers.

Forty percent of providers stated that it was difficult for them to attract students to enrol in their programs for the following reasons. First, parents and students have negative attitudes towards careers in tourism. Second, students were uncertain about job and salary prospects. Third, owners of the tourist business do not realize the importance of training. Fourth, students could not afford to pay fees.

Six percent claimed that the ease or difficulty in attracting students depended largely on training locations, training schedules, public awareness of their programs, and demands of the labour market.

With regard to career guidance and counselling, more than half of providers (18 of 32) said enough guidance and counselling had been provided for students. Fourteen

(44%) providers said a fair amount of guidance and counselling had been provided for students. No providers acknowledged that they had not provided enough guidance and counselling for students.

Question 6: How satisfied are you with the graduates you have produced?

Are they well prepared for the job?

The sixth and seventh questions assess the extent to which those in the education and training system consider they are providing the type of employees sought by the tourism industry. The providers' responses to this question are shown in Table 6.16.

Table 6.16
Quality of Graduates

Views of Providers	No. of Respondents	Percent
1. Very satisfied with their graduates.	2	6.2
2. Satisfied with their graduates.	16	50.0
3. Fairly satisfied with their graduates.	6	18.8
4. Not satisfied with their graduates.	1	3.1
5. Do not know.	7	21.9
Total	32	100.0

Two providers said that they were "very satisfied" with their graduates. Half said they were "satisfied" with their graduates, six said they were "fairly satisfied", while only one acknowledged that he was "not satisfied" with the graduates. Seven providers said that they did not know because they had not produced any graduates yet or because their first group of graduates had just entered the labour market.

Those who said that they were "satisfied" and "very satisfied" believed that their graduates were well prepared for the job for the following reasons. First, they received positive feedback from the employers. Second, 80 to 100 percent of their graduates got a

job. Third, their graduates were well advanced in their careers. Fourth, they always updated their curriculum in order to make it relevant to the needs of the labour market.

Those who said they were "fairly satisfied" admitted that their graduates still had problems with English and adjustments to the job. One said that those graduating from short training courses often had problems receiving recognition for their training since they did not have a diploma or degree.

The only provider who admitted that quality of the graduates is inadequate attributed it to a curriculum not current and lacking balance between theory and practice, and a lack of qualified staff and training facilities.

Question 7: What mechanisms do you have in place to obtain feedback from the graduates of your programs?

Have you ever done any follow-up studies of your graduates?

What are the results?

The providers' responses are shown in Table 6.17.

Table 6.17
Follow-up Studies of Graduates

Follow-up Studies	No. of Respondents	Percent
1. Have done follow-up studies	20	62.5
2. Don't have follow-up studies but going to have one	6	18.8
4. No graduates	6	18.8
Total	32	100.0

From Table 6.17, it can be seen that slightly over sixty percent of providers have done follow-up studies of their graduates and all claim positive results. However, they acknowledged difficulty finding their graduates because of the frequency with which

they change jobs. Methods employed for follow-up studies of graduates include questionnaires and informal conversations with graduates (Appendix 3.4.).

Question 8: Do you have any cooperative programs with any tourist firms or establishments?

If so, in what areas and with what forms?

The eighth question explores the cooperation between the public and private sector in producing graduates in tourism. The responses to this question are shown in Tables 6.18 and 6.19.

Table 6.18
Cooperative Programs with Tourist Firms or Establishments

Cooperative Programs	No. of Respondents	Percent
1. Have cooperative programs	30	93.8
2. Do not have cooperative programs but going to have one	2	6.2
Total	32	100.0

Table 6.18 shows that most education and training institutes have cooperative programs with firms and establishments. Only two respondents said they do not have cooperative programs with the private sector but plan to have them in the near future. Table 6.19 displays types of cooperative programs which education and training institutes have with firms and establishments.

From Table 6.19, it can be seen that schools have made extensive use of the business facilities in terms of student practical training. Schools also play a considerable role in staff development and training for the tourist firms and establishments. However, schools have not drawn on resource persons from the private sector to assist in teaching and curriculum planning.

Table 6.19
Types of Cooperative Programs

Cooperative Programs	No. of Respondents	Percent
1. Students are sent for practical training at tourist firms or establishments.	20	62.5
2. Schools organize training courses for tourist firms or establishments.	17	53.1
3. Experts from the private sectors are invited to teach at schools.	12	37.5
4. Schools conduct joint training programs with tourist firms and establishments.	9	28.1
5. Faculty are invited for lecture and training at tourist firms or establishments.	5	15.6
6. Schools invite experts from the private sector for curriculum planning and development.	4	12.5
7. On occasions, the employers seek help from schools when they are short of staff.	4	12.5
8. Private sector contacts schools for staff recruitment.	3	9.4
9. School administrators go to tourist firms and establishments to seek cooperation and ask about their manpower requirements.	3	9.4

Question 9: If recommendations were to be made as to how tourism education and training should improve, what would you recommend?

The ninth question sought recommendations as to how tourism education and training should be improved. Most recommendations were based on issues and concerns regarding provision of tourism education and training (Appendix 3.4): Ninety percent expressed concern with the lack of qualified teachers, forty-four percent said funding was insufficient, thirty-eight percent said equipment and training facilities were lacking, thirty-four percent said government does not facilitate training, and twenty-eight percent said parents and students had negative attitudes towards careers in tourism. Providers also expressed concern about the lack of training places for students, the lack of standard

textbooks, heavy workload of teaching staff, inadequacy of curriculum, the lack of cooperation from the private sector, and problems with government bureaucracy.

A summary of providers' recommendations is shown in Table 6.20.

Table 6.20
Providers' Recommendations

Recommendations	No. of Respondents	Percent
1. More funds should be allocated for staff training and equipment	23	71.9
2. More cooperation from the private sector should be sought and promoted.	10	31.3
3. More commitment on staff training from senior management should be sought.	9	28.1
4. Schools should instill in students positive attitudes towards careers in tourism.	8	25.0
5. Curriculum should be up-to-date and relevant to the needs of the industry.	7	21.9
6. Tourism Act should be enacted in order that the tourism personnel be protected.	6	18.8
7. Government should facilitate training rather than control.	5	15.6

6.3 FINDINGS FROM THE INTERVIEWS WITH POLICY-MAKERS AND PLANNERS

This section presents findings from the interviews with senior government officials who are involved in manpower and educational planning in Thailand. The analysis of the interview responses is presented question by question. Tabular displays of response frequencies are used for showing the results and these are amplified in the text. Where cross-tabulations show findings of interest, these are also referred to in the text. The number of responses in each category is given in Appendix 3.4.

Question 1 : Have you in the past six months had your attention drawn to a question, problem or issue concerning the relationship between the needs of the workplace and products of the education and training system?

If so, what was it and what action was taken to address it?

All policy-makers and planners said that in the past six months and earlier they had their attention drawn to problems or issues concerning the relationship between the needs of the workplace and products of the education and training system.

Three problems were listed by the respondents:

1. The mismatch between the needs of the workplace and products of the education and training system.
2. Manpower shortages in specific fields such as in science and technology.
3. The quality of graduates.

They also added that it is their direct responsibility to be concerned and aware of those issues.

Table 6.21 summarizes actions that the respondents have taken to address manpower issues in general and issues related to manpower in the tourism industry in particular.

Table 6.21**Actions that the Policy-Makers and Planners Have Taken to Address the Issues**

Actions	No. of Respondents	Percent
1. Participate in planning and policy-making processes	12	100.0
2. Undertake needs assessment to determine manpower requirements for the service industry	4	33.3
3. Submit policy recommendations to the cabinet	3	25.0
4. Invite private sector to give opinion on their manpower needs	2	8.3
5. Organize seminars to find out manpower requirements for the tourism industry	2	8.3
6. Give a talk and advise on those issues to both public and private educational institutes	1	8.3
7. Encourage education and training institutes to offer tourism education and training programs	1	8.3
8. Organize various training programs to relieve the problem of manpower shortages and to improve skills of those who are already employed	1	8.3

The table shows that action No.1 (participate in planning and policy-making processes) was reported by all respondents and no subsequent action item was identified by more than four people. The finding suggests that all respondents have been involved in addressing issues concerning the needs of the workplace and products of educational and training systems. This finding is not unexpected because participating in policy-making and planning process is the direct responsibility of all respondents. However, respondents have little involvement with activities other than action No.1.

Question 2: Do you have any long-term plans or policies to deal with manpower requirements for the tourism industry in the next five to ten years?

What are they? And how were they developed?

If there are no plans, why not?

Who has responsibility for ensuring that education and training institutes are responsive to the industry's requirements?

The policy-makers and planners' responses to these question are presented in Table 6.22.

Table 6.22
Long-Term Plans or Policies to Deal with Manpower Requirements
of the Tourism Industry in the Next Five to Ten Years

Long-Term Plans or Policies	No. of Respondents	Percent
1. Have long-term plans or policies	5	41.7
2. Do not have long-term plans or policies	7	58.3
Total	12	100.0

Seven of twelve respondents stated that they do not have plans or policies to deal specifically with future manpower requirements for the tourism industry for the following reasons:

First, the national education policies have already stated that education and training will be organized in accordance with the demands of individuals and the labour market. All those who have no plans offer this as a reason.

Second, the respondents felt that manpower problems in the tourism industry are not the result of manpower shortages but of manpower management and utilization. It should be noted that only planners offer this as a reason. They argue that employers tend to hire cheap labour. Therefore, the quality is low. Besides, education and training institutes do not want to increase their student numbers because they do not know how many students will be needed by the industry. This is largely due to the lack of long-term manpower planning on the part of the industry and the lack of communication between educational and training institutes and tourist firms and establishments.

Third, it is government policy to encourage the private sector to organize education and training in these areas. The respondents felt that the benefits of training accrue mostly to private firms. Therefore, training costs should be borne by private industry. Again, all planners and only one policy-maker offer this as a reason.

Five respondents maintained that they have such plans and policies. Of the five respondents, only one said that his organization has specific plans and policies to deal with manpower problems in the tourism industry because it is directly responsible for tourism planning and development. The other four respondents contend that their policies and plans deal broadly with manpower requirements for the service sector.

Question 3: What in your opinion are factors which would void the applicability of Western styles of manpower planning models in developing countries and what are factors contributing to the success or failure of manpower planning in Thailand?

According to the respondents, there are five important factors that would void the applicability of Western styles of manpower planning models in developing countries. They are: (1) economic factors, (2) social values, (3) political factors, (4) data inadequacies, and (5) limitations of the planning model. The respondents also thought that these factors contributed to the failure of manpower planning in Thailand. Table 6.23 displays the responses of the policy-makers and planners to this question.

Table 6.23**Factors Which Would Void the Applicability of Western Styles of
Manpower Planning Models in Developing Countries**

Factors	No. of Respondents	Percent
1. Economic Factors	12	100.0
2. Social Values	11	91.7
3. Political Factors	6	50.0
4. Data Inadequacies	3	25.0
5. Limitations of the planning model	2	16.6

Economic Factors. The respondents contended that because the economic conditions in developing countries are different from those in developed countries due to differences in the structure of production, it is difficult to use the same planning model. According to the respondents, the economies of the developing countries fluctuate and are less stable than those of their counterparts because they rely mainly on the agricultural sector which is heavily influenced by nature and the world market economy, while the developed countries' economies rely on industrial and service sectors which are more stable and predictable. As a result, it is very difficult to predict future economic growth in developing countries.

Furthermore, because of the rapidly changing economy, it is very difficult to determine the exact manpower requirements in each sector of the economy. There are also time lags between manpower projections and manpower production. And because of the rapidly changing technology some skills become obsolete in a short period of time. This finding is in line with the planning literature reviewed in chapter 2.

Social Values. In developing countries people prefer to work in the public sector because it is perceived that jobs there are prestigious and more secure than those in the private sector. Therefore, it is very difficult to attract students to study in fields in which they might end up getting a job which is considered by the society as less prestigious and

insecure such as a job in the tourism sector. However, these attitudes and values are changing because nowadays jobs in the public sector are hard to find and work in the private sector offers good career prospects.

