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DOCUMENT E/3438 AND ADD.1¹

Development of international travel and tourism: report of the Secretary-General

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I. INTRODUCTION

1. The purpose of this note is, in compliance with Economic and Social Council resolution 724 B (XXVIII) of 17 July 1959, to furnish recommendations, together with background information, to the Council for the development of international travel and tourism, including the desirability of convening an international

conference on these subjects. The text of resolution 724 B (XXVIII) is as follows:

"The Economic and Social Council,

"Recalling its resolution 563 (XIX), of 31 March 1955, and 644 (XXIII), of 26 April 1957, concerning the development of international travel,

"Noting the views of the Transport and Communications Commission (E/3264, paras. 11-13) relative to a resolution adopted by the International Union of Official Travel Organizations in 1958 requesting the convening by the Council of an international diplomatic conference on the subject of international

* For the discussion of this item, see *Official Records of the Economic and Social Council, Thirty-first Session, 1145th and 1147th meetings.*

¹ Document E/3438/Add.1 is only available in mimeographed form.

travel and the removal or reduction of travel barriers after completion of relevant technical studies,

“Requests the Secretary-General:

“(a) To bring up to date and pursue further the technical studies in the field of international travel and tourism;

“(b) As soon as possible, and not later than at the thirty-first session of the Council, after consultation with Governments of Member States, the appropriate specialized agencies, intergovernmental organizations in relationship with the United Nations, and non-governmental organizations in consultative status, to make recommendations for the development of international travel and tourism, including the desirability of convening an international conference on these subjects.”

2. In resolutions 563 (XIX) of 31 March 1955 and 644 (XXIII) of 26 April 1957, referred to in resolution 724 B (XXVIII), the Council had previously recognized the importance of international travel in promoting international understanding and cultural relationships, in fostering international trade, in furthering economic development and in affecting balances of payment; it had also noted that Governments recognized this importance and the desirability of encouraging the development of international travel.

3. In the course of bringing up-to-date and pursuing further the technical studies in the field of international travel and tourism, as requested by resolution 724 B (XXVIII), the Secretary-General drew up a questionnaire which was circulated to Member Governments with an explanatory *note verbale*² on 11 August 1960. The questionnaire was designed to obtain information on the major current problems in travel development, including governmental policies and procedures relative to the entry and departure of visitors, taxation, statistics, accommodations, official promotional activities, and opinions concerning the desirability of an international conference. Circulated with the questionnaire was supplementary information which might provide assistance in answering it. This consisted of summaries of pertinent standards, recommended practices and recommendations, which had been prepared within the United Nations, the International Civil Aviation Organization (ICAO) and the International Union of Official Travel Organisations (IUOTO), a non-governmental organization in Category B consultative status with the Council. A “Tabulation of answers to the questionnaire”, which includes a compilation of the questions and answers in the same sequence as in the questionnaire, and a copy of the supplementary information, appear in a separate annex (E/3438/Add.1).

4. The questionnaire has elicited more elaborate and more recent information on general subjects which have formerly been considered by the Council. They are described hereafter in part III and are concerned generally with international travel, passports and frontier formalities, international road traffic and customs formalities.

5. Several specialized agencies have important responsibilities related to the facilitation of international travel and to the simplification of frontier formalities. In drawing up the questionnaire, the following agencies were consulted: United Nations Educational, Scientific

and Cultural Organization (UNESCO); International Civil Aviation Organization (ICAO); World Health Organization (WHO); Inter-Governmental Maritime Consultative Organization (IMCO). In addition, the Secretariat has had valuable co-operation and assistance from IUOTO, which has also supplied a considerable amount of material for this note, particularly in part II. It was through IUOTO that the questionnaire was circulated to countries which are not members of the United Nations.

6. Answers from the following twenty-seven Member Governments have been included in the annex:

Argentina	Norway
Australia	Paraguay
Austria	Philippines
Canada	Romania
Ceylon	Sudan
Costa Rica	Sweden
Federation of Malaya	Thailand
Finland	Union of South Africa
France	Union of Soviet Socialist Republics
India	United Arab Republic
Israel	United Kingdom
Lebanon	United States
Luxembourg	Venezuela
Netherlands	

Answers received by IUOTO from the following three non-member States have also been included in the annex: Federal Republic of Germany; Republic of Korea; Switzerland. The tabulation of answers in the annex consolidates information some of which concerns areas not covered in previous inquiries and will be useful, therefore, for future action and study.

II. ECONOMIC AND SOCIAL CONSIDERATIONS

7. Comments of Governments concerning measures taken in response to resolution 563 (XIX) tend to support the Council's recognition of the importance of travel. Countries referred specifically to their interest in developing tourism for its contribution to promoting understanding and good will in addition to obtaining economic benefits. In the following observations on these aspects, the term “international travel and tourism” is used in a rather broad sense, so as to include travel to a foreign country for the purpose of pleasure touring, recreation, sports, health, study, religious pilgrimages, for family reasons, and even for business, as long as it excludes actual employment in the country visited.

