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UNITED NATIONS CONFERENCE ON
INTERNATIONAL TRAVEL AND TOURISM

COMMENTS BY THE SECRETARIAT ON CERTAIN ITEMS OF THE
ANNOTATED PROVISIONAL AGENDA 1/

8. FACILITATION OF GOVERNMENTAL REQUIREMENTS REGARDING TRAVEL

(a) Passports (individual, collective and children's)

(i) Abolition 2/

Under their item II.A.1(a), the Group of Experts recommended that the replacement of passports by national identity documents - such as identity cards or expired passports - should be encouraged by bilateral or multilateral agreements. The Conference may wish, for the sake of precision, to consider recommending that, by means of bilateral or multilateral agreements, or even by unilateral decision, Governments should accept

a. in the case of nationals of neighbouring or at least contiguous countries: passports which have expired less than three years previously or national identity cards;

b. in the case of nationals of all countries: passports which have expired less than one year previously.

Under their item II.A.1(b), the Group of Experts made no comments on the advantages or disadvantages of replacing passports by such documents as the "tourist card" or the "standard travel document". The Secretariat

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2/ According to answers to questions 29-33 of the questionnaire circulated to Member Governments with an explanatory note verbale (EC 524) of 11 August 1960, 18 of the 52 reporting countries require incoming travellers from all countries to carry passports and 34 do not in certain cases. Those requiring passports in all cases are the 2 countries reporting from Africa, 7 of the 9 from Asia and Oceania, 7 of the 28 from Europe and 2 of the 4 non-member countries reporting. None of the 9 from the Americas requires passports. Those not requiring them usually accept an identity card, tourist card or expired passport instead.

would point out that no travel document possesses any advantages over a passport if the formalities for its issue are the same. In addition, the introduction of several types of travel document will complicate rather than simplify the duties of frontier officials, thus causing additional delay. The Secretariat therefore suggests that it is inadvisable to encourage the use of "tourist cards" or "standard travel documents" except possibly under bilateral or multilateral regional agreements, provided it is made very easy for applicants to obtain them.

(ii) Issuance

b. Collective^{3/}

It does not seem advisable to recommend the acceptance of collective passports on a world-wide basis. For travel of long duration difficulties might arise, for example, in the case of illness among the passengers of the group. The first sentence of the Group of Experts' recommendation should accordingly be reworded as follows:

^{3/} Answers to questions 36-41 of the questionnaire circulated in August 1960 indicate that 36 of the 52 reporting countries issue group passports and 16 do not (Question 36). Those which do not are: 1 of the 2 reporting from Africa, 6 of the 9 from the Americas, 6 of the 9 from Asia and Oceania, 2 of the 28 from Europe and the Mediterranean, and 1 of the 4 non-member countries reporting. Those issuing group passports do so in varying circumstances. Of the 52 reporting countries, 49 answered Question 41. All but 6 of these normally accept collective passports from incoming travellers. As to family passports (Question 39), 32 countries reported issuing them, 2 did not answer the question and 18 reported that they did not issue them. The latter group consisted of 1 of the 2 countries reporting from Africa, 2 of the 9 from the Americas, 5 of the 9 from Asia and Oceania, 9 of the 28 from Europe and the Mediterranean and 1 of the 4 non-member countries reporting.

"The practice of issuing and accepting a collective passport for persons travelling in a group should be extended as much as possible for journeys in countries within the same region".

(v) Renewal^{4/}

To recommend unlimited renewals of a passport does not, of course, imply that a new passport may not be issued in place of an old one, either when the old passport has expired or when most of its pages have been used up.

(vi) Withdrawal^{5/}

Where countries are unable to carry out the Group of Experts' recommendation to abolish the 'practice of taking away visitors' passports, the Conference may wish to recommend that in such cases a receipt should be provided reproducing the particulars in the passport.

(vii) Cost

The Conference may prefer to draft the recommendation as follows:

"If any fees are charged for the issuance or renewal of a passport, they should not exceed the expenditure involved by this operation".

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- 4/ Of the 52 reporting countries, 20 indicated in their answers to question 11 that the period of validity for their passports on initial issue was 5 years; 27 indicated that it was 3 years or less. In 5 others the duration varied or was indefinite. As for the period of validity of a renewal, 15 indicated in their answers to question 25 that it was 5 years, and 28 that it was 3 years or less. In 9 other cases the answers varied; one country in the latter group did not answer.
- 5/ Of the 52 reporting countries, 7 stated in answer to question 110 that their hotels retained passports for inspection and 28 answered that they did not. Of the 7 answering in the affirmative, 6 were from Europe and the Mediterranean and 1 was a non-member. The remaining 17 countries either did not answer that question or gave an indefinite answer. Of the same 52 countries, 4 stated in answer to question 151 that they required holders of passports or other identity documents to deposit them for substantial periods of time for inspection by the examining authorities and 46 answered that they did not. Of the 4 affirmative answers, 1 was from the Americas, 2 were from Europe and the Mediterranean and 1 was from a non-member. The remaining 2 countries did not answer.