Political Factors. Generally, the political situation in developing countries is not stable. Therefore, long-term policies and plans cannot be implemented. Moreover, educational programs are determined by social demands and political pressures rather than by manpower requirements.

Data Inadequacies. Apart from the factors mentioned above, problems relating to availability and reliability of data and statistics for manpower planning still persist. Most policy-makers and planners said this problem has been resolved, but some contend that it still persists.

Limitations of Planning Models. The respondents argued that planning theories and models cannot include all factors affecting the accuracy of the prediction because of the fast changing economy and technology, and differences in each country's culture.

There is also a lack of cooperation between public and private sectors with regard to manpower requirements of the private sector which made it difficult to link manpower planning with educational planning.

Question 4: To what extent has manpower planning been used as a guideline for educational planning in Thailand?

Policy-makers and planners said that although manpower planning has been introduced to Thailand since the 1960s, it has not been successful at matching manpower demand and supply because of the factors mentioned earlier. Eleven said manpower planning had not fully been used to guide educational planning and one said it has not been used at all. Those who used manpower planning said although the need for skilled manpower is their prime concern, manpower projections are used only in fields in which

the demand can be projected in terms of numbers such as medicine, engineering, and teacher education. As the demand for manpower in social sciences and humanities changes quite rapidly, studies of manpower needs are used to provide a general indication of expansion of student enrollments in these areas rather than specify demand in terms of numbers. The production of graduates, however, depends largely on the availability of resources.

Question 5: Are there any issues regarding hotel and tourism education and training which are of concern to you?

What are they?

As shown in Appendix 3.4, twelve issues were raised by respondents in this group. Only three issues (lack of qualified teachers, the irrelevance of curriculum, and the lack of training equipment) were addressed by more than five (40%) respondents.

It should be noted that five issues were different from those raised by previous interviews with employers and providers. They were: issues regarding the management and utilization of tourism manpower, the inadequacy of data for planning, the lack of emphasis on tourism education and training in the national educational plans, high tuition fees in the private sector and the lack of research on manpower requirements.

Question No.6 is a follow-up on fees and admission policy which may contribute to the problem of manpower shortages in the tourism industry.

Question 6: Do you think that present admission and fee policies prevent students from seeking admission to hotel and tourism education and training?

How?

If they do, should anything be done about it?

The policy-makers and planners' responses is shown in Table 6.24.

Table 6.24

The Policy-Makers and Planners' Views on Admission and Fee Policies

Views on Admission and Fee Policies	Agreed		Disagreed	
	Number	Percent	Number	Percent
1. The present admission policy prevents students from seeking admission to tourism education and training Programs.	2	16.7	10	83.3
2. The present fee policy prevents students from seeking admission to tourism education and training programs.	7	58.3	5	41.7

The majority of the respondents (10 of 12) disagreed with the statement that the present admission policy prevents students from seeking admission to tourism education and training programs. They asserted that (1) admission requirements such as qualifications of the applicants, tests or entrance examination are necessary for education and training institutes to select appropriate candidates for the program and (2) there are plenty of students whose qualifications meet such requirements. Therefore, they are quite certain that admission policies are not contributing to manpower shortages in the tourism industry.

Only two respondents, although they see admission requirements as essential for the admission process, agreed that present admission policies contribute to some extent to manpower shortages in the tourism industry, particularly tour guides. That is, most tour guides do not have secondary school diplomas required for admissions to training courses and to obtain the license required to perform their occupation.

As for fee policies, seven of twelve respondents agreed that, to some extent, it prevents students from seeking admission to tourism education and training courses. They said that tuition fees in the private sector are rather expensive. However, they contended that those who cannot afford to study in private education and training

institutes can choose to study in public education and training institutes which charge cheaper fees.

Those who disagreed with the proposed statement maintained that tuition fees vary from cheap to expensive. Therefore, those who cannot afford to pay expensive fees can choose cheaper ones. Besides, scholarships are available for poor students. They also contended that those who graduated from high schools are not poor. If they are really poor, they would be screened out because once they finished primary school they were unlikely to continue to secondary schools.

Question 7: If recommendations were to be made regarding the improvement of tourism education and training both in quantity and quality, what would you recommend?

Recommendations made by policy-makers and planners are presented in Appendix 3.4. Ten recommendations were made and only three (upgrade and update qualifications of teachers, promote cooperation between public and private sectors, and more funds for training facilities and equipment) were made by more than five respondents.

Consistent with the findings from the interviews with employers and providers, the policy-makers and planners suggest that there is a need for upgrading and updating qualifications of teachers, greater cooperation between public and private sectors and within the private sector, up-to-date and standardized curriculum and textbooks, and more funding for training equipment and facilities. They also indicate the need for more training programs for trainers, an intensive teaching of English, moral values and culture, and improved data systems for planning.

It should also be noted that policy-makers and planners suggest that tourism education be designated as a field of study which is in short supply so that more resources will be allocated for the development of tourism education and training programs.

6.4 SUMMARY

This chapter has presented findings from the interviews with three groups of respondents: employers, providers, and policy-makers and planners. With regard to the interviews with employers in the tourist business, the study found that employers confirm what had been found from documentary sources, namely that present tourism manpower is inadequate both in quantity and quality. The reasons for labour shortages were said to be : (1) the rapid expansion of the industry, (2) insufficient training infrastructure, and (3) a poor image of the industry.

Most employers were optimistic about the future prospects of the tourism industry. They anticipated that their staff needs in the next five to ten years would increase at least 10 percent per year. The future demand is for both unskilled and skilled staff, especially supervisors, middle management, and top management. There is also an increasing need for staff with skills in at least two foreign languages, including English and improved service oriented attitudes.

The study also found that tourist firms and establishments lack long-term manpower planning and the firms' in-house training and retraining is inadequate.

Schools are major sources of the firm's new entry staff. Other relationships that most employers and their firms have with education and training institutes are in the areas of student practical training and teaching.

The employers described tourism education and training as inadequate both in quantity and quality. They thought that major obstacles facing tourism education and

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training are: the lack of qualified staff and training facilities, the irrelevance of school curriculum to the needs of the industry, and negative social attitudes towards careers in tourism.

Major recommendations of the employers were for: (1) the improvement of school curricula and textbooks, (2) more government funding for staff training and equipment, (3) more emphasis on development of students' service-oriented attitudes and the work ethic, (4) more institutions offering degree and training programs in tourism, (5) closer cooperation between public and private sectors, and (6) improvement in the teaching of English.

With regard to the interviews with providers of tourism education and training, the study found that the quantity of present tourism education and training programs is said to be inadequate in meeting the needs of the tourism industry; however, most providers believed that the quality of their programs adequately meets the requirements of the industry and they were satisfied with the quality of their graduates.

Most providers said that student enrollments were not based on manpower plans, but they were mainly based on the needs of the labour market and the capacity of education and training institutions.

Schools have made greater use of the business facilities and staff in terms of students' practical training and teaching than other areas. They also play a significant role in staff training for tourist firms and establishments.

The providers recommend that more funds be allocated for staff training and development, equipment and training facilities; greater cooperation between public and private sectors be sought and promoted; more commitment from senior management be sought; more emphasis be placed on the teaching of positive values and attitudes towards

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careers in tourism. They also indicate the need for up-to-date curriculum relevant to the needs of the industry.

With regard to the interviews with policy-makers and planners, the study found that all policy-makers and planners have been involved in addressing issues regarding the mismatch between the needs of the workplace and products of the education and training system. However, there is a lack of long-term policies and plans to deal with future requirements for manpower in the tourism industry on the part of government. Manpower planning has not been fully used to guide educational planning; rather, it has been used only as a general indicator for investment in education and training in response to the manpower needs of the national economy. Western manpower planning models are said to be unsuccessful in dealing with the problem of mismatch between the needs of the workplace and products of the education and training system in developing countries mainly because of the social values, and economic and political factors which are different from those of the developed countries.

Important issues respecting tourism education and training emerging from the interviews with policy-makers and planners were: the lack of qualified teaching staff, irrelevancy of school curriculum to the needs of the workplace, and the lack of funding for training materials and equipment. High tuition fees, especially in private education and training institution, is said to prevent potential students from gaining access to tourism education and training.

In the next chapter, these findings will be examined so as to address the key issues which the study seeks to illuminate: to understand why manpower shortages in the tourism industry still persist despite the use of national manpower and educational planning models in Thailand.

CHAPTER 7

EXPLAINING PERSISTENT MANPOWER SHORTAGES IN THE TOURISM INDUSTRY

As indicated in the introductory chapter, the purpose of this study was to understand why manpower shortages in the tourism industry still persist despite the use of national manpower and educational planning models. The study consisted of three stages: the first stage was to acquire an understanding of the way manpower and educational planning have developed and operated in Thailand, the second was to determine to what extent there is a match or mismatch between manpower demand and supply in the tourism industry and the third was to examine the causes of the match or mismatch in the context of Thai planning models.

Previous chapters have reported the first two stages. This chapter addresses the third stage of the study. It will be recalled that two plausible explanations for the persistent manpower shortages in the tourism industry were advanced: First, the problem of persistent manpower shortages in the tourism industry lies with manpower and educational planning models themselves: either they have inherent limitations or the conditions required to have them work are lacking. Second, the problem does not lie with the manpower and educational planning models but it lies with problems specific to the tourism industry.

In this chapter, salient findings regarding manpower and educational planning in Thailand and manpower requirements and supply in the Thai tourism industry are recalled and discussed in the light of the literature. These findings will then be applied to the examination of the two explanations outlined above. Accordingly, this chapter has four sections. The first section presents findings regarding manpower and educational planning in Thailand. The second section presents findings regarding manpower requirements and supply in the tourism industry. The third section outlines issues

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concerning education and training for tourism. The final section examines the two explanations for the persistent manpower shortages in the tourism industry and draws some final conclusions.

7.1 MANPOWER AND EDUCATIONAL PLANNING IN THAILAND

This section pulls together salient findings regarding manpower and educational planning in Thailand both from the documents and the interviews and discusses them in the light of manpower and educational planning literature reviewed in Chapter 2.

Manpower planning has been an integral part of the Thai national development plans and has been employed as the link between socioeconomic and educational planning since the Second Economic and Social Development Plan (1967-1971). Manpower planning in Thailand has objectives similar to those described in the literature. It aims at identifying manpower requirements for the national economy and providing guidelines for educational planning. Except for the Third Plan (1972-1976), manpower planning in Thailand has sought to address manpower requirements at the macro economic level.

The manpower requirements approach has been employed for manpower planning in Thailand since the first manpower plan was introduced in 1967. Manpower forecasting techniques, the major tool used to project manpower demand and supply for the Thai economy, have some drawbacks which are of a similar nature to those described in the literature, particularly the difficulty of making detailed projections of various skills required over long periods of time due to economic fluctuations and changes in technology. Insufficient, unreliable and out-of-date data used in the projections often

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result in large errors. Furthermore, labour substitution possibilities on the demand side in response to relative costs have often been neglected by this approach.

Further, past experience indicates that manpower planning in Thailand has not been successful in addressing manpower requirements of the country. Unemployment has occurred among people of all educational levels, while at the same time, Thailand is facing manpower shortages. Realizing from its own experience the limitations of this approach, Thailand has modified its manpower planning approach. For example, emphasis is given to analysis of the functions of the labour market and studies of manpower needs are now used to provide general indications for planning rather than adherence to precise manpower forecasts.

According to policy-makers and planners, Western manpower planning models have not been successful in dealing with the problem of mismatches between the needs of the labour market and products of the educational and training systems in Thailand and other developing countries mainly because of the social values, economic and political factors which are different from those of developed countries. In developing countries, economies are difficult to predict because they rely mainly on agricultural products which are highly influenced by nature and the world economy. Student enrollment numbers are often determined by social demand and political pressures rather than by economy based manpower requirements. Furthermore, people prefer government employment to private sector employment because the former is perceived to be more prestigious and secure than the latter.

