

Tourism Services Negotiation Issues: Implications for CARIFORUM Countries

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An overview of CARIFORUM tourism

Some brief highlights of the recent performance of the industry are presented in this introductory section, and areas of growth and decline are highlighted. Finally, a brief summary of the global context and regional responses to the current crisis in international tourism is presented.

Tourism in CARIFORUM is a mix of developed and emerging destinations

The Caribbean is regarded as the most tourism-dependent region of the world, and the industry is believed to account for one in every four jobs. Some Caribbean Forum (CARIFORUM) destinations are well established in the international market place, such as Antigua, Jamaica and St Lucia. Others, such as Belize, Guyana, Suriname, and Trinidad and Tobago, have only recently begun to aggressively promote tourism as a source of economic growth and development. As one would expect, tourism's importance to national economies differs greatly across CARIFORUM states.

The pace of tourism sector growth differs substantially across CARIFORUM states. In recent years it has been the Hispanic Caribbean, led by Cuba and the Dominican Republic, that have seen the rapid expansion of the tourism sectors through an aggressive pursuit of the mass tourism market principally through 'all-inclusive' packaged holidays. Tourism growth in the Dominican Republic has outpaced its Caribbean Community (CARICOM) neighbours. A relative latecomer to tourism, annual international arrivals to the Dominican Republic grew at three times the Caribbean average, at 10% between 1995 and 2000.¹ The Dominican Republic

is the most price-competitive destination, with significantly lower operating costs than its CARICOM neighbours, particularly labour costs.

The Organisation of Eastern Caribbean States (OECS) countries (Antigua and Barbuda, Commonwealth of Dominica, Grenada, Montserrat, St Kitts and Nevis, St. Lucia and St Vincent and the Grenadines; Anguila and the British Virgin Islands are associate members) have seen little new investment in their hotel and accommodation sector during the last decade, as well as a reduction in tour-operator-generated business. According to the Caribbean Strategic Tourism Plan, 'Major tour operators have all but ceased operating to the Caribbean, other than Cuba, the Dominican Republic and Jamaica. The Eastern Caribbean countries have been the major casualties of these developments'.²

The leading markets for CARIFORUM tourism

The three leading markets for CARIFORUM tourism are the US, Europe and Canada. In 2002, Europe was the leading source of tourists for Antigua and Barbuda, Barbados and the Dominican Republic. In the same year, the US was the principal market for the Bahamas, Belize, Cayman Islands, Guyana, Jamaica, St Lucia and Trinidad and Tobago. Grenada and St Vincent and the Grenadines attracted almost equal amounts of European and US tourists. In all CARIFORUM tourism destinations apart from Guyana, Canada is the third largest market after either Europe or the US.³ Whereas the European market is highly packaged, the 'free, independent traveller' – who is more inclined to package his/her own vacation experience after thorough

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research using the internet and other information sources – is accounting for an increasing share of the US and Canadian markets.

According to CTO, the growth in intra-Caribbean tourism slowed in 2001, but this market remains particularly important for Dominica, Guyana, St. Christopher and Nevis, St Vincent and the Grenadines, Trinidad and Tobago. In these countries, the Caribbean market accounted for as much as half of the total tourists in 2001.

Structural differences across CARIFORUM tourism destinations

There are also important structural differences across CARIFORUM tourism destinations, not least in relation to the size of the industries. For example, in 2001 just over two-thirds of all tourist arrivals to CARICOM countries (66.5%) were to three countries: the Bahamas, Barbados, and Jamaica.⁴ The issue of scale is further emphasised by a comparison of the hotel and accommodation tourism sub-sectors within CARIFORUM, particularly room capacity. In the Bahamas, one foreign-owned hotel has the same number of rooms (2,500) as the total room inventories of St. Christopher and Nevis (1,754) and Guyana (730) combined. Yet the Bahamas also contains a small number of locally owned hotels and private villas. In Belize, the average size of hotel is no more than ten rooms: Belize's room inventory consists of 4,000 hotel rooms spread between 400 hotel and lodging establishments.

Levels of foreign ownership within the hotel and accommodation sub-sector also vary considerably across CARIFORUM, although most larger hotels – more than seventy-five rooms – have significant levels of foreign capital. Tourism is capital intensive, and large expenditures are required both to construct and operate hotels. These levels of capital are usually only available internationally and CARIFORUM companies – with one or two Jamaican and Dominican exceptions – have difficulty raising these funds in international markets.

In recent years, most CARIFORUM destinations have sought to diversify their product offerings beyond the traditional 'sun, sea and sand' beach tourism. Some destinations place a stronger emphasis

on attracting business tourism (e.g. Trinidad and Tobago) or eco-tourists (e.g. Guyana, Suriname, Belize), while others are more oriented to all-inclusive holiday experiences packaged by tour operators (e.g. Bahamas, Dominican Republic, Jamaica). However, this characterisation is too simplistic, as many CARIFORUM destinations currently offer multi-faceted tourism experiences that often combine beach tourism with eco-tourism, heritage and cultural tourism (e.g. carnivals), and sports tourism (e.g. golf, scuba diving).

Areas of future growth for CARIFORUM tourism

The growth of cruise tourism to many CARIFORUM states has recently outstripped the growth of land-based tourism. For example, Belize experienced a staggering 564% increase in cruise passenger arrivals in 2002 compared to 2001.⁵ In contrast, both Antigua and Barbuda and St Lucia experienced a decline in the number of cruise passenger arrivals in 2002 of 25% and 21% respectively. The importance of cruise tourism also differs markedly across CARIFORUM member states. In 2001, the Bahamas received 17.1% (2.552 million arrivals) of the total number of arrivals of all of Caribbean Tourism Organisation (CTO) member states, whereas St Vincent and the Grenadines and Trinidad and Tobago accounted for 0.5% and 0.6% of the totals respectively.

As competition intensifies in the international tourism marketplace, CARIFORUM states are combining their traditional product offer of 'sun, sand and sea' with more specialised niche marketing in newer areas such as casino and gaming tourism, spa and health tourism, eco-tourism, business and incentive tourism, adventure tourism, destination weddings, event-focused cultural tourism (including carnivals and festivals, and major sporting events such as the cricket world cup), heritage tourism, sports tourism (e.g. golf, diving and yachting), visitor attractions and multi-destination tourism.

While some CARIFORUM states have already developed gaming tourism sub-sectors (e.g. Antigua and Barbuda,⁶ Bahamas, Dominican Republic), others are considering carefully the impact of gaming on

local societies and the response of religious communities. The Association of Caribbean States (ACS) has recently formed a consultative committee on multi-destination tourism in the Greater Caribbean,⁷ chaired by the Caribbean Tourism Organisation (CTO) and multi-destination programmes will be developed in collaboration with small hotels, regional airlines and regional tour operators.

Cultural tourism, including festival and carnival tourism, is also considered an area of potential growth for some CARIFORUM destinations. Many CARIFORUM states (e.g. Jamaica) are already marketing their destinations on the basis of annual programmes of events relating to the arts, music festivals, and religious festivals. The Trinidad Carnival received 35,000 visitors in 2003, the highest ever inflow of tourists for a Caribbean festival.

Areas of decline within CARIFORUM tourism

There is a widespread acceptance that Caribbean tourism now needs to be repositioned through a more diversified and higher quality product offering. In some CARIFORUM states, room rates have remained static for at least five years. This points to a lack of sustainability, particularly in tour-operator-led business. The island destinations within CARIFORUM supply a specific segment of the global tourism demand: sun, sand and beach tourism. The lower value, mass-market end of this sector of the global tourism market has many of the characteristics of a commodity industry: extreme price competition and limited ability to differentiate. Tour operators also have a clear interest in the standardisation of this type of tourism products, as it enables them to switch supplier destinations while maintaining the integrity of their brands. Tour operators can exert dominant market power in some CARIFORUM

tourism markets as they account for a large share of total tourism demand. They can also drive down prices where the product is easily substitutable, and because many CARIFORUM hotels have no alternative means of generating volume bookings.

The 'commoditisation' of the tourism product in some CARIFORUM destinations – whereby destinations offer standardised sun, sand and sea tourism products with limited differentiation – has led to a vicious downward spiral. Hotels that face increasing competition typically discount prices⁸ to maintain occupancy rates and guarantee volume bookings for the forthcoming season. As a result of declining margins, expenditure on quality control and maintenance is reduced. As the quality of the product deteriorates, tour operators move on to new hotels. In this way, hotels can experience a cycle of initial boom, popularity and high occupancy rates, followed by price discounting, and eventual decline as newer and better quality accommodation emerges elsewhere.⁹

It should be noted, however, that international tour operators also face strong competitive pressures in their own markets, and it is the highly competitive consumer markets for package holidays that drive them. So much so that it has been estimated that if prices to one destination increase in relation to its competitors by 1%, then bookings to that destination will fall by 3–5%.¹⁰ As Table 1 shows for selected EU states, profit margins for tour operators are not high. In response, major tour operators have been buying into all elements of the tourism value chain so as to maximise margins and revenues through vertical integration. Against this background, the only route for CARIFORUM hotels to obtain greater control over pricing is to develop a higher quality product and move out of the commodity tourism market.

Table 1. Breakdown of average EU tour operator's package prices¹¹

	Belgium	Germany	UK
Travel agent's commission	11%	12%	12%
Airline costs	37%	30%	37%
Hotel costs	36%	45%	37%
Destination costs	7%	6%	6%
Overheads	7%	5%	6%
Profit margin	2%	2%	2%

Tourism: A sector characterised by low linkages and high leakages

Tourism is generally considered to be a sector where the linkages to other economic sectors are low and the leakages¹² of tourism profits are high. Estimates vary but tourism leakages have been reported to be as high as 85% for African least-developed countries (LDCs), 80% in the Caribbean, 70% in Thailand, and 40% in India (UNEP).¹³ Yet even this situation also differs from country to country within CARIFORUM. Some destinations have had more success than others with integrating tourism with other sectors of their economies and retaining tourism rents. Jamaica has made some progress in linking domestic agricultural production with the local market created by international tourism. All chicken products, fruits and vegetables for tourism consumption are sourced locally in Jamaica. However, CARIFORUM states have yet to devise a regional strategy to minimise the high levels of foreign exchange leakage from tourism caused by the levels of foreign ownership of the sector.

All CARIFORUM destinations preserve some tourism activities for local companies

As well as structural differences among destinations, there are also some commonalities among CARIFORUM tourism sectors. The most important for the purposes of this report is that every CARIFORUM state preserves at least some ancillary services for national companies and local service suppliers. In some countries, the preservation of some tourism sub-sectors for nationals is enshrined in national legislation for tourism development. In others, this is unwritten policy.

These services are generally those within the investment capacity of CARIFORUM nationals. The most common that are preserved for nationals include water-sports services, diving services, tour guide services, ground-handling services, ground and marine transport services, entertainment services, travel agent services, restaurant services, destination management companies, some retail services related to tourism, and hotel development services for hotels of 75 rooms or less.

It is not always the same services that are pre-

served for national suppliers in each country. For example, not all CARIFORUM states share Trinidad's interest in preserving marina developments of 100 berths or less for Trinidadian nationals, which reflects Trinidad's recent success in developing a reputation for yacht repair and maintenance services. More commonly, many CARIFORUM states preserve travel-agent services, ground-transport services and tour-guide services for local companies. Most CARIFORUM travel agencies deal with out-bound tourism, including the important 'VFR' market (CARIFORUM nationals visiting friends and relatives), rather than the much greater in-bound tourism market.

The preservation of some tourism-related services, by mode of supply, for regional service providers is a major defensive element of a negotiating strategy for tourism services. CARIFORUM governments should refrain from making market access and national treatment commitments for these services, particularly on Mode 3 'commercial presence', in any services trade negotiation. At the regional level, it will be important for a list of such services to be compiled in order to ensure that these services are not liberalised further in international trade negotiations. The CARICOM Services Working Group could take the lead in this initiative. The aim of this proposal is to ensure local community involvement in the tourism sector, a fundamental pillar of sustainable tourism development.

The recent trend towards vertical integration – of developed-country companies in CARIFORUM markets – poses a direct challenge to the involvement of local companies and communities in tourism activities, and increases the leakage of tourism profits from CARIFORUM states. A regional strategy is required both to counter the effects of this trend, and to reduce the levels of foreign-exchange leakage from tourism. A starting point would be to identify which tourism-related services should be preserved for regional suppliers.

Nearly all CARIFORUM tourism companies are SMEs

With a few notable exceptions, the majority of CARIFORUM service suppliers are small and

medium-sized enterprises (SMEs). CARIFORUM SMEs provide services to the regional tourism sector (e.g. entertainers, ground and marine-transport companies, water-sports and dive operations, accounting services, security services, plumbing and maintenance services, garden and pool maintenance services) and also represent a substantial percentage of the small hotels and lodgings sub-sector. A US negotiating proposal on 'Small and Medium-Sized Services Enterprises' in the GATS negotiations (TN/S/W/5 of 1 October, 2002) defines small services enterprises as having up to a hundred employees, total assets of up to US\$3 million, and total sales of up to \$3 million. Against this definition CARIFORUM-owned tourism services suppliers would be classified as either 'micro' enterprises or 'very small'.

Paragraph 3 of the Guidelines and Procedures for the GATS services negotiations (S/L/93) at the WTO states that 'due consideration should be given to the needs of small and medium-sized service suppliers, particularly those of developing countries'. It is up to the CARIFORUM tourism sector to respond to this opportunity by formulating trade negotiating requests that would take advantage of the willingness of WTO members to address the needs of SMEs in the GATS negotiations.

CARIFORUM destinations have little control over the product distribution channels

A major issue for the industry is that the distribution channels for the CARIFORUM tourism product are controlled by a limited number of international companies. The number of intermediaries who control these channels has been steadily decreasing due to mergers and market consolidation in the main markets for CARIFORUM tourism: Europe, the US and Canada. This is true for tour operators in Europe¹⁴ (e.g. Airtours, Tui, Kuoni), cruise operations (e.g. Carnival, Norwegian, Royal Caribbean Cruises), Computer Reservation Systems (Amadeus, Sabre, Galileo, Worldspan¹⁵) and even online booking engines and internet portals (Hotels.com, Expedia, Travelocity). This limits the region's control over the future development of the sector, and has created significant imbalances in negotiating power

between CARIFORUM companies and the intermediaries on whom they depend for access to the market.

As a consequence, most CARIFORUM tourism service providers have only indirect market access through wholesalers or intermediaries to the principal tourist-generating markets. This is a major constraint to the increase of tourism exports via Mode 1, 'cross-border supply'. Although the internet has provided an alternative and cheaper distribution channel for the supply of tourism services, where better prices can be obtained by cutting out commissions to intermediaries and wholesalers, the number of online bookings by foreign tourists is still small compared to tourism products packaged by international tour operators.

Increasing the direct market access of CARIFORUM service providers to tourist-generating markets is a common objective throughout the regional tourism sector. Both CTO and CHA have been working to address this issue in the hotel and accommodation sector particularly, through the CHA's 'Go Caribbean' online booking engine, and through the Caribbean Hotel Association Reservation Management System (CHARMS), which aims to provide small properties with affordable access to Global Distribution Systems (GDS).

Tourism is the most liberalised sector in CARIFORUM economies

Tourism is already the most liberalised economic activity within CARIFORUM states. Governments have introduced a wide range of incentives and concessions to attract foreign investors (e.g. duty-free exemptions for certain tourism inputs, tax holidays, etc.). These government incentives go far beyond the commitments required under the GATS agreement. They also mean that, in some cases, larger international investors receive more preferential treatment from government, in the form of incentives, than smaller locally owned companies: an inversion of the normal situation regarding 'national treatment'.

It is a paradox that despite the liberal nature of the sector, government remains at the heart of all decision-making regarding new entrants into the

CARIFORUM tourism sector. The sector is heavily regulated in CARIFORUM states. Governments control the entry of new foreign companies into CARIFORUM markets through the issuance of licences or permits (e.g. in Trinidad and Tobago, any investment over one acre requires a licence), or other forms of regulatory control such as economic needs tests. Within a WTO context, many of these restrictions have not been inscribed in the GATS schedules of CARIFORUM WTO members.

