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Item 8 of the provisional agenda

FACILITATION OF GOVERNMENTAL FORMALITIES REGARDING TRAVEL

(Maritime cruise travel)

Note by the Secretariat

The Secretariat would like to draw attention to the formalities governing maritime cruise travel. The attached information and suggestions on cruises in Southern Europe, North Africa and the Near East were supplied by the International Federation of Travel Agencies (IFTA). The Conference may wish to consider, at the end of its discussion of item 8, the suggestions which are presented and, if it adopts recommendations, to extend them to cruises in all parts of the world.

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MARITIME CRUISE TRAVEL

1. Maritime cruise traffic has developed to such an extent that a wide cross-section of the public now engages in it. Consequently efforts should be made to overcome the diversity of obstacles and delays resulting from formalities which various countries still insist on requiring of cruise passengers.
2. The International Federation of Travel Agencies (IFTA) agrees that control of cruise passengers is necessary in the interest of State security. Even so, it feels that formalities for such passengers can be reduced to a minimum without sacrificing such control. IFTA has reached this conclusion after preparing an analysis of formalities existing in the forty-six most important European cruise ports and it would like to present this analysis for consideration, along with pertinent information and suggestions consisting of a statement of the difficulties encountered, examples of such difficulties, and their results.
3. It is suggested that the following system would avoid most of these difficulties in the case of cruises. The organizers of a cruise should be allowed to send several copies of the passengers' manifest, duly numbered, to the police authorities of each port of call several days in advance. These would contain each passenger's surname, Christian name ^{1/}, nationality, place and date of birth, address and passport number with the place and date of its issue. Before sailing, each passenger could be given a carnet, to go with his passport, consisting of a number of two part disembarkation forms, each form being valid for one port of call. To guarantee its validity, the cover of the carnet could be stamped by the police at the port where the cruise begins, just before sailing. On the two parts of each form, the surname, Christian name, nationality, date of arrival at the port of call, the name of the ship and, most important of all, the number appearing against each passenger's name on the manifest, should be entered.
4. At each port of call on the cruise, on leaving the ship every passenger would present this two-part disembarkation form to the police, who would detach one of the two parts. On re-embarkation they would detach the other part, and a member of the crew of the ship would sort the detached forms in numerical order to correspond to the order of listing on the manifest. This system would expedite the tally of returning passengers and avoid undue delay in the departure of the ship.

^{1/} Or other additional non-family name.

5. Finally, IFTA would like to recommend that, in cases where visas are still required, this requirement be waived for cruise passengers.

6. Annex 1 to this report contains the analysis of disembarkation formalities in force at various ports of call for cruises, and shows examples of difficulties encountered in their application, with their results. Annex 2 presents a summary of conclusions.

Annex 1

ANALYSIS OF DISEMBARKATION FORMALITIES, DIFFICULTIES
OF APPLICATION AND RESULTS

I. LIST OF DISEMBARKATION FORMALITIES

The following is a list of disembarkation formalities at present in force for passengers on cruises calling at different ports in the Mediterranean, the Atlantic Coast and the Black Sea.

AJACCIO
(France)

On disembarking, the disembarkation form in two parts (made out by the organizers) should be given up at the gangway, duly completed, for stamping by the police. The passports are kept on board. No visa is required.

ALEXANDRIA
(U.A.R.)

The Egyptian visa, which is essential, is given in advance by the Consular officials of the U.A.R. collectively on the passengers' manifest. The Egyptian police come on board at the port of call before Alexandria, or two hours before the ship's arrival. They expect to find all the passports collected and sorted into the same order as the numbered passenger manifest, with the special Egyptian disembarkation form inside, prepared in advance by the organizers of the cruise, and on which must appear the surname and Christian name of the passenger, his nationality, his passport number and his number on the ship's manifest. The police check the passports and the disembarkation forms with the passenger manifest and put their stamp either on the passports or on the disembarkation forms. Following this, the organizers must distribute the passports and the disembarkation forms duly stamped to the passengers; it is easier if they queue up to recover their passports before arriving at the port. Passengers then disembark with their passports and this disembarkation form in their hands.

