KEY POINTS

• Short-term rentals are an important part of Thailand’s tourism accommodations system. However, many of the more than 92,000 properties offered by online travel agents in 2023 were unlicensed, creating regulatory and quality assurance challenges for the government and the private sector.

• To encourage more properties to formalize, government authorities should streamline and digitize the non-hotel license application process for short-term rentals and could require online travel agents to list only licensed properties.

• The Department of Tourism, Ministry of Tourism and Sports, in collaboration with the Immigration Bureau and Provincial Administrative Organizations, should develop and disseminate comprehensive guidelines to increase property owners’ awareness of short-term rental licensing procedures and other regulatory requirements.

Nurturing Short-Term Rentals in Thailand

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INTRODUCTION

This brief presents an overview of the online short-term rental (STR) market in Thailand, analyzes the national STR policy and legal context, and puts forth regulatory and policy considerations that align with Thailand’s national tourism development objectives. In this brief, “STR” refers to a range of non-hotel accommodation types that are often owned and managed by local entrepreneurs and listed on commercial online travel agent (OTA) platforms such as Airbnb, Vrbo, Agoda, and Booking.com, among others.

Despite representing nearly a quarter of the total accommodation room inventory in Thailand, most STR properties operate informally. This causes gaps in public oversight, prevents the public and private sectors from accurately incorporating STR supply into accommodations planning and management, and leaves STRs without the same legal protections and access to financing that licensed accommodations have. Government agencies responsible for tourism and accommodations business licensing recognize that STRs are an important part of Thailand’s tourism system. This brief recommends several regulatory and policy considerations, that if put in place, would help address the above challenges.

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In this publication, $ refers to United States dollars.
BACKGROUND

Tourism contributed more than 10% to global gross domestic product (GDP) in 2019 and supported about 10% of all jobs worldwide. The coronavirus disease (COVID-19) pandemic subsequently caused international tourist arrivals to decline by 73% in 2020 compared to 2019 and reduced tourism’s global GDP contribution to about 5%. Asia and the Pacific was the hardest hit region, receiving 84% fewer international visitors in 2020 compared to 2019. It has also been the slowest region to recover. As of July 2023, international visitor arrivals in Asia and the Pacific had reached only 61% of 2019 levels compared to 84% worldwide. A full tourism recovery is not expected in Asia and the Pacific until 2025.

Tourism is a key economic activity in Thailand. It accounted for about 20% of the country’s GDP and employed over 8 million people in 2019, when Thailand welcomed 40 million international visitors. Thailand’s economy and its tourism industry also suffered heavily from the COVID-19 pandemic, with travel restrictions and a 98% decline in international visitor arrivals reducing overall international tourist spending by $58.5 billion in 2021. Significant government efforts to compensate for the loss of international visitors during the pandemic included subsidizing domestic travel and providing tourism enterprises and workers with cash transfers and tax relief.

Since 2022, there have been positive signs of tourism recovery in Thailand. The number of international visitor arrivals rose to 22 million in the first 10 months of 2023 and is forecast to reach 35 million in 2024, or about 87% of 2019 levels. Domestic tourists numbered 142 million over the same period in 2023, up 10% compared to 2022. Total domestic and international tourism receipts are expected to reach $93 billion (B3.1 trillion) in 2024, nearly the same as in 2019.

Thailand offers a broad range of tourism accommodations, reflecting the country’s status as one of Southeast Asia’s premier tourist destinations. There are nearly 800,000 rooms available, including those in large world-class internationally branded hotels, mid-range and boutique hotels, family-run guesthouses, hostels, and STRs. All accommodation types contribute to Thailand’s popularity as a quality and diverse tourism destination.

SHORT-TERM RENTALS

In 2022, STR rooms in Thailand accounted for an estimated 24% of the country’s total accommodations supply (Table 1). As shown in Table 2, Thailand had about 92,000 STR listings in 2022, which generated $477 million in revenue. STR listings and revenue in 2022 were about 30% lower than 2019 but increased compared to 2021. The rapidly recovering number of listings, rising occupancy rates, and a higher average daily rate suggest that STR supply and demand remain robust and STRs will continue to be an important part of Thailand’s post-pandemic accommodations offer.