A review of the GATS commitments of CARIFORUM WTO members also shows that CARIFORUM states did not adopt a common regional approach to scheduling in the Uruguay Round services negotiations. CARIFORUM WTO members have also made differing levels of GATS commitments on tourism services, meaning most CARIFORUM countries have different starting points in the current services negotiations under the GATS.

The global context for Caribbean tourism and the regional response

Recent global developments have emphasised the fragility of the Caribbean tourism sector to external economic shocks. The World Travel and Tourism Council (WTTC) suggested that September 11th alone caused a loss of 365,000 jobs in the Caribbean. Levels of global insecurity increased again during the build-up to the war in Iraq and the terrorist attacks in Kenya and Bali, two leading developing-country tourism destinations. These events have further undermined global confidence in air travel, with disastrous consequences for international airlines and the tourism industries that they service, including the Caribbean. In parallel, weak economic growth, recession and stagnating equity markets in the United States, Europe and Canada have continued to dampen the demand for Caribbean tourism in the main tourist-generating markets.

The response of the Caribbean tourism industry to the sequence of external shocks that began with 9/11 has been to cut costs, discount rates – and margins – and accelerate the introduction of promotional campaigns such as *'Great Places of the Caribbean'* and *'Life needs the Caribbean'*. Efforts have also been made to market the region as a safe

tourism destination in the hope that this will offset the downturn.

At a public policy level, the major regional response was the agreement on a new regional Caribbean Tourism Strategic Plan. The plan was mandated by CARICOM Heads of Government at the December 2001 Regional Summit on Tourism in the Bahamas. At that Summit, heads of government and the regional private sector recognised the need for a ten-year (2002–12) Caribbean Tourism Strategic Plan to re-position the Caribbean hospitality industry through a combination of priority short-term recovery actions and long-term development measures with appropriate funding. A key element of the Plan was an agreement to market the Caribbean as a single destination. The objectives of the Plan are listed in an Annex to this report.

Surprisingly, the Caribbean Tourism Strategic Plan made no mention of international trade negotiations on services, including tourism services. As this report will show, this may have been an oversight given that many of the negotiating recommendations proposed on tourism services could help to attain the ten agreed objectives.

Tourism and the GATS services negotiations at the WTO

The WTO negotiations on services under the GATS Agreement began in February 2000. The 'request offer' process began with the deadline of 30 June, 2002 for the submission of negotiating requests by WTO members. The deadline for making initial offers in response to these requests was 31 March, 2003. However, these deadlines have been missed by a majority of the WTO membership. By early April 2003, only 30 developing countries had presented their services requests. None had presented offers.

During the initial phase of the GATS services negotiations (January 2000 – June 2002), several WTO members presented general negotiating proposals on tourism services. Almost all recognised the inadequacy of the current definition of tourism under the GATS. The GATS uses the Services Sectoral Classification list (MTN.GNS/W/120). Category 9 of this defines 'Tourism and Travel-Related

Services' as: 'A. Hotels and restaurants (including catering), CPC 641-643'; 'B. Travel agencies and tour operators services, CPC 7471'; 'C. Tourist guides services, CPC 7472'; and 'D: Other'.

This section of this chapter is divided into four parts: a summary of the negotiating proposals of WTO members in the GATS negotiations; an overview of the responses of WTO members to the Dominican Republic's GATS tourism Annex proposal; an assessment of some of the issues raised by the Annex proposal; and the negotiating options for CARIFORUM on tourism in the GATS negotiations.

A summary of the GATS proposals on tourism services

The following is a summary of these proposals, beginning with the Dominican Republic-led proposal for a new GATS Annex on Tourism, and the EC's response to this.

(a) The Dominican Republic proposes a new GATS Annex

Towards the end of the preparatory process for the Seattle WTO Ministerial Conference, the Dominican Republic, El Salvador and Honduras tabled a proposal on 'the need for an Annex on tourism' on 14 October, 1999 (WT/GC/W/372, S/C/W/127). The proposal noted that the World Tourism Organisation (WTO-OMT) had called for a GATS Annex on Tourism 'that could better handle the specificities of the sector during and after the next round of services negotiations'. The co-sponsors submitted a draft text for a new GATS Annex on tourism. In addition, the following rationale was provided:

- the current GATS definition made it impossible to deal with tourism as a cluster in line with the wider definitions of tourism adopted by the United Nations and WTO-OMT;
- it was not possible to monitor liberalisation nor compliance with commitments to meet GATS Article IV on 'Increasing Participation of Developing Countries'; and
- a GATS request-offer approach would fail to

eliminate the barriers to the trade in tourism services especially in related services areas such as transportation services and travel distribution services; and

- new GATS provisions were needed to deal with the trade implications of anti-competitive conduct in the tourism sector.

The delegations also attached a list of services comprising the 'tourism cluster'. This categorised over two hundred different services as either 'tourism characteristic services', 'tourism-connected services' or 'tourism non-specific services'. The co-sponsors also attributed each of these services to the relevant sectoral headings of the existing GATS Services Sectoral Classifications headings (e.g. for 'Business Services' and 'Communications Services').

(b) The EC preferred a 'Checklist' rather than a GATS Tourism Annex

The European Community (EC) (S/CSS/W/5 of 28 September, 2000) was the only WTO member to formally submit a reaction to the proposed Annex. Although the EC stated its support for 'the main intentions' of the proposal, it did not explicitly endorse the establishment of a new Tourism Annex to the GATS. The EC agreed with the treatment of tourism as a cluster 'so long as the cluster approach is seen as a "checklist" to be used in the negotiations to assist negotiators in identifying optimum proposals for effective and complementary liberalisation related to the sector'.

The EC therefore attached a shorter 'tentative checklist' to its submission entitled 'Core Tourism and Tentative Tourism Checklist'. This listed thirty-two services sectors, in addition to the four 'core tourism sectors and sub-sectors' that are the existing GATS classification for tourism (W/120, Chapter 9). It suggested that WTO members should use this as an aide memoire to guide them in the GATS negotiations. The EC viewed the listing of sectors put forward by the sponsors of the Annex proposal as 'too broad'. It also noted that air transport services were currently excluded from the GATS negotiations, and that some of the issues raised by the sponsors could be better addressed in the WTO's Working Party on Domestic Regulation (WPDR).

The EC did suggest, though, that two issues raised by the sponsors should be further considered: tourism and sustainable development, and competitive safeguards. On competitive safeguards, the EC suggested assessing the 'basic telecommunications additional commitments' and their relevance to the 'core tourism sector'. On sustainable tourism development, the EC stressed the importance of access to high-quality environmental services – a key offensive negotiating interest for the EC (and US) in the GATS negotiations.

(c) The Dominican Republic defended its proposal ...

The Dominican Republic, El Salvador and Honduras responded to the comments received (S/CSS/W/9 of 27 October, 2000), and expanded on several areas of their proposal. On competitive safeguards, they defended their proposal by referring to the 'bewildering series of mergers and takeovers of tour operators and airlines' that had placed tourism destinations 'at the mercy of abuse of a dominant position'. They were proposing a 'sectoral solution closely based on the precedent set by basic telecommunications'. On sustainable development, the sponsors reaffirmed their proposal that WTO members take binding commitments to apply internationally agreed standards on sustainable tourism development.

The sponsors also noted that 'a large number of delegations have expressed concern at the extensive sectoral coverage' that was proposed. In response, the Dominican Republic, joined by El Salvador, Honduras, Panama and Nicaragua (S/CSS/W/19), submitted a further communication two months later entitled 'The Cluster of Tourism Industries'. This listed only 'tourism characteristic products' as agreed by the United Nations, and as defined in the Tourism Satellite Account (TSA).¹⁶ They proposed that WTO members use this definition 'to avoid lengthy discussions on classification'.

(d) ... and proposes a revised Tourism Annex with new co-sponsors

Almost two years after the original proposal had been tabled, the Dominican Republic, El Salvador and Honduras were joined by new co-sponsors Bolivia, Ecuador, Panama, Peru and Venezuela in

tabling a revised proposal for a 'Draft Annex on Tourism' (S/CSS/W/107 of 26 September, 2001). The Annex to the proposal was entitled 'The Tourism Industries'. Again the list of ninety-four 'tourism characteristic products' was set out, this time with their United Nations Central Product Classification Codes (CPC).

New emphasis was placed on safeguards to prevent anti-competitive practices such as the discriminatory use of information networks, abuse of dominance through exclusivity clauses, or misleading or discriminatory use of information.

(e) The US tabled a narrow proposal on tourism and hotels

The US tabled a negotiating proposal on 'Tourism and Hotels' (S/CSS/W/31) on 18 December, 2000. The focus of the US proposal was to 'focus on ways to help generate investment for tourism by removing obstacles to the establishment and operation of hotels and other lodging places; and by reducing the problems faced by organisers of international conferences and conventions'. The US invited WTO members to inscribe in their schedules 'no limitations' on market access and national treatment under 'A. Hotels and Restaurants'. The proposal also suggests that all WTO members should 'consider undertaking additional commitments relating to travellers and international conferences'. The US also proposed that 'a reference paper' be drafted to 'address problems faced by travellers and organisers of international conferences and conventions to make it easier for travellers to visit and make purchases in other countries; and to reduce the problems faced by organisers of international conferences and conventions'.

The main body of the US proposal is a list of thirty obstacles to the trade in tourism and hotel services. The first obstacle listed is 'overly burdensome exit fees or fees, or similar restrictions on the departure of outbound travellers'. Others listed include: 'unavailability of information for travellers on applicable duty-free allowances for returning residents'; 'limitations on the purchase or rental of real estate for this sector'; 'lack of national treatment for financing arrangements for construction and operation of hotels and lodging places'; 'denial of access

to government programmes available to domestic service providers'; 'denial of full consumer access to electronic means for making hotel reservations'; and 'lack of means to facilitate temporary entry and exit of event organisers and specialised skilled personnel needed to conduct international conferences and conventions efficiently'.

(f) The EC focuses on eliminating restrictions to FDI in the tourism sector

The European Communities (EC) tabled a proposal on 'GATS 2000: Tourism Services' (S/CSS/W/40) on 22 December, 2000. The EC placed particular emphasis on eliminating restrictions to foreign direct investment. The EC noted that the 'few classifications problems arising from the current GATS classification are not obstacles to dealing with the tourism sector in a comprehensive way'. However, the proposal also recognised that 'the classification does not reflect the broad dimension of this sector'. To address this, the EC proposed 'a cluster regrouping all tourism-related services which could be used as a checklist'.

The EC also identified 'exceptions' that may be accepted. These relate to the 'protection of areas of particular historic and artistic interest', as well as retaining controls for consumer protection. Finally, the EC identified horizontal restrictions affecting the tourism sector: unspecified approval requirements, unspecified economic needs tests, limitations on the purchase or rental of real estate, restrictions on equity holdings and residency requirements.

(g) Japan indicates interest in tourism but offers little detail

Japan also included a proposal on 'tourism services' within a general communication on 'The Negotiations on Trade in Services' (S/CSS/W/42 of 22 December, 2000). This proposal was short and lacked detail. It mentions the importance of liberalisation of hotels and restaurant services, but otherwise focused on commitments in tourist guide services.

(h) Colombia supports revision of Tourism Classification in the GATS

Colombia submitted a negotiating proposal (S/CSS/W/122) on 27 November, 2001. Colombia proposed

that all WTO members should take full commitments under the consumption abroad and commercial presence modes of supply – Modes 2 and 3 – as a means to promote 'two-way' tourism. A further proposal was that market access conditions for service-providing persons in the tourism sector should be improved in order to facilitate the temporary entry of natural persons supplying services in this sector.

Colombia also proposed that the 'competent authorities should take account of professional qualifications related to tourism services acquired in the territory of another Member, on the basis of equivalency of education and using qualification recognition methods'. The Colombian proposal noted that 'anti-competitive behaviour by dominant operators can result in imbalances in the framework of liberalised trade in services', but suggested that this should be dealt with 'in a general manner' if competition is added to the Doha Agenda. Lastly, Colombia supported the revision of the 'existing classification of trade in tourism and travel-related services' to include 'all services characteristic of this sector'.

(i) Canada also supports the development of a 'Tourism Checklist'

Canada submitted an 'Initial negotiating proposal on Tourism and Travel-Related Services' (S/CSS/W/54/Rev.1) on 4 May, 2001. Canada described tourism as 'an amalgam of parts of a number of separate industries', including recreation and entertainment services. It noted that the tourism sector attracted more commitments by WTO members than any other services sector at the end of the Uruguay Round, but that significant restrictions still remain, such as 'economic needs tests, size limitations for establishments, restrictive licensing practices and fixed equity limits'.

Canada proposed that WTO members focus negotiations on the W/120 (existing) classification of Tourism and Travel-related services 'with the objective of liberalising remaining restrictions to the extent possible'. It also proposed that, in order 'to accommodate the cross-cutting, multi-industry nature of Tourism services', WTO members should 'create and utilise their own tailored checklists to assist in the negotiation of tourism-related sectors that are of particular interest to them'.

(j) Switzerland suggests creative use of sub-sector 'D. Other'

Switzerland also presented a proposal (S/CSS/W/79) entitled 'GATS 2000: Tourism Services' on 4 May, 2001. The introduction recognised that 'since tourism is extremely labour intensive, the developing countries have a strong potential comparative advantage'. Switzerland also commented that 'it is difficult to define with any precision what the tourism services sector actually covers', and that 'the Tourism Satellite Account has shown that many services which initially appear not to be specific to tourism can, in fact, be included in the tourism sector, at least partially.' Switzerland proposed that restrictions under Modes 1–3 should be removed but Mode 4 restrictions only 'evaluated'.

The Swiss proposal invited WTO members to reflect on the commitments they wish to make under 'D. Other'. The proposal notes that some WTO members have made commitments under 'D. Other' in areas such as 'tourism management services', 'tourism transport services', and 'tourism convention services'. Switzerland suggest that the range of commitments under 'D. Other' could be widened to include services mentioned in the 'cluster' proposal of the Dominican Republic, El Salvador and Honduras. Switzerland also suggests that 'it is not the right moment to draw up multilateral disciplines concerning competition-related issues' but that 'it is important to ensure that the principles of sustainable development of tourism are respected'.

(k) MERCOSUR proposes full liberalisation of tourism sector

The MERCOSUR negotiating proposal on 'Tourism Services' (S/CSS/W/125) of 29 November 2001 is among the most aggressive tabled in the GATS negotiations. Mercosur proposes that, without prejudice to 'the continuing analysis in the WTO of tourism characteristic products, all WTO members make specific commitments on market access and national treatment 'without limitations' in the sub-sectors included in W/120.

The purpose of MERCOSUR's proposal was to 'promote the liberalisation of this important sector in order to increase developing countries' revenues from tourism services and to contribute to increas-

ing the participation of developing countries in trade in services'. Mercosur noted that the World Tourism Organisation is not satisfied with the current classification of tourism services, and would like it revised in the GATS negotiations. Mercosur listed examples of the type of trade restrictions that still exist in the tourism sector, such as the requirement of establishment or commercial presence (in particular for tour operators), licensing, economic needs tests, and barriers to the presence of natural persons under Mode 4.

(l) Costa Rica supports list of 'tourism characteristic products'

Costa Rica tabled a negotiating proposal on 'Tourism Services' (S/CSS/W/128) on 30 November, 2001. This included a request that the Services Council evaluate the effect of September 11th as part of its mandated review of trade in services. Costa Rica also asked the WTO Secretariat to update its background paper on 'Tourism Services' (S/C/W/51 of 23 September, 1998). The proposal also highlighted the obstacles that 'limit the sector's potential and diminish the benefits of tourism service providers, and developing countries in particular'. These included: restrictions on foreign direct investment, immigration control, documentation requirements, restrictions on currency movements and lack of transparency.

Costa Rica supported the development of a 'list of services characteristic of or related to tourism, in order to evaluate progress and achievements in the negotiations from a global perspective'. It referred to the proposals of the EC (S/CSS/W/5) and the Dominican Republic (S/CSS/W/107) as 'extremely useful starting points' for these discussions. Costa Rica also proposed that WTO members undertake broader and more in-depth commitments across all modes of supply, in particular Modes 2 and 3, and that the negotiations must include additional commitments 'regarding disciplines on the prevention of anti-competitive practices, consumer protection, and access to and use of information'.