The study also found that linkages between manpower and educational planning in Thailand are inadequate. Ninety-two percent of policy-makers and planners said manpower planning had not fully been used to guide educational planning and one said manpower planning had not been used at all. This is partly because manpower and

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educational plans are developed concurrently by two separate agencies, namely the Office of National Economic and Social Development Board and the Office of the National Education Commission. Due to time constraints sometimes educational plans have to be based on other sources of information (e.g., experts' opinion, follow-up studies of graduates) because manpower plans cannot be developed in time to be used as a basis for educational planning.

Finally, manpower and educational planning have worked to different priorities. The main objective of manpower planning is to identify manpower requirements of the country, while educational planning has three primary objectives of which meeting manpower requirements is only one; the remaining two are the expansion of educational opportunities, and the qualitative improvement of educational processes and outcomes.

During the past three decades, Thailand has achieved considerable success in increasing literacy rates and the number of primary, secondary, and higher education participants, but their quality remains unsatisfactory. There are several issues facing the Thai education system, e.g., inequality of educational opportunities, the relevance of curriculum to the needs of the workplace, low participation rate in secondary education, and the existence of educated but unemployed people.

In sum, manpower and educational plans which are developed concurrently are part of Thailand's five-year national development plans and both are intended to address manpower requirements and supply at the macro economic level. Manpower forecasting techniques used to project manpower demand and supply for the national economy have some shortcomings of a similar nature to those described in the literature. A major shortcoming is the difficulty of making accurate projections of manpower demand and supply over long periods of time due to economic fluctuations, changes in technology and inadequacies of data. Recognizing its shortcomings, Thailand has adapted its manpower

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planning approach in the light of experience to make it work effectively. However, the mismatch between demand and supply still persists. The study showed that senior policy-makers and planners say that differences in economic, political and social values have made manpower planning models based on the experience of Western countries unsuccessful at matching manpower demand and supply in developing countries, including Thailand.

7.2 MANPOWER REQUIREMENTS AND SUPPLY IN THE TOURISM INDUSTRY

This section discusses findings regarding manpower requirements and supply in the tourism industry in relation to the literature on employment problems in the tourism industry and tourism education and training.

7.2.1 DEMAND

The interviews with employers in the tourist business show that the overwhelming majority of the employers (36 of 41) were optimistic about the future prospects of the tourism industry due to several favorable conditions (e.g., the diversity of tourist attractions, cheap accommodation and food, and being the gateway to Indochinese countries expected to be popular tourist destinations in the future). Most employers (29 of 41) anticipated that their staff needs would increase by 10 percent or more a year in the next 5 to 10 years based on past trends of the growth rate of the tourism industry.

Both documents and interviews suggest that the demand is increasing for all skill levels. But the greatest demand is for skilled staff, particularly supervisors, middle management, and top management. There is also demonstrated need for those with

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English language skills and skills in other languages such as Japanese, Chinese, Korean, German and French.

The study also indicates that, apart from foreign language and office automation skills, employers place strong emphasis on a service oriented attitude in their workers and intellectual skills. These findings are in accordance with a series of case studies of Canada's service industry conducted by the Economic Council of Canada which suggests that employee qualities sought by the service sector are basic academic competence, creativity and initiative, analytical problem solving ability, adaptability, and communication and interpersonal skills (Lockwood & Guerrier, 1990).

Increasing competitiveness, changes in technology, and the needs of the different client groups the tourism industry intends to attract were among important factors identified by employers as affecting future skill requirements for the tourism industry.

However, the study also shows that the tourist firms and establishments under study seem to prepare inadequately for their future staff needs and current manpower shortages. The findings show that tourist firms and establishments lack a long-term view for assessing their future manpower needs. Only forty-nine percent have plans to deal with their staffing needs. Most of these focussed on the short-term (a two-year plan). The explanation for the lack of a long-term view of the employers lies mainly with uncertainties about their business conditions and the size of their business.

The study also shows that firms' in-house training and retraining is inadequate. This is due to the fact that some firms, especially small firms, cannot afford to train their staff because of the lack of budget and trainers, and in most cases employers are afraid of the trained staff leaving the firm upon completion of their training to join another firm. This finding shows a high degree of consistency with findings from recent research on on-the-job training in Thai industry undertaken by Poapongsakorn (1991) which suggest

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that there is insufficient private training and that small firms provide little formal training and in some cases were found to delay the learning process of their apprentices. High labour mobility, labour poaching, and poor management were also found by the study in question to affect the larger firms' incentives to provide transferable skill training for their employees.

7.2.2 SUPPLY

The documents indicate that at present tourism manpower is in short supply both in quantity and quality. According to the Tourism Authority of Thailand, the education and training system can produce only 3720 or 20% of total required graduates a year. The documents suggest that the present school curriculum is inadequate in meeting the needs of the tourism industry because it lacks balance between theory and practice and it is not standardized.

This finding was confirmed by interviews with employers in the tourist business, the majority of whom (30 of 41) said present tourism manpower is inadequate both in quantity and quality, while the remainder said the quantity of tourism manpower is adequate but the quality is inadequate in meeting the needs of the industry. All employers said the quality of staff was inadequate.

According to the employers, manpower shortages are due to the rapid expansion of the industry, negative social attitudes towards careers in tourism, lack of tourism professionals and technical know-how because this profession has recently been introduced to Thailand, irrelevance of school curriculum, lack of government funds for tourism education and training, and lack of specialized institutions offering tourism education and training.

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On the other hand, those who provide tourism education and training believe present tourism education and training programs are quantitatively inadequate but qualitatively adequate in meeting the needs of the industry. The majority of the providers (27 of 32) said the quantity of programs they are offering is inadequate in meeting the needs of the industry and only four providers said there were enough programs. These providers maintained, however, that the quality of their programs was adequate,

Responses from both employers and providers of tourism education and training indicate clearly that quantitatively there is a mismatch between manpower demand and supply in the tourism industry with demand surpassing supply and that present tourism education and training initiatives are not adequate to meet current and future demands of the industry. This finding is consistent with the literature outlined in Chapter 5.

However, there is some inconsistency in responses of employers and providers regarding the quality of tourism manpower if one assumes that good programs yield good graduates. Fifty percent of providers say their programs are good and six percent say their programs are very good, but 100% of employers seem to find the quality of graduates to be inadequate.

The reason for this inconsistency may be that people are reluctant to admit that what they provide is inadequate, whereas people who use what those people provide are quite ready to criticize. But if this is so, why are providers not hearing the message from the employers? The Thai culture makes criticism difficult, and consequently providers will not receive direct negative feedback from the users.

7.2.3 SUMMARY

The study found that at present tourism manpower is in short supply both in quantity and quality and that current education and training initiatives are inadequate in meeting present and future requirements of the tourism industry. According to the employers, manpower shortages are due to the rapid expansion of the industry, negative social attitudes towards careers in tourism, lack of tourism professionals and technical know-how, irrelevance of school curriculum to the needs of the workplace, lack of government funding for tourism education and training and lack of specialized institutions offering tourism education and training. Nevertheless, the employers seem to prepare inadequately for their staff needs. They take a reactive rather than proactive approach to dealing with their staff needs. The employers lack a long-term view towards their manpower requirements and tend to bargain for experienced staff from other firms rather than invest in training.

7.3 ISSUES CONCERNING EDUCATION AND TRAINING FOR TOURISM

Seven important issues respecting tourism education and training emerged from this study. They are: the quality of graduates, the relevance of school curriculum to the needs of the industry, the availability of qualified teachers, materials and training facilities, communication and cooperation between employers and providers, government responsiveness, accessibility, and attitudes towards careers in tourism.

The Quality of Graduates. The study found that most employers were not satisfied with graduates and none was totally satisfied, whereas most providers were satisfied with their programs and graduates. All employers agreed that the quality of tourism personnel was inadequate in meeting the needs of the industry. Employers

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complained that education and training are not producing the type of employees they need, although they often have difficulty defining their needs and only a few employers have communicated their needs to education and training institutes. The study shows widespread concern of employers in the tourism industry that present education and training systems do not adequately prepare graduates for work; that graduates leave school with inadequate knowledge and skills relevant to the job market and with inappropriate work attitudes and values.

In addition, as the Thai workforce has a low educational level and the participation rate of secondary education is still lower than 50%, it is likely that the issue of graduate quality will continue to persist in the next 5 to 10 years.

The majority of the providers, on the other hand, thought that their graduates were well prepared for the job because most of them got a job and they received positive feedback from the employers. This finding is inconsistent with the existing literature and the employers' views which suggest that the quality of the graduates is inadequate in meeting the requirements of the industry.

The Relevance of School Curriculum. This study shows discrepancies between what is taught at school and what is actually required on the job. Thirty-nine percent of employers, fifty percent of policy-makers and planners and nine percent of providers said the current school curriculum is not up-to-date and irrelevant to the needs of the workplace. None of the employers was fully satisfied with graduates whom they employ. The employers indicated that graduates of education and training institutes have insufficient command of English, and they lack practical training and positive attitudes towards careers in tourism.

The Availability of Qualified Teachers, Materials and Training Facilities. All groups of interview participants expressed concern about the lack of qualified teachers,

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materials and training facilities which they said limits the capacity of education and training institutions to increase their enrollment numbers and to improve the quality of their programs. This finding is in line with findings from the documents.

Communication and Cooperation between Employers and Providers. The study found that there is a lack of communication between employers and those who provide tourism education and training. Of twenty employers who engaged in manpower planning, only five communicate their manpower requirements to education and training institutes; some employers were not aware of the availability of tourism education and training programs. Moreover, cooperation between employers and providers is limited to two main areas: student training and teaching. Cooperation in other areas (e.g., curriculum planning, joint training, and staff recruitment) is still lacking.

Government Responsiveness. All groups agree that government funding for tourism education and training is inadequate. Moreover, more than fifty percent of providers and three employers indicate that the government bureaucracy is not responsive to changes. They felt that government controls rather than facilitates the training organized by both the public and private sectors (e.g., imposing out of date rules and regulations, and strictly controlling financial management of schools).

Accessibility. Both the documents and the interviews indicate that high tuition fees, especially in the private education and training institutions, to a certain extent, have prevented potential students from gaining access to tourism education and training programs.

Attitudes towards Careers in Tourism. All groups of respondents expressed concern about the negative attitudes of society, parents, and students towards careers in tourism. The industry is said to have a poor image in terms of its limited career

prospects, unfavorable working environment and conditions, low salaries, and lack of job security.

7.4 EXPLAINING THE PERSISTENCE OF MANPOWER SHORTAGES IN THE THAI TOURISM INDUSTRY

As is clear from the study so far, two basic facts concerning manpower issues in the Thai tourism industry can be stated. First, Thailand has for many years systematically employed both manpower planning and educational planning. Second, there is a serious mismatch between supply and demand in the Thai tourism industry. The preceding sections have summarized the study's detailed findings confirming these two facts. This section explores the two plausible explanations for the situation and from the exploration attempts to answer the question which the study was designed to answer namely: "Why do manpower shortages in the tourism industry persist in spite of the use of national manpower and educational planning models?"

The exploration first deals in turn with each of the explanations and, in a final sub-section, draws some conclusions.

7.4.1 MANPOWER AND EDUCATIONAL PLANNING MODELS AS THE SOURCE OF THE PROBLEM

The first plausible explanation for the persistence of the demand and supply imbalances is as follows:

The problem of persistent manpower shortages in the tourism industry lies with manpower and educational planning models themselves: either they have inherent limitations or the conditions required to make them work are lacking.

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There are two parts to this explanation: (a) the models used have inherent limitations and (b) the conditions required to make them work are lacking.

With respect to the limitations of planning models, the present study supported previous findings in the literature that manpower forecasting techniques have some drawbacks, e.g., the difficulty of making precise projections of manpower requirements over long periods of time due to economic fluctuations, changes in technology and data inadequacies. Unemployment problems and labour shortages which Thailand is facing are good examples of the limitations of manpower forecasting techniques. Moreover, this approach often neglects labour substitution possibilities on the demand side in response to relative costs. This argument was supported by policy-makers and planners who contend that employers in the tourist business tend to hire cheap labour instead of hiring qualified personnel.