Whilst passengers are on Egyptian soil, they keep these two documents with them. On final embarkation, they must give them up for examination by the police at the gangway, before the ship is allowed to sail, provided that everyone is back on board.

Furthermore, before disembarking all passengers must fill up in duplicate a form printed in Arabic and English with the declaration of

ALEXANDRIA
(U.A.R.)
(contd.) currency and valuable objects, and have them stamped by Egyptian customs officials. One of these forms is sufficient for more than one member of the same family.

ALGIERS
(Algeria) As no cruise has included this port in its itinerary in recent years, the necessary formalities are not known at the moment.

ATHENS
(Greece) See under letter "P" (Piraeus)

BARCELONA
(Spain) The two-part disembarkation form (made out by the organizers and duly completed), must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.

BASTIA
(France) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. No visa is required.

BEIRUT
(Lebanon) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. No visa is required.

For passengers going on the excursion to DAMASCUS (Syria), the organizers must collect passports and present them to the Syrian police, together with a list of names with 19 duplicates, when they come on board, in order to obtain a collective Syrian visa. The fee for the visa is about \$1.50 per person. No Israeli visa must appear on the passports. The list of names must contain the numbers corresponding to those on the passenger manifest, surnames and Christian names, nationality, passport number. The Syrian authorities require, moreover, that either the passports or the lists of those people taking part in the excursion to Damascus should be sorted according to nationality.

For passengers going on the excursion to JERUSALEM (Jordan) from Beirut, the organizers must collect the passports and present them to the Jordanian police authorities together with a list of names with 9 duplicates. Each passenger who wants to travel to Jordan must previously obtain the Jordanian visa from the Jordanian authorities in his own country (fee about \$6). No Israeli visa must appear on the passports. The list of names must contain the numbers corresponding to the passenger manifest, together with the surnames, Christian names, passport number, nationality. If more than

- BEIRUT (Lebanon) (contd.) one aeroplane is necessary for the excursion from Beirut to Jerusalem, a separate list of names must be made out for each aeroplane, and the passports must be sorted into corresponding groups.
- CADIZ (Spain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.
- CAGLIARI (Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.
- CANNES (France) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.
- CASABLANCA (Morocco) On leaving the ship, the Moroccan police give each passenger a special coupon which must be given up on reboarding the ship. If a passenger lands several times, the operation must be repeated. Passports are kept on board. No visa is required.
- The disembarkation form made out by the company or by the organizers may also serve as a control coupon for themselves.
- CYPRUS Before arrival, the organizers must distribute the passports to the passengers (who must queue up to recover them), because when disembarking at any port in Cyprus (Larnaca, Limassol or Famagusta), each passenger must present it to the police who give a ticket in exchange. On re-embarking, each passenger gives up his ticket in exchange for his passport. While in port, the passports remain on board in police custody. No visa is required.
- CORFU (Greece) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.
- DUBROVNIK (Yugoslavia) A special ticket or coupon is given to each passenger on leaving the ship which must be retained and given up on re-embarking. Passports are kept on board. No visa is required.

- FUNCHAL
(Portugal)
- The organizers must obtain special Portuguese disembarkation forms in advance and complete them (name, Christian name, nationality, and number corresponding to the passenger manifest), and distribute them before the passengers arrive. These forms must be presented to the police on disembarking and re-embarking. Passports are kept on board. No visa is required.
- GENOA
(Italy)
- The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. This is generally stamped by the police on landing. Passports are kept on board. No visa is required.
- GIBRALTAR
(Great Britain)
- The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.
- HAIFA
(Israel)
- The organizers must obtain the required Israeli disembarkation forms in advance, and complete them with the number on the passenger manifest, names, Christian names, nationality, and distribute them to the passengers before arrival, together with the coupon necessary for changing currency while in port. The Israeli police board the ship before it docks and expect to find all passports collected and sorted according to the order of names on the passenger manifest for examination. Before disembarking, passengers must present themselves to the police to have either the disembarkation form or the currency exchange coupon stamped. On finally re-embarking, passengers must surrender the two documents to the police, who will check them against the passenger manifest, provided that everyone is back on board. Passports are kept on board at the disposal of the Israeli authorities. No visa is required.
- HERAKLION
(Greece)
- The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.
- ISTANBUL
(Turkey)
- The organizers must have special disembarkation forms printed in advance, according to the model laid down by the Turkish police authorities, in Turkish, and complete with names, Christian names, nationality and number corresponding to the passenger manifest. The police board the