(m) Cuba supports main thrust of Dominican Republic's proposal

Cuba tabled a negotiating proposal (TN/S/W/1) on

'Tourism and Travel-Related Services' on 14 May, 2002. Cuba aligned itself with the main elements of the Dominican Republic's proposal, such as improving access to distribution channels and the prevention of anti-competitive practices, specifically the 'elimination of discriminatory oligopolistic practices by groups of major tour operators'. Cuba also emphasised that the liberalisation of tourism services 'should not give rise to contradictions with national policies with regard to environmental preservation'.

Furthermore, the Cuban proposal underlined that 'the natural dovetailing of local culture with the provision of international tourism services should be respected'. Under 'expected outcome of the negotiations', Cuba proposes that developed countries make commitments that allow for the effective implementation of Article IV; that developing countries should make commitments in line with Article XIX.2;¹⁷ and that the negotiations on market access and national treatment should take place on the basis of the outcome of the assessment of trade in services 'which demonstrates [to] developing countries that they will directly benefit from any commitments to be made'.

The responses to the GATS proposal for a new Tourism Annex

The proposal for a new GATS Tourism Annex was discussed at length in Geneva from early 2000 until the end of 2001. Although widely welcomed by WTO members, it failed to gain the support of a majority – or even a substantial minority – of WTO members. Much of the impetus for the Annex Proposal was lost when its main proponent, the Dominican Republic's Ambassador to the WTO, returned to capital in early 2002.

Within the 'Quad' of WTO members, only the EC offered qualified support for enhanced treatment for tourism under the GATS. Both the US and Japan opposed the Annex proposal. In their formal negotiating proposals, both the EC and Canada proposed tourism 'checklists' of tourism-related services to guide individual WTO members in services liberalisation negotiations at the WTO. Importantly, these 'checklists' would be used for reference pur-

poses and would not imply any amendments or additions to the text of the GATS.

In addition to the nine co-sponsors, only Morocco, Kenya and Sri Lanka expressed outright support for the proposal. One of the main concerns of other WTO members was the 'cluster approach' to services liberalisation that was originally proposed by the co-sponsors of the Annex proposal. A common developing country view was that the 'clustering' of various tourism-related service sectors could lead to pressure for accelerated liberalisation. Several developing-country WTO members feared that the 'cluster approach' would signal a move to a 'negative list' approach to liberalisation, thereby reducing the ability of developing countries to undertake no or minimal liberalisation in specified service sectors, as is permitted under the 'positive list approach'.¹⁸

In late 2001, one CARICOM WTO member also voiced concern that the proposed 'cluster approach' was too comprehensive, and could hamper the ability of CARICOM WTO members to negotiate on a sector-by-sector basis. In general terms, developed country WTO members showed more enthusiasm for negotiating in services 'clusters', as for them this would be a means to achieve more rapid liberalisation in areas of strategic interest to them. In this respect the EC, US and Australia all highlighted energy and environmental services.

In response to developing country concerns regarding the proposed 'cluster approach', the Dominican Republic removed all references to the 'tourism cluster' in its revised proposal of September 2001. Instead they proposed the same list of services but under a different title, 'tourism characteristic products'.

Throughout the discussions on the Annex proposal, the Dominican Republic maintained that the Annex 'was the only way to ensure equitable trading conditions for the trade in tourism services, consistent with Article IV and XIX and with the needs of sustainable development'.¹⁹ The Dominican Republic stressed that while the volume of tourists entering developing countries was increasing, the revenues per tourist retained by the receiving countries were decreasing, largely as a result of anti-competitive practices.

The most controversial element of the proposed Annex were the provisions to prevent anti-competitive practices in the tourism sector, particularly regarding air transport services. Air transport services – including the so-called ‘hard rights’ or passenger rights – are currently outside the scope of the GATS Annex on Air Transport. Almost every developed-country WTO member objected to the inclusion of references to anti-competitive practices in the air transport sector. Within a wider context, the provisions on anti-competitive practices²⁰ also became caught up in the politics of whether competition policy would be added to the WTO negotiating agenda.

Within the tourism industry, the World Tourism Organisation (WTO-OMT)²¹ has strongly supported the proposed Annex on Tourism. Both the WTO-OMT and UNCTAD were instrumental in the drafting of the draft Annex. The proposal has received qualified support from the World Travel and Tourism Council (WTTC), and provoked a strong negative response from the International Air Transport Association (IATA), who maintained that the proposed Tourism Annex ‘would eviscerate the GATS Annex on Air Transport’.²²

An assessment of the issues in the Tourism Annex Proposal

There are three particular issues raised in the Annex proposal that warrant greater analysis before CARICOM can make a determination whether to support the proposal. These relate to: competitive safeguards; sustainable tourism development; and the classification of tourism services under the GATS.

(a) Are GATS-competitive safeguards required for tourism?

The Dominican Republic highlighted the following anti-competitive practices, in addition to those related to air transport services, which it believed require WTO members to introduce competitive safeguards against:

- discriminatory use of information networks (including through unreasonable access charges), ancillary services to air transport, predatory pricing, or the allocation of scarce resources;

- abuse of dominance through exclusivity clauses, refusal to deal, tied sales, quantity restrictions, or vertical integration; and
- misleading or discriminatory use of information by any juridical person.

The first important consideration is that CARICOM has yet to develop a regional competition policy. Article 30 of Protocol VII (Protocol Amending the Treaty establishing the Caribbean Community) on ‘Competition policy, Consumer Protection, Dumping and Subsidies’ envisages the establishment of a regional Competition Commission. However, it is unclear when this will be operational. Until this is in place, CARICOM states will not have the legislative means to implement, on a regional basis, any new multilateral WTO provisions on anti-competitive practices in the tourism sector.

The second important consideration is the extent to which CARIFORUM tourism services providers are victims of anti-competitive practices. In this respect, there is certainly anecdotal evidence within CARIFORUM that some major service suppliers (e.g. cruise ships, tour operators) do engage in activities related to ‘tied sales’, ‘predatory pricing’ and ‘refusal to deal’. For example, industry observers have indicated that some cruise ships operating within CARIFORUM direct their passengers only to those retail outlets where they will receive a negotiated percentage of the sales. There are also concerns that some CARIFORUM hotels linked to international tour operators are discounting rates below market value in order to guarantee volume bookings. This represents unfair competition for CARIFORUM’s small, independent hotels.

What is certainly true is that the potential for anti-competitive practices in the tourism sector is increasing as a result of acquisitions and mergers in a fiercely competitive international marketplace. Industry experts predict that this trend will continue as weak equity markets combined with a global tourism downturn reduce the share prices of tourism and travel companies below asset values. Further market consolidation will concentrate the ownership of the distribution channels for the CARIFORUM tourism product in the hands of an ever-decreasing number of developed-country com-

Box 2. The consolidation of the European tour operator market: Has this produced anti-competitive effects for CARIFORUM tourism services suppliers or European consumers?

The European Commission, whose competition policy is highly focused on protecting consumer interests within Europe, demonstrated its concern about the impact of the consolidation of the European tour operator market on the European consumer when it blocked the takeover of First Choice by Airtours in September 1999. The EC Mergers Commission ruled that the 'takeover would create a market structure [within the short-haul package holidays subsector] in which the remaining three vertically integrated companies would collectively have a dominant position.' ('Commission prohibits Airtours takeover of First Choice in UK leisure travel sector', EC Spokesman Service, *Midday Express*, 22 September, 1999). However, the EU Court of First Instance overruled this decision in June 2002. The Court found that the Commission had failed to prove that a 'collective

dominance' would be created. Competition policy experts suggest that this has cleared the way for a further acceleration of market consolidation within Europe. Recent UK newspaper reports have indicated that the consolidation of the European tour operator market may continue as Thomas Cook and Kuoni have entered merger talks to create the world's largest holiday company ('Thomas Cook and Kuoni plan merger', *Sunday Telegraph* 15 June, 2003).

The impact of the consolidation of EU tour operators on developing country tourism suppliers, rather than EU consumers, has never been explored, and could be raised in either the WTO or CARIFORUM-EU negotiations. One approach, informally suggested by a leading WTO trade lawyer consulted for this assignment, is that CARIFORUM destinations could argue that the consolidation of the European tour operator market has restricted European consumer choice by limiting the number of hotels that are presented in tour operator brochures.

panies in Europe, the US and Canada. This reinforces the need for competitive safeguards at the multilateral WTO level to counter the potential anti-competitive effects of this trend.

According to Souty (2002),²³ the development of multiple-retailer systems and chains in the 1990s brought a new category of business conduct to the attention of competition policy authorities and analysts: situations of abuse of buying power or abuse of a situation of dependency of a seller from its buyer. In a tourism context, a similar situation would arise when a small hotel is confronted with the market power of major operators and has to accept the pricing policies of the tour operators or be 'black-listed'. This scenario will be familiar to many CARIFORUM hoteliers. Souty notes that a 1999 OECD Roundtable, attended by all the major competition agencies of the world, 'remained ambiguous to a large extent because there is no unanimity among these agencies about how to deal with these alleged abuses'. He later emphasised that 'the presence of

monopolies and dominant firm positions in markets is not illegal *per se* almost anywhere'.

Despite this, it is in CARIFORUM's interest to have the existence of anti-competitive practices in the tourism sector recognised multilaterally at the WTO. The WTO 'Reference Paper on Telecommunications' provides a precedent for the introduction of competitive safeguards on a sectoral basis. It may be that just the recognition of the existence of such practices may act as a strong incentive to companies to behave in a pro-competitive manner. The absence of a multilateral mechanism to counter the negative cross-border competition effects on supplier destinations of mergers and market consolidation, cartels, and collective dominance is clearly a major bottleneck in the world trading system. In this respect, the Dominican Republic is correct in its assertion that under the existing provisions of the GATS, 'it is not possible to deal with the trade implications of anti-competitive conduct' in the tourism sector.

(b) Sustainable tourism development in the GATS

Competition is not the only area where the proposed Tourism Annex goes beyond the current coverage of the GATS. The other is sustainable development. Article 2.56 of the revised proposal is entitled 'Co-operation for sustainable development of tourism'. The provisions urge WTO members to encourage and support co-operation efforts for the sustainable development of tourism, and to encourage all persons in the tourism industries to comply with environmental and quality standards established by relevant international organisations.

Both environmental and cultural resources are key factors of production for CARIFORUM tourism exports. They represent a vital asset in terms of the attractiveness and competitiveness of the region's tourist destinations. At present, the GATS deals only vaguely with environmental concerns under 'general exceptions' and 'exhaustible natural resources' under Articles XIV and XX. New provisions to promote the sustainable development of tourism within the GATS are clearly in CARIFORUM's interest. The rationale for including sustainable development considerations in the GATS is the imperative of safeguarding the environmental and social assets on which tourism thrives. The importance of this issue was recognised at the regional level when the 2002 Caribbean Tourism Strategic Plan listed as an objective the need to 'minimise the adverse impacts [of tourism] on the socio-cultural and natural environment and other touristic assets'.

The major asset of the CARIFORUM tourism product is perhaps the Caribbean Sea itself. In this

respect, some tourism activities have recently caused concern within the regional industry, such as the environmental practices of cruise ships and anchor damage to coral reefs. During the past few years, several cruise ships have been found to be polluting the oceans in which they sail. In one of the most recent cases in 2002, engineers aboard Carnival ships were found to have repeatedly discharged into the Caribbean and other waters waste fluids from machinery, engines and shipboard operations that had illegally high concentrations of oil.

The environmental risk from certain tourism-related practices reinforces the need for provisions to promote sustainable tourism development in all international trade agreements. Unlike the competition issues previously discussed, CARIFORUM states are already party to a regional policy platform on sustainable tourism development. The Convention on Sustainable Tourism Zone of the Caribbean²⁴ (STZC) was signed at the 3rd Ministerial Conference of the Association of Caribbean States (ACS) in December 2001, in Margarita, Venezuela. The ACS grouping could also form a ready-made coalition of twenty-six WTO members in support of the inclusion of provisions relating to sustainable tourism development within the GATS. The elements of the Dominican Republic's Annex proposal relating to sustainable tourism development were not opposed by WTO members.

(c) Should the GATS classification of tourism be amended?

The Dominican Republic-led initiative to have the

Box 3. An example of how GATS may undermine sustainable tourism development

Of all the countries that have made market access commitments on tourism, only Egypt has noted that some tourism sites may not have an infinite capacity for commercial activity. Egypt states that tours down the Nile river are subject to the river's carrying capacity. However, the EU has requested that Egypt 'remove licensing requirements and limitations on

the total number of service operations' for 'Hotels and Restaurants' in the GATS negotiations. As Font and Bendell (2002) have noted 'it is very questionable whether such a request is in line with the commitments of all states mentioned, including those of the EU, at international fora such as the Commission on Sustainable Development (CSD).'

Source: Standards for Sustainable Tourism for the purpose of Multilateral Trade Negotiations, Xavier Font, Jem Bendell, 2002.

WTO membership recognise the 'specific and heterogeneous nature' of tourism demonstrated how difficult it is to define tourism adequately. As one might expect, WTO members quickly became bogged down in detailed definitional discussions. The problem is that an almost infinite list of services can, at least partially, be attributed to tourism. The proponents of the Annex argued that the definition of 'tourism characteristic products', as defined by the Tourism Satellite Account (TSA), had been agreed multilaterally by the United Nations Statistical Commission. Despite these efforts, WTO members did not reach agreement on whether the GATS definition of tourism should be expanded.

CARIFORUM WTO members would be in a stronger position to push for changes to the definition of tourism at the multilateral level if they had agreed an expanded definition for tourism within their own region. This would be a better place to start. While the rationale for a precise tourism definition at the regional level is clear – namely to ensure coherent public policy planning that recognises the diversity of the sector, it is less clear for the purposes of multilateral trade negotiations that have as their aim the full liberalisation of the international trade in services. The danger is that CARIFORUM WTO members, by seeking an expanded definition of tourism at the WTO that cuts across many economic sectors, will come under increased pressure to liberalise all tourism-related services sectors.

One negotiating option worth considering would be for CARIFORUM states to propose a 'Reference Paper' on Tourism Services, similar in purpose to the Telecommunications Reference Paper that was agreed in April 1996. Attached to this would be a list of 'tourism-characteristic products' to ensure that the crosscutting nature of tourism is adequately recognised at the WTO level, without having to re-classify some of these services as 'Tourism and Travel Related Services'. Within the Reference Paper, CARIFORUM could also refer to GATS Article XIX: 2 – which enables developing countries to open fewer sectors – to ensure that this action does not lead to pressure for increased liberalisation across all tourism characteristic products. Indeed, many of the services listed as 'tourism characteristic

products' are among the services that CARIFORUM states currently preserve for local or – once the CSME is implemented – regional services suppliers.

Achieving multilateral recognition that tourism consists of more than the four sub-sectors within the current classification would be in CARIFORUM's interest, given the region's increasing dependence on the sector. It would also help to inform tourism policy planning at the regional and national levels within CARIFORUM states. The Reference Paper approach would appear to be the most realistic means to achieve this.

(d) Should cruise-ship services be re-classified as a tourism service?

Within the CARIFORUM private sector there have been recent calls to change the classification of cruise-ship services under the GATS from 'maritime transport services' to 'tourism and travel-related services'. This report recommends that cruise-ship services should be re-classified under the GATS as a 'tourism and travel related service', given the increasing importance of cruise ships to Caribbean tourism economies and the impact of their activities on land-based tourism sub-sectors (e.g. hotels, tours, attractions, entertainment, etc.).

Cruise ships compete directly with the land-based hotel and accommodation sub-sector. They also control access to the tourist for many tourism services and goods suppliers in CARIFORUM states (e.g. tour guides, entertainers, arts and crafts salesmen, retail outlets, etc.) either by selling these goods and services onboard or directing passengers to preferred retail outlets or service providers onshore. While there are diverging views on the benefits of cruise tourism to CARIFORUM destinations, it is evident that cruise tourism is a key element of the Caribbean tourism economy. The re-classification of cruise ships as a tourism and travel-related service is therefore recommended.

The cruise ship sub-sector is the only economic sector where the Caribbean is the leading global market. The Cruise Lines International Association (CLIA) noted in 2002 that 'the Caribbean represents the number one destination with almost 47% of capacity placement', followed by Europe, the

Mediterranean, Alaska, Mexico, Hawaii and South America. CTO statistics²⁵ for 2002 show the leading destinations for cruise arrivals in 2002 were the Bahamas (2.8 million arrivals, up 9.8% from 2001), the Cayman Islands (1.57 million, up 29.6% from 2001) and Jamaica (0.86 million, up 3% from 2001).