A. Growth of international travel and tourism

8. Although data on international travel are neither complete nor internationally comparable, the available figures clearly indicate that both the expenditures of travellers and their numbers have increased markedly in recent years. The rough estimates contained in table I below suggest that tourist expenditures have nearly doubled between 1953 and 1958. The largest increase was in the payments and receipts recorded by countries of the Western European and Mediterranean area, receipts having increased more than payments. On the other hand, the payments of the American countries increased more than did receipts. Table 2 indicates the magnitude of the increase, between 1953 and 1958, of the number of international visitors to six selected countries.

² EC/524.

Table 1

ESTIMATED TRAVEL CREDITS AND DEBITS IN THE BALANCE OF PAYMENTS ^a
EXCLUDING INTERNATIONAL FARE PAYMENTS
(In millions of United States dollars)

	Credits (receipts)			Debits (payments)		
	1953	1955	1958	1953	1955	1958
World	2,600	3,650	4,950	2,600	3,650	4,950
West Europe and Mediterranean.....	1,200	1,900	2,700	800	1,300	1,850
The Americas	1,300	1,600	2,000	1,600	2,000	2,600
Asia and Oceania	60	100	150	100	200	300

^a Information on the source, a description of the figures and a discussion of their limitations are in paras. 42-48 below.

Table 2

ARRIVALS OF INTERNATIONAL VISITORS IN SIX SELECTED COUNTRIES
EXCLUDING TRANSIT VISITORS
(In thousands of persons)

	1953	1955	1958
France	3,190	4,010	4,070
Spain	992	1,513	2,800
Switzerland	3,218	3,704	4,120
United Kingdom	819	1,037	1,258
United Arab Republic (Egypt)	91	149	162
India	28	44	92

^a Source: International Union of Official Travel Organisations. The data for Switzerland refer to tourist arrivals at hotels.

9. There have been several traditionally recipient countries, located principally in western Europe and on the Mediterranean. The order of importance among these countries has varied considerably with first place being occupied at different times by France, Italy and Switzerland. One factor which has contributed to overall growth is the number of new countries attaining rank with the traditional recipient countries. The other is the growth of foreign travel originating in net recipient countries.

10. It is estimated that in 1958 foreign travel contributed at least US \$5,000 million to world foreign exchange proceeds. This represents about 5 per cent of total international trade in that year. Unfortunately, because of the scarcity of standardized data,³ only general indications can be given of the proportion which foreign travel has assumed in relation to exports of countries. These indications in paragraphs 11-18 below are based for the most part on data supplied by IUOTO.

11. In Austria, foreign currency receipts from tourism in 1958 accounted for 3.4 per cent of the gross national product and exceeded receipts from its main exports, namely iron, steel and timber. The deficit on the other items of the Austrian balance of payments was almost entirely covered by the receipts from tourism. It has been estimated that expenditures by foreign tourists account for about 70 per cent of Austria's total income from tourism. In Denmark, in 1958, foreign exchange obtained from foreign tourism accounted for 4.8 per cent of the country's total foreign exchange receipts. In the Netherlands, foreign tourism receipts amount to about 5 per cent of the country's total receipts from exports of goods and services. Expenditure by trav-

³ The International Monetary Fund considers that receipts and payments in respect of travel are among the more difficult accounts on which to compile accurate statistics.

ellers in the United Kingdom in 1958 accounted for the surplus in the United Kingdom's balance of payments with other countries. In France in 1958 tourism occupied third place among the export industries. In Italy, during 1958 and 1959, tourist earnings alone have far exceeded the net deficit from other items in the country's balance of payments. In Japan, in 1958, tourist receipts ranked eighth among the main export items of the country. In 1959, the United States earned more foreign exchange through the sale of goods and services to foreign visitors — an estimated \$970 million — than from the export of any major group of commodities other than machinery, automobiles and grain.

12. Of course, in the case of the United States,⁴ the predominant movement has been the international travel originating in that country. Ever since World War II, travel expenditures of United States residents have been a major source of dollar earnings for several foreign countries. This was especially the case in European war-devastated countries and, lately, it would seem, in numerous countries in the process of development, where amounts spent by United States travellers are a factor substantially reducing the imbalance in their transactions with the United States. While, in the pre-war years, expenditures by travellers from the United States amounted to around \$400 million annually (1936-1939), after the war an upward trend has been maintained since 1952. In 1958, these expenditures were nearly \$1,500 million, and reached \$1,950 million by 1959.

B. Economic, social and cultural impact

13. Almost any country can effectively compete for its share of international travel. It would be erroneous to pretend that only certain countries are so privileged. Thanks to the appearance of jet aircraft, any country is now within easy reach of the regions from which the bulk of the tourist traffic originates. Transport capacities have been vastly expanded. In addition, technological progress has greatly reduced the time spent in travel so that even people with limited vacations can have access to distant lands provided they can meet the expenses involved. Moreover, rising incomes and increasing leisure have resulted in an increasing share of foreign travel, along with other recreational and educational activities, in total family budgets. Apart from the high income elasticity of foreign travel, growing interest in international contacts and awareness of international relations have also been factors in the upsurge

⁴ See *Survey of International Travel* (U.S. Department of Commerce, 1956) and *Supplement*, 1959.

of foreign travel and tourism. The improvement of facilities for travellers has also had a cumulative effect in making foreign travel progressively less difficult and more convenient.