(b) Visas^{6/1/}

(ii) Issuance

a. Entry

The Conference may wish to consider whether the experts' recommendation that frontier posts should issue entry visas to bona fide visitors (see the penultimate paragraph of the comments by the Group of Experts under their item II.B.2(a)) does not duplicate the recommendation for emergency visas for up to 72 hours made by the experts under their item II.B.1(c).

c. Exit

Attention is drawn to the "Study of discrimination in respect of the right of everyone to leave any country, including his own, and to return to his country", which has been undertaken by the Sub-Commission on Prevention of Discrimination and Protection of Minorities (Commission on Human Rights, Economic and Social Council, United Nations). A report on the subject (E/CN.4/Sub.2/220), dated 23 November 1962, was submitted to the Sub-Commission by a special rapporteur. In January 1963, the Sub-Commission considered this report and the draft principles contained therein. It requested the Commission on Human Rights to recommend that the Economic and Social Council transmit this report and the draft principles adopted to the Conference on International Travel and Tourism, urging it to take them into account as far as possible.

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- 6/ There were 45 answers to question 44 from the 52 reporting countries. The ICAO standard format was reported in use by 21 of them and not in use by 23. One country reported using it with some additions. Of those answering in the negative, 1 was from Africa, 5 from the Americas, 2 from Asia and Oceania, 12 from Europe and the Mediterranean, and 3 were non-members.
- 7/ To question 47 on the period of validity of visas, 19 countries answered that for regular visas this period was under 12 months, and 3 answered that it was 12 months or more. Of the 19 having periods of validity under 12 months, 3 were from the Americas, 3 from Asia and Oceania, 12 from Europe and the Mediterranean, and 1 was a non-member. Of the remaining 30 countries, 24 did not answer and 6 indicated that the duration of the visas either varied with individual cases or was indefinite.

(c) Other controls and formalities

(i) Police registration

The Conference may wish to consider replacing the experts' first recommendation under this item by the following:

"No visitor shall be required to report to the police or to any other authority unless

- (a) he stays in the country more than six months, or
- (b) he engages in a lucrative activity in the country."

The above six months period is the same as the one advocated for the validity of visas.

(ii) On arrival and on departure

Under their item II.C.3 the experts recommended ~~that~~ the maximum amount of data required for immigration control purposes should be those contained at present in the Embarkation/Disembarkation (E/D) Card of ICAO.^{8/} Footnote 2/ of that recommendation refers to Appendix 4 of the fourth edition of Annex 9 of the Convention on International Civil Aviation (Chicago, 1944), which became applicable on 1 March 1961; the form of the E/D card is reproduced in appendix 4. Item 7 of that form includes the "port of embarkation" (for arriving passengers) and the "port of disembarkation" (for passengers leaving). If the Conference adopts the Groups of experts' recommendation on the E/D card it may deem it desirable to add that the words "port of embarkation" and "port of disembarkation" may be replaced on this card by words appropriate to the means of transport used (for example, in the case of travel by private car, the words "frontier-point of entry" (or "exit") may be used).

^{8/} In answering question 105 ("If E/D card is required - state whether it is the standard ICAO type, or other"), 14 of the 52 reporting countries indicated that they used the ICAO type and 18 indicated that they did not. The latter 18 consisted of 2 from Africa, 3 from the Americas, 3 from Asia and Oceania, 8 from Europe and the Mediterranean and 2 non-members. Of the remaining 20, 19 did not answer and 1 indicated that the question was not applicable.

Furthermore it must be pointed out that, in many cases, travellers are not required to complete E/D cards or other documents on arrival or departure (for instance when crossing most European frontiers by train or by car); accordingly, the Conference may wish to go further than the Group of Experts and recommend, instead of the experts' recommendations II.C.2 and 3, the following text:

"On arrival as well as on departure, the only formality which may be required of temporary visitors - but which it is recommended should be dispensed with - is the handing over of one copy of the Embarkation/Disembarkation (E/D) Card provided for by the recommended practice of ICAO (appendix 4 to Annex 9 of the Convention on International Civil Aviation, fourth edition, November 1960), but on which the words "port of embarkation" (for arriving passengers) and "port of disembarkation" (for passengers leaving) may be replaced by words appropriate to the means of transport used. Steps should be taken to make it possible for travellers to complete this E/D Card prior to their arrival at the frontier-post".

(iii) Police and/or hotel check of passports subsequent to authorised entry

The recommendation made by the Group of Experts under their item II.C.4 seems to duplicate that made under their item II.A.6.

(vii) Direct transit passengers

The definition of passengers in direct transit given by the Group of Experts in the first sentence under their item II.C.8 would appear to be too wide. For example, it would cover a group of passengers travelling by bus for several days in a country. On the other hand, it would also apply to air-travellers whose plane makes only a stop-over at an airfield. The Conference may prefer to recommend the following:

"1. Passengers making a stop-over, i.e.

- (a) those arriving on an aircraft who do not leave the airport of arrival;
- (b) those arriving on a vessel who do not leave the immediate area where it is berthed;

should be exempted from any form of visa requirement and from any police, Customs, health or other administrative formality.

2. Travellers in direct transit, i.e.

- (a) those arriving on an international through train who do not leave it;
- (b) those arriving on a bus who do not leave it;
- (c) those who, although not covered by the definition of "passengers making a stop-over", make a connexion by the same or a different means of transport, provided that owing to local conditions they can be distinguished from other travellers,

should be exempted from any form of visa requirement and, as far as possible, from any police, Customs, health or other administrative formality."

(d) Customs

The Group of Experts commented only on the United Nations Customs instruments of 1954. Some information on other Customs instruments is included in Annex 1 hereto.