It should be noted, however, that in regulatory terms, the re-classification of cruise ships under the GATS will have little practical effect on the ability of CARIFORUM WTO members to regulate cruise ship activities in the region. WTO officials have indicated that CARIFORUM WTO members are already free to include market access or national treatment limitations on cruise ships in their GATS commitments on maritime transport services, should they wish to do so. The benefits of this re-classification appear more definitional rather than enhancing the capacity of CARIFORUM states to regulate cruise ship activities. This re-classification will be easier to achieve at the WTO if cruise ships are included within a regional definition of tourism. Later in this report, the development of a regional policy on cruise tourism is also recommended.

In addition to seeking the re-classification of cruise-ship services under the GATS, CARIFORUM could seek to clarify in the current negotiations where the regulatory authority for cruise ships lies. This is a complex issue as many cruise ships choose to register or 'flag' their ships outside their country of origin. The CARIFORUM land-based tourism industry has indicated that this allows them to reduce tax liabilities, use non-domiciled and often non-unionised crews, and compounds problems with environmental monitoring and control.

A recent US court case involving a cruise ship demonstrates the anomalous situation of cruise ships within the world trading system. In March 1998, during a criminal trial in Miami concerning the falsification of records and the intentional bypassing of pollution control equipment, Royal Caribbean Cruises Ltd argued that the US lacked jurisdiction in the case because the *Sovereign of the Seas* was flagged in Liberia. Royal Caribbean attorneys produced a diplomatic note from the Liberian Embassy in the US asserting that Liberia had primary jurisdiction.²⁶ The US court rejected Liberia's claim on that occasion.

Negotiating options on tourism services for CARIFORUM WTO members in the GATS negotiations

CARICOM WTO members have yet to submit any formal proposals on tourism services within the GATS negotiations.

The three negotiating options for CARIFORUM on tourism services

As CARICOM, and indeed CARIFORUM, is one of the most tourism-dependent regions of the world, there is a clear rationale for the region to play a leadership role in framing the global rules for international trade in tourism services. The following three negotiating options are proposed:

(a) Support the Dominican Republic-led proposal for a new GATS Tourism Annex

Given the failure of a majority of WTO members to endorse the Annex proposal during almost two years of discussions within the WTO's Council for Trade in Services, reviving this proposal would be a difficult negotiating objective. Furthermore, WTO members are unlikely to respond differently to the same proposal even if it had the additional support of CARICOM WTO members. Despite this, the Annex does highlight several issues that are in the interests of the CARICOM tourism industries, namely competitive safeguards, sustainable tourism development, and the definition of tourism under the GATS.

(b) Present an amended version of the 'Model Request on Tourism and Travel Related Services'

In late 2002, the Dominican Republic – with the assistance of UNCTAD – drafted a 'Model Request on Tourism and Travel Related Services'. This aimed to provide 'a mechanism for effective implementation of Articles IV and XIX: 2 of the GATS'. The Model Request aims to secure specific GATS commitments from other WTO members – under the 'additional commitments' column of their schedules – in areas that are in CARICOM's interest. These are A. Strengthening the competitiveness of developing countries, B. Liberalisation of market access

to developing country suppliers, and C. Cooperation for the Sustainable Development of Tourism.

The Model Request also offers CARICOM WTO members a template that they could tailor to suit the specificity of the export interests of the regional tourism sector. For example, the Dominican Republic has listed 'fishing licence services' and 'hunting services' and 'spa services' under 'D. Other'. CARICOM states could list any services sectors of particular interest to them, such as entertainment services or water-sports services. CARIFORUM could also list specific measures to strengthen SMEs in order to further their participation in tourism-originating markets. However, CARIFORUM should exercise caution when requesting full commitments without limitations in Mode 4, as proposed by the Model Request from the EC, US, and Canada. A more realistic approach may be to request that specific types of tourism professional be included within the horizontal commitments of these three WTO members.

A further benefit of following the template established by the 'Model Request' would be that it would achieve many of the same objectives of the Annex without the expenditure of negotiating capital required to revive the Annex proposal.

(c) A 'Reference Paper' on Tourism and Travel-Related Services that would establish regulatory principles for trade in tourism services

In 2000, the US proposed that a 'reference paper' be proposed to address the problems by travellers to, and organisers of, international conferences. The

purpose of the 1996 Reference Paper on Telecommunications was to provide WTO members with a series of regulatory principles for a specific services sector. This amplified and clarified some of the provisions of the GATS as they applied to this sector. Over 60 WTO members have now attached it to their GATS schedules of commitments, making adherence to its regulatory principles legally binding.

A Reference Paper on tourism can seek to ensure that WTO members recognise the crosscutting nature of tourism in the national regulations, by including the list of 'tourism characteristic products'. It could also emphasise the elements of the international tourism trade that are particularly important for developing countries, such as sustainable tourism development and the need to implement GATS Article IV in the tourism sector. Lastly, the Reference Paper could propose specific measures to address the problems of SMEs in the tourism sector, principally the difficulties they have in gaining direct market access to consumers in tourist-generating markets. Special emphasis could be placed on increasing the export opportunities of SMEs in the tourism sector, a priority according to the GATS negotiating guidelines (Paragraph 3 of S/L/93). These could include regulatory measures to address the difficulties tourism SMEs have in gaining direct market access to consumers in tourist-generating markets. This option would require CARICOM/CARIFORUM to engage in coalition-building at the WTO, possibly through the establishment of a 'Friends of Tourism Services' informal working group. A 'Friends of Energy Services' working group already exists in Geneva.

Box 4. The 1996 WTO Reference Paper on Telecommunications: A model for tourism?

The WTO's Reference Paper on Telecommunications set out a series of principles for WTO members to follow in order to create the conditions for a fair and liberalised telecommunications market. These are legally binding only for those WTO members who have included the Reference Paper in their GATS schedules of commitments. So far, over half of the

WTO membership have done so. The principles cover: Competitive safeguards, Interconnection, Universal Service, Public Availability of Licensing Criteria, Independent Regulators, and the Allocation and Use of Scarce Resources. The Reference Paper also includes a section on 'definitions'. The Paper was the first effort by WTO members to adopt a set of regulatory principles for one specific services sector, telecommunications. A similar approach could be followed for tourism.

How should CARIFORUM respond to the requests received from WTO members?

All CARIFORUM WTO members have received requests²⁷ from other WTO members as part of the 'request-offer' stage of the GATS negotiations. In at least one case, a WTO member – the EC – have presented tailored requests to each CARIFORUM WTO member taking into account the varying levels of CARIFORUM commitments on Tourism and Travel-Related Services.

The EC's sectoral requests to CARIFORUM states on Tourism and Travel Services are relatively benign. Most simply request that CARIFORUM WTO members 'take commitments' in areas where they have not yet done so. In some cases, the EC requests clarification of existing GATS commitments. The EC is not requesting that CARIFORUM WTO members eliminate existing restrictions for Tourism and Travel Related Services, or even suggesting that CARIFORUM states 'consider

Box 5. Responding to GATS negotiating requests: To commit or not to commit?

The GATS is the newest WTO agreement, coming into force in 1995. The first scheduled commitments made by WTO members represented standstill commitments rather than liberalisation. WTO members merely recorded in their schedules some of the market access and national treatment limitations that they were applying at that time. Initial GATS commitments by CARIFORUM states on Tourism and Travel Related Services followed this trend. There is no evidence that these have constrained the ability of CARIFORUM governments to regulate their tourism sectors. In other words, the impact of CARIFORUM GATS commitments in the tourism sector has, so far, been negligible. However, the GATS aims to achieve 'progressively higher levels of liberalisation' (Article XIX:1), and some CARIFORUM states have made relatively few commitments on tourism. Therefore CARIFORUM states should expect any additional limitations on market access and national treatment that they include in their schedules during the current GATS negotiations to be targeted in future rounds of multilateral services negotiations.

In many services sectors, the actual market environment of WTO members is significantly more liberal than indicated by their GATS schedules of commitments. The developed countries, led by the US and EC, are hoping that the GATS negotiations will be a means of locking in these levels of liberalisation across all services sector. The effect of making a

legally binding and irreversible GATS commitment is that it limits policy flexibility for governments in the future. According to UNCTAD, 'Because markets are not perfect ... it is important to preserve a 'policy space in the new international environment. They [developing countries] should, for instance, keep room for manoeuvre when negotiating international investment agreements in order to ensure that they are able to further national economic interests' (UNCTAD, 2000, pp. 26–7).

WTO officials counter this argument by pointing out that increased policy flexibility has a price. They note that the existence of GATS commitments in tourism-related sectors can help promote both domestic and foreign direct investment, by ensuring greater stability and predictability of government regulations and policies affecting tourism. They argue that if a market access or national treatment measure is bound in a member's GATS Schedule, investors will realise that sudden policy changes are far less likely. But the importance of GATS commitments to investment decisions is often overplayed by WTO officials: the existence of GATS commitments is just one of many factors that will encourage a foreign investor to enter the market. Arguably more important factors are return on investment, political risk, currency fluctuations, foreign exchange controls and the ability to repatriate profits, revenue per available room (RevPAR) and operating costs, security, labour costs and productivity, national taxation, and incentives offered by governments.

taking full commitments, i.e. schedule none under MA and NT', as it is requesting in other services sectors (e.g. news agency services). Therefore, CARIFORUM states would be able to satisfy the EC's requests on tourism services easily by simply listing in their schedules additional market access and national treatment limitations in the four sub-sectors of Tourism and Travel Related Services. Doing so would not imply any legislative changes or further liberalisation in the tourism sector.

The US has presented standardised negotiating requests on Tourism and Travel Services to all CARIFORUM WTO members. These are more ambitious than those submitted by the EC. In addition to noting that the 'coverage of tourism services needs to be decided in WTO', the US negotiating request states:

'We request full commitments for market access for tourism and travel services in Modes 1, 2 and 3'.

It is presumed that by asking for 'full commitments', the US is requesting that CARIFORUM WTO members enter 'none' under the Market Access and National Treatment columns of their schedules for all four sub-sectors of Tourism and Travel Related Services. The US is effectively asking for full liberalisation of these sectors across Modes 1, 2 and 3. CARIFORUM states should not comply with this request as at least five sub-sectors areas under the classification list for Tourism and Travel services (W/120, 9 A-D) are currently preserved for national or regional services suppliers. CARIFORUM WTO members are therefore advised to refrain from taking full commitments in these areas. They can do this by specifying the market access and/or national treatment limitations that apply. In this way, CARIFORUM's offer should improve its commitments, but stop short of the 'full' commitments requested by the US.

The following approach is advised for CARIFORUM WTO members' states when responding to negotiating requests from WTO trading partners:

- (i) **Make 'full' commitments** (i.e. schedule 'none') in areas where further investment is required from trading partners such as large hotels, or where access to high-quality services is

required by the tourism sector. For example, the former could be achieved by listing 'none' for Mode 3 commitments for hotels. One example of the latter is environmental services, a key area of offensive negotiating interest for the US and EC. Access to these services is essential for sustainable tourism development, and CARIFORUM has limited capacity in this services sector.

- (ii) **Make 'defensive' commitments** – in the form of listing additional market access and national treatment limitations – in tourism services sectors that are currently preserved for national or, after 2005 and the launch of the CSME, regional services suppliers. These include five sub-sectors included in the GATS classification list for Tourism and Travel services (W/120, 9 A-D): travel agent and tour operators' services, the construction and development of small hotels, certain types of restaurants, and tourist guide services.

A further important consideration relates to the CARICOM regional market for trade in services under the CSME, which is due to come into force on 1 January, 2005. The CSME will mean that CARICOM states will no longer be able to preserve tourism sub-sectors for nationals and local companies. Instead, they will be opened to regional suppliers from CARICOM member states signed up to the CSME. In this way, the CSME is providing the regional tourism sector with its first trade-related adjustment through the creation of a single market for the trade in services within CARICOM. CARICOM states are currently committed to the removal of existing restrictions to liberalise the trade in services on a regional basis within the CSME. Any premature market opening to suppliers from third countries such as the EU, US and Canada would deny regional tourism services suppliers a transition period to first adapt to increased competition within CARICOM.

The CARICOM Secretariat lists the following national restrictions on tourism services that CARICOM members are seeking to remove before the establishment of a regional services market under the CSME by 1 January, 2005:

Box 6. The removal of restrictions on tourism services within CARICOM for the CSME²⁸

Barbados	Restaurant Services (Modes 3 & 4), Lodging and Food and Beverage Services (Modes 1–4), Car Rental Services (Modes 3 & 4), Taxi Services (Modes 3 & 4), Travel Agency Services, Tour Operator Services, Tourist Guide Services (Modes 1–4), Watersports Services (Modes 3 & 4)
Dominica	Travel Agency Services (Modes 3 & 4)
Grenada	Hotel and Motel Lodging Services (Modes 3 & 4)
Jamaica	Lodging Services of Hotel and Motels (Modes 3 & 4), Travel Agency Services and Tour Operator Services (Modes 3 & 4), Tourist Guide Services (Modes 3 & 4)
St Lucia	Hotel and Lodging Services (Mode 3)
St Vincent and Grenadines	Hotel Services (Mode 3), Amusement Park Services (Modes 3 & 4)
Trinidad and Tobago	Accommodation Services under 21 rooms (Modes 3 & 4), Tour Operator Services (Modes 3 & 4), Destination Management Services (Modes 3 & 4)

The barriers to market entry in the EU, US and Canada

This section of the report will discuss the regulatory barriers faced by CARIFORUM tourism services exporters in the EU, US and Canada. The basis for this analysis is the restrictions listed in the GATS schedules of those WTO members, and their initial GATS offers. The most restricted Mode of Supply within these markets is Mode 4, when CARIFORUM nationals seek to enter these markets to sell tourism services. All three WTO members retain significant ‘horizontal’ restrictions on this mode of supply, which are discussed below. Also discussed below are the sectoral restrictions specifically in place for Tourism and Travel Related Services in these markets across all modes of supply.

However, it should be noted that the commercial barriers to entry in these markets are just as onerous, if not more so, that the regulatory barriers as recorded in GATS schedules of commitments. These include the high cost of marketing in these markets, which is beyond the means of all but the largest CARIFORUM hotel groups, and the difficulties that CARIFORUM tourism suppliers have in gaining access to the distribution channels that place tourism products on the EU, US and Cana-

dian markets (e.g. tour operators, airlines, CRS or GDS systems).

In terms of the export profile of CARIFORUM tourism services suppliers, only a handful of companies sell their services by establishing a ‘commercial presence’ in overseas markets, Mode 3. During the consultations undertaken for this assignment, there were no suggestions that any regulatory barriers (Mode 3) have been encountered by CARIFORUM tourism companies in the EU, US or Canada. Most sell their services through a combination of Modes 1, cross-border supply (e.g. through internet reservation systems, via a GDS, or through a tour operator), and 4, by visiting these markets to meet clients (e.g. at international tourism trade fairs). Because most CARIFORUM tourism services suppliers ‘export’ their services only when foreign tourists enter CARIFORUM markets, they rely heavily on Mode 2, ‘consumption abroad’. Proposals to remove the remaining Mode 2 restrictions such as travel taxes and duty free limits – which as ‘frontier formalities’ are not currently within the scope of the GATS – are included in a later section of this report.

(a) Mode 4 restrictions in the EU, US and Canada

Within the sectoral Mode 4 commitments on Tourism and Travel Related Services (W/120, 9 A-

D), these three WTO members have marked their schedules 'unbound, except as indicated in the horizontal section'. In their initial GATS offers – presented in the GATS services negotiations between March 31 and April 31, 2003 – the EU, US and Canada have repeated this. The following is a brief summary of the Mode 4 horizontal commitments contained in their initial offers:

(i) The EU has three types of service provider that are able to enter the market on a temporary basis: (i) **Intra-corporate transferees** (ICTs) which can be either (a) managers, (b) specialists or, a new category, (c) graduate trainees. Entry and stay is limited to a maximum of three years in the case of (a) and (b), and to 12 months for (c). The second category (ii) is **Business visitors** (BV) who are permitted to stay for up to 90 days in any 12 months. The EU has expanded the third (iii) category: **Contractual service suppliers** (CSS) in its offer. These can be either (a) employees of juridical persons (EJP) or (b) independent professionals (IP), for which 'numerical ceilings', or in other words quotas, will be established. To enter under category (iii), persons must have a university degree or equivalent. Under the EJP category, the EU presents a list of 'activities' for the performance of 'service contracts' including 'Travel Agencies and Tour Operator Services' although this is left unbound for seven EU member states, including the UK. Entry and stay is a maximum of 12 months under this category. It should also be noted that regulatory authority regarding Mode 4 entry remains with EU member states, and not with the European Commission.