14. The motives of travellers are varied. Tourists may be attracted by a culture different from their own or by the links of common cultural heritage; by the marvels of architecture or by the splendour of nature; by the folklore or pageantry of simple people or by the social activities of fashionable resorts during the season.

15. UNESCO has been interested in facilitating the free movement of persons engaged in educational, scientific and cultural work and has sponsored international action to this end.

16. There are whole regions in Europe where tourism is the mainstay of economic well-being. Examples are Brittany and the Côte d'Azur in France, the Costa Brava in Spain, Switzerland and the whole region of the Alps in Central Europe. Tourist development, with the demand for goods and services it entails, has brought prosperity to some regions which were formerly economically backward, has led to the establishment of resorts, and has created fresh avenues of employment in areas which previously relied solely on agricultural activities and would have remained much poorer in the absence of tourism. Special efforts are being made by the Italian Government to provide more tourist facilities in southern Italy as a means of contributing to the economic improvement of the region and its inhabitants. To open up its undeveloped north-west territories, Canada has started promoting tourism there, recognizing the great significance of the large employment potential in tourist and related industries. The above is indicative of the importance which tourist activities could, and do, represent in the over-all economic planning of many countries. Development of the tourist industry requires many complementary investments in related economic activities, and is thus a significant factor in the economic development of the area concerned.

17. Tourism offers a possible source of foreign exchange earnings for some of the developing countries of the world and may thus be of great significance in their economic development. In a number of such countries, investment in the increase and development of accommodation facilities, roads, railways, air and sea ports, etc., might be able to attain multiple benefits in increasing travel, in addition to the general development of commerce and industry. In India's second and third five-year plans provision has been made for a programme of tourist development costing 50 million rupees (approximately \$10,640,000). The United Arab Republic is carrying out an over-all plan to modernize resorts and means of transport and has adopted special measures in favour of the hotel industry. The Iraqi economic plan provides considerable sums for tourist development. Increased credits have been granted to improve and expand travel facilities, hotels, resorts, etc., in Lebanon within the framework of a five-year plan. Israel is working on an extensive programme to be accomplished by 1965. There are ambitious road building programmes being carried out in Cambodia, the Philippines and Thailand to serve the multiple purpose of increasing travel as well as developing commerce and industry. In the building of roads, the development of tourism is, of course, generally not the major motive. Moreover, the Inter-American Highway, cutting across the Central American States, will be opened to traffic by 1962 and make a great contribution to the economic

advance of that area. Already, plans have been proposed to dot its entire length with well-equipped motels.

18. Besides earning foreign exchange in the form of tourist expenditure, tourism leads to foreign capital investments which are of great interest to developing countries. For example, the Federal Republic of Germany is helping in the development of the hotel industry in Jordan and schemes of foreign investments in the Republic of Viet-Nam and Pakistan. Tourism also attracts foreign aid through the various regional and international co-operation and assistance programmes. The Inter-American Development Bank is interested in aiding in the creation and expansion of travel facilities in the Latin American countries. The Colombo Plan is assisting in tourist development in Asia, and the new economic co-operation programmes of the Organization of American States (OAS) will, it is believed, enable travel to play an increasing role in the economic development of Latin America.

C. Factors affecting future development

19. The future development of international travel will naturally be dependent in large degree on broad political and economic factors. The continued expansion of tourism in particular is likely to depend on the continued rise in real income. The replies to the questionnaire have, however, underlined the importance of a number of technical measures in promoting tourism. These include the following: (i) lowering passenger fares of carriers, so that a larger segment of potential travellers may be reached; (ii) introducing trains, buses, ships and aircraft with more numerous and more comfortable accommodation for lower classes of travel; (iii) providing ample facilities and systematic activities to disseminate adequate information to potential visitors, carried out not only by official travel organizations but by the travel and transportation industries as well; (iv) establishing local travel facilities and accommodations at land, air and marine terminals suitable for the needs of visitors, and sufficient even for volume in peak periods; (v) offering special inducements for off-season travel; (vi) increasing social tourism, the organized group travel of the wage earners and salaried workers and their families, by advocating longer vacations with pay, special facilities, etc.; and (vii) initiating simpler procedures for immigration control. Among factors hindering the development of travel, on the other hand, the following have been mentioned: (i) problems concerning passport requirements; (ii) costly visas and complicated procedure for obtaining them; (iii) currency control and restrictive policies with regard to travel allowances; and (iv) possible taxation of visitors by recipient countries.