The study also found that manpower planning based on experience of Western countries is seen by policy-makers and planners as inapplicable to developing countries due to differences in economics, politics, and social values. As mentioned earlier, in developing countries, student enrollments are often determined by social demand and political pressures rather than by manpower requirements of the country and people have certain attitudes towards jobs. Therefore, plans were not followed. As a result, schools often end up producing graduates in fields which are not required by the job market and graduates have a tendency to choose a job perceived by society as prestigious.

Moreover, the way manpower and educational planning models operate is not geared to address manpower requirements and supply in the tourism industry. That is, both manpower and educational planning models are designed to provide guidelines only at the macro economic level. There is no evidence from either documents or interviews

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that indicates that national economic and social development plans have sought to deal with detailed manpower issues in the tourism industry.

It should be noted that this is not a limitation of the model in the same sense as the applicability of Western planning models to developing countries but this one limits the applicability of national manpower planning to lower level problems. The existence of a National Economic and Social Development Plan which states that education and training will be provided according to the needs of individuals and labour market demands is clearly seen by both policy-makers and planners as making it unnecessary for them to develop specific policies and plans to deal with manpower requirements and supply in the tourism industry. This view allows them to think that there is no problem because manpower requirements of the tourism industry have already been taken care of by the national manpower and educational planning models.

Only one planner said he has policies and plans to deal with manpower requirements and supply in the tourism industry. This is because his agency is responsible for tourism planning and management. Thirty-three percent of policy-makers and planners said they have policies and plans that deal broadly with manpower requirements and supply in the service industry.

With respect to the conditions required to make plans work, the study found that some conditions necessary for effective manpower and educational planning have not been met. For example, linkages between manpower and educational planning are inadequate. Although the documents indicate that manpower planning has been employed as the link between socioeconomic planning and educational planning since the 1960s, in practice manpower and educational plans are developed concurrently by separate government agencies. According to the interviews with policy-makers and planners, manpower planning has been used as a general indication of needs in

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educational planning in some fields of study only. Moreover, manpower and educational planning have worked to different priorities. As stated earlier, the main objective of manpower planning is to identify manpower requirements of the country, while the objectives of educational planning have included meeting manpower requirements as only one of three main objectives.

Reliable and timely data and information for manpower and educational planning, especially labour market information are also lacking. This has resulted in large errors of manpower projections in previous national plans. Although most policy-makers and planners said that this problem has been resolved, some contend that this problem still persists. Evidence from the documents seems to support the latter contention.

In conclusion, there are some limitations in the planning models and to some extent conditions needed to make plans work are lacking, but in general these do not explain a mismatch in the tourism industry in particular. Moreover, the plans for 25 years have been a major and successful feature of Thailand's economic development. At the macro level, manpower and educational planning are useful. The indications are that some conditions could be improved but that basically they have worked well. The only problem is that the very fact that for some purposes they work well may have led to an ignoring of particular sectoral problems because national planners consider they are covered by the planning process.

7.4.2 FEATURES OF THE TOURISM INDUSTRY AS PART OF THE PROBLEM

The second plausible explanation for the persistence of imbalances in manpower demand and supply in the tourism industry is as follows:

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The problem does not lie with manpower planning models (which are working as they are meant to work) but with problems in particular sectors--in this case, the tourism industry.

It seems clear from the study that many features of the tourism industry itself contribute to problems within it. They are: the rapid expansion of the industry, the image of the industry, behavioral patterns of management, features of education and training institutes, role of government, and linkages between employers and providers. These features will be discussed in turn in the following paragraphs.

The Rapid Expansion of the Industry. Both documents and interviews indicate that a lack of trained staff in Thailand's tourism industry is brought about mainly by the rapid expansion in the size of the industry at a time when the training infrastructure is not sufficiently developed to satisfy the demand. As pointed out in Chapter 5, the education and training system can produce only 3720 or 20% of total graduates required a year by the tourism industry during the period 1990-1992. With what are perceived to be low quality graduates and a shortage of newly-trained staff entering the labour market, tourist firms and establishments in Thailand are keen to attract experienced staff from existing tourist firms and establishments (Lockwood & Gurrier, 1990). This finding is confirmed by more than half of employers (24 of 41) who said that they recruited experienced staff from other tourist firms and establishments. The resulting exacerbation of the staffing problems in the weaker parts of the industry makes the industry unable to compete for the most experienced employees.

The Image of the Industry. The industry's ability to attract staff is reported also to be affected by the poor image of the industry resulting from the limited career prospects, adverse employment conditions, and negative social attitudes towards careers in this field. Forty-one percent of employers said negative social attitudes have

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contributed to the problem of manpower shortages in the tourism industry, while twenty-eight percent of providers of tourism education and training and one planner pointed out the same issue. Thai people prefer to work for government because it is perceived that government jobs are more prestigious and secure than jobs in the private sector. These findings are consistent with the literature on employment problems in the tourism industry.

What this literature is not very informative about is a particular complex of problems unique to the tourism industry and probably included in what the respondents referred as "negative social attitudes". This undiscussed aspect is the presence in some parts of the industry of drug and prostitution-related activity. It is almost certain that assertions about the "poor image" of the industry come from people's tacit recognition of this aspect.

Behavioral Patterns of Management. Most tourist firms and establishments take a reactive role rather than a proactive one in dealing with manpower shortages and their future staff needs. For example, instead of investment in training, they compete with other firms for experienced staff by paying higher salaries and benefits. Only sixteen firms provided in-house training programs for their staff. Besides, more than half of tourist firms and establishments (21 of 41) do not plan ahead for their staff needs. Even those who claimed that their firms did employ manpower planning indicated that their plans range between one and two years. Of twenty employers who engaged in manpower planning, only five communicated their manpower needs to education and training institutes. Hence, it is difficult for education and training institutes to respond effectively to the industry's needs since they do not know how many and what types of graduates will be needed. Moreover, the policy-makers and planners believe that some employers prefer to hire cheap labour; therefore their quality is low.

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Features of Education and Training Institutes. The lack of qualified teachers, materials and training facilities has direct effects on limiting the capacity of education and training institutes to increase their enrollment numbers and to improve the quality of tourism education and training programs. Out of date curriculum has direct effects on the quality of tourism personnel because skills learned at school are not relevant to the needs of the workplace. Furthermore, high tuition fees, especially in the private institutions, were found to prevent potential students in gaining access to tourism education and training programs.

The findings from the interviews also show that only nineteen percent of providers said that their institutes follow manpower plans in planning for their student enrollments. Most education and training institutes under study revealed that their student enrollment numbers are based on the institution's capacity to absorb students in terms of teaching staff and training facilities.

Role of Government. The study found that government funding for tourism education and training in terms of staff training, materials and training facilities is insufficient in meeting rapidly increasing demands for graduates in this field. Moreover, employers and providers felt that government bureaucracy is not up-to-date and is unresponsive to changes (e.g., government imposes out-of-date rules and regulations) and government controls rather than facilitates education and training organized by both public and private institutions, particularly with respect to financial management of schools.

Linkages between Employers and Providers. The study found that cooperation and communication between employers and providers is lacking. This factor has caused negative effects on the planning and production of tourism manpower because providers do not know how many and what types of graduates will be needed by the industry. Nor

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do providers know that their graduates are found to be less satisfactory than they think they are.

Overall, it seems clear from the above findings that a good deal of support exists for this second explanation.

7.4.3 NATIONAL MANPOWER AND EDUCATIONAL PLANNING AND THE PROBLEMS OF SUPPLY AND DEMAND IMBALANCES IN PARTICULAR SECTORS OF THE ECONOMY

As has been shown, there is some support for both of the alternative explanations of the imbalance between supply and demand in the Thai tourism industry. To assess the value of the evidence, it is useful to ask "Would the supply/demand imbalances in the tourism industry be cured if the conditions impeding the optimal use of national manpower and educational planning were rectified?

Certainly, the situation would be improved if the conditions impeding the optimal use of national manpower and educational planning were rectified. For example, if there were adequate linkages between manpower and educational planning, education and training institutes would be better informed about manpower requirements of the economy. It would also be better if the national manpower and educational plans emphasized manpower issues of particular sectors because problems specific to each sector would be dealt with.

As for the limitations of the techniques used for manpower forecasting, improved data systems (e.g., labour market information and occupational data) would enable the predictions to be more precise than the present situation.

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Cultural differences from Western models would still exist, but there is no evidence that they really interfere with the Thai national planning. The system works well at the macro level and issues respecting inadequate linkages between manpower and educational planning and the limitations of manpower forecasting techniques are probably not unique to the tourism industry. Rectifying them would be an improvement but is unlikely to counteract problems in industry itself.

Alternatively, would the supply and demand imbalances be cured if all problems in the industry were fixed?

Much would be improved if all problems in the industry were fixed--but not everything. Industry does depend on macro economic factors to some extent. That is, if shortages occurred at the macro level (e.g., decline in labour supply), it is likely that it would have impacts on the industry, even though problems specific to particular sectors had already been fixed.

In conclusion, the reasons for imbalances between manpower demand and supply in the tourism industry may rest to some degree with the national manpower and educational planning models but to a rather greater degree the problem is specific to features of the tourism industry itself. Manpower and educational planning models at the national level are ineffective unless policy-makers and planners, providers as well as employers in the tourist business take a planning stance with respect to the diagnosis of the way their own sector is working and act to remedy the problems they find.

Balance between manpower supply and demand in the tourism industry depends at the national level on having manpower planning well meshed with educational planning, but it is not seen as a vehicle for curing deficiencies of the structure and relationships in the industry itself. In order for the problem of manpower shortages to be

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solved or improved, planning both at the national and industry levels needs to work well and develop linkages between them.

These conclusions may be generalizable beyond the Thai tourism industry and such an extension will form the basis of recommendations in Chapter 8.

CHAPTER 8

SUMMARY, IMPLICATIONS AND RECOMMENDATIONS

This final chapter presents a summary of the study and its implications. Initially, these implications are discussed in the context of the Thai tourism industry and lead to a number of recommendations for policy and improved practice. The case of the Thai tourism industry, however, may be generalizable in two ways: (a) to other sectors of the Thai economy and (b) to other developing countries. Discussion of such wider implications is provided in the context of suggesting the broad outlines of a model which may guide future research.

8.1 SUMMARY: MANPOWER SUPPLY AND DEMAND IN THAILAND'S TOURISM INDUSTRY

The purpose of this study was to ascertain why shortages of manpower in the Thai tourism industry continue to persist despite the use of national manpower and educational planning models. The study was seen as a case study and it was guided by the literature in three areas: manpower planning, the relationship between manpower and educational planning, and employment and manpower development planning in the tourism industry.

Despite its shortcomings, it is widely accepted that manpower planning is critical for the economic development of a country because it is useful in identifying manpower requirements and providing guidelines for educational planning to ensure an adequate supply of qualified manpower for the national economy. A major shortcoming of manpower planning is that projections cover too long a period of time. This often produces mismatches between the numbers and levels of graduates suggested by the projection and the actual manpower requirements of the economy due to economic fluctuations, changes in technology and data inadequacies.

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Manpower planning in the tourism industry is very recent. Past efforts have been concentrated on physical planning because it was often assumed that tourism manpower would always be available. The literature on employment and manpower development planning in the tourism industry suggests that the poor image of the tourism industry, the lack of manpower planning and in-house training on the part of the industry, and the lack of planning for tourism education and training may result in shortages of manpower in the tourism industry both in quantity and quality.

Based on the literature, two explanations for the persistence of manpower shortages in the tourism industry were advanced:

1. The persistent manpower shortages in the tourism industry were the result of manpower and educational planning models themselves: either they have inherent limitations or the conditions required to have them work are lacking.

2. The sources of the continuing mismatch in the manpower demand and supply equation of the tourism industry were specific to features of the tourism industry itself.