(ii) The US's initial offer on Mode 4 contains four types of persons who are allowed to enter the market on a temporary basis. Firstly, **Services salespersons**, who are allowed to enter the market for 90 days. For **Intra-corporate transferees** such as 'managers', 'executives' and 'specialists', entry is limited to three years that may be extended for a further two. **Personnel engaged in establishment** must present proof of their acquisition of physical premises within

one year of their entry to the market, thereby confirming a link between Mode 4 access and Mode 3 (a link that developing countries have sought to break). Finally, a quota of 65,000 Fashion models and Specialty occupations are permitted entry for a maximum of three years.

(iii) **Canada's** initial GATS offer contains four types of natural persons who are permitted temporary entry to the market. Canada has offered to extend entry for **Business visitors** from 90 days to 6 months. **Intra-corporate transferees** such as 'executives', 'managers' and 'specialists' must have been employed by a juridical person in another WTO member state for at least a year. For the first two sub-categories, entry and stay is for 'an initial period equivalent to the period of the transfer', for 'specialists' it may not exceed five years. Canada also includes an amended list of nine '**Professionals**' who require work permits and who are permitted entry for a maximum period of one year. No tourism-related profession is included within this list. Canada has also added a new category, **Spouses and common-law partners of intra-corporate transferees or professionals** in its initial GATS offer.

The first important observation regarding the initial GATS offers of the EU, US and Canada is that they do not improve access for lesser skilled service providers, a key area of export interest for CARIFORUM states. All three offers demonstrate a general bias towards qualified labour. This report proposes that CARIFORUM negotiators seek to submit ambitious Mode 4 requests on tourism services – in the form of Hospitality Service Providers Programmes at both skilled and lesser skilled levels – in regional and hemispheric trade negotiations rather than at the WTO. There would be little value in pursuing this request in multilateral negotiations as the benefits of such programmes would be lost if developed countries introduced them on an MFN basis (i.e. open to all WTO members). However, it would be in CARIFORUM's interest to request at the WTO that qualified tourism professionals from UWI, PUCMM and the national hospitality train-

ing institutes within CARIFORUM are included within the EU's category of Contractual service suppliers (CSS), within Canada's list of 'professionals', and within the US horizontal commitments on Mode 4.

Early clarification should be sought from the EU, US and Canada of the criteria for refusing entry to persons on the basis of security concerns. This threatens to become a non-tariff barrier for the temporary movement of CARIFORUM hospitality service providers to these markets. With the heightened level of security in the US, many CARIFORUM tourism professionals have increased difficulties in entering the US market. Some have commented that this market is essentially 'closed' for the time being. Finally, CARIFORUM professionals have not encountered regulatory difficulties in obtaining visas to enter the EU or Canadian market to attend trade fairs or to meet with clients as 'business visitors'. However, in all three markets, CARIFORUM hospitality trainees or students have been denied visas when seeking to enter these markets to gain work experience within the hotel and accommodation sectors.

(b) Sectoral restrictions on tourism services in the EU, US and Canada

Compared to other economic sectors, there are relatively few limitations on market access or national treatment in GATS schedules of the EU, US and Canada for Tourism and Travel Related Services. In particular, there are no limitations on market access and national treatment under Modes 1²⁹ and 2. Below, the most important limitations are highlighted.

(i) Hotels and restaurants

The EU's commitments on Tourism and Travel Related Services include limitations on Mode 3 market access in three states for 'A. Hotels, Restaurants and Catering', where 'authorisation can be denied to protect areas of particular historic and artistic interest' in three member states. Canada has offered to remove some limitations on Mode 3 market access in the form of residency requirements for the sale of liquor under 'A. Hotels and Restaurants', but has also retained some (e.g. in Québec). Also, Canada has maintained a Mode 3 national treat-

ment limitation for non-residents who are required to pay a 20% land transfer tax for the 'purchase of recreational property'. The US has no limitations on market access or national treatment in the Hotels and Restaurants sub-sector.

(ii) Travel agencies and tour operator services

Canada has not offered to remove its Mode 1 limitation on market access in Ontario and Québec, where these services must be supplied through commercial presence. Ontario and British Columbia will also retain residency requirements under Mode 1. The US has not offered to remove a Mode 3 market-access limitation that 'official tourism offices with diplomatic status are not permitted to operate on a commercial basis' under Mode 3. The EU has offered to eliminate a Mode 3 market-access limitation on non-EU nationals wishing to establish travel agencies in the territory of the EU. This limitation was present in three countries only.

(iii) Tourist guide services

Canada has not committed this sector. The US's initial offer maintains a Mode 3 market-access limitation that 'the number of concessions available for commercial operations in federal, state and local facilities is limited'. The EU retains Mode 4 limitations on market access in this sector, in the form of nationality requirements in five member states.³⁰

The WTO negotiations to agree on disciplines for services subsidies

Negotiations are also ongoing within the WTO Working Party on GATS Rules to agree on new multilateral rules for services subsidies. These negotiations – which are outside of the mandate of the Doha Round – are scheduled to be completed by 'prior to the conclusion of the services market-access negotiations'. For CARIFORUM, it will be important to monitor these negotiations so that any new rules for services subsidies are sufficiently flexible to permit CARIFORUM states to offer their tourism sectors with a wide range of incentives. The worst-case scenario is that the new GATS disciplines on subsidies will make some of the subsidy and incentives currently offered by CARIFORUM governments to the tourism sector 'GATS-incom-

patible'. A list of some of the subsidy measures that WTO members – including CARIFORUM states – have introduced for tourism is attached in an Annex to this report.

WTO negotiations to agree on guidelines for domestic regulations

A further essential issue that requires careful monitoring is the WTO negotiations within the Working Party on Domestic Regulation (WPDR). Article VI:4 of the GATS calls on the WPDR to develop disciplines to ensure that domestic regulations relating to licensing requirements and procedures, technical standards, and qualification requirements and procedures do not constitute unnecessary barriers to the trade in services. Paragraph 7 of the GATS negotiating guidelines states that work under Article VI: 4 should be finished before negotiations on specific commitments are concluded, which is the deadline for the overall round of 1 January, 2005. Of particular relevance for the CARIFORUM tourism sector are the discussions regarding 'measures regulating' the entry of natural persons into, or temporary stay in, a WTO members territory. CARIFORUM negotiators should monitor these negotiations closely to ensure that the final outcome – in the form of multilateral disciplines – does not constrain CARIFORUM states' ability to regulate their tourism sectors.

'Offensive' negotiating requests for CARIFORUM for the EU, FTAA and Canada-CARICOM Services Negotiations

The scope of regional and hemispheric negotiations on tourism

It is assumed that the final agreements on services resulting from the FTAA, CARIFORUM-EU and CARICOM-Canada negotiations will contain two elements: a set of guidelines and priorities between the contracting parties; and a schedule of specific commitments. Of these, the FTAA negotiating process is by far the most advanced and is scheduled to conclude by January 2005. Within the Draft FTAA Chapter on Services (FTAA.TNC/W/133/REV.2 of November 2002), tourism is only men-

tioned twice, and on both occasions in footnotes.

Within the CARIFORUM-EU negotiations, regional negotiators should seek to establish a Chapter on Tourism that includes both a set of guidelines and some priority areas for development assistance using European Development Fund (EDF) resources. Similarly, regional negotiators should also push for specific language on tourism to be included in the respective services chapters of the FTAA and Canada-CARICOM agreements. This language needs to recognise the importance of the industry to the economic development of smaller economies in particular, and also position tourism as a recipient for technical co-operation activities.

(a) Should air transport passenger rights be included in the EU and Canada negotiations?

One of the major constraints to the sustainable growth of CARIFORUM tourism is the lack of incoming airlift. This problem is particularly acute for the OECS destinations. Low air traffic density, which reduces the profitability on 'thin' routes, and insufficient demand in tourist-generating markets have both been contributory factors. As a result, some CARIFORUM governments are now in the enviable situation of having to offer incentives – often in the form of seat guarantees – to scheduled airlines and air charter companies. As one CARIFORUM transport official stated 'if we want an additional charter service, we have to pay for it'. That CARIFORUM governments are now contributing to the profits of developed-country air transport service providers in the EU and US – and therefore indirectly to developed-country treasuries – is an issue that should be raised in international trade negotiations.³¹

Passenger rights, so-called 'hard rights', are currently excluded from the WTO and FTAA services negotiations on air transport services.³² Given the relatively advanced status of these negotiations, it may be too late to introduce a discussion on passenger rights. However, CARIFORUM could propose to the EU and Canada that negotiations on air transport services, including route rights for scheduled airlines and charter services, be included

within the EPA and CARICOM–Canada negotiations respectively. The inclusion of route rights – normally negotiated within bilateral ‘open skies’ agreements – within a multi-sector trade negotiation could be beneficial for the regional tourism sector if it resulted in enhanced airlift into the region, and better route rights to Europe and Canada for regional carriers. Credit could also be sought in the negotiations for the incentives offered by some CARIFORUM governments to European and Canadian carriers to operate services to CARIFORUM countries.

The ‘Community of Interest Principle’, as established in Article 83bis of the ICAO Chicago Convention, could be used for CARIFORUM/CARICOM to negotiate on behalf of regional carriers. The 1998 CARICOM Multilateral Air Services Agreement (MASA) has also created a regional policy platform for CARICOM to negotiate on air transport services. Given the fundamental importance of airlift to the regional tourism industry, this proposal is worth exploring further. A thorough consideration of the costs and benefits is required, as is consultation with regional airlines.

The negotiating recommendations for CARIFORUM on tourism services

The following are a series of ‘offensive’ negotiating requests on tourism services that could be submitted by regional negotiators in the FTAA, CARIFORUM–EU or CARICOM–Canada negotiations. These requests deliberately go beyond the scope of negotiating requests being submitted by WTO members in the GATS negotiations, and as far as possible, attempt to resolve the major trading problems of the CARIFORUM tourism sector in international markets. The requests are presented as:

- horizontal requests affecting tourism services;
- sector-specific requests on tourism services;
- negotiating requests to implement Article IV of the GATS on ‘Increasing the participation of developing countries’;
- development assistance and technical co-operation requests; and

- other requests to address some specific trading problems.

Horizontal requests affecting tourism services

(a) Reduce costs and facilitate access to visas for the temporary entry of CARIFORUM tourism professionals wishing to enter the EU, US and Canadian markets to supply services.

The costs (over US\$100) and time associated with obtaining visas for temporary entry into the EU, US and Canada represent a market access barrier to the export of CARIFORUM tourism services. For example, a Caribbean tourism professional from Barbados wishing to travel to Germany for the ITB trade fair may have to send his/her passport to the German Embassy in Trinidad and Tobago. This is a unique constraint for small-island developing states, many of whom are too small to warrant diplomatic representations for the purposes of processing visas.

Although Shengen visas are available to CARIFORUM nationals visiting the EU, they are sometimes not easily accessed for some islands in the Caribbean and the costs are high. This could be presented as a horizontal Mode 4 request for all services sectors. A possible solution to this would be for developed countries to introduce electronic visas, as Australia has done with the ‘Electronic Travel Authority System’ (ETAs). An ‘ETA’ is equivalent to a visa, and applications are submitted through travel agents or airlines in the country of departure without requiring a visit to an Australian diplomatic office. Such a system would greatly facilitate the temporary business entry of CARIFORUM tourism professionals to key markets such as the EU, US and Canada.

(b) Include tourism professionals with tertiary-level hospitality qualifications from UWI, PUCMM and national hospitality institutes within criteria established for the temporary entry of ‘professionals’ or ‘business visitors’.

Regional negotiators should aim to ensure that suitably qualified tourism professionals from CARIFORUM are included within the lists of ‘professionals’

or 'business visitors' for the purposes of horizontal mode 4 commitments made by the EU, US and Canada in the EPA, FTAA and Canada-CARICOM trade negotiations. Within the NAFTA agreement, 'Hotel Manager' is the only tourism 'professional' permitted to enter the markets of NAFTA signatories without the necessity of the application procedures commonly required for employment authorisations.³³ CARIFORUM negotiators should ensure that regional hotel managers and other tourism professionals (e.g. catering specialists) receive at least equivalent treatment in the FTAA and Canada-CARICOM negotiations.

(c) Establish programmes within the EU, US and Canada to recognise tourism professional qualifications and credentials developed in CARIFORUM states.

The negotiation of such programmes is an essential precursor for increasing the export of CARIFORUM tourism services via Mode 4. Issuing authorities for visas and work permits in the EU, US and Canada are more likely to facilitate the temporary entry of CARIFORUM tourism professionals if a prior agreement exists to recognise the tourism qualifications obtained in CARIFORUM states.

These programmes could be negotiated as a side deal or as an integral part of the overall agreements on services. CARIFORUM could request that the following tourism-specific qualifications are recognised in these markets, and granted equivalence with similar programmes in those markets:

- (i) tourism-related Masters and Bachelors degree programmes from the University of the West Indies (UWI) and the Pontificia Universidad Católica Madre y Maestra (PUCMM);
- (ii) qualifications from the national Hospitality Training Institutes within CARIFORUM states, including hospitality and tourism Associate Degree programmes and National Vocational Qualifications (NVQ)³⁴ relating to the tourism sector; and
- (iii) industry credentialing programmes such as the 'Caribcert' programme being developed by the Caribbean Hotel Association (CHA).

The Caribbean Tourism Human Resource Council (CTHRC), managed by CTO, should be consulted on this issue. The CTHRC brings together key stakeholders from business, labour, government, industry associations and education and tourism-related organisations and groups to collectively address the tourism human resource needs of the region.

Sector specific requests on tourism services

(a) Review EU,³⁵ US and Canadian legislation relating to health and safety standards in the hospitality sector that are applied to CARIFORUM hoteliers (Mode 1).

Industry representatives have indicated that they fully support the development of appropriate health and safety regulations to protect international consumers of tourism services visiting the region. But they also point out that some standards are inappropriate for the Caribbean climate, and the location, design and architecture of Caribbean hotels. In particular, the huge costs of compliance with EU standards – in the form of national regulations implementing the EU Package Travel Directive³⁶ – are a major issue for CARIFORUM hoteliers.

For example, some CARIFORUM properties have to introduce elaborate evacuation systems more suited to high-rise buildings when they have only two or three floors. These standards need to be refined to suit the Caribbean region. A review of all national consumer regulations within Europe affecting Caribbean hoteliers could help to reduce these costs by avoiding any unnecessary alteration to CARIFORUM properties receiving European tourists. This review should take into account tourism health and safety standards developed within CARIFORUM, such as the 'Quality Tourism for the Caribbean' (QTC) programme.³⁷ Regional negotiators may wish to consult further with the regional tourism sector to assess whether similar issues exist with US and Canadian legislation.

Under the EU Package Travel Directive, the interests of European consumers received special attention. In contrast, the impact of the Directive on the suppliers of tourism products and services – such as CARIFORUM hoteliers – were not consid-

ered within the scope of the Directive. For example, there are no provisions to mitigate the impact on tourism suppliers in the event that a European tour operator or travel agent becomes insolvent. Some destinations within Europe – led by Greece – have sought to address this by proposing that the European Commission issues a similar Directive to protect suppliers of tourism products and services. CARIFORUM negotiators could raise this issue with the EU in the EPA, FTAA and Canada–CARICOM negotiations to ensure that adequate provisions are introduced to protect CARIFORUM suppliers if a tour operator or travel agent from those markets enters bankruptcy proceedings.

(b) Introduce tax incentives for EU and Canadian businesses holding conferences or conventions in CARIFORUM countries (Mode 1).