- (i) Consideration of instruments concerning Customs facilities for personal effects, goods and equipment and supplies relating to international travel and tourism

Convention concerning Customs Facilities for Touring
(New York, 1954)

Two different procedures may be used for amending this Convention. The first one is for a Contracting State to request the Secretary-General of the United Nations to convene a conference (article 22); the second one is for a Contracting State to transmit the proposed amendment to the Secretary-General (article 23). If the Conference agrees on amendments, it may deem it desirable to agree also on the procedure to be followed.

The Secretariat suggests the following amendments and modifications to the amendments recommended by the Group of Experts under their item II.D.3 :

- (1) In article 1(b)
 - the definition of tourist should conform to any definition finally determined (see item 7 of the annotated provisional agenda).
- (2) In article 2, section 1
 - in the first sentence, after "free of import duties and import taxes" add ", and without requiring a temporary importation permit," (this addition seems necessary if article 5 is deleted as proposed by the Group of Experts).
- (3) In article 2, section 3
 - after "one portable wireless receiving set", for clarification might be added "(either conventional or transistor type)".
- (4) In article 3
 - first paragraph, after "free of import duties and import taxes" add "and without requiring a temporary importation permit".

(5) In article 3(b)

- for clarification, replace "one regular-sized bottle of wine and one quarter litre of spirits" by "one bottle of wine (1.5 litre maximum) and one small bottle or flask of spirits (80 centilitres maximum)".

(6) In article 3(c)

- change "one quarter litre of toilet water..." to "one bottle of toilet water (3 decilitres maximum)..."

(ii) Consideration of instruments concerning Customs facilities for temporary importation of transport vehicles, spare parts and components

Customs Convention on the Temporary Importation of Private Road Vehicles (New York, 1954)

The terms of section 11.I.(a) of the Final Act of the United Nations Conference on Customs Formalities for the Temporary Importation of Private Road Motor Vehicles and for Tourism (New York, 1954), which provide that Contracting Parties will endeavour to increase the minimum facilities granted, are applicable to this Convention.

Article 4 of the Convention provides:

"1. Component parts imported for the repair of a particular vehicle already temporarily imported shall be admitted temporarily without payment of import duties and import taxes and free of import prohibitions and restrictions. Contracting States may require these parts to be covered by temporary importation papers.

"2. Replaced parts which are not re-exported shall be liable to import duties and import taxes except where, in conformity with the regulations of the country concerned, they may be abandoned free of all expense to the Exchequer or destroyed, under official supervision at the expense of the parties concerned."

It has been pointed out that in some countries the formalities which had to be complied with before consignments of such components could reach the tourists who needed them were such that a substantial proportion of the consignments had to be returned to their senders.^{9/} Accordingly, some readily effective and simple safeguard appears to be needed to prevent this state of affairs.

^{9/} Report of the Group of Customs Experts of the Inland Transport Committee of the United Nations Economic Commission for Europe on its nineteenth session, held in Geneva from 16 to 19 April 1962; document TRANS/264, paragraphs 45-51.

The Conference may wish to recommend that no importation permit should be required for temporary admission of spare parts and components temporarily imported for repair and maintenance operations in all means of transport, and that:

(a) when they are of low value and for simple and speedy repairs (electric coils, fan-belts and the like), they should, if there were no suspicion of abuse, be admitted by Customs tolerance without any document being issued or payment of any kind being required;

(b) when they are more complicated and of a value not exceeding US \$ 100, they should be admitted on the issuance of an unsecured Customs receipt (acquit) whereby re-export would normally be verified; and

(c) components of a value exceeding US \$ 100 should be admitted on the issuance of a Customs permit requiring a bond for the payment of import duties in case they or the replaced components are not re-exported (acquit à caution or use of ATA carnet according to the Brussels Convention listed in Annex 1 hereto).

(iii) Accession to existing instruments

Included in Annex 2 hereto is a list of countries, indicating whether or not they have become Parties to the Customs instruments on touring (New York, 1954), the two UNESCO Agreements (New York, 1949 and 1950) and the various Brussels and Geneva instruments.

It would be helpful if each delegation of a State which is not yet a Party to all these instruments could see its way to report to the Conference-- or to its Secretariat, on the possibility of its becoming a Party and on any steps which its Government has taken or is planning to take in this respect.

(v) Publicity regarding Customs regulations

"Travel Abroad - Frontier Formalities", a loose-leaf manual, published by the International Union of Official Travel Organizations (IUOTO) in co-operation with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Health Organization (WHO), provides up-to-date information for persons travelling abroad, including information about these and other requirements for all countries. The address at which this publication can be obtained is Centre international, Case postale 7, Geneva 20, Switzerland.

(vii) Organization of Customs posts

It may be interesting to examine the existing practice, as shown by the answers to the questionnaire circulated in August 1960, with respect to the establishment of joint frontier posts (questions 161 and 162).

The 2 African countries which answered stated that they had no joint frontier posts.

In the Americas, 8 countries out of the 9 which answered the questionnaire indicated that they had no joint frontier posts.

In Asia and Oceania, one of the 9 countries which answered reported the establishment of a joint frontier post; the other 8 answered that they had not established any.

In Europe and the Mediterranean, 12 countries out of the 28 which answered the questionnaire stated that they had joint frontier posts with other countries, which were named; 13 of the countries indicated that they had none; in one, the questions were not applicable; two did not answer them.

Of the four non-member States, two indicated that they had joint frontier posts, and the other two that they had not.

In brief, 52 countries sent reports; of these, the answers from 15 showed joint frontier posts, from 33 none; in 3 the questions were not answered and in one they were not applicable.