To explore these explanations, two data sources were used: documentary and interview data. The documentary data were collected from journal articles, reports, monographs, theses, dissertations, and official documents from relevant agencies in Thailand. The interview data were obtained from the interviews with three groups of key informants: employers in the tourist business, providers of tourism education and training, and senior government officials who are involved in manpower and educational planning. Three sets of interview questions were developed to obtain information regarding manpower and educational planning and manpower requirements and supply in the tourism industry from each group of the interview participants. A total of 85 people in four tourist centers in Thailand: Bangkok, Chiang Mai, Nakorn Rachasima and Songkhla were interviewed.

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The analysis of the data confirms that there is a mismatch between manpower demand and supply in the Thai tourism industry with demand significantly surpassing supply. The respondents from the tourism industry and educational and training institutes concurred in the view that tourism manpower at present is in short supply and that this trend seems likely to continue in the future. The study suggests that demand in the tourism industry is based not only on the number of people required, but also on the quality of people and their skills. The analysis also shows that present education and training initiatives are inadequate in meeting current demands and are insufficient to meet future demand. The study found that the Thai national manpower and educational plans were not designed to address manpower issues specific to the tourism industry and that present tourism education and training programs were not geared to manpower requirements of the industry. Moreover, employers in the tourist business seem to prepare inadequately for their staffing needs because they lack long-term manpower planning and their investment in training is inadequate.

The study concluded that while there was some truth in both explanations for the persistent manpower shortages in the tourism industry, the second explanation is the stronger. There are limitations in manpower and educational planning models, and there is a lack of some of the conditions required for their optimal functioning, but the mismatch between supply and demand in the tourism industry in Thailand is more fully explained by features intrinsic to the industry itself. A balance between manpower demand and supply in any sector would be improved by having manpower planning at the macro level well meshed with educational planning, and by developing linkages between two levels of planning: the national and industry level. More importantly, however, within the Thai tourism industry itself, those involved have to take a planning stance by diagnosing the way their own sector operates and collaborating to rectify the problems

they find. Recommendations arising from these conclusions form the subject of the next section.

8.2 RECOMMENDATIONS FOR IMPROVING THE MATCH BETWEEN MANPOWER SUPPLY AND DEMAND IN THE THAI TOURISM INDUSTRY

The recommendations which follow deal first with what the study found in relation to national manpower and educational planning policies and second with the findings related to the tourism industry itself.

8.2.1 RECOMMENDATIONS FOR MANPOWER AND EDUCATIONAL PLANNING

The study found that there are limitations in the national manpower and educational planning models and there is a lack of some of the conditions required for their optimal functioning. This may contribute to the lack of match between manpower demand and supply in particular sectors of the Thai economy.

With respect to limitations of the manpower and educational planning models, the study found that the national manpower and educational planning models are designed to address manpower requirements at the macro economic level only. As a result, manpower requirements of particular sectors, including tourism have not been dealt with. It is worth asking whether the national manpower and educational plans should always be designed in such a way that needs of particular sectors cannot be addressed. At the very least, the government should recognize the importance of tourism for the Thai economy to such an extent that long-term policies and plans regarding tourism manpower are promulgated in the national development plans to ensure that necessary resources are provided for the production of appropriate numbers of quality personnel to staff this fast growing industry.

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With regard to conditions required for optimal functioning of the manpower and educational planning models, the study found that linkages between manpower planning and educational planning are inadequate. This is partly because manpower and educational plans are developed concurrently and manpower plans have not fully been used as a basis for educational planning. To correct the situation, better articulation between manpower and educational planning should be sought. This can be done through collaboration between the agencies responsible for manpower planning and educational planning respectively. Such collaboration might also be a good way of rectifying conditions which impede the optimal use of manpower and educational planning (e.g., improved data systems and communications).

8.2.2 RECOMMENDATIONS FOR THE TOURISM INDUSTRY

The findings of this study suggest that the persistent manpower shortages in the tourism industry may be the result of features intrinsic to the tourism industry itself. This sub-section offers recommendations for improving and resolving problems intrinsic to the tourism industry. It deals first with recommendations for employers in the tourist business and then proceeds to offer recommendations for providers of tourism education and training.

8.2.2.1. Recommendations for Employers

There are three salient categories of findings related to employers in the tourist business which may contribute to the persistence of manpower shortages in the tourism industry. They are: the lack of planning stance on the part of the employers, the lack of liaison between employers and providers, and the poor image of the industry. In the following paragraphs, recommendations pertaining to these issues will be offered.

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Planning Stance. The findings of this study suggest that tourist firms and establishments lack a long-term perspective for their staffing needs and they take a reactive rather than proactive approach to deal with manpower shortages. The study found that more than half of tourist firms and establishments do not have manpower plans and those which have plans only have short-term ones. The study also found that firms' in-house training and retraining is inadequate and instead of training their own staff they tend to try to recruit experienced staff from other firms.

As suggested in Chapter 5, most of the Thai workforce is poorly educated, therefore on-the-job or in-house training is crucial for the development of the Thai workforce and the economy as a whole. To improve the quality of tourism personnel, more firms' investment in training and public subsidization of transferable skill training is recommended. To encourage in-house training, tax incentives should be provided to firms that invest in training. Further, an industry-led coordinating body to limit "poaching" of trained staff might be established. The existing bodies such as the Tourist Business Association, the Thai Hotels Association, and the Professional Tour Guide Association may be utilized for the above-mentioned task.

Liaison with Training Institutions. The study found that cooperation between public and private sectors is lacking. As it can be seen, relationships between tourist firms and tourism education and training institutions are mainly limited to student practical training and teaching. There is still room in areas such as curriculum planning and development, joint training and staff recruitment that should be explored and expanded. The study also found that employers do not communicate with providers regarding their manpower needs and they do not give true feedback on the quality of graduates. The solution to this problem lies in fostering a partnership between employers and education and training institutes. This implies a shared responsibility for training that

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can be exercised in a number of ways including sharing labour market information, and alternated training, whereby trainees spend period in both educational and training institutes and the workplace. Through such arrangements training institutions and employers develop a clearer understanding of each other's needs, potential and problems. To develop such relationships both employers and providers have to make efforts to make things work. However, there is some indication that even though employers were willing to contribute, they were too busy with their own work to afford the time to share their expertise with schools. Therefore, employers should be convinced of the usefulness of their collaboration with education and training institutes.

Image of the Industry. The study found that jobs in the tourism industry are not attractive to Thai people. This is partly because of the poor image of the industry in terms of employment conditions and benefits. Therefore, the image of the tourism profession should be improved so that it can be more attractive to Thai youth and their parents. This can be done in a number of ways. Employers, for example, might provide better incentives for tourism personnel (e.g., improved salaries and other fringe benefits, job security, and advancement opportunities), and might improve working conditions. It is probably also the case that the presence in parts of the industry of drug and prostitution-related activity is responsible for tarnishing the image of the whole industry. The image for many parents of prospective employees is unlikely to change unless government and the industry can deal with this problem.

8.2.2.2 Recommendations for Providers

The study found that the demand for skilled manpower is increasing and that the growth of Thai tourism will continue. However, education and training initiatives were found to be inadequate in meeting the needs of the tourism industry both in quantity and

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quality. The issues related to providers of tourism education and training which may contribute to manpower shortages are summarized below and recommendations are offered to improve the match between manpower demand and supply in the tourism industry.

Curriculum. The study found that the present school curriculum is not relevant to the needs of the industry. As can be seen from widespread concern of employers in the tourism industry who said that the present education and training systems do not adequately prepare graduates for work; that graduates leave school with inadequate knowledge and skills relevant to the job market and with inappropriate work attitudes and values. As a result, curriculum should reflect the particular needs of the industry; it should be monitored and updated periodically in order that it be more relevant to the needs of the industry. The development of students' attitudes, values and the work ethic should also be emphasized in the curriculum.

Feedback Mechanisms. The study found that providers have not received true feedback on the quality of graduates from employers. To ensure that true and timely feedback is obtained, providers need better feedback mechanisms, e.g., develop closer links with employers by inviting them to serve on curriculum planning committees, meet with employers in the business setting, observe students at work sites, and keep regular contact with graduates.

Training Infrastructure. The study found that the basic infrastructure (e.g., teachers, materials, and training facilities) for tourism education and training is inadequate. To ensure the successful implementation of tourism education and training programs, basic infrastructure should be provided to education and training institutes. Funding for this purpose may be obtained from government and donations from the private sector.

8.3 EXTENDING THE CONTEXT: RECOMMENDATIONS FOR FUTURE RESEARCH

This study of manpower issues in the Thai tourism industry has provided explanations for the lack of match between manpower demand and supply in one particular sector of the economy which to some extent may be generalizable beyond the case itself. It may have lessons for other sectors of the Thai economy and other developing countries.

As in all case studies, the details of the case are unique to the case; it is the broader way in which the details can be viewed that leads to the possibility of developing a conceptual model in which further research beyond the original case may be pursued.

In the present case there seem to be three generalizable ideas: (1) the role of national level manpower and educational planning, (2) the manpower practices of the industry, and (3) the extent to which education and training institutions meet the needs of a particular industry. It is a focus on these three ideas which enables us to consider the implications of the present case for generalizing both to other sectors in Thailand and to other developing countries. In the next paragraphs, further research based on these three ideas are suggested.

The Role of National Level Manpower and Educational Planning. This case study showed the importance of (1) the linkages between manpower and educational planning, and (2) the linkages between manpower planning at the national and industry level. The findings of this study provide an alternative approach for examining and understanding the problem of manpower shortages in particular sectors of the economy which planners and educators can use to improve their planning practice. This study also produces a broader understanding of the potential relationship between manpower and

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educational planning in developing countries because it demonstrates that in order to achieve a balance between manpower demand and supply, both manpower and educational plans have to be in harness and linkages between planning at the national and industry levels have to be developed.

The following research questions are useful for providing insights into the manner in which national manpower planning has been unsuccessful at matching manpower demand and supply of particular sectors of the economy.

1. How have other sectors' needs been reflected in national plans in Thailand?
2. To what extent are other sectors in Thailand affected by the separation of manpower and educational planning?
3. What is the history of manpower and educational planning in other developing countries? Does it show the same separation? And to what extent does the separation affect the match between manpower demand and supply?

The Patterns of Employment Policies. With respect to the patterns of employment policies in the particular industry, the case study of manpower issues in the tourism industry showed the importance of (1) a long-range planning stance, (2) the coordination of training activities between employers and providers, and (3) improvement of employment image and conditions.

It seems likely that these same features might be found in other sectors of the Thai economy and other developing countries. For instance, Poapongsorn's study (1991) on on-the-job training in Thai industry suggests that firms, especially small firms, provide little in-house training for their employees. High labour mobility affects the firms' incentives to provide transferable skill training. Chaiyawet's study (1991) on new and alternative approaches to technical human resource development in Thailand indicates that (1) there exist inadequate linkages and information flow between employers and

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providers of education and training, (2) employers take a myopic view of education and training, and (3) Thai people prefer government jobs to private-sector jobs which are seen to be lower status and lower skilled. These features are common to other developing countries (Moura Castro et al., 1990; Singh, 1990; Amjad, 1985).

Future research to determine the extent to which employers engage in productive manpower planning and in-house training, and factors affecting private employment would be useful for suggesting improved manpower practices at the industry level.

The Ability of the Education and Training System to Meet the Needs of Particular Sectors. The educational and training institutions in both Thailand and other developing countries continue to experience constraints in terms of the lack of qualified teaching staff, materials and facilities which limit their capacity to increase their enrollments and to improve the quality of their programs. Curriculum is often proved to be irrelevant to the needs of the industry because it lacks balance between theory and practice. Further research to find out how the education and training system can best serve the needs of particular sectors is useful for organizing future programs in response to the needs of particular sectors.

The findings of this study which provide an understanding of the extent to which the Thai education and training system is responsive to the needs of the industry may be applicable to other developing countries where their economy relies heavily on tourism. The rationale is that these countries are often characterized as having low educational levels and lacking manpower planning schemes resulting in shortages of qualified manpower (Ibida, 1990; World Tourism Organization, 1980; Hitchcock, 1993).