ISTANBUL
(Turkey)
(contd.)

ship approximately one hour before it docks and expect to find all passports collected and sorted into the same order as that of the passengers' names on the manifest, with the Turkish disembarkation form inside, duly completed. The police stamp the forms, after which they may be distributed to the passengers who must queue up to recover them. On re-embarking, passengers give up the forms to the police before the ship is given permission to sail, provided that all the passengers are back on board. Passports are kept on board. No visa is required.

IZMIR
(Turkey)

The procedure is the same as for Istanbul.

KATAKOLON
(Greece)

The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

KOTOR
(Yugoslavia)

A special ticket or coupon is issued to each passenger by the police on landing, which must be retained and given up on re-embarking. Passports are kept on board. No visa is required.

LARNACA
(Cyprus)

See "Cyprus".

LIMASSOL
(Cyprus)

See "Cyprus".

LAS PALMAS
(Canary
Islands,
Spain)

The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.

LISBON
(Portugal)

The organizers must obtain special Portuguese disembarkation forms in advance and complete them, viz: names and Christian names, nationality, date of arrival, number corresponding to the passenger manifest. Either the passports or the forms must be distributed before passengers arrive (who must queue up to recover them). Each passenger must give up the disembarkation form to the police on landing, of which one-half is detached. The other half is given up to the police by the passenger on re-embarking. No visa is required.

MALAGA
(Spain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

MALTA
(Great Britain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

MARSEILLES
(France) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

MESSINA
(Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

MONTE CARLO
(Principality of Monaco) Before disembarking, passengers must present themselves to the police (who board the ship while it is at anchor), who stamp the disembarkation form (made out by the organizers), duly completed. The stamped form must be shown on landing. Passports are kept on board. No visa is required.

NAPLES
(Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

NICE
(France) The disembarkation form (made out by the organizers), must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

ODESSA
(U.S.S.R.) On presentation of the passenger lists sorted according to nationality and the special individual forms, duly completed and accompanied by two photographs, the Soviet Embassy grants collective visas for each group of 25 passengers of the same nationality, on lists printed in Russian.

About an hour before docking, the Soviet police board the ship and expect to find all passports collected, in groups of 25 according to the numbered lists issued by the embassy and put in the same order. The number corresponding to the Russian list and the passenger manifest must appear on each passport. The police examine the lists and passports and stamp them; after which passengers may recover their passports and disembark. Police check to see that passports have been stamped on landing.

Passengers keep their passports on their person whilst on Soviet territory. On leaving Odessa, they may retain their passports if the

ODESSA
(U.S.S.R.)
(contd.) ship calls at any other Russian ports. If Odessa is the only or the last Russian port to be visited, passengers must surrender their passports on re-embarking, at least two hours before the ship sails, so that control may be effected by the police with the help of the lists, provided that everyone is back on board.

PALERMO
(Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

PALMA DE
MALLORCA
(Spain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

PORT SAID
(U.A.R.) Formalities are the same as for Alexandria.

PIRAEUS
(Greece) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports may be left on board. No visa is required.

PORTO TORRES
(Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

RHODES
(Greece) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

RIJEKA
(Yugoslavia) A special ticket or coupon is given to each passenger by the police on landing, which must be retained and given up on re-embarking. Passports are kept on board. No visa is required.

SANTA CRUZ
DE TENERIFE
(Spain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.