This proposal would assist in attracting more business visitors to CARIFORUM destinations. Under a provision of the Caribbean Basin Economic Recovery Act (CBERA), US taxpayers are able to deduct legitimate business expenses incurred attending a business meeting or convention in a qualifying CBERA country. A qualifying CBERA country must have a tax information exchange agreement in effect with the US. Within CARIFORUM, the following countries do not benefit from this scheme:³⁸ Belize, St Christopher and Nevis, St Vincent and the Grenadines, and Suriname. CARIFORUM has several excellent facilities to accommodate business meetings and should push for a similar scheme to be introduced by the EU and Canada in the EPA and Canada–CARICOM negotiations. This will increase the export of business convention services, a priority area of future growth for many CARIFORUM destinations. The per capita spending of business visitors is generally higher than for other tourists (although the length of stay is generally lower than leisure tourists).

(c) Reduce travel taxes imposed on EU, US, and Canadian tourists travelling to CARIFORUM states to consume tourism services (Mode 2).

For the tourism sector, ‘consumption abroad’ under Mode 2 is arguably the most important mode of supply. GATS commitments under this mode of supply

concern the restrictions imposed by WTO members on their own consumers, or in this case tourists, travelling abroad, to consume tourism services. The World Tourism Organisation (WTO–OMT) lists the possible restrictions under Mode 2 for tourism as:

‘Exit visa (passport formalities, exit taxes and charges, whether independent or attached to specific services (e.g. airport taxes), currency allowances and means of payment, export of personal effects, including personal vehicles (as well as fuel, spare parts, etc), customs formalities relating to non-personal effects (articles whose character and number exceeds the quantity which may be considered as corresponding to personal use), insurance formalities, health formalities etc.’³⁹

This wide definition of restrictions under Mode 2 currently goes beyond the scope of WTO members’ commitments in the GATS services negotiations. Accordingly, some WTO members have stated ‘none’ under Mode 2 even though the restrictions listed above are in place. This is because the elimination of ‘frontier formalities’ of the type listed above is not currently considered within the remit of the GATS negotiations. CARIFORUM could therefore seek to remove the restrictions listed above under Mode 2 in regional or hemispheric trade negotiations.

The Caribbean Tourism Organisation (CTO)⁴⁰ has recently estimated that US per capita ticket taxes currently amount to \$42.⁴⁰ for all persons travelling to and from the US by air (see Box 7 below). Ironically, the US identified ‘overly burdensome exit fees or taxes, or similar restrictions on the departure of outbound travellers’ as a major obstacle in the tourism sector in its WTO negotiating proposal on ‘Tourism and Hotels’ (S/CSS/W/31).

According to the president of the World Travel and Tourism Council (WTTC), the combined taxes on outgoing air travel from Europe is as high as 30% of the total value. It should be noted that each EU member state currently levies different types and levels of taxes on air travel such as Security Charges, Embarkation Taxes, Air Service Charges, Passenger Fees and Departure Charges. Some EU member states are considering the introduction of environmental taxes on departing flights from the EU with

Box 7. US fees and taxes on outbound travellers

Code	Name	Amount (US\$)
US2	US International Transportation Tax (\$13.40 both directions)	26.80
ZP	Segment Tax	3.00
XY	US Federal Inspection Fee	7.00
XA	US (Animal, Plant Inspection Service) User Fee	3.10
AY	US Security Fee	2.50
Total		42.20

differential rates for short-haul and long-haul destinations. CARIFORUM could propose that some of the revenue from long-haul flights to the CARIFORUM states be re-directed to a CARIFORUM Sustainable Tourism Fund.

The proposal will have to be considered carefully, in view of the heightened security measures – and their associated costs – currently in place at international airports in the EU, US and Canada. Furthermore, CARIFORUM states should resist any requirements for reciprocity on the basis of their narrow taxes bases and their states as small vulnerable states and as a special and differential treatment measure. Despite this, any reduction on air travel and airport taxes for outgoing flights to CARIFORUM states would provide a much-needed stimulus to international carriers to operate in the region.

- (d) Increase duty-free exemptions for EU, US and Canadian returning residents, and make information available to all tourists, including cruise-ship passengers, making purchases in CARIFORUM states for personal or household use (Mode 2).**

The aim of this proposal would be to increase per capita tourist expenditure in CARIFORUM states. This proposal would benefit retailers within airport facilities as well as other regional retailers. Limits on duty-free purchases and purchases made by returning residents are another example of restrictions placed by countries on their nationals consumption abroad under Mode 2. The importance of duty-free exemptions is evident from the experience of the

USVI, where the exemption for returning US citizens from the USVI (\$1,200 per person) is significantly higher than from other CARIFORUM states (\$800 per person). Accordingly, US cruise ships normally direct their passengers to make all their purchases in the USVI, rather than other CARIFORUM states, because of the higher duty-free exemptions. This has led to the growth of retail tourism in the USVI from cruise ships. The current customs/duty-free exemptions are shown in Box 8.

A variation on this proposal could be that higher limits are introduced for goods produced in CARIFORUM states, such as tobacco products and distilled spirits. Ensuring that information regarding these duty-free exemptions is publicised may also stimulate additional expenditure by cruise passengers in CARIFORUM states.

- (e) The negotiation of regional Hospitality Service Providers Programmes with the EU, US and Canada (Mode 4).**

The aim of the Hospitality Service Providers Programmes would be to ensure that CARIFORUM nationals are guaranteed work permits for the purpose of temporary contract work. There is already a demand for the skills of qualified CARIFORUM tourism professionals in the EU, US and Canadian markets. For examples, a UK recruitment agency has recently visited the region to recruit graduates from national Hospitality Training Institutes within CARIFORUM under the UK's Working Holiday-maker Scheme available to Commonwealth nationals. Similarly, a Canadian hotel chain has been actively seeking to recruit lower skilled hotel work-

Box 8. Customs duty-free exemptions for the EU, US and Canada

For returning residents coming from visiting CARIFORUM states

EU	UK – £145 of all other goods (in addition to separate limits for alcohol, tobacco and perfume products) EU €175 ⁴¹ of other goods (in addition to separate limits for alcohol, tobacco and perfume products)
US ⁴²	US\$600 for all Caribbean Basin countries, including exemptions for alcohol and tobacco products. NB. The US duty-free exemption rates are US\$800 for 'anywhere other than a Caribbean Basin country or a US insular possession', and US\$1200 for US insular possessions (U.S. Virgin Islands, American Samoa, or Guam).
Canada	CDN\$750 including \$200 allowance for tobacco and alcohol products

ers from CARIFORUM states. At the national level, only Jamaica has a formal mechanism for the temporary export of tourism workers. Jamaica has benefited from the United States Overseas Hotel Employment (H2B) Programme since 1968, managed by the Jamaican Ministry of Labour. The programme operates as a seasonal quota for as many as 4,600 persons per year.

The case for such a programme could be built by matching the labour surpluses in the CARIFORUM hospitality sector (between April and November) with the labour deficits in the EU,⁴³ US and Canadian hospitality sectors. Further research is needed to achieve this. The programme could cover the temporary movement of both lesser skilled and skilled tourism professionals with appropriate credentials or

qualifications. It could be designed to suit the seasonality of the CARIFORUM tourism sector, to ensure that there are no labour shortages during the high season (November–April) for CARIFORUM tourism. Gaining direct exposure to the hospitality industries of the EU, US and Canada could raise the service standards and practices of the regional tourism industry, and could enable a transfer of skills and expertise to CARIFORUM hospitality workers. In the case of Canada and the EU,⁴⁴ these programmes would also facilitate a transfer of language skills.

The design of such a programme will require careful consideration. The lack of skilled human resources is one of the main overall constraints to CARIFORUM services exports in general. It would be disastrous for the tourism industry if this proposal

Box 9. Should compensation from trading partners be sought for the costs incurred by CARIFORUM hospitality training institutes?

In an interview with Dr George Forde, Principal of the Sir Arthur Lewis Community College in St Lucia in April 2003, the issue of compensation was raised. At that time, a British recruitment agency was conducting a series of on-campus interviews with recent graduates from the College's Hospitality Institute for employment opportunities with the UK leisure sector.

Dr Forde expressed concern about the high cost of training students within the Associate Degree Hospitality Programme, which he estimated to be EC\$10,000 per year. While he supported the idea of negotiating Hospitality Service Providers Programmes to increase the Mode 4 trade in tourism services, he also stressed that recipient countries should offer financial compensation to contribute to the training costs of hospitality institutes that are providing skilled tourism workers to fill labour shortages in the tourism sectors of recipient countries.

resulted in the permanent migration of the most highly qualified tourism professionals. It is therefore proposed that these programmes are introduced on a small scale at first.

The design of the programme will also require significant input from the private sector. Some of the larger CARIFORUM hotel groups invest substantial resources in the training of their staff, and may be reluctant to promote the temporary export of tourism services in this way.⁴⁵ In the case of the Jamaican programme, there have been complaints that the Jamaican programme actually causes major personnel management problems for local hoteliers. For example, one hotel had to cope with a sudden loss of personnel after fifteen workers decided to leave for the US at short notice during high season. It has been suggested that the programme should begin on the basis of an annual quota, but consultations are needed regarding whether a public or private agency should manage this. Appropriate measures will also have to be factored in to limit the potential for illegal overstayers. This would also ensure that the temporary movement of tourism professionals to overseas markets does not become permanent, thereby causing a reduction in the levels of human capital in the CARIFORUM tourism sector ('brain drain').

When presenting these negotiating requests to the EU, US and Canada, CARIFORUM negotiators should highlight that tourism, specifically the hotels and catering sub-sector, is one of the main sectors for illegal labour in OECD countries.⁴⁶ In this way, this negotiating request could result in a net gain for all parties, as it would help developed countries to regulate their labour markets more effectively by reducing the amount of illegal labour activity in the tourism sector.

(f) Facilitate visas for CARIFORUM tourism students entering the EU, US and Canada on hospitality internships or stagier programmes (Mode 4).

Within CARIFORUM states, there are several internship programmes for tourism students from national hospitality institutes and the UWI to

travel abroad to gain work experience. However, in some cases, the visa-issuing authorities in developed countries have denied entry to these students. This recently occurred in the Dominican Republic where the Pontificia Universidad Católica Madre y Maestra (PUCMM)⁴⁷ in Santo Domingo had negotiated an agreement for an internship programme with the Delta Hotels Group in Canada. Under this programme, between fifteen and thirty students from the PUCMM's tourism school would travel to Canada for summer internships. However, the Canadian government rejected the visa applications for these students, with the result that the agreement has never been implemented. CARIFORUM negotiators should therefore request that OECD governments, particularly the EU, US and Canada, introduce streamlined visa-approval arrangements to facilitate this type of temporary movement for student internships in the hospitality sector.

Negotiating requests to implement Article IV of the GATS

The full implementation of GATS Article IV by the EU, US and Canada would greatly assist the development of the CARIFORUM tourism sector. Eight years after its entry in force, it has not been implemented by developed country WTO members. Under Article IV, WTO members committed themselves to increasing the participation of developing countries in the global services trade by strengthening services capacity and competitiveness, improving access to distribution channels and information networks, and facilitating greater market access in areas of special interest. To date, the only response of developed country WTO members has been to introduce 'contact points'. Although these are intended to facilitate the access of developing country members' service suppliers to information, they contain no information of practical value for CARIFORUM tourism service suppliers. CARIFORUM negotiators could therefore submit the following negotiating proposals *during* the FTAA, ACP-EU and CARICOM-Canada negotiations to implement the Article IV of GATS in the tourism sector.

(a) The introduction of market-access contact points for the Mode 4 export of CARIFORUM tourism services in the European, US and Canadian markets.

CARIFORUM should propose that ‘single desk’ contact points are established in these markets to provide information on temporary employment opportunities in the hospitality sectors of those markets, monitor labour market developments, and facilitate visa processing. The proposal could be implemented on a stand-alone basis, or in parallel to the Hospitality Service Provider’s Programmes.

(b) Provide small airline carriers from tourism-dependent regions with affordable access to European and US Computer Reservations Systems (CRS) and Global Distribution Systems (GDS).

Both Air Jamaica and BWIA use Sabre. The subscription fees for using this service are prohibitively high for small carriers. Negotiators should propose that GDS introduce differential pricing for small carriers from tourist-dependent regions.

(c) Enhance interface possibilities of CARIFORUM reservation systems – such as CHARMS and the Go Caribbean online booking engine – with GDS and online reservation systems, and increase their visibility in the tourism internet marketplace.

The development of ‘Caribbean storefronts’ for all online reservation systems would enhance the visibility of Caribbean tourism products. The above two negotiations requests – 10 and 11 – touch on major areas of debate in the WTO negotiations, such as how to increase developing country access to technology through the WTO Work Programme on Electronic Commerce, and the implementation of GATS Article IV. Even so, it remains to be seen whether trade negotiating requests in government-to-government services negotiations can change the policies of GDS and online reservation systems. This would require some form of government intervention in the commercial practices of the private companies that control these distribution channels. Despite this, these are critical issues for the CARIFORUM tourism sector and should be raised in

external services negotiations, particularly with the EU and US, the origin markets of the main GDS and online booking engines.

(d) The establishment of websites to identify market access opportunities in tourist-generating markets for small hoteliers and tourism services suppliers.

The aim of these would be to identify new market access opportunities for CARIFORUM tourism suppliers within Europe, the US and Canada on a rolling basis, anticipate new trends in tourist-generating markets, and provide information on tourism-industry developments. This would encourage the direct Mode 1 supply of tourism services by CARIFORUM SMEs to those markets. One CARIFORUM state, the Bahamas, is currently working to devise strategies to increase direct cross-border sales of tourism services to consumers in tourist-generating markets before they travel to the region, rather than rely on intermediaries (e.g. cruise ships) who take a commission on any tours or services provided to their passengers in CARIFORUM states during their vacations.

(e) Establish government-to-government consultation mechanisms for the issuance of travel warnings.

This negotiating request would aim to create an obligation on the part of the authorities in the EU, US and Canada to consult CARIFORUM governments prior to the issuance of travel warnings. Since the events of September 11, 2001, government-issued travel advisory warnings have caused major damage to several tourism destinations in both developed and developing countries. This has led one destination, Kenya, to call for a review of the international ‘travel advisory machinery’.⁴⁸ Since September 11, CARIFORUM states have been largely successful in promoting themselves as safe and secure tourism destinations. Given the potentially catastrophic impact on CARIFORUM economies of travel advisory notices⁴⁹ advising against travel to the region, negotiators should urgently seek to negotiate new consultation procedures before any travel advisory is issued by the governments of tourist-supplying countries.

Box 10. Information technology and tourism: CRS, GDS and the internet

The rapid expansion of information technology has had an immense impact on the tourism and travel industry. IT applications are now fundamental to tourism product marketing and distribution. Computer Reservation Systems (CRS) were the pioneers of computer applications in the 1960s. These are distribution platforms – in the form of a mainframe computer with a massive database attached – through which airlines sell tickets to travellers via traditional travel agents.

CRSs have evolved into Global Distribution Systems (GDS). GDS connect many supplier CRS systems with end users, and are the 'macro' version of CRS. Over time, GDS have expanded their operational reach to include airlines, hotels, cruises, car rental companies, tours and other tourism services. Market consolidation has left four main GDS: Sabre, Amadeus, Galileo and Worldspan. *The Financial Times* ('Travel vendors embrace the internet', 13 March, 2002) recently described GDS ownership as a 'cosy oligopoly that has long raised the suspicion of users and anti-trust bodies'. The competition effects of GDS consolidation on supplier destinations such as CARIFORUM have never been explored.

In the past, the four GDS systems were wholly owned by the airlines, but that is now changing. Sabre became the first GDS to become completely independent of airline control in 2000, when American Airlines' holding company, AMR, sold its shares to the public. Galileo is now owned by Cendant, a US lodging and car rental group. Three European airlines still have majority ownership of Amadeus: Air France, Iberia and Lufthansa. Worldspan is the only GDS still completely owned by US airlines: American Airlines, Delta and Northwest.

With the growth of online reservations via the internet, the owners of GDS feared that they would

become 'dis-intermediated' by cheaper internet solutions to tourism marketing and product distribution. To avoid this, some have bought into the online distribution sector. For example, Sabre, a US-owned GDS, now owns 70% of Travelocity. A further threat to the GDS's central role of commercial intermediary is direct online selling by independent airlines (e.g. Easyjet).