In conclusion, the existence of macro manpower and educational planning, even if well done, will not guarantee the development of a healthy manpower supply and demand situation in particular sectors. Improvements in the match of manpower supply and

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demand in particular sectors may be assisted by informed reflection based on findings likely to be uncovered by research of the kind suggested above. These research questions are based on the recognition that three elements need to be kept in mind: (1) the proper role of manpower and educational planning, (2) the manpower practices of a particular industry and (3) the ability of the education and training system to meet particular needs of the industry.

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APPENDICES

Appendix 1.1

Growth in Thailand's Gross Domestic Product (GDP), 1983-1990

Year	Growth in GDP (%)
1983	7.3
1984	7.1
1985	3.5
1986	4.9
1987	9.5
1988	13.2
1989	12.0
1990	10.0

Source: Bangkok Post Economic Review, 1991.

Appendix 1.2

Comparison: Revenue from International Tourism and other

Major Exports of Thailand (1982-1988)

Unit: Million Baht

Rank	Year						
	1982	1983	1984	1985	1986	1987	1988
1	Tourism 23,879	Tourism 25,050	Tourism 27,317	Tourism 31,768	Tourism 37,321	Tourism 50,024	Tourism 78,859
2	Rice 22,505	Rice 20,157	Rice 25,936	Textile product 23,578	Textile product 31,368	Textile product 48,555	Textile product 58,627
3	Tapioca 19,869	Tapioca 15,387	Textile product 19,155	Rice 22,524	Rice 20,315	Rice 22,703	Rice 34,676
4	Textile product 14,049	Rubber 11,787	Tapioca 16,600	Tapioca 14,969	Tapioca 19,086	Tapioca 20,661	Rubber 27,189
5	Sugar 12,933	Maize 8,468	Rubber 13,004	Rubber 13,567	Rubber 15,116	Rubber 20,539	Tapioca 21,844
6	Rubber 12,933	Sugar 6,338	Maize 10,147	Intergrated Circuits 8,248 12,818 15,179			Precious Stones 13,958

Source: Tourism Authority of Thailand cited in Hongladarom et al., 1990.

Appendix 1.3

Number of Foreign Tourists and Revenue from Tourism for the Period of 1980-1991

Year	Number of Foreign Tourists		Revenue from Tourism	
	Persons	% change	Million(Baht)	% change
1980	1,858,801	+16.80	17,765	+58.16
1981	2,015,615	+8.44	21,455	+20.77
1982	2,218,429	+10.06	23,879	+11.29
1983	2,191,003	-1.24	25,050	+4.90
1984	2,346,709	+7.11	27,317	+9.05
1985	2,438,270	+3.90	31,768	+16.29
1986	2,818,092	+15.58	37,326	+17.46
1987	3,482,958	+23.59	50,023	+34.03
1988	4,200,000	+17.07	78,759	+36.48
1989	4,780,000	+12.13	90,000*	+12.49
1990	5,360,000	+10.82	107,000*	+15.89
1991	6,000,000	+10.67	128,000*	+16.41

* Estimated.

Source: Tourism Authority of Thailand, 1989.

Appendix 3.1

Interview Questions

I. Interview Questions for Employers in the Tourist Business

1. Do you consider that tourism organizations are adequately staffed at the present time, both in quantity and quality?

If not, which skill categories are currently characterized by over supply or shortage?

2. Do you think your staff needs will change in the next five to ten years?

If so, which skills categories are likely to face an increase or decrease in demand over the next five to ten years?

3. What are the factors contributing to any increase or decrease in demand for particular skills? And why?

4. How would an increase in demand be met or a decrease accommodated?

Does your firm have plans for such contingencies?

5. What are your sources for staff?

What kinds of relationships do you and your firms have with education and training institutes?

6. To what extent do you find graduates of the education and training system to be well trained to work in the tourism industry?

How many of your new employees need remedial education and training? And what kinds?

How much of your firm's training and retraining is done "in-house"?

7. Are there any issues in the education and training system, and hotel and tourism education in particular of concern to organization?

What would be the most important of them?

8. If recommendations were to be made as to how the education and training system should respond to the needs of the tourism industry in the future, what issues would you suggest be emphasized?

II. Interview Questions for Providers of Tourism Education and Training

1. What do you think about the program(s) you are offering, both quantity and quality?

Are they adequate or inadequate to the needs of the tourism industry?

If inadequate, how do you see them changing to meet the needs of the tourism industry?

2. What kinds of changes, quantitatively and qualitatively, do you anticipate occurring in hotel and tourism education and training programs? Why?

What will be specific obstacles to achieving introduction of these changes and what would you recommend to overcome them?

3. How are your tourism education enrollment targets derived?

Is the number of enrollments based on manpower plans?

If answer is "Yes", what are details of plans?

4. What proportion of resources is allocated to tourism education and training as compared with the allocation for other areas?

And if you were required to cut back your operation and assign priority for funding, how high in the list of priority would tourism education and training be?

5. How easy or difficult has it been for you to attract students to enrol in tourism education and training programs? Has enough guidance and counselling been provided to students regarding their career choices?

If you are having difficulty, what actions could be taken to ensure that there are adequate numbers?

6. How satisfied are you with the graduates you have produced?

Are they well prepared for the job?

7. What mechanisms do you have in place to obtain feedback from the graduates of your programs?

Have you ever done any follow-up studies of your graduates?

What are the results?

8. Do you have any cooperative programs with any tourist firms or establishments?

If so, in what areas and with what forms?

9. If recommendations were to be made as to how tourism education and training should improve, what would you recommend?

III. Interview Questions for Policy-Makers and Planners

1. Have you in the past six months had your attention drawn to a question, problem or issue concerning the relationship between the needs of the workplace and products of the educational system?

If so, what was it and what action was taken to address it?

2. Do you have any long-term plans or policies to deal with manpower requirements of the tourism industry in the next five to ten years?

What are they and how were they developed?

If there are no plans, why not?

Who has responsibility for ensuring that educational and training institutions are responsive to industry's requirements?

3. What in your opinion are factors which would void the applicability of Western models of manpower planning in developing countries and what are factors contributing to the success or failure of manpower planning in Thailand?

4. To what extent has manpower planning been used as a guideline for educational planning in Thailand?

5. Are there any issues in the educational and training system concerning hotel and tourism education and training which are of concern to you?

What would be the most important of them?

6. Do you think that the present admission and fee policies prevent students from seeking admission to hotel and tourism education and training? How?

If they do, should anything be done about it?

7. If recommendations were to be made regarding the improvement of tourism education and training both in quantity and quality, what would you recommend?

THE UNIVERSITY OF BRITISH COLUMBIA



Appendix 3.2

**Department of Administrative,
Adult and Higher Education**
2125 Main Mall
Vancouver, B.C. Canada V6T 1Z4
Tel: (604) 822-6349
Fax: (604) 822-6501

April 11, 1991

To Whom It May Concern

The purpose of this correspondence is to introduce one of our doctoral candidates, Miss Wannapa Prasirtsuk. Miss Prasirtsuk is attached to Sukhothai Thammathirat Open University, Thailand and now on leave to complete her doctorate in educational administration at the University of British Columbia, Canada under sponsorship of the Canadian International Development Agency.

Miss Prasirtsuk is conducting dissertation research to examine to what extent the education and training systems of Thailand are providing the type and number of employees sought by Thailand's tourism industry. For the purpose of this exercise, three groups of key people will be selected for the interview. They are: employers in the tourist business in four tourist centres (Bangkok, Chiang Mai, Songkhla, and Nakorn Ratchasima), providers of tourism education and training, and policy-makers and planners.

In a few days you will receive a call with a request to schedule an interview. Miss Prasirtsuk would like to schedule your interview between May 15 to July 31, 1991.

We hope that you will be able to afford Miss Prasirtsuk your assistance on the project as we feel that the research findings should prove mutually beneficial.

Yours sincerely,

J.G.T. Kelsey. Ph.D.
Research Supervisor

Appendix 3.3

Consent Form for Participation in a Study of Education and Training in Meeting Manpower Requirements for Thailand's Tourism Industry

Description

The study examines the extent to which the education and training system of Thailand is providing the type and number of employees sought by the tourism industry. Participants in the study are asked to agree to be interviewed by the researcher. This interview is the only commitment which is being requested.

Confidentiality

Records of individual interviews will be seen only by the researcher and her supervisor. No other persons will have access to these records. While excerpts from the interviews may be cited in the research report, the citations will not be attributed to specific individuals.

Time Commitment

The interview will be conducted in Thai and will take approximately an hour.

Inquiries

We will be pleased to answer any questions about this project. The researcher, **Wannapa Prasirtsuk**, may be contacted by phone at **510-5948** and by mail at **1235 Ramindra Rd., Bangkok, Bangkok 10230**, to explain the purposes and procedures of the study. The research supervisor, **Dr. Graham Kelsey**, may be contacted at the Department of Administrative, Adult and Higher Education, University of British Columbia, Vancouver, B.C., Canada, V6T 1Z4, Telephone (604) 822-6524. Fax No: (604) 822-6501.

**YOUR PARTICIPATION IS VOLUNTARY AND YOU HAVE THE RIGHT TO
WITHDRAW AT ANY TIME FROM THE STUDY.**

_____ **NO, I PREFER NOT TO PARTICIPATE IN YOUR RESEARCH.**

_____ **YES, I AM WILLING TO PARTICIPATE IN YOUR RESEARCH
AND ACKNOWLEDGE THAT I HAVE RECEIVED A COPY OF
THIS FORM FOR MY FILES.**

MY PREFERRED DATE FOR THE INTERVIEW IS _____

NAME: _____ **DATE:** _____

SIGNATURE: _____

Appendix 3.4

A Code Key for the Analysis of Interview Data

I. EMPLOYERS

1. I.D.	01-41	Responses
2. Sex		
	1 = Male	34
	2 = Female	7
3. Educational Level		
	1 = B.A. and Lower	26
	2 = M.A.	15
4. Job Category		
	1 = Managing Director	13
	2 = Chairman	1
	3 = Vice-chairman	1
	4 = Regional Manager	1
	5 = General Manager	5
	6 = Administration Manager	2
	7 = House Keeping Manager	1
	8 = Marketing Director	1
	9 = Assistant Administration Manager	2
	10 = Assistant Personnel Manager	1
	11 = Assistant Front Office Manager	1
	12 = Comptroller	1
	13 = Tour Supervisor	1
	14 = President of Tourist Business Association	4
	15 = President of Hotels Association	3
	16 = President of Professional Guide Association	3
5. Type of Firm		
	1 = Travel Agent	17
	2 = Hotel	24
6. Size of Firm		
	1 = Large	23
	2 = Small	18
7. Region		
	1 = Central (Bangkok)	16
	2 = North (Chiang Mai)	9
	3 = South (Songkhla)	11
	4 = Northeast (Nakorn Rachasima)	5
8. Present Manpower Supply of the Tourism Industry		
	1 = Inadequate both quantity and quality	30
	2 = Adequate quantity but inadequate quality	11
	3 = Adequate both quantity and quality	-
	4 = Inadequate quantity but adequate quality	-

9. Skill Levels Adequately Supplied	
0 = None	15
1 = Entry level	15
2 = Supervisory level	-
3 = Middle management	-
4 = Senior management	-
5 = All levels	11
10. Skill Levels Inadequately Supplied	
0 = None	11
1 = All levels	15
2 = Supervisor, Middle and Senior Management only	15
11. Quantity Problems	
1 = Fast Growth of the Industry	27
2 = Negative social attitudes towards careers in tourism	17
3 = Competition for staff	10
4 = Some of graduates do not seek careers in tourism	3
5 = No higher learning institutes offering degree in tourism	3
6 = People don't understand the nature of the job in the tourism industry	3
7 = Lack of tourism professionals	2
8 = N/A	11
12. Quality Problems	
1 = Graduates are not proficient in English.	23
2 = Graduates lack practical training.	15
3 = Graduates lack service oriented attitudes.	12
4 = Graduates have insufficient job knowledge.	10
5 = Curriculum and textbooks are not up-to-date and not standardized.	5
6 = Graduates lack job responsibility.	4
7 = Graduates are from other areas of studies.	3
13. Future Staff Needs of the Tourism Industry	
1 = Increase by 10% or more	29
2 = Increase only slightly	2
3 = Staff needs would change but don't know how many would be needed.	9
4 = No idea	1
14. Manpower Estimates	
1 = Make some estimates	31
2 = Make no estimates	10
15. Skill Category Likely to Increase in Demand	
1 = Foreign Languages	35
2 = Service Oriented Attitudes	30
3 = Office Automation Skills	17
4 = Job Knowledge	11
5 = Common Sense and Intellectual Skills	9
6 = National Identity and History	8
7 = Management Skills	6