20. Among the factors mentioned above two groups would seem to be of special importance. The first relates to measures — particularly the reduction of costs as regards both transportation and accommodation — to bring travel within the possibility of an even larger range of the population. The second relates to the relaxation of formalities and procedures which impede the free movement of persons. The work already attempted in this field at the international level is briefly described in chapter III below.

III. INTERNATIONAL ACTION FOR THE PROMOTION OF TRAVEL AND TOURISM

21. The technical studies referred to in Council resolution 724 B (XXVIII) were first undertaken by the

Secretariat at the instance of the Transport and Communications Commission. Besides international travel in general, these studies related to passport and frontier formalities, international road traffic and customs formalities. In 1947, on the recommendation of the Commission, the Council convened in Geneva a meeting of experts to prepare for a world conference on passport and frontier formalities. They adopted a report (E/436) to the Economic and Social Council containing some forty recommendations applicable to passports, visas, and other entry and exit controls of travellers. According to their nature, some were to be implemented by Governments through unilateral action, others by means of bilateral or multilateral agreements. The recommendations did not include the calling of a world conference but did suggest that the Council, after a suitable interval, consider the desirability of convening another meeting of experts to review the position which had then been reached, and if possible to make recommendations which might lead to further progress. The Council, following the recommendation of the Commission, never carried out this suggestion, but in a series of resolutions⁵ it supported implementation of the recommendations, and instructed the Secretary-General to follow developments, make inquiries and keep the Commission informed.

22. With regard to international road traffic and customs formalities, world conferences were held under the auspices of the Council. For example, in 1949 in Geneva the United Nations Conference on Road and Motor Transport was held, and in 1954 in New York the United Nations Conference on Customs Formalities for Private Road Motor Vehicles and for Tourism took place. As a result, the following international instruments were brought into force:

Convention on Road Traffic, on 26 March 1952;

Protocol on Road Signs and Signals, on 20 December 1953;

Convention concerning Customs Facilities for Touring, on 11 September 1957;

Additional Protocol relating to the transportation of Tourist Publicity Documents and Material, on 26 June 1956; and

Customs Convention on the Temporary Transportation of Private Road Vehicles, on 15 December 1957.

23. Although the Transport and Communications Commission had been following developments in the travel field, since 1947, at the Council's request, the Council itself in 1955 took up as a separate matter the "Development of international travel, its present increasing volume and future prospects" and in 1955 adopted resolution 563 (XIX) which resulted in a note by the Secretary-General on the subject (E/2933 and Add. 1-10). In resolution 644 (XXIII) in 1957, the Council requested the Transport and Communications Commission and the Secretary-General to follow developments and report to the Council any matters which would make its further action desirable. Following this resolution the Council in July 1959, on the recommendation of the Commission at its final session, adopted resolution 724 B (XXVIII) which resulted in the present inquiry.

24. The comments made in chapter II on the growth of international travel, on the contribution which it can

make toward stabilizing economic and political relations and on the factors which promote and hinder it are indicative of the large number of problems involved in the subject of travel and the substantial amount of international consultation and co-operation at the governmental level which will be necessary to improve and facilitate it. Some very useful contributions have been made, in their respective fields of competence, by the United Nations regional commissions, by the United Nations programmes of technical co-operation, and by the specialized agencies (ICAO, UNESCO and WHO). IMCO is also taking an active interest in this matter. It does not seem necessary to give a detailed account of their activities, but some of the more salient recent developments in particular problems are summarized below, as they are indicative of the natural tendency in each body to concentrate on the problems directly related to its terms of reference, either technically or geographically or both. In particular, there has been little opportunity to consider how the experiences of specific regions might best be applied to the problems of others or whether certain practices could not be adapted, to the general benefit, to a world-wide regime. Such an opportunity would no doubt be productive. It may therefore appear useful to harmonize on a world-wide basis the various projects and activities in which each body is interested.

International Civil Aviation Organization

25. Pursuant to the relevant provisions of the Convention on International Civil Aviation (Chicago, 1944), ICAO adopted a new (fourth) edition of its "Standards and Recommended Practices Facilitation", designated as annex 9 to the Convention, which became effective on 1 November 1960 and is to become applicable on 1 March 1961. The present edition of annex 9 is the result of five sessions of the ICAO Facilitation Division held since 1946, which for all practical purposes amount to world-wide conferences of many Governments. The last session was held in December 1959 and was attended by representatives of thirty-four of ICAO's contracting States, three non-contracting States, three specialized agencies and five other international organizations. Of particular interest are those sections of annex 9 that are designed for use in connexion with countries' regulations dealing with customs and immigration procedures, and which participating countries implement in order to facilitate and expedite air transport and to prevent unnecessary delays to aircraft, crews, passengers and cargo.

United Nations Educational, Scientific and Cultural Organization

26. UNESCO has a special interest in promoting international travel and reducing barriers to knowledge and understanding among the peoples of the world, in particular through the promotion of study abroad and international educational exchanges. It has published jointly with IUOTO *Travel abroad frontier formalities*, a manual of practices within countries to help the traveller solve his problems.