CARIFORUM tourism companies have long complained about the high costs of GDS subscription fees, but there is no real alternative if their products are to be widely distributed. This is a major commercial issue affecting the Mode 1 supply of CARIFORUM tourism services. Many of the larger CARIFORUM tourism companies and airlines use Sabre. Tourism SMEs are effectively shut out from these distribution channels because of the high fees. Industry experts predict that GDS will be superseded completely by internet reservation systems within ten years. Even so, the bargaining power of CARIFORUM suppliers with the newer online reservation systems is likely to be as weak as with GDS. This is because smaller tourism suppliers in CARIFORUM states will always face prohibitively high fees due to their inability to generate volume sales.

The CHA has established presences with GDS and online reservation systems to provide access to these distribution channels for their memberships. The CHA Charitable Trust's 'Go Caribbean' online reservation system is currently paying a monthly subscription fee to Expedia, owned by USA Interactive Inc., to link into their system. CHA has established a reservation system, CHARMS, to facilitate the access of small hotels to GDS systems at a reduced price. CHARMS uses Utell's GDS identifier to gain access to GDS, thereby allowing small hotels to benefit from Utell's volume discount for listing. Utell is a US reservations service that provides hotel inventory to the GDS systems for their member hotels.

Development assistance and technical co-operation requests

Although the public position of the European Commission (EC) is that the EPA negotiations with ACP states will not have a budget attached to them, it is highly likely that CARIFORUM will have the opportunity to present development assistance requests to the EU for European Development Fund (EDF) resources. The following are some initial proposals, pending further consultations between CTO and CHA on the development needs of the CARIFORUM tourism industry.

(a) A programme of assistance for internet marketing strategies for small hotels (of 75 rooms or less).

The internet is set to dominate tourism marketing, and it has many advantages as a marketing tool for those SMEs that cannot access the main international distribution channels (e.g. tour operators, GDS). As part of this programme, the EU, US and Canada could be requested to encourage partnerships between CARIFORUM tourism SMEs and technology suppliers. It could also promote best practices on new technology applications involving tourism SMEs.

(b) Technical and financial assistance to CARIFORUM states to introduce Tourism Satellite Accounts (TSA).

These aim to measure tourism-related activity by determining what percentage of each industry is accounted for by tourism. The establishment of TSAs⁵⁰ in CARIFORUM economies would ensure availability of comprehensive and reliable information on the impact of tourism on CARIFORUM economies. This is currently lacking. TSAs would also facilitate public policy planning for the growth and development of tourism in CARIFORUM states, and would clarify the extent of tourism linkages to ancillary economic sectors. The introduction of TSAs could complement the detailed statistics on the cross-border movement of tourists already being produced by the Caribbean Tourism Organisation (CTO).

(c) Provide technical support to CARIFORUM services providers wishing to establish commercial presence (Mode 3) in the EU, US and Canadian markets.

Although only a handful of CARIFORUM tourism services suppliers have established a commercial presence in these markets, this situation may change in the future. The provision of technical support by the EU, US and Canada to facilitate this may stimulate CARIFORUM service providers to increase their participation in this mode of supply.

(d) Encourage partnership programmes between CARIFORUM hospitality training institutes and their counterparts in the Europe, the US and Canada.

The objective of this proposal is to share hospitality training best practices, as well as encourage the development of student exchanges between hospitality institutes.

Other requests to address some specific trading problems

Listed below are three further trading issues that are constraining the future development of the CARIFORUM tourism sector. These are the lack of incoming airlift to supply CARIFORUM destinations; the insurance problems facing CARIFORUM hoteliers; and the dumping of US food exports on the CARIFORUM tourism sector. These issues could be raised in regional or hemispheric trade negotiations on services in order that solutions can be identified.

(a) Establish a programme with unallocated EDF resources to increase air services to small, tourism-dependent states within CARIFORUM.

This proposal may be particularly relevant for the EPA negotiations with the EU, and CARIFORUM negotiators could propose that unallocated EDF resources be set aside for this purpose. This would ensure that it is European, not CARIFORUM, public funds that support the air services of European carriers to CARIFORUM destinations. Such a programme could be designed in a similar manner to the US Essential Air Services System (see Box 11), with EDF resources providing payments to airlines

willing to provide services on 'thin routes' under special licences. The proposal could also be raised in the Canada–CARICOM negotiations.

(b) Request that the US exercises stronger oversight control over US food exports for the CARIFORUM tourism industry to ensure that old stocks are not being dumped on CARIFORUM tourism markets.

Two CARIFORUM destinations, Jamaica and the Dominican Republic, believe that old stocks of US food items are being dumped on the tourism markets of these two countries. Many hoteliers have found that food imports, particularly perishable items, have a very limited shelf life. CARIFORUM negotiators should therefore request in the FTAA negotiations that US authorities investigate this issue and ensure that there is sufficient oversight authority to prevent such practices by US food exporters.

(c) Introduce specific measures to expand insurance coverage for the CARIFORUM tourism sector and to reduce costs.

The costs of insurance policies for CARIFORUM hoteliers and tourism service suppliers has been increasing in recent years, not least for coverage against natural disasters such as hurricanes. Another recent trend is that international tour operators and cruise lines are now transferring liability and risk to

local operators for personal injury claims. This began after US cruise lines were sued in US courts for injuries sustained by passengers while engaging in onshore activities (e.g. riding on jet skis). Rather than taking on the costs of insurance themselves, the cruise lines are passing these on to local operators and, in some cases, refusing to deal with them unless they have specific types of insurance coverage.

Similarly, many of the contracts between CARIFORUM hoteliers and international tour operators contain a clause indemnifying the tour operator from any compensation claims for personal injuries sustained by tourists while on property. Tourists usually chose to pursue those claims in the courts of the country where they reside. This means that CARIFORUM hoteliers have to purchase insurance policies with worldwide – rather than local – jurisdiction. This massively inflates the premiums for these policies. So much so, that the cost of insurance with worldwide jurisdiction for one Barbados hotelier is \$250,000 per year whereas insurance with Barbados cover would cost \$25,000.⁵¹

CARIFORUM negotiators could raise these issues in external negotiations on services, and request that trading partners support the settling of such cases in local courts. CARIFORUM negotiators could argue that the necessity to buy insurance policies with global jurisdiction is a trade barrier.

Box 11. A proposal to increase incoming airlift into CARIFORUM states

At the Worldwide Air Transport Conference in Montreal, Canada (24–29, 2003), the World Tourism Organisation tabled a proposal to address 'aviation market failure, and with it tourism market failure', in the world's poorest countries, the least-developed countries (LDCs). The WTO–OMT called for 'any practical measures to increase air transport service levels and decrease price levels in developing state markets'. The proposal referred to existing national and regional programmes in the EU and US to strengthen 'distressed market failure regions,' such as the

US Essential Air Services System. These were based on the provision of substantial central funds for 'supplemental payment to airlines willing to operate under special licenses to such regions'. The proposal emphasised that the aim of this was 'to increase services, not to support airlines'. CARIFORUM should propose that a similar system be introduced in the EU negotiations, using unallocated EDF resources.

Source: *Liberalisation with a human face: The Aviation Dimension*, presented by the World Tourism Organisation (WTO-OMT) at the Worldwide Air Transport Conference, 24–29 March, 2003 (ATCONF/5-WP/32).

However, an informal legal opinion sought for this assignment has indicated that it would be difficult to challenge an individual's right to pursue a claim in their own jurisdiction. Also, the issue of cruise ships only dealing with operators who have certain kinds of insurance policies appears to be a commercial issue that once again reflects the weak bargaining power of CARIFORUM services suppliers in the tourism market. Despite this, negotiators should consider raising this issue in the negotiations with the EU, US and Canada.

(d) Request that EU, Canada and the US approve the portability of health insurance policies in order to cover spa, rehabilitation, and chronic care services provided to their nationals in CARIFORUM states.

A recent study⁵² commissioned by the CRNM identified as a major trade objective the need to increase the flow of health tourists to the region by extending insurance coverage and by improving standards. The study recommended that international portability of insurance, and recognition of professional and hospital standards should be considered priority areas for discussion and future work. It further proposed that Caribbean countries may wish to examine the possibility of pursuing under GATS Art. VI. 4 the question of standards and portability of insurance as barriers to trade.

Priority actions at the CARIFORUM level to promote the tourism sector in services trade negotiations

The liberalisation of tourism inputs in CARIFORUM states

The CARIFORUM is both a consumer and provider of goods and services. The tourism product consists of many inputs including both publicly traded services – such as transport, electricity and water supply – and privately traded services, such as hotel and accommodation, catering services and visitor attraction services. The ability of a tourism destination to compete⁵³ internationally will depend on whether the entire range of these goods and services are provided efficiently and at low cost. This means that both the public and private sectors have

a role to play in building competitiveness.

Compared with the global competition, CARIFORUM destinations – apart from the Dominican Republic – are now considered high-cost destinations. As the president of the Caribbean Development Bank recently stated, 'CARICOM destinations are pricing themselves out of the market'.⁵⁴ The industry would support further liberalisation in local infrastructure services, particularly electricity and telecommunications services, if this leads to these services being provided more efficiently and at lower cost. However, if privatisation leads to the replacement of a public monopoly with a private one, any benefit in terms of lower operating costs will be lost. In this regard, the economies of CARIFORUM may have a natural handicap given that small market size can result in limited competition – as CARIFORUM markets are not large or attractive enough to attract many service providers – and the continual presence of monopolies.

From a trade negotiating perspective, the CARIFORUM tourism sector would support further liberalisation in the following services, all of which are major inputs into the tourism product, if this leads to more efficient services at lower cost:

- (i) **Electricity services:** The tourism private sector places particular importance on lowering utility costs, especially for electricity. It therefore supports further energy market liberalisation if it can reduce operating costs and improve the efficiency of supply.
- (ii) **Telecommunications services:** The growing importance of internet bookings highlights the importance of low-cost telecommunications and internet services for the future development of the CARIFORUM tourism sector. Telecommunications liberalisation can reduce the costs to SMEs of providing services to foreign markets via online channels. The lack of a cost-competitive information and communication technology infrastructure to support the cross-border supply of services currently limits the Mode 1 supply of tourism services.
- (iii) **Environmental services:** CARIFORUM negotiators should consider the full liberalisation of

environmental services market. Gaining access to higher quality and lower cost environmental services would help the industry attain its sustainable development objectives. The June 2002 Caribbean Tourism Strategic Plan spoke to the need to 'minimise the adverse impacts on the socio-cultural and natural environment and other touristic assets'.

- (iv) **Insurance services:** There is a shortage of reinsurance capacity in the region, and the costs of property and liability insurance are extremely high for CARIFORUM hoteliers. A recent World Bank study⁵⁵ found that 'high insurance penetration and low quantities of risk transfer indicate that the prices of catastrophic insurance in the Caribbean region are high'. The same study also proposed a 'recommendation for public sector intervention' that 'restrictions on foreign insurance companies be eliminated'. CARIFORUM negotiators should consider whether further liberalisation will reduce the costs of insurance for the CARIFORUM tourism sector, and increase capacity.

Concerning goods, tariff reductions on the following tourism inputs have been identified as being of particular benefit in lowering hotel operating costs: furniture and linen, pasta, wines and spirits, bar and kitchen equipment (e.g. chillers and freezers) and specialty meats fish and shellfish.

Policy recommendations to support the growth of tourism

As a result of the consultations with public and private sector officials in CARIFORUM states and desk research conducted for this assignment, the following policy recommendations are proposed to promote the growth of tourism in CARIFORUM states.

(a) The development of a regional policy towards cruise tourism.

The costs and benefits of cruise tourism to CARIFORUM tourism economies is a highly divisive issue between, and among, the public and private sectors engaged in tourism. Many public sector

officials – particularly those within the Port Authorities of CARIFORUM states – point to the upgrading of port facilities, paid for by passenger head taxes, as a key benefit of cruise tourism. However, one senior CARIFORUM tourism public sector official has emphasised that external trade negotiations should provide the stimulus for a regional policy on cruise ships. The aim of this policy should be to increase the collective bargaining power of destinations in the negotiations with cruise ships and to maximise on-shore expenditures by cruise ship passengers. It should also establish environmental standards for cruise operations, and mechanisms to increase the economic benefits of cruise activities to national economies. It is important to note that the proposal for a common regional passenger head tax,⁵⁶ as advocated by the Caribbean Association of Industry and Commerce (CAIC) and others, may not be feasible given that the costs of operating port facilities differs greatly from island to island. CARIFORUM trade negotiators could seek to raise this issue at COTED.

(b) The development of a regional definition for tourism, to be included within the CSME.

If CARIFORUM states are to be 'demandeurs' on tourism services in services trade negotiations, which they should be as the world's most tourism-dependent region, it is essential that they adopt a regional definition of tourism. This would assist tourism planning at the national and regional levels, but would also inform the positions on regional negotiators in all services trade negotiations. As previously noted in this report, the development of a regional tourism definition is an essential first step to achieving a wider definition of tourism under the GATS and in all other regional and hemispheric services negotiations. It is recommended that a regional tourism is developed rapidly, using the list of 'Tourism Characteristic Products' set out in the Annex to the GATS negotiating proposal entitled 'Draft Annex on Tourism' (S/CSS/W/107 of September 2001) submitted by the Dominican Republic and its co-sponsors. Those services – such as 'ski field operation services' – that are not relevant for CARIFORUM tourism should be omitted, and replaced by emphasis on cultural

events and heritage and other unique selling points for CARIFORUM tourism.

(c) The need to upgrade the statistical capacity of CARIFORUM member states to measure the impact of tourism on national economies.

An essential prerequisite for successful public policy planning on tourism, and participation in external trade negotiations on services, is the availability of accurate data on the impact of tourism on national economies. The statistics produced by the CTO are thorough and extensive, and focus on the movement of tourists and cruise passengers, occupancies and expenditures. The national statistical accounting systems do not accurately measure the impact of tourism on national economies: in many cases, tourism is not even disaggregated from general services statistics. The introduction of Tourism Satellite Accounts (TSA) would improve the understanding of tourism and its value to national economies. Without the upgrading of the regional statistical capacity for tourism, the industry will have to continue to rely on external research organisations, such as the WTTC, to provide this data. The introduction of the TSAs will also facilitate the agreement of a regional definition for tourism for the first time.

(d) The need to facilitate the movement of tourists within CARIFORUM, and of tourism professionals.

CARICOM nationals do not require a visa for travel for tourism purposes within the regional grouping. Even so, the development of the intra-regional tourism sub-sector would be facilitated if

regional governments agreed to phase out travel levies and taxes on CARICOM nationals vacationing in other CARICOM states (see Box 12). Most CARICOM states currently have differential levels of departure taxes for CARICOM nationals and nationals from other tourist-generating countries. CARIFORUM/CARICOM governments should also consider the introduction of a single visa for international travellers. This would greatly facilitate multi-destination tourism or 'island-hopping' tourism within the region. In this regard, it should be noted that the regional private sector would support the introduction of streamlined visa and work permit procedures to facilitate the temporary entry of highly qualified tourism personnel into CARIFORUM markets.

(e) Tourism is not viewed as an export industry, and is not treated as such in national taxation policy.

There is still a reluctance to view tourism as an export industry in public policy planning in CARIFORUM states. The industry has emphasised that this is much more than just an esoteric discussion. They point to the fact that the tax burden of the tourism sector is far greater than any other economic sector. For policymakers, taxing travel and tourism is attractive because the bulk of the tax burden is perceived to fall on the shoulders of non-constituents, i.e. foreign tourists. However, the increase of the tax burden on tourism destinations can have a direct impact on competitiveness. UNCTAD (1998) noted that, 'Fiscal policy in many developing countries places a heavy tax burden on tourism service suppliers (particularly small and

Box 12. The 2002 ASEAN Regional Tourism Agreement: A model for CARIFORUM?