Table 1: Accommodations Supply, 2022

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Rooms</th>
<th>Hotel Rooms</th>
<th>STR Rooms</th>
<th>STR Rooms as a % of Total Rooms</th>
</tr>
</thead>
<tbody>
<tr>
<td>2022</td>
<td>777,400</td>
<td>602,026</td>
<td>171,914</td>
<td>24</td>
</tr>
</tbody>
</table>

STR = short-term rental.
Note: Estimate based on average rooms per listing (1.86) in the top three markets multiplied by total available listings (92,000) in 2022.
Source: Thailand Ministry of Tourism and Sports and alternative accommodations data aggregator AirDNA.

Table 2: Short-Term Rental Listings and Revenue, 2018–2022

<table>
<thead>
<tr>
<th>Year</th>
<th>Available Listings</th>
<th>Booked Listings</th>
<th>Revenue ($ million)</th>
<th>Average Occupancy (%)</th>
<th>ADR ($)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2018</td>
<td>115,000</td>
<td>85,000</td>
<td>684.1</td>
<td>47</td>
<td>142</td>
</tr>
<tr>
<td>2019</td>
<td>131,000</td>
<td>107,000</td>
<td>780.1</td>
<td>44</td>
<td>125</td>
</tr>
<tr>
<td>2020</td>
<td>105,000</td>
<td>77,000</td>
<td>401.8</td>
<td>38</td>
<td>126</td>
</tr>
<tr>
<td>2021</td>
<td>75,000</td>
<td>41,000</td>
<td>218.0</td>
<td>31</td>
<td>152</td>
</tr>
<tr>
<td>2022</td>
<td>92,000</td>
<td>65,000</td>
<td>477.6</td>
<td>43</td>
<td>144</td>
</tr>
</tbody>
</table>

ADR = average daily rate.
Note: Available listings omit properties that self-identify as hotels.
Source: AirDNA.

According to data from Oxford Economics, 92% of guests staying at Airbnb properties in 2019 were international. The top 10 STR destinations have 87% of Thailand’s listings, with Bangkok, Phuket, and Pattaya accounting for more than 50% (Figure 1 and Table 3). Apart from the main destinations listed in Table 3, there are 30 second- and third-tier destinations with 50 or fewer listings.

Short-term rental characteristics. Thailand’s STR supply is diverse and includes apartments, villas, townhouses, guesthouses, serviced apartments, and even unique property types like boats, cabins, treehouses, tents, and barns. While STR hosting in destinations like Pattaya and Phuket is more professionalized, other destinations like Chiang Mai and Prachuap Khiri Khan are dominated by casual property managers and owners. Excluding self-identified hotels, data from AirDNA indicates that properties built for residential purposes, i.e., apartments, condominiums, houses, and villas are by far the most prevalent STR property types in Thailand (Figure 2). Apartments and condominiums account for 53% of Thailand’s non-hotel accommodation supply. This is remarkable because most apartments and condominiums are currently ineligible for a hotel license or non-hotel license.

Short-term rental economic contributions. STRs enable homeowners and small businesses to monetize their properties, create additional income streams, stimulate local entrepreneurship, and generate service sector employment. Consumers who stay in STRs tend to purchase locally produced food, merchandise, and services, further benefiting Thailand’s economy. Research from an Oxford Economics study (footnote 9) suggests that in 2019, Airbnb-related activity contributed $1.4 billion to Thailand’s GDP, or 2% of total tourism spending in Thailand that year. Airbnb bookings supported about 110,000 jobs in 2019, with a 48% average annual increase in Airbnb-related employment during 2015–2019.