Regional economic commissions

27. During 1959 and 1960 work carried out under the Economic Commission for Europe (ECE) led to recommendations being formulated on customs formalities, currency regulations, frontier facilities for motor traffic, etc. with regard to intra-European tourism. The Com-

⁵ In particular, Council resolutions 147 G (VII), 227 F (IX), 567 D (XIX), 645 F (XXIII). For a survey of progress achieved through 1959, see notes by the Secretary-General, E/CN.2/185 and E/CN.2/190, part I.

mission has also studied national measures to promote social tourism. In these and other aspects it has continued to follow the activities of IUOTO in order to prevent duplication of effort. The ECE also has prepared a series of regional instruments consisting of conventions, agreements and resolutions which supplement the world-wide 1949 Convention on Road Traffic and the 1954 Conventions concerning Customs Facilities for Touring and on the Temporary Importation of Private Road Vehicles respectively. Among the matters covered by the above-mentioned regional instruments are customs facilities for pleasure craft, aircraft and commercial vehicles, a simplified motor-car triptych for single application, recognition of domestic motor vehicle driving permits, and use of a standardized document for proof of liability insurance for motor-cars. The provisions of some conventions and resolutions of the ECE might be usefully considered at the world level.

28. At the present time, the Economic Commission for Asia and the Far East (ECAFE) is engaged in two projects. One is to assist Governments to ensure the success of a campaign which designates the year 1961 as "Visit the Orient Year", on matters of publicity, special facilities for tourists, exchange of information on action taken in the different countries. The other project has the dual aim of providing technical assistance to develop tourism for countries of the region which wish to participate, and of carrying out surveys of the tourist potentialities of the region. Under the joint auspices of ECAFE, the Government of India, the United Nations Bureau of Technical Assistance Operations and IUOTO, a seminar on promotion of tourism will be held in April-May 1961 in New Delhi. Subjects selected for study are statistics, publicity, facilities and training of personnel in the industry. Plans are being considered for the establishment of one or more training centres concerned with various aspects of the industry such as hotel and restaurant management and operation, travel sales technique, travel publicity and promotion, research and statistics.⁶

Other inter-governmental organizations

29. The Council of Europe directly, and through competent organizations that report to it, has recommended measures whereby member countries would abolish passports as compulsory identity documents for crossing their frontiers. As a result, bilateral agreements have been concluded making it possible to travel with only an identity card. However, several countries members of the Council do not issue identity cards to their nationals and it has been observed in this connexion that there should be no difficulty in keeping passports in existence, provided they are issued without undue administrative formalities and at a reasonable charge.

30. The Organization for European Economic Co-operation (OEEC) — now the Organization for Economic Co-operation and Development (OECD) — has given continuous attention to the field of tourism.⁷ Recently, through its committee for invisible transactions and its tourism committee, it achieved an easing of the restrictions on foreign travel allowances and on the amount of currency which travellers may take with them on entering or leaving the country. A recommendation was made to member countries on customs

concessions to be granted to residents returning from travel abroad. In addition, when it found the problems of the tourist industry rapidly developing, it dealt with them and pointed out the need to overcome discrepancies occurring between the rates of investment in the different sectors of the industry, or between investment in accommodation and in transport facilities. Other questions studied included measures for the staggering of vacation periods and the exemption of private motor vehicles from customs documents.

31. Within the OAS, the Inter-American Travel Congress and its committees study and make recommendations to Governments on various aspects of international tourism in the Americas, including research and organization, travel plant, tourist travel promotion, and the facilitation of international tourist travel. In the latter field, the basic policy of the Congress has been to urge Governments of American States that have not done so to eliminate visas for tourists and tourist cards.

United Nations programmes of technical co-operation

32. The importance and potentiality of the industry as an exchange earner and as a means of educational and technological progress to the developing countries have been emphasized by expert missions under the auspices of the United Nations, or other international organizations, and some countries have requested aid in this field under the United Nations technical co-operation programmes.⁸ During the years 1953-1959, expert assistance was rendered to ten countries, mostly in aid of official development of tourism in general.

33. In Cuba, Cyprus, Haiti, Indonesia, Jordan, Libya, United Arab Republic (Syria) and Yugoslavia there has been a comprehensive treatment of the subject, covering transport and the technical, economic and administrative aspects of the industry. In addition, certain specific problems have been studied and advice has been provided, as in Haiti (hotel management) and Tunisia (physical planning of tourist resorts).

IV. RECOMMENDATIONS

34. The consultations with Governments and international organizations indicate that there is a general realization of the economic and social importance of international travel and a continuing interest in its future development. The view has also been widely expressed that further action in this field on the inter-governmental level should be directed primarily to encouraging the expansion of international travel by simplifying and standardizing, to the greatest extent possible, the documentary and other formalities applicable to international tourists, providing additional physical facilities to handle growing traffic, and increasing the scope and effectiveness of official promotional activities. Certain forms of governmental action aimed at these objectives are discussed below. There is room, moreover, for a considerable expansion in the United Nations technical co-operation programme as regards tourism in countries in the process of development.