8 = Job Responsibility	5
9 = Communication Skills	4
10 = Human Relations Skills	3
11 = Appreciation of the tourism profession	3
12 = Awareness of Environmental problems	2
16. Future Prospects of the Tourism Industry	
1 = Optimistic	36
2 = Pessimistic	3
3 = Not Sure	2
17. Reasons for Optimism	
1 = Thailand has a rich cultural heritage and many tourist attractions.	-
2 = Thai people are friendly.	-
3 = Thailand is the gateway to Indochinese countries.	-
4 = Accommodation and food are cheap.	-
5 = Thailand is one of the transportation and communication centers in South-East Asia.	-
6 = 1-4	9
7 = 1-5	27
8 = N/A	5
18. Reasons for Pessimism	
1 = Oversupply of hotel rooms	1
2 = World economic recession	3
3 = Political instability	-
4 = Environmental problems	-
5 = Aids	-
6 = 1 and 2	1
7 = N/A	36
19. Factors Affecting Future Skill Requirements of the Tourism Industry	
1 = Competitiveness	2
2 = Tourist Diversification	-
3 = Technological Factor	-
4 = Traffic Congestion	-
5 = All four factors	1
6 = Competitiveness and tourist diversification	16
7 = Competitiveness and technology	2
8 = 1, 2 and 3	20
20. Numbers of Factors Named	
1 = One factor only	2
2 = Two factors	18
3 = Three factors	20
4 = Four factors	1
21. Status of Firms' Manpower Planning	
1 = Have done manpower planning	20
2 = Don't have manpower plans	21
22. Sources for Staff	
1 = Basic staff recruited from education and training institutes	5

2 = Specialized staff recruited from other firms	-
3 = Advertise through media	2
4 = Referred by others	2
5 = 1 and 2	21
6 = 1 and 3	5
7 = 1, 2, and 3	1
8 = 1, 3, and 4	1
9 = 1 and 4	1
10 = 2, 3, and 4	1
11 = 2 and 4	1
12 = 3 and 4	1
23. Recruiting Sources	
1 = One source only	9
2 = Two sources	29
3 = Three sources	3
4 = All sources	-
24. Relationship with Education and Training Institutes	
1 = Serving as training places for students	35
2 = Being invited for lecture	28
3 = Inviting faculty members for staff training	8
4 = Giving advise on curriculum planning	7
5 = Conduct joint training	3
6 = Staff recruitment	3
7 = No relationship	1
25. Quality of Graduates	
1 = Dissatisfied	24
2 = Moderately satisfied	17
3 = Satisfied	-
26. Strengths of Graduates	
1 = Their English have been improved.	8
2 = They are responsible workers.	3
3 = They have positive attitudes towards work.	1
4 = Their personality have been improved.	1
5 = 1, 3, and 4	1
6 = 1 and 4	1
7 = 2 and 3	2
8 = N/A	24
27. Weaknesses of Graduates	
1 = Have problems with English	23
2 = Lack practical training	13
3 = Lack job knowledge	12
4 = Lack the work ethic and Job responsibility	11
5 = Lack service oriented attitudes	9
6 = Lack common sense and intellectual skills	5
28. In-House Training and Retraining	
1 = Have formal in-house training programs	16
2 = Don't have in-house training programs	25
29. Numbers of Issues Mentioned	
1 = 1 issue only	10

2 = 2 issues	9
3 = 3 issues	15
4 = 4 issues	5
5 = 5 issues	1
6 = 6 issues	1
30. Issues Concerning Tourism Education and Training	
1 = Lack of qualified teaching staff	18
2 = Negative social attitudes towards careers in tourism	17
3 = Curriculum and textbooks are not up-to-date and not standardized.	16
4 = Low quality of graduates	9
5 = Lack of tourism education and training institutes	8
6 = Lack of equipment and training facilities	7
7 = Lack of cooperation between public and private sectors	6
8 = Insufficient funding	5
9 = Lack of commitment from senior management	5
10 = Inadequate career guidance and counselling	4
11 = Inappropriate admission procedures	3
12 = Government does not facilitate training.	3
13 = Much emphasis is on degree rather than technical level.	3
14 = Inappropriate training schedules	1
15 = Lack of manpower planning on the part of government	1
16 = Lack of cooperation within the private sector	1
31. Numbers of Recommendations	
1 = One recommendation only	11
2 = Two	14
3 = Three	10
4 = More than three	5
5 = None	1
32. Recommendations	
1 = Update curriculum and textbooks	18
2 = Allocate more funds for staff training and equipment	16
3 = Instill in students service-oriented attitudes	10
4 = Establish more tourism education and training institutes	10
5 = Promote cooperation between public and private sectors	8
6 = Improve teaching of English	5
7 = Enact a Tourism Act	4
8 = Tourism education should be limited to diploma or associate degrees only.	3
9 = Undertake long-term planning on the part of the government	3
10 = Provide more career guidance and counselling	3
11 = Obtain assistance from abroad	2
12 = Produce graduates in accordance with the needs of the labour market	2
13 = Adjust training schedules according to the needs of the industry	2
14 = Seek commitment from senior management	1
15 = Improve admission procedures	1
16 = Undertake program evaluation	1

17 = Improve government bureaucracy	1
18 = Designate tourism education as a field of study in short supply	1
19 = Improve teachers' salaries	1
20 = Organize orientation sessions for instructors from the private sector	1
21 = Have academic exchange programs with tourism education and training institutions abroad	1

II PROVIDERS

1. I.D.	01-32	Responses
2. Sex		
1 = Male		16
2 = Female		16
3. Educational Level		
1 = Master's and Lower		26
2 = Ph.D.		6
4. Job Category		
1 = Rector		3
2 = Dean		7
3 = Director		7
4 = Managing Director		1
5 = Assistant Director		2
4 = Program Head/Director		9
5 = Educational Supervisor		1
6 = Instructor		2
5. Type of Organization		
1 = Department of Teacher Education		1
2 = Government University		6
3 = Private University		3
4 = Institute of Technology		3
5 = National Skill Development Institute		1
6 = Private Training Institute		1
7 = Teachers College		8
8 = Vocational College		3
9 = Tourism Authority of Thailand		6
6. Region		
1 = Central (Bangkok)		11
2 = North (Chaing Mai)		10
3 = South (Songkhla)		8
4 = Northeast (Nakorn Rachasima)		3
7. Present Tourism Education and Training Programs		
1 = Too few		27
2 = Enough		4
3 = Not sure		1

8. Quality of the Programs	
1 = Very good	2
2 = Good	16
3 = Fair	6
4 = Inadequate	1
5 = Don't know	7
9. Changes in Quantity	
1 = Offer new degree or training programs	23
2 = Offer graduate programs	
3 = Offer part-time courses	-
4 = 1 and 3	2
5 = No new programs	6
10. Changes in Quality	
1 = Update curriculum	10
2 = Upgrade qualifications of teaching staff	4
3 = Have cooperative programs with firms	4
4 = Have new facilities for practical training	3
5 = Have academic and student exchange programs with tourism education and training institutions aboard	-
6 = 2 and 6	4
7 = 1 and 2	3
8 = 2 and 4	3
9 = 1, 4, and 5	1
11. Specific Obstacles	
1 = Lack qualified teaching staff	28
2 = Lack training facilities	17
3 = Insufficient funding	12
4 = Government bureaucracy	4
5 = Lack cooperation among departments within institutions	4
6 = Lack of understanding on the part of employers in the tourist business	4
7 = Heavy workload of teaching staff	3
8 = Lack of standard textbooks	2
12. Enrollment Numbers	
1 = Based on demands of the labour market	9
2 = Based on capacity of institutions	8
3 = Determine by the Ministry of Education	7
4 = Based on manpower plans	1
5 = 1, 2, and 4	5
6 = 2 and 3	2
13. Funding Priority within Institutions	
1 = High priority	19
2 = Medium	9
3 = Low	2
4 = Depending on urgent needs of each department	2

14. Status of Funding	
1 = Adequate	13
2 = Under funded	19
15. Ease or Difficulty in Attracting Students	
1 = Difficult	13
2 = Not difficult	17
3 = Depends	2
16. Amount of Guidance and Counselling	
1 = Enough	18
2 = Fair	14
3 = Not enough	-
17. Quality of Graduates	
1 = Very satisfied	2
2 = Satisfied	16
3 = Fair	6
4 = Not satisfied	1
5 = Don't know	7
18. Reasons for Satisfactory	
1 = 80 -100% of graduates got a job.	16
2 = Receive positive feedback from employers	9
3 = Graduates have sufficient job knowledge.	8
4 = Graduates have job responsibility.	6
5 = Advancement of graduates in their careers	3
6 = Graduates have good command of English.	2
19. Reasons for Dissatisfaction	
1 = Graduates have negative attitudes towards work.	10
2 = Graduates have problems with discipline and adjustment to the job.	7
3 = Graduates have problems with English.	5
4 = Graduates lack practical training.	3
20. Follow-up Studies of Graduates	
1 = Have follow-up studies	20
2 = Don't have follow-up studies	6
3 = N/A	6
21. Type of Follow-up Study	
1 = Questionnaires	15
2 = Interviews	-
3 = Informal, e.g. phone conversations, talk to students	4
4 = 1 and 3	1
5 = N/A	12
22. Results of Follow-up Studies	
1 = 80-100% of Graduates got a job.	7
2 = Rarely get responses from graduates due to changes of job.	4
3 = Employers were satisfied with graduates.	1
4 = Graduates have advanced in their careers.	1

5 = Not recognized by employers	1
6 = 1 and 3	4
7 = 3 and 4	2
8 = N/A	12
23. Cooperative Programs with Firms and Establishments	
1 = Have cooperative programs	30
2 = Don't have	2
24. Relationships with Firms and Establishments	
1 = Student training	20
2 = Organize training for firms	17
3 = Invite private sector for lecture	12
4 = Conduct joint training with firms	9
5 = Being invited for lecture	5
6 = Invite private sector for curriculum planning	4
7 = Send students to help firms on special occasions	4
8 = Staff recruitment	3
9 = Obtain information on future manpower needs of firms	3
25. Numbers of Issues	
1 = One issue only	4
2 = Two issues	5
3 = Three issues	10
4 = More than three issues	13
26. Issues Concerning Tourism Education and Training	
1 = Lack of qualified teaching staff	29
2 = Insufficient funding	14
3 = Lack of equipment and training facilities	12
4 = Government doesn't facilitate training.	11
5 = Attitudes of parents and students towards careers in tourism	9
6 = Lack of training places for students	6
7 = Lack of standard textbooks	5
8 = Lack of cooperation within institutions	4
9 = Heavy workload of teaching staff	3
10 = Inadequate curriculum	3
11 = Lack of recognition from other agencies	2
12 = Attitudes of owners of the tourist business towards training	2
13 = Lack of cooperation from the private sector	2
14 = Inappropriate student training	1
15 = Lack of public awareness of the programs	1
27. Numbers of Recommendations	
1 = One recommendation only	7
2 = Two	8
3 = Three	9
4 = More than three	8
28. Recommendations	
1 = More funding for staff training and equipment	23

2 = More cooperation from the private sector	10
3 = Top management should realize the important of tourism education and training.	9
4 = Instill in students positive attitudes towards careers in tourism	8
5 = Curriculum should be up-to-date and relevant to the needs of the industry.	7
6 = Tourism Act should be enacted.	6
7 = Private sector should invest more in training	5
8 = Government should facilitate training rather than control.	4
9 = Promote faculty to write textbooks	3
10 = Government should allocate personnel to institutes which are short of staff.	3
11 = Organize training programs for trainers	2
12 = Government should have long-term manpower plans.	2
13 = Tourism education and training institutes should be established at the regional level.	2
14 = Tourism courses should be offered where there are job opportunities and resource persons.	1
15 = Government should allow public education and training institutes to organize businesslike education and training programs.	1