Table 3: Top 10 Short-Term Rental Destinations by Available Listings, October 2022–September 2023

<table>
<thead>
<tr>
<th>Market</th>
<th>Listings</th>
<th>Percentage of National STR Market</th>
<th>Average Occupancy (%)</th>
<th>ADR ($)</th>
<th>ALOS (days)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bangkok</td>
<td>18,601</td>
<td>24</td>
<td>54</td>
<td>67</td>
<td>3.4</td>
</tr>
<tr>
<td>Phuket</td>
<td>14,933</td>
<td>19</td>
<td>58</td>
<td>267</td>
<td>3.8</td>
</tr>
<tr>
<td>Pattaya</td>
<td>11,179</td>
<td>14</td>
<td>48</td>
<td>109</td>
<td>3.1</td>
</tr>
<tr>
<td>Chiang Mai</td>
<td>6,869</td>
<td>9</td>
<td>54</td>
<td>72</td>
<td>3.5</td>
</tr>
<tr>
<td>Ko Samui</td>
<td>5,347</td>
<td>7</td>
<td>58</td>
<td>417</td>
<td>3.6</td>
</tr>
<tr>
<td>Prachuap Khiri Khan</td>
<td>4,390</td>
<td>6</td>
<td>42</td>
<td>142</td>
<td>2.7</td>
</tr>
<tr>
<td>Krabi</td>
<td>3,036</td>
<td>4</td>
<td>45</td>
<td>122</td>
<td>2.9</td>
</tr>
<tr>
<td>Ko Pha-Ngan</td>
<td>1,561</td>
<td>2</td>
<td>57</td>
<td>139</td>
<td>3.8</td>
</tr>
<tr>
<td>Phetchaburi</td>
<td>1,271</td>
<td>2</td>
<td>35</td>
<td>238</td>
<td>2.3</td>
</tr>
<tr>
<td>Nonthaburi</td>
<td>1,036</td>
<td>1</td>
<td>38</td>
<td>45</td>
<td>3.1</td>
</tr>
</tbody>
</table>

ADR = average daily rate, ALOS = average length of stay, STR = short-term rental.
Source: AirDNA.

Footnote 9

AirDNA’s “professional” rating is defined as a host that manages 21 or more listings.

Figure 1. Destinations in Thailand with the Largest Share of Short-Term Rental Properties

Source: Authors’ compilation.
These findings are consistent with a survey of 106 Airbnb hosts that was conducted by the authors in 2022, which found that 70% of Airbnb hosts hire at least one full- or part-time employee, and 54% hire two full-time employees to support their STR business. Notably, 68% of survey respondents reported STRs were not their main source of income. The survey also found that a typical full-time STR employee in Thailand earns more than B11,000 per month, higher than the minimum wage in all major STR destinations. A typical part-time Airbnb STR employee was found to earn just under B8,000 per month.

**LEGAL ENVIRONMENT**

Thailand has a complex and interrelated series of laws regulating STRs. This complexity makes it challenging to understand the legal obligations and rights of STR property owners and operators. The Hotel Act B.E. 2547 is the main law governing hotel accommodations in Thailand. It was reviewed in 2023 and the Ministerial Regulation on Hotel Business Categories and Criteria B.E. 2551 was updated to define a hotel as property being rented out with more than eight rooms and a 30-guest capacity. The property owner must register and obtain a hotel license to operate the business legally. To apply for a hotel license, the business must comply with building and facilities standards and must submit either an environmental impact assessment report or an initial environmental examination report with the hotel license application. These requirements make it impractical for STRs to obtain a hotel license. However, if a property does not have more than eight rooms and a 30-person guest capacity, it falls under the non-hotel category. According to the Ministerial Regulation on Hotel Business Categories and Criteria, a non-hotel accommodation is a property that is registered to be rented out to visitors for a fee, as a secondary source of income for the owner.

Under the Condominium Act B.E. 2522, the condominium juristic person has a right to allow or not allow the property owner to provide temporary accommodation service only for any condominium unit with less than four bedrooms. In cases where a condominium unit has four bedrooms or more, the law does not permit the property owner to rent it out as an STR.