^{*}
(viii) Repair and maintenance equipment

With regard to certain types of ground equipment for servicing international carriers, which the Group of Experts under their item II.D.10 recommends should not be subject to Customs duties, it seems to the Secretariat difficult to expect that a country should admit duty-free all the equipment in a hanger for the maintenance of aircraft, in a dockyard for repairing ships, in a garage for the maintenance of buses, etc., except, of course, if a free zone is established. The Conference may wish to consider whether types of passenger service equipment which are duty-free while they are retained aboard the large vehicles used by certain types of carriers en route through a country should not also be duty-free for the types of carriers who cannot practicably retain them aboard their smaller vehicles en route, but must keep them at stopping points within the country. In most, but not all, cases these would be air carriers. One example of this type of equipment would be the large movable ramps and gangways needed for big aircraft and vessels to load and discharge passengers.

(c) Currency and exchange procedures

In developing countries which need to manage their foreign exchange resources carefully in order to build them up, it may be difficult to comply with the Group of Experts' recommendation under their item II.L suggesting that countries should grant an adequate allowance to nationals and residents for travel abroad. The Conference may wish to replace the Group of Experts' recommendation by the following text:

"Each country should grant nationals or aliens residing within its territory an adequate allowance of foreign currency (normally 275 USA dollars or more), at least once a year and without any discrimination, to enable them to travel abroad. If restrictions are necessary in developing countries or in exceptional circumstances, solutions should be sought by means of bilateral or multilateral agreements. Written currency declarations should be abolished for travellers leaving or entering the country. Should such abolition be impossible:

(a) the formalities arising from currency controls at the time
[the rest of (a), (b), (c), (d) and (e) of the experts' recommendation without amendment, with the possible exception of sub-paragraph (b) where the Conference may wish to consider deleting the exemption provided for travellers' cheques⁷".

(f) Taxes, charges, fees and related requirements (including entry and exit fees at airports and seaports)^{10/}

When these charges are collected from the traveller in person, a major source of annoyance to him, apart from the levying of the charges, is often the fact that their existence and amount are not known to him in advance. Thus it often happens that such taxes are collected at the airport after the traveller has changed all his local currency. Much of this annoyance could be avoided by appropriate publicity, as in the case of Customs requirements under item 8(d)(v) above. A warning could be attached to tickets and convenient signs could be posted, especially near the foreign exchange counters.

(g) Formalities for motor vehicles

Under their item II.G the Group of Experts refer to the "green card" system for third-party risk insurance used in Europe. This system, which was set up by the United Nations Economic Commission for Europe in co-operation with the Council

^{10/} See questions 173-179 and the answers thereto.

of Bureaux (London), may need some explanation. The "International Motor Insurance Card" (green card) of standard form is an undertaking by the insurer in the tourist's home country identifying the owner and the vehicle and showing the expiration date; it covers the vehicle with insurance against liability to third parties as required by the laws of the countries visited. Should a visitor to another country be involved in an accident there, the national "Insurers Bureau" of that country, formed by the local insurance companies, acts as the insurer of the visitor. If he is liable for the accident, it pays the claim and recovers the amount through the "Insurers Bureau" of the visitor's home country, from the insurance company with which the visitor is insured. When the vehicle crosses a frontier, it is an easy matter for the Customs official to ascertain, on production of the green card, that the vehicle conforms to the insurance requirements of his country. Moreover, detachable copies of the green card are bound to it in booklet form and one of them may be handed over to the injured party or the police in case of accident.

(i) Travellers engaged in educational, scientific and cultural activities ^{11/}

The comments under item 8.(a)(i) above as to various types of travel documents are also relevant here. Using the cards at frontiers, would only complicate the duties of frontier officers. However there should be no objection to providing such travellers with cultural identity cards to facilitate their introduction to certain cultural circles at home and abroad, or to ensure a special status inside their own or other countries.

9. **OTHER GOVERNMENTAL MEASURES**

(a) Organization

In planned-economy countries the activities of the national tourist organization usually include several fields (hotels, travel agencies, etc) which in most other countries are left to private or non-governmental enterprise.

^{11/} See question 206 and the answers thereto.

Many market-economy countries have not as yet any national tourist organization. The Conference may therefore first wish to discuss whether it should recommend that such an organization be set up in all countries. The need for regional co-operation emphasized below (see under item 9(b)(ii) "Promotion") should also be taken into account.

(b) Development

The United Nations Regional Economic Commissions have been active in this field.^{12/} They have co-operated in the United Nations Technical Assistance programme mentioned below under item 10(b) and (c); they have also taken various initiatives : in particular the Economic Commission for Asia and the Far East, by a resolution adopted in 1960, launched a publicity campaign "1961, Visit the Orient Year"; organized a seminar on the promotion of tourism at New Delhi in April and May 1961, at the invitation of the Indian Government; convened a study week on the same subject in Karachi, and is planning in the future a similar study week to be held in Colombo.

^{12/} The UN Regional Economic Commissions are the following :

Economic Commission for Africa,
P.O. Box 3001,
ADDIS ABABA, Ethiopia

Economic Commission for Asia and the Far East,
Santitham Hall,
Makawan Rangsang Bridge,
Amphur Phra Nakorn,
BANGKOK, Thailand

Economic Commission for Europe,
Palais des Nations,
GENEVA, Switzerland

Economic Commission for Latin America,
Providencia 871, 7th floor,
SANTIAGO, Chile.