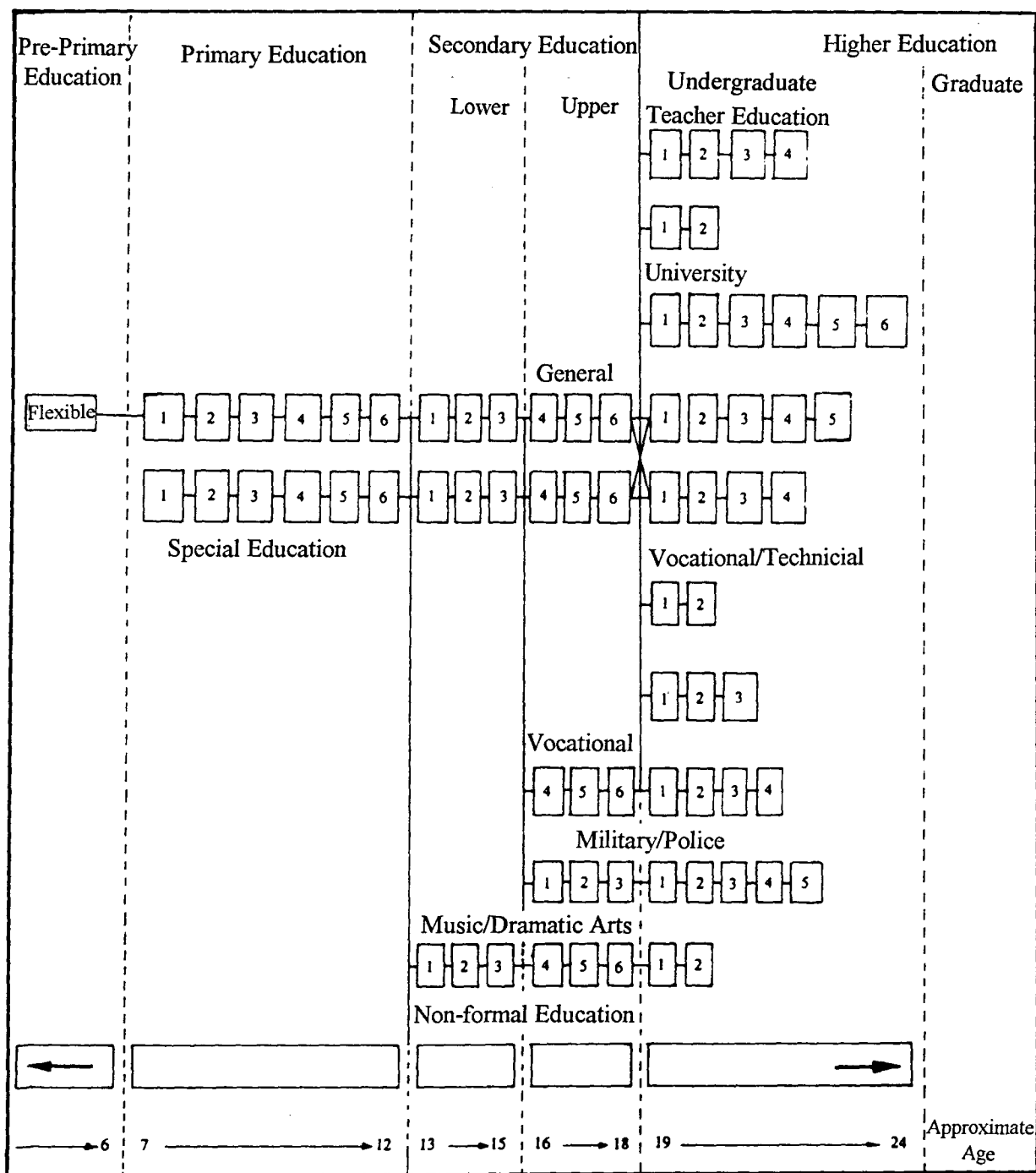
III POLICY-MAKERS AND PLANNERS

	Responses
1. I.D. 01-12	
2. Sex	
1 = Male	11
2 = Female	1
3. Educational Level	
1 = M.A.	4
2 = Ph.D.	8
4. Position	
1 = Permanent Secretary	1
2 = Deputy Permanent Secretary	1
3 = Deputy Governor	1
4 = Director General	3
6 = Secretary General	1
7 = Director	4
8 = Planning Officer	1
5. Job Category	
1 = Policy-Maker	6
2 = Planner	6
6. Type of Organization	
1 = Ministry of Education	5
2 = Ministry of University Affairs	2
3 = Office of National Education Commission	3

4 = Office of National Economic and Social Development Board	1
5 = Tourism Authority of Thailand	1
7. Actions Taken to Address Issues Concerning the Needs of the Workplace and Products of Educational and Training Systems	
1 = Participate in policy making and planning processes	12
2 = Undertake needs assessment	4
3 = Submit recommendations to cabinet	3
4 = Organize seminars	2
5 = Invite private sector to give opinion on their manpower needs	2
6 = Give a talk and advice on these issues	1
7 = Encourage education and training institutes to offer more courses	1
8 = Organize training programs	1
8. Long-Term Manpower Plans and Policies	
1 = Have	5
2 = Do not have	7
9. Reasons for not Having Policies and Plans	
1 = Already stated in the national education policy	7
2 = It is government policy to encourage private sector to organize training in these areas.	4
3 = Don't see as a problem of manpower shortage but a problem of ineffective utilization of manpower	3
4 = N/A	5
10. Factors Which Would Void the Applicability of Western Styles of Manpower Planning	
1 = Economic factors	12
2 = Social values	11
3 = Political factors	6
4 = Inadequacy of data	3
5 = Limitations of the model	2
6 = Technological factors	1
11. The Extent to Which Manpower Has Been Used as a Guideline for Educational Planning	
1 = Has been used to some extent	11
2 = Has not been used	1
12. Numbers of Issues	
1 = One issue only	3
2 = Two issues	-
3 = Three issues	4
4 = More than three issues	3
5 = None	2
13. Issues Concerning Tourism Education and Training	
1 = Lack of qualified teaching staff	7
2 = Curriculum and textbooks are not up-to-date and irrelevant to the needs of the industry.	6

3 = Training equipment is lacking.	5
4 = Cooperation between public and private sectors is lacking.	3
5 = Ineffective utilization of existing tourism manpower	2
6 = Teaching of English is inadequate.	2
7 = Inadequacy of data	2
8 = No emphasis of tourism education on national education plans	1
9 = Students have negative attitudes towards work.	1
10 = Lack of cooperation within the private sector	1
11 = Lack of research on manpower requirements of the tourism industry	1
12 = Fees in the private education and training institutions are expensive.	1
13 = Don't know	1
14. Views on Admission Policy	
1 = Admission policies prevent students from seeking admissions to tourism education and training programs.	2
2 = Admission policies do not prevent students from seeking admission to tourism education and training programs.	10
15. Views on Fee Policy	
1 = Fee policies prevent students from seeking admission to tourism education and training programs.	7
2 = Fee policies do not prevent students from seeking admissions to tourism education and training programs.	5
16. Numbers of Recommendations	
1 = One recommendation only	3
2 = Two	3
3 = Three	2
4 = More than three	3
5 = None	1
17. Recommendations	
1 = Upgrade and update qualifications of teachers	6
2 = Promote cooperation between public and private sectors	5
3 = Allocate more funds for equipment and training facilities	5
4 = Update curriculum and textbooks	3
5 = Improve the teaching of English	3
6 = Designate tourism as a field of study in short supply	1
7 = Promote cooperation within the private sector	1
8 = Organize training of trainers programs	1
9 = Teaching of moral values and Thai culture	1
10 = Improve data systems for manpower planning	1
11 = None	1

Appendix 4.1 **Structure of the Thai Educational System**



Source: Office of National Education Commission, 1988.

Appendix 5.1

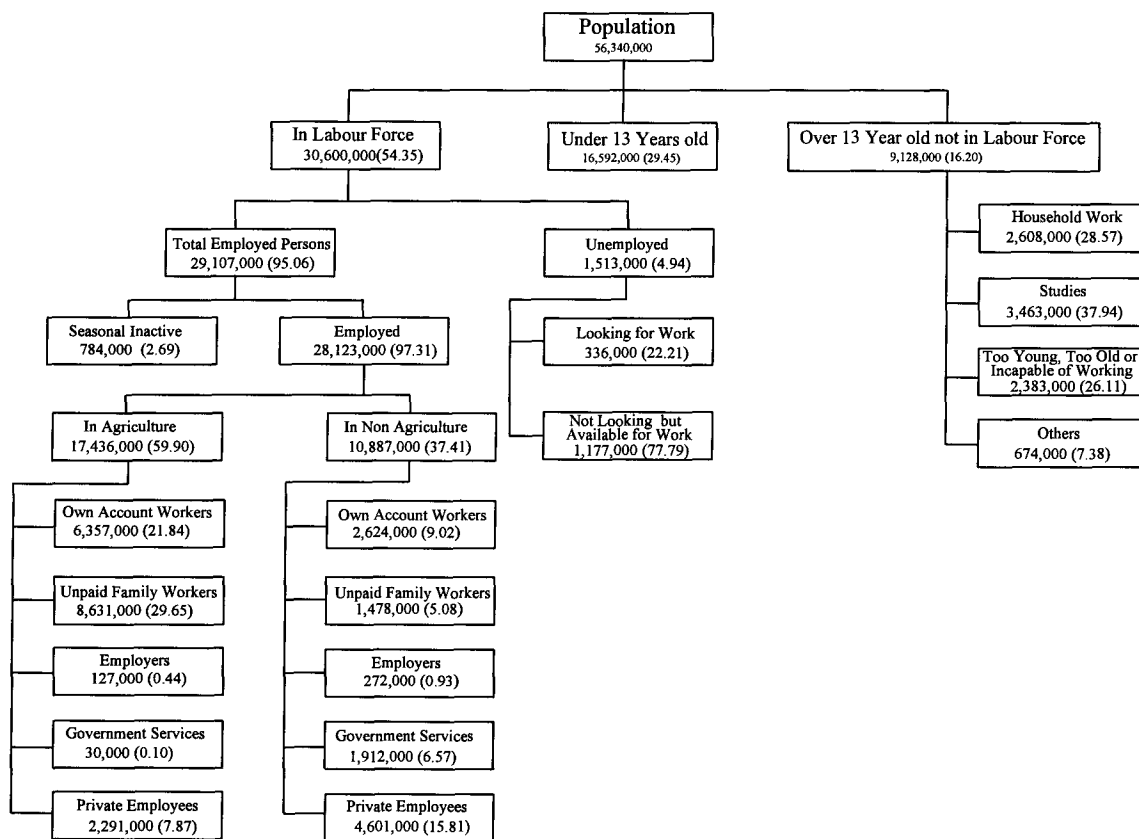
International Tourist Arrivals in Thailand, January-March, 1990, 1991

Country	1991		1990		%Change
	Number	% Share	Number	%Share	
ASEAN	284,895	22.9	280,722	20.2	+1.5
East Asia	414,820	33.3	466,033	33.6	-4.8
South Asia	59,729	4.8	58,235	4.2	+2.6
Europe	341,709	27.4	384,163	27.7	-11.1
Americas	76,373	6.1	101,062	7.3	-24.4
Oceania	51,730	4.2	64,905	4.7	-20.3
Middle East	9,997	0.8	22,044	1.6	-54.7
Africa	7,591	0.6	9,944	0.7	-23.7
Grand Total	1,246,844	100.0	1,387,108	100.0	-10.1

Source: Bangkok Post Economic Review, 1991.

Appendix 5.2

Population and Labour Force of Thailand, 1990



Source: Department of Labour, 1989.