According to Section 38 of the Immigration Act B.E. 2522 (1979), property owners are required to notify the Immigration Bureau or the local immigration offices within 24 hours when accommodations are occupied by a foreigner. This TM30 notification can be done online without a fee using the Immigration

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11 The survey was administered by Bolliger & Company (Thailand).
12 See Hotel Act, B.E. 2457. The previous iteration of the associated Ministerial Regulation on Hotel Business Categories and Criteria defined hotel properties as being those with more than four rooms, and a 20-person guest capacity.
The Public Health Act B.E. 2035 is also relevant, as it authorizes local officials to prohibit any person from causing a nuisance which may be hazardous to health in a public or private place. In addition, local authorities have the power to prescribe general rules and conditions for compliance with hygiene requirements and other preventive health measures.

REGULATORY ISSUES

The following section summarizes the findings of the authors’ STR operator survey (n = 106), in-depth interviews with eight STR property owners from Bangkok, Chiang Mai, and Phuket, and consultations with government officials in Bangkok, Chiang Mai, and Phuket.

Licensing issues. About 68% of STRs reported operating without the required hotel or non-hotel licenses and fewer than 6% had obtained a hotel license. These figures are consistent with other studies estimating 70% of Thailand’s accommodation properties operate without a hotel license. The following issues and low awareness perpetuate low compliance:

(i) Definition of a hotel. The definition of a “hotel” under the Hotel Act B.E. 2547 and the Ministerial Regulation on Hotel Business Types and Criteria (No. 2) B.E. 2566 (updated in 2023) still makes it difficult for larger STR properties (i.e., more than eight bedrooms) to obtain a hotel license. Many cannot comply with the facilities and building requirements, nor do they have the capacity or financial resources to produce the required environmental impact assessment or initial environmental examination.

(ii) Lack of awareness about non-hotel licenses. According to the Ministerial Regulation on Hotel Business Types and Criteria (No. 2) B.E. 2566, qualifying properties are eligible for the streamlined non–hotel license. Most STRs meet the room and occupancy limits for a non–hotel license. However, while the application process for this non–hotel license is much less complicated and shorter than that of hotel licenses, the percentage of licensed STRs remains low. Our survey and interviews found that there is a lack of awareness about the need for such a license. Moreover, our study found that 61% of STR operators believe that registering for a license is not necessary.

(iii) Inconvenient non–hotel licensing procedures. Only 30% of STR operators that participated in our survey indicated they would be willing to register for a non–hotel license and just 9% are in the process of registering because of cumbersome documentation requirements and lengthy registration processes that can take up to 1 year. Shortages of building inspectors at the municipal level and the lack of digital registration options were mentioned as factors exacerbating prolonged wait times. The requirement that non–hotel property revenue must be a secondary source of income also deters registration.

(iv) Low understanding of other legal requirements. STR-related laws including the Condominium Act, Public Health Act, and Immigration Act are not well understood, often leading to violations.

POTENTIAL CONSEQUENCES

Quality assurance. Poorly regulated accommodations with little or no quality oversight can have significant negative impacts on the quality and brand reputation of a destination. Inadequate regulation can lead to a proliferation of substandard accommodations, resulting in unsatisfactory guest experiences, safety concerns, and a decline in overall tourism quality. This can affect the destination’s reputation, discourage repeat visits and deter potential visitors.

Access to finance. While many STRs intend to continue operating without a license, 60% of those surveyed recognize the benefits of operating legally. One such benefit is that licensed STRs become eligible for financing from commercial banks and government assistance programs. This would reduce STR owners’ reliance on personal savings or borrowing from informal sources to finance property improvements, as are currently common practices.

Foregone public revenue. Licensed accommodations are required to pay a local hotel fee set by Provincial Administrative Organizations, capped at 3% of the room charge. This revenue is used to fund public services that benefit local communities. Since most STRs operate informally and are not licensed, they can evade paying this fee. Based on revenue figures from AirDNA, it is estimated that STRs’ local obligations for the hotel fee alone were equivalent to at least $8.1 million (B280 million) in 2019.