For the last nine years the organization which is now named "Organization for Economic Co-operation and Development (OECD)"^{13/} has been publishing an annual report on tourism. The 1962 edition of "Tourism in OECD Member Countries", which was prepared by the OECD Tourism Committee, covers the development of tourism in 1961 and the early months of 1962. It explains developments with respect to tourist traffic within Europe and between Europe and North America, presenting information, statistics, forecasts and conclusions.

The seven Regional Travel Commissions of the International Union of Official Travel Organizations (IUOTO), covering all parts of the world, prepare annually comprehensive reports on the state of tourism development and promotion in the respective regions. The five Technical Commissions of IUOTO, together with their dependent Study Groups, examine and analyse on a world level various technical problems, both of permanent and topical interest, concerning the development of the various sectors of tourism and its related industries. Moreover, another annual publication of IUOTO entitled "International Travel Statistics" gives in terms of actual figures the picture of the volume of tourist flows to various countries as well as the amount of foreign currency earned by these countries from tourism.

The International Chamber of Commerce (ICC) published in July 1962 its brochure No. 220 "International Tourism and Economic Development"^{14/}. It purports to start from the fundamental precept that to encourage tourism is good for the economy of any country and good for international trade; and to suggest to all economic circles, whether commercial or industrial, a few practical steps which they themselves could take to expand tourism. It was prepared by a working party on international tourism of the ICC's General Transport Commission in consultation with its Commission on Air Transport.

^{13/} The OECD came into being on 30 September 1961 in continuance of the legal personality of the Organization of European Economic Co-operation (OEEC) created in April 1948. Its membership consists of 18 European countries plus Canada and the United States of America. Its office is at 2 rue André-Mascal, Paris 16^e.

^{14/} The ICC was founded in 1919 and has members in more than 60 countries. The Headquarters address is 38 Cours Albert Ier, Paris 8^e. The text of its brochure No. 220 was also distributed as ICC International Headquarters document 301/200 Rev.

(i) Facilities and services

a. Transport - air, rail, road and water

The following subjects may be included under this item:

- Level of fares for international travel
- Special fares for groups or charter trips
- Special fares for tourists on transport networks of visited country; regional co-operation in this field (for instance nine western European countries have joined in issuing for sale in the United States of America a monthly railway ticket called "Eurailpass" valid on all their networks)
- Instalment purchase of tickets
- Improvement of terminals
- Taxes of carriers
- Improvement of services of common carriers
- Provision of "drive-yourself" motor cars
- Participation in the Convention on Road Traffic (Geneva, 1949) - Included in the list of countries in annex 2 is an indication as to which countries are, and which are not, Parties to the United Nations Convention on Road Traffic (Geneva, 1949)^{15/}

As in the case of Customs instruments under item 8 (d) (iii) above, it would be helpful if each delegation representing a State which is not a Party to that Convention could see its way to report on the possibilities of its becoming a Party.

b. Hotels and supplementary means of accommodation

With regard to granting construction and improvement loans for hotels, it is stated on page 8 of the ICC brochure mentioned above:

"Some countries have thus set up credit systems, the builder being responsible for payment of interest up to a rate of 2% or 2.5%, the balance of the interest being payable by the State. For some long-term loans, payment by the hotel owner only starts two or three years after his establishment has been in operation".

^{15/} See question 196 and the answers thereto.

With regard to granting tax concessions, it should be noted that there exists in many countries a general investment law which may be of benefit to hotel investors, but that the period of exemption provided by that law may not be long enough in the case of hotel investment since the first years of operation are not always necessarily high-profit years. If special concessions are granted to hotel investors, it might be desirable to define at the same time the conditions of construction and operation which hotels must fulfil in order to qualify for such special concessions and to remain qualified.

The ICC on page 9 of its brochure stresses the desirability of unifying the system for classifying hotels and the Conference may wish to discuss this matter.

The Technical Commission on Travel Plant of IUOTO studies regularly various problems relating to the hotel industry and other means of accommodation. This Commission has prepared a number of studies relating to State aid to the hotel industry, classification of hotels, standardization of hotel guides, equipment of resorts, training of hotel personnel and tipping and service charges.

(ii) Promotion

Special attention should be paid to regional co-operation. The Western European countries, anxious to tap the American market to the full, deemed it necessary to launch collective publicity campaigns in the United States of America, although each had its own national publicity. In the case of other countries where the present flow of tourists is smaller, regional co-operation may be even more useful. Such regional co-operation might be extended to travel offices abroad since these are rather expensive to run effectively.

b. Staggering of holidays and extension of tourist seasons

The ICC on pages 10-12 of its brochure has suggested certain steps with a view to promoting the utilization of travel facilities throughout the year as evenly as possible. The IUOTO has been paying considerable attention to the staggering of holidays and the extension of tourist seasons. Countries and international organizations represented at the Conference may like to exchange information on their own efforts and on the results achieved.

c. Publicity

A distinction must be made between advertising (i.e. placing paid advertisements in magazines, newspapers, radio and television programmes) and the issuance and free distribution of news releases, photographs and leaflets.

Publicity programmes should be based on a realistic appraisal of the travel market and of the key tourist attractions within the country.