SOTCHI
(U.S.S.R.) If Sotchi is the first Soviet port of call, the disembarking procedure is the same as at Odessa. If the ship has already called at other Russian ports, passengers may disembark on presentation of their stamped passports only. On re-embarking, passengers may retain their passports

- SOTCHI
(U.S.S.R.)
(contd.) if the ship calls at other Russian ports. If Sotchi is the last Russian port of call, they must return on board two hours before sailing time and surrender their passport to the police, so that they may be examined and authorization may be given for the ship to sail, provided everyone is back on board. For visas: see "Odessa".
- SOUKHOUMI
(U.S.S.R.) If Soukhouni is the first Soviet port of call, the disembarking procedure is the same as for Odessa. If the ship has already called at other Russian ports, passengers may disembark at Soukhouni on presentation of their stamped passports only. On re-embarking, if the ship is calling at other Russian ports, they may retain their passports. If Soukhouni is the last Russian port of call, passengers must be back on board two hours before sailing time and surrender their passports to the police, so that they may be examined and authorization given for the ship to sail, provided that everyone is back on board. Visa: see "Odessa".
- SPLIT
(Yugoslavia) A special ticket or coupon is given to each passenger by the police on landing, which must be retained and given up on re-embarking. Passports are kept on board. No visa is required.
- SYRACUSE
(Italy) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. Passports are kept on board. No visa is required.
- TANGIER
(Morocco) The Moroccan police give each passenger a special coupon on landing which must be given up on re-embarking. If passengers land several times, the operation is repeated. Passports are kept on board. No visa is required. The disembarkation form made out by the Company or the organizers also serves as a control document for themselves.
- TRIPOLI
(Libya) Before arriving, passengers must queue up to recover their passports because they must surrender them to the police stationed at the gangway, on landing in Tripoli. A special numbered ticket or coupon is given in exchange. On re-embarking, it is surrendered to the police, who hand back the passports. Consequently, whilst the ship is at Tripoli, passports remain on board in police custody. No visa is required. No Israeli visa must appear on any passport.

- VALENCIA (Spain) The two-part disembarkation form (made out by the organizers), duly completed, must be presented on disembarking and re-embarking. No visa is required, and passports are kept on board.
- VARNA (Bulgaria) In order to obtain a collective Bulgarian visa, the organizers must send a photo and signed form filled up in respect of each passenger, together with lists of groups of 25 people of the same nationality plus five copies - four for Sofia and two for the embassy (which must send them with the visa) - to the Bulgarian Embassy in their own country ten days before sailing. The cost of the visa is about \$1 per person. Police officials come on board with the pilot and expect to find the passports collected and in groups of 25, corresponding to the lists bearing the visa. Passports are kept on board. Passengers land with the special coupons handed out by the police. These are given up on re-embarking.
- YALTA (U.S.S.R.) If Yalta is the first Soviet port of call, the disembarkation procedure is the same as for Odessa. If the ship has already called at other Russian ports, passengers may disembark at Yalta on presentation of their stamped passports. On re-embarking, if the ship calls at other Russian ports, they may retain their passports. If Yalta is the last Russian port of call, passengers must be on board two hours before sailing time and surrender their passports to the police, so that they may be examined and authorization given for the ship to sail, provided that everyone is back on board. Visa: see "Odessa".

II. Difficulties of Application

1. Considered separately, the formalities listed above do not present special difficulties. In fact, every police authority, without exception, is convinced that its own procedure is the simplest and the most practical. The difficulties arise when either the passengers or the organizers have to undergo entirely different formalities at intervals of a few hours.

Examples

2. Suppose there is a ship on a cruise with 700 passengers of all nationalities on board with an itinerary of which the main ports of call are Istanbul - Cyprus - Beirut.

3. At Istanbul all passports are held by the organizers since the Turkish police want to stamp them all together (see Annex 1, part I, under "Istanbul"). As, however, on arrival at Cyprus each passenger has to disembark with his passport, they must be distributed before arriving; which means that passengers must be asked to queue up between Istanbul and Cyprus to get them back (indeed, on a cruise where hundreds of passengers are scattered all over the ship in cabins, lounges, decks, swimming pools, etc., any other method of distribution would be impossible).

4. On leaving Cyprus, the organizers have to concern themselves with collecting each passenger's passport as soon as it has been given back by the Cyprus police at the time of re-embarking, since they have to be sorted into groups according to the respective destinations of the passengers before arriving at Beirut.

5. All the 700 passports, once collected, must be sorted according to the number appearing against each passenger's name on the manifest, so that they can be handed out according to what excursion the passenger takes from Beirut.