A. Further investigation by the United Nations, specialized agencies and other organizations

35. The answers to the questionnaire which are tabulated in the annex (E/3438/Add.1) may serve as a guide in appreciating the scope and the different areas for

⁶ E/CN.11/TRANS/L.29.

⁷ See "Trends in Economic Sectors—Tourism in Europe", 1959 and *ibid.*, 1960.

⁸ IUOTO has also drawn up a mutual assistance programme for its members.

further work on this subject. They show how much has recently been accomplished by spontaneous action of individual Governments and by bilateral and regional arrangements. They also show that in some cases measures adopted for the facilitation of international travel in the various regions may be developing on divergent lines. For example, the use of identity cards, tourist cards or expired passports in lieu of valid passports (questions 14-16 and 31-33) has become accepted practice in some countries. However, in the European countries, the tourist card is not used, whereas it is used in Latin American countries. Conversely, the identity card and the expired passport are not used in Latin American countries, as they are in European countries. Furthermore, in countries where efficient and rapid procedures for handling passengers by one means of transport have been developed, they could usefully be adapted to other means of transport with beneficial results, and other countries could benefit from their experience.

36. An effort to bring about, by international action, greater simplification and greater uniformity with respect to passport formalities and procedures would seem worth while. The use of passports has been waived in several cases (questions 7-8 and 29-30) and more might be accomplished in this regard. Administrative details concerning period of validity (questions 11 and 25), issuance (questions 17-24) and other aspects might be improved and a great measure of standardization and uniformity sought.

37. Because visas represent such an obstacle to the development of international travel their use has been greatly reduced or abandoned altogether by many countries since the war, and especially by countries in Western Europe. It would seem useful that efforts at eliminating visas or reducing the costs be continued at the regional level, particularly by providing for exchange of experience on the subject (questions 42-45, 69-82 and 86-95).

38. Additional subjects which lend themselves to further study are customs procedures (questions 111-113); duty-free shopping areas (questions 159 and 160); adequate inspection facilities (questions 163 and 164); direct transit areas (questions 171 and 172); taxes, charges and fees (questions 173-179); accommodations for travellers (questions 207-220); and national agencies for the promotion of travel and tourism (questions 221-230). The subject of currency and exchange restrictions (questions 146 and 147) raises broad considerations concerning international payments which are outside the scope of this study.

39. By resolution 654 D (XXIII) adopted in 1957, the Council recommended to Governments which have not done so to ratify at an early date the Customs Conventions of 1954 (questions 111-113). As of 1 March 1961 there were thirty-four States parties to the Customs Convention on the Temporary Importation of Private Road Vehicles, thirty-six States parties to the Convention concerning Customs Facilities for Touring, and thirty-one States parties to the Additional Protocol thereto relating to the Importation of Tourist Publicity Documents and Material. Of the States answering the questionnaire that are not parties to these agreements, several stated that they would consider taking steps in the course of 1961-62 with a view to becoming parties to these instruments.

40. Similarly, by resolution 645 C (XXIII) (and previously by resolution 603 (XXI)), the Council recommended prompt ratification of the 1949 Convention on Road Traffic (questions 196-202) in order to achieve the world-wide uniformity in administrative procedures

provided thereby. The response to the recommendations has been favourable. At the time of the adoption of the last Council resolution on this matter, in April 1957, there were twenty-five States parties to the convention. This number had increased to forty-five as of 1 March 1961.

41. The Council may deem it desirable to reiterate its previous resolutions recommending that Governments of States which have not done so promptly cause them to become parties to the Customs Conventions of 1954 and the Convention on Road Traffic of 1949. The Council may also wish to draw the attention of Governments to the facilities for assistance available to them through the United Nations which will enable them to adjust their national legislation and regulations to these international instruments.

B. Statistical questions

42. In studying the tourist situation, Governments will wish to examine the experience of other countries as well as their own and this will be most fruitful where the basic data are internationally comparable. It is difficult to collect adequate information without increasing the formalities to which travellers are subjected.

43. The divergent answers to questions 1-6 in the annex show the need for uniform classification of travellers as a basis for comparable statistics. In this connexion, it will be recalled that by its resolution 563 (XIX) the Council asked the Secretary-General to report to the Statistical Commission on the establishment of uniform definitions, standards and methods for statistics relating to tourist travel. Accordingly, the Statistical Commission at its ninth session expressed certain technical views (see E/2876, paras. 153-155); in particular, it drew attention to the importance of keeping to a minimum the number of formalities to which travellers were subjected for the collection of statistical data. The Commission (in its resolution 23 (IX)) requested the Secretary-General, in consultation with Member States and interested agencies, to pursue the matter further.