As regards the budgets allocated to advertising, publicity, etc., it may be helpful to summarize the answers to questions 226 and 224 of the questionnaire which was circulated in August 1960. They show respectively the total amount of the budget for the current year of the Government agency officially responsible for the promotion of international travel and the amount thereof earmarked for advertising, publicity, etc. These answers, except for those of Bulgaria and Greece, which arrived later, will be found in the tabulations (E/3438/Add.1 and 2). It should be borne in mind, however, that the concept of "promotion of international travel" may vary considerably in different countries, and that consequently the answers may lack comparability. In the only African country answering these questions, the percentage of the total tourism budget devoted to publicity purposes was 65%. In the 5 countries in the Americas which answered, the proportion varied between 63% and 5%. In the 9 Asian or Oceanian countries which answered, the percentage varied between 91% and 13%. In Europe and the Mediterranean the percentage varied from 83% to 7% in 15 countries answering. One Asian non-member country indicated 2% and 2 European non-member countries indicated 90% and 12 $\frac{1}{2}$ % respectively^{16/}.

16/ A further indication of these answers is

Africa (1 answer from 2 reporting): 65% - 1

The Americas (5 answers from 9 reporting): over 60% - 1; over 50% - 2; over 48% - 3; under 20% - 2.

Asia and Oceania (9 answers from 9 reporting): over 90% - 1; over 80% - 2; over 50% - 4; over 30% - 8; under 20% - 1.

Europe and the Mediterranean (15 answers from 28 reporting): over 85% - 1; over 75% - 2; 50% or over - 5; 40% or over - 10; 30% or under - 5.

j. Promotion of tourist sales and exports

Special attention should be paid to regional co-operation and to the development of package tours or tours within a regional area covering the key tourist attractions of several countries.

10. TECHNICAL CO-OPERATION

(a) Tourism as a factor in economic development

The economic importance of tourism for the countries visited depends not only on the effect that the foreign currency spent by tourists has on the balance of payments but also on the economic activities generated in those countries by the money spent, owing to the "turnover" or "multiplier effect" of that money. In this connexion, Checchi and Company, a private firm, prepared a study entitled "The Future of Tourism in the Pacific and the Far East", published in 1961, and jointly sponsored by the United States Department of Commerce and the Pacific Area Travel Association. According to this study one US dollar spent by a tourist creates a national income of 3.2 to 4.3 US dollars during the following twelve months. The effect of tourist expenditure on tax revenues also has its importance; assuming for instance that taxes on activities generated by tourism amount on an average to 10 per cent and accepting the above Checchi and Company figures, it can be seen that one dollar spent by tourists would increase tax revenues by 32 to 43 cents. Last, but not least, tourism is a job creator and this is important for many developing countries. On the other hand, tourism may in certain cases be a factor of inflation.

(b) Advice and assistance

Within the United Nations, programmes of technical co-operation in the tourist field would come under the Expanded Programme of Technical Assistance for Economic Development (EPTA). The Technical Assistance Board (TAB) at United Nations Headquarters has published "An Explanatory Booklet" on this subject (TAB/1/Rev.3, 1961 edition). It explains how the programme was developed, its objects and principles, the kinds of technical assistance, the machinery involved and how to submit requests. It is designed to be of use particularly to government officials and others who are directly concerned, by clarifying the objectives and principles of the programme and the methods and procedures of its operations.

Assistance is given only at the request of and in agreement with Governments. Assistance may be rendered only to or through a Government and must be designed to meet the needs of the country concerned. Experts are to be chosen not only for their professional competence but for their sympathetic understanding of the cultural background and specific needs of the country where they are to work. The United Nations pays the salaries of experts and their travel to the place of work. Governments normally assume responsibility at least for part of the costs of the technical services received which can be paid in their currencies, such as local subsistence, transport and secretarial help.

In addition to the assistance provided to individual Governments, EPTA also includes allocations for regional projects, which are organized for the benefit of more than one country. In recent years from 10 to 12 per cent of the total resources available for field operations has been set aside for projects of this type. This may be of particular interest for regional projects concerning tourism.

In October 1962 the Technical Assistance Board had over 30 offices in the field, in which were stationed regional representatives, resident representatives, liaison officers, correspondents, officers-in-charge, etc. Their duties are to assist with the development and implementation of the Expanded Programme at the country level. Governments are expected to transmit their requests for technical assistance in the field of tourism to the Executive Chairman of the Technical Assistance Board, United Nations, New York, N.Y., U.S.A., with a copy to the Secretary-General of the United Nations at the same address. Such requests should be transmitted through the Resident Representative by the specific department or agency of the Government which has been designated as the central co-ordinating unit for country programming.

It is best for all preliminary enquiries concerning technical assistance to be addressed to the local TAB field office in the first instance. Assistance in formulating requests may also be obtained from the regional commissions of the United Nations. The requests of those States which have permanent delegations at United Nations Headquarters in New York might conveniently be submitted through such delegations.

Information on various missions performed under the United Nations Expanded Programme of Technical Assistance is contained in Annex 3 hereto.

It is also relevant to mention the activities of the Tourist Documentation Centre operated by IUOTO; this centre has already classified more than 7000 titles of technical works and publications on tourism and tourist industries; it issues regularly tourist bibliographical reference lists and gives advice and assistance concerning regulations and legislation governing various sectors of tourism.

(c) Training

In addition to the opportunities for obtaining ordinary advice and assistance there are further possibilities under the Expanded Programme of Technical Assistance for training individuals who are nationals of the developing countries, either by enabling them to visit other countries where they can study various subjects which they need in order to improve their skills for use in their home countries, or by providing instruction for such individuals within their home countries.