In addition to registration and licensing-related challenges, government stakeholders and STR operators identified economic leakage to foreign entities as a concern. Almost 90% of surveyed STRs reported using foreign OTAs to sell rooms and tourism-related services. Typically, these OTAs charge a 15%–25% commission fee for each booking made through their site. A second example of leakage is when STR properties belong to foreign hosts who do not reside in Thailand. The income earned from renting their properties may be transferred directly from the OTAs to bank accounts abroad. This also creates loopholes for unlicensed foreign STR owners to evade paying fees imposed by Provincial Administrative Organizations and other national tax obligations.

Box 1 presents examples of how STRs are regulated in high-income countries.

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13 The TM30 is the registration system intended to track the locations of foreigners in Thailand. Landlords and accommodations are required to submit the TM30 form to the local immigration office when a foreigner stays overnight.


15 Based on data from AirDNA, less than 10% of listings in Thailand have more than five rooms.

16 Calculated using an exchange rate of $1 = B34.55 and applying the minimum tax rate of 1%.
REGULATORY AND POLICY CONSIDERATIONS

Further amend the Ministerial Regulation on Hotel Business Types and Criteria (No. 2) B.E. 2566 (2023). While the September 2023 amendments will allow more STRs to apply for non-hotel licenses, there are still challenges regarding non-hotel definitions. Many STR hosts with more than eight rooms will still not qualify for a hotel license due to building code requirements, creating an eligibility gap. To address this, the minimum number of rooms defining a hotel could be further raised from 8 to 12. The condition requiring STRs to be a secondary source of income could also be reconsidered. This would enable Thai senior-citizen entrepreneurs residing in Thailand. Establishing a centralized online registry, managed by a single agency, could facilitate the above processes.

Make licenses mandatory to list properties on online travel agents. Since OTAs are pivotal in connecting STRs with consumers, government agencies could require OTAs, through agreements or law, to list only licensed STR properties. To ease the transition, there should be an appropriate grace period for STRs to comply with licensing requirements. Making non-hotel licenses a prerequisite for an OTA listing could also help reduce economic leakage if licenses are issued only to Thai citizens or eligible entrepreneurs residing in Thailand. Establishing a centralized online registry, managed by a single agency, could facilitate the above processes.

Box 1: Short-Term Rental Case Studies

**Singapore.** In Singapore short-term rentals (STRs) are overseen by the Urban Redevelopment Authority, which plays a pivotal role in ensuring the sustainable physical development of the country. Key regulations governing STR businesses include:

- STRs are not permitted in public housing, and activity in private residences is heavily restricted.
- Residential properties in Singapore cannot be rented out on a short-term basis. Housing Development Board flats must be rented for a minimum of 6 months, while private residences must have a minimum rental period of 72 days.
- STRs are permitted exclusively for serviced apartments, with a minimum stay requirement of 7 days.
- Qualifying properties must submit a development application prepared by an architect, surveyor, or professional engineer to receive authorization by the Urban Redevelopment Authority, or must obtain a license number issued by the Hotels Licensing Board.

These regulations help maintain the integrity of Singapore’s property market and contribute to sustainable urban development.

**Japan.** Properties rented for less than 180 days annually are considered vacation rentals. If the rental period exceeds this limit, it is classified as a traditional hotel business requiring permits. This flexibility benefits property owners seeking secondary income. In areas where demand for housing is falling, the conversion of vacant residential properties to accommodations allows destinations to welcome more visitors.

However, in major cities like Kyoto, Nara, Osaka, and Tokyo, private STRs can only operate on designated days. Most STRs must go through extensive application and screening processes to obtain licenses. Hosts must also report guest details and rental days every 2 months to the local Prefectural Governor’s Office, per local regulations. In addition to registration and licensing fees, qualifying properties are required to register with the local authorities, meet certain fire and safety standards, collect and report guest information, and comply with a series of other local regulations.

**New York City, United States.** In January 2022 New York City passed Local Law 18, also known as the Short-Term Rental Registration Law. The law and its Administrative Codes stipulate:

- Hosts are required to obtain a STR registration number from the city and display it in their advertisements.
- The city will only issue registration numbers for hosts who permanently live on their property.
- Operators must own the property, or prove they are allowed by the owners to rent the property.
- Rent-controlled, city-subsidized buildings or public housing are not eligible for STR registration.
- STR operators must notify the city if they list with an OTA marketplace such as Airbnb or Vrbo.
- Marketplaces are also required to register with the city, include registration numbers in listings, and verify registration numbers before processing transactions.