6. Consequently, the passports of passengers who go on excursions in Lebanon only (e.g. visits to Beirut, Baalbek, etc.) must be separated from those of passengers who go on excursions to Damascus (Syria) and Jerusalem (Jordan). Whilst passports belonging to the first group (Beirut, Baalbek) are kept on board until the ship docks, the passports of the second group (Damascus) must be put in alphabetical order according to the special lists provided for this excursion and, moreover, sorted according to nationality. Those belonging to the third group must also be separated from the others and sorted as per plane-load, checking at the same time that each passport bears a Jordanian visa.

7. The passports belonging to the second and third groups of passengers, after having been sorted and put into alphabetic order, are then entrusted to personnel who accompany the various excursions.

8. All these operations must be performed during the voyage from Cyprus to Beirut, a distance of 110 miles and of about 6 hours' duration.

9. If the ship stays at Beirut for two days and the three excursions are repeated (Baalbek, Damascus, Jerusalem) so as to give passengers the opportunity of going on at least two of them, the above-mentioned operations must be gone through again at the end of the first day, viz. during the night between the first and second days of the stop-over: collect all passports on the return of excursions, put them into numerical order, sort them into groups once more according to the lists of people who are going on the second day's excursions, since most of the passengers who went on the excursion to Damascus on the first day will obviously also go to Jerusalem on the second day, and vice versa.

10. Suppose then that this same ship, with its 700 passengers, goes on to Haifa (Israel) after having called at Beirut. This means that the organizers must collect all passports again, and re-sort them according to the Passengers' Manifest.

11. This operation must be accomplished during the night passage between Beirut and Haifa: a distance of 73 miles and of about 4 hours' duration.

12. If, on the other hand, the next port of call is Alexandria, then the passports, after having been collected and sorted, must be examined and stamped by the Egyptian police who come on board at Beirut, after which passengers would be asked to queue up for their passports and Egyptian disembarkation cards.

Results

13. It will be seen from the foregoing that passengers on cruises, particularly those involving calls at Near East and Black Sea ports, instead of enjoying the relaxation of a sea voyage and the numerous attractions on board ship, are continually being bothered and obliged to spend hours of their time queueing up in the ship's lounges, either to give up their passports or to get them back or to fill up forms printed in foreign languages and to go through many other formalities the reason for which they do not understand.

Annex 2

CONCLUSIONS

1. It seems to IFTA that the task of the police should be the following:
 - (a) to prevent undesirable people not having their papers in order from entering the country;
 - (b) to prevent their own nationals or any other unauthorized person from leaving the country illegally;
 - (c) to prevent people from visiting ships and transit passengers from staying in the country illegally.
 2. It is difficult to understand why special disembarkation forms (see U.A.R., Israel, Portugal, Cyprus, Libya) are issued locally, since the required information is always the same and since there is no substantial difference between these and the forms issued by the organizers.
 3. It is also difficult to understand why passports need to be collected on disembarkation (see U.A.R., U.S.S.R., Cyprus, Libya). The fact that each passenger appears on the ship's manifest and is in possession of a carnet of forms with the number corresponding to the list (manifest), should be a sufficient guarantee that his passport is in order; otherwise the police at the port of origin would not have allowed him or her to embark.
 4. The simple presentation, on landing at the ports of call, of a two-part disembarkation form at the gangway, duly numbered and completed as described above, should be sufficient to avoid the occurrence of a case such as that mentioned in paragraph 1(a) above, all the more so since the passports sorted into the same order as the list of passengers' names on the manifest, stay on board ship at the disposal of the controlling authorities who have ample time to examine them.
 5. In order to avoid the risks mentioned in paragraph 1(b) above, the police should detach one of the two parts of the form on disembarkation and the other on re-embarkation.
 6. Furthermore, to avoid the risk mentioned in paragraph 1(c) above, one of the ship's personnel should put the forms into numerical order when passengers re-embark and the counterfoils are detached. Thus at the time fixed for the departure, when all or nearly all the counterfoils would be put in the same order as on the manifest, the risk of the departure of the ship being delayed because of control procedure would be avoided.
 7. Finally, IFTA would like passengers on a cruise to be exempted from obtaining visas (in countries where a visa is still required).
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