For example, fellowships and scholarships may be awarded either as part of a comprehensive project of technical assistance, or on an individual basis as a direct contribution to the economic and social development of a country. They may enable holders to visit, for the purpose of training or study, one or more countries for periods varying from only a few weeks to a year or more. Here again the United Nations pays the cost of tuition fees, travel in the host country and part of the travel between the home and host countries and other expenses not in local currency. Governments normally assume responsibility at least for part of the costs of fellowships and scholarships, such as incidental expenses prior to departure and part of the expense of travel, which can be paid in their currencies. The candidates for fellowships, scholarships, study grants and worker-trainee awards are nominated by Governments.

On the other hand seminars and short training courses may be held within the developing country for the training of administrative, technical and professional personnel by means of group instruction. Permanent training institutes may also be established for the benefit of personnel from a single country or from a group of countries. In fact regional training centres have proved to be an effective means of giving standardized instruction to large numbers of trainees, and thereby meeting the common needs of an area.

Within the framework of its activities for rendering assistance in the training of tourism personnel, the IUOTO has instituted correspondence courses on tourism studies. IUOTO has also already organized in 1961 and 1962 two seminars on the subjects of travel publicity, statistics and market research. Its programme for the future also includes several more seminars of the same type.

Annex 1INFORMATION ON VARIOUS CONVENTIONS, RECOMMENDATIONS AND RESOLUTIONS CONCERNING
CUSTOMS FACILITIES

(a) UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION (UNESCO)

- Agreement for facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character (New York, 1949)
- Agreement on the importation of Educational, Scientific and Cultural Materials (New York, 1950)

These Agreements, which came into force on 12 August 1954 and 21 May 1952 respectively, were concluded under the auspices of UNESCO. As an aid to educational and scientific travel, they reduced tariff and trade obstacles to the circulation of certain educational, scientific and cultural materials, such as publications, news-reels, educational films (both raw film and film projectors), sound recordings and radio and television receivers and equipment in finished or semi-finished form.

(b) CUSTOMS CO-OPERATION COUNCIL

The Customs Co-operation Council (CCC) is an intergovernmental organization founded in 1952/1953 with headquarters in Brussels whose membership, which is not restricted, consists of 29 member States (19 European, 5 Middle-Eastern, 2 North African, 2 Far Eastern and 1 Latin American). The following are some of the Conventions concluded under its authority and which are in aid of travel for commercial, technical and other purposes:

- Customs Convention regarding ECS Carnets for commercial samples (Brussels, 1956)^{1/}

This convention came into force on 3 October 1957.

The use of the carnet permits the temporary duty-free importation of commercial samples of value, models and certain advertising films. The issue of the carnet, usually by a Chamber of Commerce, guarantees the payment of taxes and import duties in case of failure to re-export. The Customs Co-operation Council also adopted a recommendation in 1956 concerning those types of samples to be regarded as of negligible value.

- Customs Convention on the ATA Carnet for the temporary admission of goods (Brussels, 1961)^{2/}

This convention is not yet in force.

^{1/} "ECS" is the abbreviation in mixed French and English for "échantillons commerciaux-commercial samples".

^{2/} "ATA" is the abbreviation in mixed French and English for "admission temporaire-temporary admission".

The carnet provides, in particular, for limited duty-free admission of types of goods which are temporarily imported, such as professional equipment and goods for display at fairs. As in the case of the ECS carnet, the issuer, usually a Chamber of Commerce, is the guarantor.

- Customs Convention on the Temporary Importation of Professional Equipment
(Brussels, 1961)

This convention, which came into force on 1 July 1962, actually constitutes three separate conventions, as Contracting Parties may accede to one or more of the three annexes, each of which contains an illustrative list of the equipment it covers.

They are:

Annex A concerning equipment for the press or for sound or television broadcasting;

Annex B concerning cinematographic equipment,

Annex C concerning other professional equipment.

- Customs Convention concerning facilities for the Importation of goods for display or use at Exhibitions, Fairs, Meetings or similar events (Brussels, 1961)

The purpose of this convention, which came into force on 13 July 1962, is to facilitate the display at such events of goods of a commercial, technical, religious, educational, scientific, cultural or charitable nature. It provides for temporary admission of such goods, for the waiving of import duties on certain types of such goods of low value and for simplification of formalities.

The Customs Co-operation Council adopted in 1955 a Recommendation concerning the use of temporary importation papers in respect of radio and television vans, proposing that the documents used in the case of temporary importation of touring vehicles should also be used for foreign radio and television vans and their equipment when they are admitted into a country without payment of duty.

The Customs Co-operation Council adopted in 1960 a Recommendation concerning the Customs treatment of provisions carried in restaurant cars, Pullman cars, sleeping cars and similar cars on international express trains, which provides for the admission free of import duties and taxes on foodstuffs, non-alcoholic beverages, beer and wine imported for use on such trains. The purpose of this recommendation is to shorten the halts at frontier stations. There are, of course, various safeguards to avoid abuses, furthermore, the supplies must have been purchased only in the countries along the line of the train, and the appropriate internal taxes and duties must have been paid to the countries where they were purchased.

The Council also adopted in 1962 a Recommendation concerning the Customs treatment of registered baggage carried by rail, the purpose of which is to enable passengers to avoid personal appearance for clearance before the Customs authorities of the countries of departure and destination and to claim their baggage immediately upon arrival at their destination.