44. Among the interested organizations, the International Monetary Fund (IMF) and IUOTO are of particular importance from the point of view of statistics. The IMF publishes balance of payments statements for a large number of countries, including data on credits and debits attributable to international travel. Table 1 (see para. 8 above) shows estimated aggregate travel credits and debits based on IMF data for individual countries. These exclude: (1) transportation expenses other than expenditure for transportation entirely in the country visited; and (2) personal expenditures of diplomats, military forces and migrant workers. The figures may, according to the IMF, be underestimated for certain countries by the inclusion in other categories, particularly in private capital transfers, of transactions properly classified in the travel account. Furthermore, some country data underlying the aggregate figures are largely estimated; the global figures are estimated by the Statistical Office of the United Nations and contain estimates for countries for which no official data are available. Credits and debits arising in travel among countries of a region are included in the data for the region.

45. The IUOTO regularly sponsors the annual publication by the British Travel and Holidays Association of *International Travel Statistics* which shows data on numbers of tourists and on tourist expenditures; the latter are frequently estimated on a different basis from

the corresponding balance of payments data. Figures compiled by the IUOTO on the numbers of arrivals of international visitors are shown in table 2 (see para. 8 above) for selected countries. These figures, and those of table 1, are intended only to give a general indication of the growth of the international travel industry in the five-year period 1953-1958.

46. In the case of many important countries, large numbers of international visitors are in marginal categories whose statistical treatment is not uniform among countries. Whether these categories should, in principle, be included in the statistics or excluded depends to a large extent on the use to be made of the figures. Thus, the hotel industry might well want figures from which persons visiting relatives are excluded, whereas the transport industry would, perhaps, favour those in which they are included; this category can be very large in the case of countries like Ireland or Italy, many of whose nationals reside as workers abroad and occasionally return for a short visit to their families (for instance, of the approximately one million non-resident visitors to Ireland in 1958 who came via Great Britain or the six countries in the north of Ireland by sea, air or bus, about 380,000 were estimated to be on visit to relatives in Ireland).

47. The treatment of transit visitors and excursionists presents major difficulties in some countries (in the case of Italy they were, in 1958, almost as numerous as all the other visitors together). Frequently in statistics on movements of persons, a distinction is made with regard to the so-called "frontier-traffic". This traffic is often excluded from statistics as it is a special category of travel which may be very extensive along the frontiers of contiguous countries, consisting largely of repeated visits by persons living in the area of the border and crossing it back and forth for such purposes as work, study, shopping and recreation. Where adjacent large centres of population are separated by a frontier, small differences in the principles underlying the statistical classification of the large numbers of persons crossing this frontier may lead to very large discrepancies in the resulting figures (in 1958 more than 5 million alien visitors from Canada entered the United States — a figure which excludes persons crossing daily from Canada to work in the United States — whereas total visitors to the United States from all countries, except Canada and Mexico, numbered only 450,000). Cruise-ship visitors are another important class whose treatment is not uniform (in 1958, Trinidad received nearly 58,000 of these, whereas stop-over visitors amounted to about 43,000).

48. These examples are given to illustrate the complexity of the problem of supplying all legitimate interests with the data they require, particularly as there is agreement that it is not advisable to increase frontier formalities merely for statistical purposes. Because of the major interest of the travel industry in these data, and because of the experience which IUOTO, through the British Travel and Holidays Association, has had in gathering and publishing them, the Council may wish to recommend that the IUOTO, in consultation with the Statistical Office of the United Nations and other interested agencies, particularly the IMF, propose to the Statistical Commission a statistical classification to be used in recording the movement of foreign visitors and terminology to be used in connexion with the classification, and suggest methods for collecting statistical data according to the classification, as far as possible without increasing frontier formalities.

C. Additional suggestions

49. In many areas of the world travellers are required to complete a large number of printed forms in order to satisfy administrative requirements and multiple copies of application forms are sometimes also demanded, with resulting delay and annoyance. This subject was not included in the questionnaire but ICAO, IUOTO and IATA (International Air Transport Association) have been active in attempting to reduce or eliminate these formalities. Another goal which is being sought by IUOTO, for example, is the establishment internationally of a limited period of stay (e.g., thirty days) during which temporary visitors would be exempt from frontier formalities. Finally, one of the important factors in increasing international travel and tourism is to decrease its cost, both as to transportation and as to hotel accommodation and the use of other facilities during the sojourn of the traveller.

50. The matter of cost of transport and accommodations, although of basic importance, is beyond the immediate scope of the present study, and the questionnaire did not cover it. An indication of the current attitude of travel officials toward the problem is given by a resolution adopted by the IUOTO at its Fifteenth General Assembly (Buenos Aires, November 1960), which reads in part as follows: "Taking into account the great desire on the part of an increasing number of people to travel and the necessity to enable them to realize this desire... Considering the acute shortage of accommodations that exists today in relation to the requirements of present and future travel in many parts of the world, [the Assembly] (a) Urges all international airlines to revise their fare structure so as to reduce first-class fares and to introduce economy-class fares on routes where they do not exist;... (c) Requests all members of the Union to approach their Governments to provide sufficient incentive for the construction and renovation of hotels wherever necessary and take all possible steps for the creation of more accommodation in relation to the growth of travel in each region of the world." The Council might wish to draw this resolution to the attention of Governments and interested international organizations, both governmental and non-governmental.