Both Japan and New York City require STR operators to submit reports or give consent to share information regarding the rental. This information collection and sharing is essential for efficient property monitoring and regulation.

Several counties in New York State require OTAs to collect and remit the required accommodations taxes to the applicable tax authority on behalf of STR hosts.

Digitize the hotel and non-hotel license application processes. Digitalization is an effective tool for increasing efficiency, ensuring regulatory compliance, and improving transparency. Thailand is already rolling out Digital Thailand, a 20-year strategy (2018 to 2037) to leverage digital technology in support of the country’s social and economic development.7 Consistent with these efforts, the accommodations licensing processes should be digitized with electronic document submission and verification, including use of electronic signatures. The system should be user-friendly to accommodate STR owners with limited digital literacy. Public and private investments in hardware, software, and skills are needed to enable the transformation.

Foster data sharing and tax/fee remittance agreements between online travel agencies and local authorities. This study estimates that local government organizations lose hundreds of millions of baht in revenue each year due to unlicensed STR operations and the lack of coordination between OTAs and local authorities. Establishing data exchanges between OTAs and provincial administrations under the Ministry of Interior would support the government’s efforts to capture forgone public revenue. A model like the electronic value-added tax submission process practiced by the Revenue Department could be implemented. OTAs could add the local hotel fee of up to 3% to room rates and directly remit it to local authorities, benefiting both STR hosts and local governments.

Raise awareness about the non-hotel license and encourage STRs to obtain it. The Department of Tourism under the Ministry of Tourism and Sports, the Immigration Bureau, the Departments of Provincial Administration, and other government agencies should collaborate to develop guidelines for STR owners to raise awareness about licensing requirements and procedures. Such guidelines should be disseminated widely via official websites, social and traditional print media, and in hard copy at government offices. Additionally, assistance measures should be initiated to incentivize STR owners to apply for non-hotel licenses. Such measures may include tax incentives, waiving first-time registration and licensing fees, and providing digital marketing and hospitality training for STR hosts.

Support the establishment of Thai-owned online travel agencies. To reduce economic leakage via foreign-owned OTAs, the government could support the development of Thai-owned OTAs by providing financial and nonfinancial incentives. Existing programs to build on include the Technology and Innovation Based Enterprise Development Fund led by the Office of the Permanent Secretary, Ministry of Higher Education, Science, Research, and Innovation; and the Digital Startup Fund administered by the Digital Economy Promotion Agency. An example of successful OTA localization is BookBarbados.com (Box 2).

CONCLUSION

STRs play an important role in Thailand’s tourism landscape, however, informal operators pose regulatory and quality assurance challenges. Addressing these challenges with appropriate legislation and education will support the continued quality, sustainability, and economic contributions of STRs in Thailand. Nurturing STRs supports Thai entrepreneurs and can help diversify and enrich Thailand’s tourism offer.

Box 2: Bookbarbados.com

BookBarbados.com presents an interesting case for the development of a national online travel agency platform. Established in late 2021 by Barbadian residents, the platform differentiates itself by offering a broader array of local tourism services, curating content to promote lesser-known areas, and implementing flexible commission structures with self-managed currency exchange. Its local focus coupled with cutting-edge technology enables swift payment processing, improving client cash flow.

BookBarbados initially faced challenges in nurturing relationships with partners and stakeholders. Major players in the hotel industry were hesitant to participate, fearing repercussions from multinational

Platforms. Collaborative ties with local governments were vital as was cooperation with tourism authorities to help local businesses obtain certifications required to be listed on the site. Barbados’s Minister of Tourism has officially endorsed the platform.

As of January 2022, BookBarbados had around 2,600 accommodation listings, 30 bookable experiences, and 14 car rental providers on its website.