(c) ECONOMIC COMMISSION FOR EUROPE (UNITED NATIONS)

- International Convention to facilitate the crossing of frontiers for passengers and baggage carried by rail (Geneva, 1952)

This convention, which entered into force on 1 April 1953, provides for joint Customs posts to be established by bilateral agreement on the territory of one of the two contiguous countries concerned and states the principles to be embodied in such agreements. It provides also for police and Customs examination while the train is in motion and for the transport of baggage in sealed compartments of international trains with a standard international Customs declaration, the form of which is attached to the Convention.

- Customs Convention on the Temporary Importation for private use of Aircraft and Pleasure Boats (Geneva, 1956)

This convention, which came into force on 1 January 1959, is relevant to the comments of the Group of Experts under their item II.D.5; it is open for acceptance to all United Nations Member countries. It provides for temporary admission without payment of import duties and import taxes, and free of import prohibitions and restrictions. The aircraft and boats are to be covered by temporary importation papers guaranteeing payment in case of failure to re-export. It also provides for importation of component parts for repair, in which case temporary importation papers may be, but need not be, required. These papers, known as carnets de passage en douane, are of standard form and are issued by associations for a period of validity as authorized by Contracting Parties.

- Resolution No. 1 of the Group of Customs Experts on the Temporary Importation of the contents of Tourist Caravans without payment of import duties and import taxes (Geneva, 1956)

This resolution provides for facilities in addition to those provided for by article 9, paragraph 4, of the 1954 New York Convention.

- Resolution No. 3 of the Group of Customs Experts on the Temporary Importation without payment of import duties and import taxes of Vehicles Hired for Private Use (Geneva, 1956)

This resolution recommends that Governments should grant private road vehicles on hire the same facilities as those provided for in other cases by the 1954 New York Convention.

- Resolution No. 6 of the Group of Customs Experts on the Standardization of ordinary Triptych Models and Resolution No. 11 on the Standardization of Triptych Models for Pleasure Boats (1957 and 1960)

These resolutions provide for standard triptych forms.

Annex 2
LIST SHOWING PARTIES TO VARIOUS INSTRUMENTS

Country	(a) Convention concerning Touring (1954)	(b) Additional Protocol thereto (1954)	(c) Customs Convention on the Temporary Importation of Private Road Vehicles (1954)	(d) Convention on Road Traffic (1949)	(e) Agreement for facilitating the international circulation of Vehicles and Auditory Materials of an Educational, Scientific and Cultural Character (New York, 1949)	(f) Agreement on the Importation of Educational, Scientific and Cultural Materials (New York, 1950)	(g) Customs Convention regarding TCS Carnets for Commercial Samples (Brussels, 1956)	(h) Customs Convention on the ATA Carnet for the Temporary Admission of Goods (Brussels, 1961)	(i) Customs Convention on the Temporary Importation of Professional Equipment (Brussels, 1961)	(j) Customs Convention concerning Facilities for the Importation of Goods for display or use at Exhibitions, Fairs, Meetings or Similar Events (Brussels, 1961)	(k) International Convention to Facilitate the crossing of Frontiers for Passengers and Baggage carried by Rail (Geneva, 1952)	(l) Customs Convention on the Temporary Importation for Private Use of Aircraft and Pleasure Boats (Geneva, 1956)
Afghanistan												
Albania												
Algeria												
Argentina												
Australia												
Austria												
Belgium												
Bolivia												
Brazil												
Bulgaria												
Burma												
Burundi												
Byelorussian Soviet Socialist Republic												
Cambodia												
Cameroon												
Canada												
Central African Republic												
Ceylon												
Chad												
Chile												
China												
Colombia												
Congo (Brazzaville)												
Congo (Leopoldville)												
Costa Rica												
Cuba												

[illegible]

Country	(a) Convention concerning Customs Facilities for Touring (1954)	(b) Additional Protocol thereto (1954)	(c) Customs Convention on the Temporary Importation of Private Road Vehicles (1954)	(d) Convention on Road Traffic (1949)	(e) Agreement for Facilitating the International Circulation of Visual and Auditory Materials of an Educational, Scientific and Cultural Character (New York, 1949)	(f) Agreement on the Importation of Educational, Scientific and Cultural Materials (New York, 1950)	(g) Customs Convention regarding ECG Carnets for Commercial Samples (Brussels, 1956)	(h) Customs Convention on the ATA Carnet for the Temporary Admission of Goods (Brussels, 1961)	(i) Customs Convention on the Temporary Importation of Professional Equipment (Brussels, 1961)	(j) Customs Convention concerning Facilities for the Importation of Goods for display or use at Exhibitions, Fairs, Meetings or Similar Events (Brussels, 1961)	(k) International Convention to Facilitate the crossing of Frontiers for Passengers and Baggage carried by Rail (Geneva, 1952)	(l) Customs Convention on the Temporary Importation for Private Use of Aircraft and Pleasure Boats (Geneva, 1956)
United Arab Republic	x	x	x	x	x	x	x					x
United Kingdom	x	x	x	x	x	x	x					x
United States of America	x	x	x	x	x	x	x					x
Upper Volta	x	x	x	x	x	x	x					x
Uruguay	x	x	x	x	x	x	x					x
Venezuela	x	x	x	x	x	x	x					x
Western Samoa	x	x	x	x	x	x	x					x
Yemen	x	x	x	x	x	x	x					x
Yugoslavia	x	x	x	x	x	x	x					x