V. QUESTION OF CONVENING AN INTERNATIONAL CONFERENCE

51. After the Council, in resolution 644 (XXIII) of 26 April 1957, requested Governments and organizations to continue their efforts to encourage international travel, IUOTO at its General Assembly in October 1958 proposed that the Council should convene an international diplomatic conference on facilitation of international travel and the removal or reduction of travel barriers. The Transport and Communications Commission, having considered this proposal at its ninth session, was of the opinion that it was important to continue and complete the technical studies on international travel, passports, visas and customs formalities, and concluded that the appropriate organizations should be consulted before new recommendations were made for the development of international travel and tourism, and before considering whether a conference of Governments should be convened on this subject. A draft resolution was adopted for submission to the Economic and Social Council under which the Secretary-General would be requested *inter alia* "not later than the thirty-first session of the Economic and Social Council, after consultation with the appropriate specialized agencies,

inter-governmental organizations in relationship to the United Nations, and non-governmental organizations in consultative status, to make recommendations for the development of international travel and tourism including the desirability of convening a world consultative conference on these subjects". This text, modified by the Council, formed the basis for the first clause of resolution 724 B (XXVIII), which is quoted in paragraph 1 of this report.

52. In the questionnaire, several of the questions⁹ asked for opinions concerning the desirability of convening an international conference. The majority of Member Governments which answered expressed themselves in favour of an early world-wide conference of a technical nature to deal primarily with frontier formalities. For administrative reasons, and particularly because of the heavy schedule of international meetings already planned, such a conference could not in any case conveniently be arranged by the United Nations in the immediate future. Meanwhile, certain steps may commend themselves to the Council. In the first place, the Council may wish to learn the views of additional Governments — those that have so far indicated support for the idea of a world-wide conference represent less than one-quarter of the United Nations total membership. Secondly, it might be useful for governmental and non-governmental bodies in the travel field to study the material assembled in this report for the first time in comparable form. It is possible that such study might lead to the identification of new areas where international action might prove useful. Thirdly, careful consideration would need to be given to the purposes which a world-wide conference could reasonably be expected to serve and to the question whether those purposes could only be achieved through a conference or might be pursued through other procedures. Fourthly, should the case for a world-wide conference be established, the

⁹ A series of direct questions were asked on this point (see E/3438/Add.1, questions 231-235).

nature and scope of the agenda of such a conference would need to be determined. The following action is accordingly recommended to the Council at this stage.

53. First, in order to obtain a broader basis of information, this note, its addenda and the resolution of the Council thereon might be circulated to Governments of Member States, to regional economic commissions, and to specialized agencies and other international governmental and non-governmental organizations concerned, with the request that they submit any comments thereon which they consider desirable. States that have not replied to the questionnaire should be invited to express their opinion as to what useful results could reasonably be expected from holding a world-wide technical conference on travel and tourism and whether they would be willing to be represented at it. These comments would be made available to the thirty-third session of the Council.

54. Secondly, authority might be given for the appointment of a small committee of experts. The duties of this committee, to which the comments referred to in paragraph 53 above would also be available, would include: (a) encouragement of the preparation of additional data bearing on travel problems by all entities concerned; (b) preparation of substantive recommendations for the attention of the Council or an international conference; (c) consideration of the usefulness and desirability of convening a conference on a world-wide or regional basis; (d) if a conference seemed useful and desirable, delineation of the specific objectives which it might reasonably be expected to attain; and (e) recommendations concerning its agenda and organization.

55. Such a committee could, if the Council so wished, be appointed by the Secretary-General with due regard to the desirability of representing the principal regions of the world which are now recipients of, or would stand to benefit in the future from, travel and tourism. The committee could be asked to report to the Council at its thirty-third session.

DOCUMENT E/L.896

Afghanistan, Denmark, El Salvador and Jordan: draft resolution

[Original text: English]
[25 April 1961]

The Economic and Social Council,

Noting the report (E/3438 and Add. 1) which the Secretary-General has submitted in compliance with resolution 724 B (XXVIII),

Bearing in mind the importance of international travel in promoting international understanding and cultural relationships, in fostering international trade and in furthering economic development, particularly in the developing countries,

Taking into account the useful work already performed in this field at national, regional and international levels,

Noting that a substantial majority of those Governments which have replied to the questionnaire issued by the Secretary-General in August 1960 have expressed themselves in favour of holding a conference on international travel and tourism as early as possible,

1. *Requests* the Secretary-General to call this conference as soon as possible, but not later than the autumn of 1963;

2. *Further requests* the Secretary-General, in consultation with a group of not more than seven experts, to prepare recommendations concerning the nature, scope and location of the conference, including a provisional agenda, for the consideration of the Council at its thirty-third session;

3. *Recommends* that in the preparation of the report the Secretary-General consult with the appropriate specialized agencies, inter-governmental organizations, and interested non-governmental organizations in consultative status;

4. *Requests* the Governments which have not yet replied to the United Nations questionnaire to do so as soon as possible.