In November 2002, ASEAN (Association of South East Asian Nations) governments signed a Regional Tourism Agreement⁵⁷ which extended visa-exemption arrangements, harmonised visa procedures for international travellers, and put in place a timetable

for the phasing out of travel levies and taxes on ASEAN nationals visiting other ASEAN member states. This comprehensive regional tourism agreement contains a range of policy measures to promote the growth of tourism in ASEAN states. Within the agreement, the ASEAN states – leading competitors of CARIFORUM destinations – emphasised the strategic importance of tourism as a means for accelerating the regional integration process.

medium-sized enterprises). While most governments provide for tax and duty drawback paid by exports of goods, this is usually not applied to exports of tourism services'.⁵⁸

The issue of tourism taxation at the national level is outside the scope of this report unless foreign and domestic services suppliers are not similarly taxed (i.e. foreign suppliers do not receive 'national treatment'). But national taxation is essential in any discussions regarding the competitiveness of the CARIFORUM tourism sector. A recent World Bank study highlighted the price elasticity of tourism in the Caribbean, and emphasised that 'anything that makes an island more expensive relative to competition will lead to a substantial fall in total revenues'.⁵⁹ This report recommends that CARIFORUM governments consider making a commitment not to increase tourism taxation beyond current levels. This would greatly increase investor confidence in CARIFORUM tourism.

(f) How the design of the CSME limits the scope of negotiating requests on tourism services.

Finally, the design of the CSME may constrain the scope of CARIFORUM negotiating requests in two areas: proposals for disciplines to prevent anti-competitive disciplines in the tourism sector, and Mode 4 requests on the temporary exports of tourism services supplying nationals. Firstly, as noted previously in this study, CARIFORUM states will only be able to implement, in the regional market, any new multilateral disciplines regarding anti-competitive practices once a regional competition policy has been introduced. Secondly, the potential to increase the temporary export of hospitality labour to developed country markets may be limited due to the CSME provisions on the movement of natural persons. A recent study on the temporary movement of natural persons⁶⁰ concluded that Commonwealth countries would derive substantial economic benefits if developed countries liberalised the unskilled rather than the skilled end of their labour markets. The Protocol II provisions of the CSME have a bias towards qualified labour, and they aim to facilitate only the movement of qualified professionals with UWI qualifications. As a result, developed countries may seek to reject any

CARIFORUM Mode 4 request to facilitate the temporary export of lesser skilled hospitality labour on the basis that CARIFORUM states do not permit this type of movement within their own regional integration process.

Actions to promote the tourism industry in services trade negotiations

Beyond pursuing the negotiating requests outlined previously, the following actions would serve to promote the interests of the tourism industry in services trade negotiations:

(a) Promote the tourism sector as a recipient of donor funded development assistance.

There has been a marked reluctance on the part of the donor community to embrace tourism as a means of addressing poverty alleviation and promoting sustainable economic development. This is partly due to concerns about the legitimacy of the sector as a recipient of public resources, particularly as the level of foreign ownership in the sector is so high. Given tourism's status as the leading source of income and employment in most CARIFORUM states, CARIFORUM negotiators should seek to negotiate specific provisions in all services trade negotiations that recognise the industry as a recipient of development assistance. The aim should be to negotiate specific funding facilities within EDF envelopes, and USAID and CIDA funding mechanisms. The CARIFORUM tourism sector urgently needs support to be targeted at the following areas: hospitality training and the upgrading of industry human resources; finance for the upgrading of hotels and tourism infrastructure; the enhancement of regional marketing programmes; and the encouragement of tourism's integration with the rest of CARIFORUM economies. In the case of the EPA negotiations with the EU, it is likely that substantial compensatory funds will be negotiated to support a transition away from traditional agriculture (e.g. sugar) to newer services industries. It is essential that regional negotiators position the tourism sector as a recipient of any EDF programmes aimed at restructuring and economic transition.

(b) Encourage a greater level of participation of both public and private sector in external trade negotiations on services.

In order to pursue the strategy outlined in this report, the increased involvement of both public and private sector tourism officials in external trade negotiations is required. A small trade negotiating committee could be established to include representatives from both CTO and CHA under the leadership of a senior CARIFORUM tourism minister to ensure that the interests of the regional tourism sector are adequately defended in all current external trade negotiations. That minister could be called upon to represent industry interests in formal negotiating fora as and when required.

(c) The inclusion of CARIFORUM tourism ministers in COTED discussions relating to services trade negotiations.

From an institutional perspective, it may also be necessary to facilitate the participation of tourism ministers in COTED meetings where discussions on services trade negotiations are scheduled. As tourism is now becoming an important issue on the region's trade negotiating agenda, it could be beneficial if tourism ministers and officials were party to COTED discussions on negotiations affecting the trade in services. Given the unique complexity of tourism as an economic sector, the successful participation in external trade negotiations on services will require inputs from both the trade and tourism ministries of CARIFORUM states. Finally, a further recommendation is that the ten-year Caribbean Tourism Strategic Plan for the tourism sector should be amended to include participation in international trade negotiations as an integral element of the achieving the sustainable growth of tourism in CARIFORUM states.

Areas where further research is required

Further consultation with the regional tourism sector is required to identify the areas where further research may be required. The following could be used as a basis for this consultation:

- (i) Research into the costs and benefits of including air transport services in the services negotiations with the EU and Canada.
- (ii) Research into whether trade negotiations on insurance services can be used to increase insurance capacity and reduce costs for the tourism industry.
- (iii) A study on the competition policy issues affecting CARIFORUM tourism services suppliers within the regional market and in cross-border tourism services transactions.
- (iv) The impact of external services negotiations on sustainable tourism development in the CARIFORUM region.
- (v) Research into the hospitality labour markets of CARIFORUM states and OECD states for the purposes of negotiating Hospitality Service Providers Programmes.
- (vi) An assessment of the impact of market consolidation of the EU, US and Canadian hospitality and airline sectors and its impact on the CARIFORUM tourism sector, including the competitive effects of this consolidation.
- (vii) A study on internet marketing strategies to increase direct cross-border trade of CARIFORUM tourism services suppliers, particularly SMEs.
- (viii) Research to tailor the GATS Model Request on Tourism and Travel Related Services to suit the specificity of the CARIFORUM tourism sectors.

Annex I

Model Request on Tourism and Travel Related Services

Proposal by [Bolivia, Cuba], Dominican Republic, [Ecuador, El Salvador, Guatemala, Honduras, MERCOSUR, Nicaragua, Panama, Peru, Venezuela] ...

The following request develops the proposals, concepts and ideas presented in the following documents:

- (1) S/CSS/W/107, 'Draft Annex on Tourism' – Communication from Bolivia, Dominican Republic, Ecuador, El Salvador, Honduras, Nicaragua, Panama, Peru and Venezuela, dated 26 September 2001;
- (2) S/CSS/W/122, 'Tourism and Travel Related Services' – Communication from Colombia, dated 27 November 2001;
- (3) S/CSS/W/125, 'Tourism Services' – Communication from MERCOSUR,⁶¹ dated 29 November 2001;
- (4) S/CSS/W/128, 'Tourism Services' – Communication from Costa Rica, dated 30 November 2001; and
- (5) S/C/W/149, 'Conclusions and Recommendations of the Expert Meeting on Tourism' – Communication from the Paradisus Group,⁶² dated 23 May 2000.

The co-sponsors present a request for specific liberalization commitments and for the withdrawal of horizontal measures and MFN exemptions applicable to tourism and travel related services. Adoption by Members of this model request should serve to 'ensure the effective implementation of Articles IV and XIX:2' as provided for in paragraph 15 of the Guidelines and Procedures for the negotiations on Trade in Services, in order to increase the participation of developing countries in services trade.

Model Request on Tourism and Travel Related Services (continued)

As a mechanism for the effective implementation of Articles IV and XIX: 2 of the GATS.

Modes of supply: 1) Cross-border supply 2) Consumption abroad 3) Commercial presence 4) Presence of natural persons

Sector or Sub sector	Limitations on Market Access	Limitations on National Treatment	Additional Commitments
II. SECTOR-SPECIFIC COMMITMENTS.			
9. TOURISM AND TRAVEL RELATED SERVICES.			
A. Hotels and restaurants (CPC 641 -643)	(1), (2), (3), (4) None	(1), (2), (3), (4) None	Desiring to implement Articles IV and XIX:2 in order to facilitate the increasing participation of developing countries in trade, [Member] agrees to adopt these principles: Strengthening the competitiveness of developing countries; Liberalization of market access for developing country suppliers; and Cooperation for the sustainable development of tourism.
B. Travel agencies and tour operator services (CPC 7471)	(1), (2), (3), (4) None	(1), (2), (3), (4) None	
C. Tourist guides services (CPC 7472)	(1), (2), (3), (4) None	(1), (2), (3), (4) None	
D. Other	(1), (2), (3), (4) None	(1), (2), (3), (4) None	
Fishing license services (CPC 91131)			
Hunting license services (CPC 91131)			
Spa services (CPC 97029)			

¹A. Strengthening the competitiveness of developing countries

1. Prevention of anticompetitive practices

Adequate measures shall be adopted to prevent these practices in the tourism industries, to address, *inter alia*, the following:

- (i) Discriminatory use of information networks, predatory pricing or the allocation of scarce resources;
- (ii) Abuse of dominance through exclusivity clauses, refusal to deal, tied sales, quantity restrictions or vertical integration; and
- (iii) Unfair use of information, including through travel warnings.

2. Access to technology

Members shall encourage the transfer of technology on commercial basis to firms in tourist destinations through joint ventures and other forms of partnership with foreign firms.

3. Small and Medium Enterprises

Members shall support positive measures to strengthen Small and Medium Enterprises and to further their participation in tourism originating markets.

B. Liberalization of market access to developing country suppliers

1. Horizontal commitments

Under horizontal commitments, Members:

- (i) Withdraw measures affecting commercial presence in the tourism industries or make explicit reference that they *do not apply* to the tourism industries; and
- (ii) Ensure that conditions for purchase, lease or use of real estate are not applied in such a manner as to nullify or impair the benefits accruing to any Member under the terms of specific commitments in tourism and travel related services.

2. Exceptions to Articles II.1

Members shall ensure that measures inconsistent with paragraph 1 of Article II of the GATS pertaining to the supply of tourism and travel related services and/or are of horizontal application *do not apply to tourism and travel related services*.

3. Specific Commitments

Members, in their specific commitments in tourism and travel related services:

- (i) Shall not require compliance with economic needs tests;
- (ii) Shall provide access on a commercial basis to computer reservation systems/global distribution systems according to transparent, reasonable and objective criteria;
- (iii) Shall endeavor to ensure that their migration authorities facilitate the movement of tourists;
- (iv) Shall not place limitations on the participation of foreign capital nor requirements to establish specific types of legal entities; and
- (v) Shall facilitate the temporary entry of natural persons supplying services in this sector with respect to visa and temporary residency provisions. The competent authorities shall take account of professional qualifications related to tourism services acquired in the territory of another Member, on the basis of equivalency of education and using qualification recognition methods.

C. Co-operation for the Sustainable Development of Tourism

1. Financing

Members endorse and encourage the participation of developed and developing countries and their suppliers of network-related, business and environmental services in international, regional, sub-regional, bilateral and private financing programs in support of the sustainable development of tourism.

2. Trading conditions

Members shall ensure equitable and pro-competitive trading conditions for the sustainable development of tourism through the implementation of these commitments.

3. Standards

Members encourage compliance with environmental and quality standards applicable to the tourism industries, as established by relevant international organizations.

Annex II

The objectives of the 2002 Caribbean Tourism Strategic Plan (2002–2012)

- i. Increase annual tourist expenditures by at least 5% per annum over the next 10 years.
- ii. Increase stay-over arrivals by at least 1% above the world average growth as estimated by the World Tourism Organisation (WTO-OMT).
- iii. Achieve the optimal rate of development of cruise tourism and increase the conversion of cruise tourists to stay-over tourists.
- iv. Enhance the linkages between tourism and other sectors of the economy, in particular through increasing the purchases of supplies, services, food and beverage, etc by the cruise sector.
- v. Increase the level and range of employment opportunities for Caribbean nationals in the industry and provide the requisite levels of tourism education and training.
- vi. Improve the range and level of professional skills and so enhance the quality of service throughout all areas of the industry.

- vii. Minimise the adverse impacts on the socio-cultural and natural environment and other tourism assets, while maximising the benefits to the wider community.
- viii. Achieve the highest levels of technological expertise needed to compete in an information-driven industry in the information age.
- ix. Improve return on investment both for private and public sectors.
- x. Enhance the supporting infrastructure.

The Plan sets out a vision for Caribbean tourism to the year 2012: *'The further development of a Caribbean tourism industry that is fully understood and embraced by the peoples of the region and which, through co-operative action among Governments and with the private sector, makes a significant and sustainable contribution to development in both mature and emerging destinations'*.

The Plan was approved by the board of the Caribbean Tourism Organisation (CTO) in 2002. It has also been endorsed by the private sector Caribbean Hotel Association (CHA). CTO and CHA are currently in discussions to resolve outstanding questions regarding the Plan's marketing and funding elements.

Endnotes

1. Source: World Tourism Organisation, http://www.world-tourism.org/market_research
2. Source: *Caribbean Tourism Strategic Plan*, Revised Draft Report, June 10, 2002.
3. CTO Latest Statistics 2002. April 11, 2003.
4. CTO statistics for 2001.
5. Source: Belize Tourist Board. This figure compared to a 1.8% increase in tourist arrivals.
6. In late March 2003, the Government of Antigua and Barbuda requested WTO consultations with the US on proposed measures, contained in the 'Leach Bill', affecting the cross-border supply of gambling and betting services. The Bill would criminalise the use of financial instruments, such as credit and debit cards, for debts incurred in internet gambling. It would enable state and federal attorneys to request that injunctions be issued to any party, such as a financial institution or internet service provider, to prevent this type of crime. Officials in Antigua and Barbuda maintain that the Leach Bill, if adopted, could result in the closure of 40 internet casinos and some 800 job losses, as well as a loss of \$2.2million in annual licensing fees. The dispute could escalate into the first ever WTO challenge under the GATS agreement. (*US threatened with WTO Dispute case over online gambling restrictions*, International Trade Daily, March 24, 2003L; *United States: Measures affecting the cross-border supply of gambling and betting services (Brought by Antigua and Barbuda)*: 27 March 2003, World Trade Organisation (WTO), WT/DS285/1 S/L/110).
7. Report on the ACS Consultative Committee on Multi-destination tourism in the Greater Caribbean, Port of Spain, Trinidad and Tobago, 27 February, 2003.
8. The hoteliers of one resort in the Dominican Republic, *Bayahibe*, have devised a collective negotiating strategy in response to pressure from tour operators to lower prices. They have agreed not to lower prices below specific rates. This collective approach to pricing is probably unique within CARIFORUM.
9. For a discussion of tour-operator-led tourism development, see *Competitividad del Turismo en Republica Dominicana*, Vial, Brown and Seward, August 2002.
10. *The changing structure of international trade in tourism services, the tour operator perspective*. Alain Flook, Secretary General of the International Federation of Tour Operators (IFTO). Presentation delivered to the WTO Symposium on Tourism Services, Geneva 22–23 February, 2001.
11. *Ibid.*
12. According to UNCTAD (1998) 'Leakages are a major obstacle to the positive contribution of tourism to development. Leakage is a process whereby part of the foreign exchange earnings generated by tourism, rather than being retained by tourist-receiving countries, is either retained by tourist-generating countries or remitted back to them. Leakages can take the form of profit, income, and royalty remittances; payments for the import of equipment, materials, and capital and consumer goods to cater for the needs of international tourists; the payment of foreign loans; various mechanisms for tax evasion; and overseas promotional expenditures'.
13. *Using Cluster-based Economic Strategy to minimise tourism leakages*, Golub, Hoiser and Woo, 2002. Paragraph 25. Paper prepared for World Tourism Organisation (WTO-OMT) Working Group on Liberalisation.
14. This has led to calls for the development of a regionally owned tour operator or wholesaler. However, serious doubts have been expressed about the viability of this proposal.
15. According to ICAO, 'There were more than a dozen major CRS vendors in 1993, now there are only four mega-CRSs' (Source: ICAO presentation at WTO Symposium on Tourism Services, 22–23 February, 2001.)
16. The Tourism Satellite Account (TSA) attempts to measure tourism-related activity by determining what percentage of each industry is accounted for by tourism. Under the TSA, 'tourism characteristic products' are defined as those for which the level of consumption would be significantly reduced in the absence of tourists. Four intergovernmental organisations developed the standards contained in the Tourism Satellite Account or TSA: the United Nations; the World Tourism Organization; the Organisation for Economic Cooperation and Development (OECD) and the European Commission. The United Nations Statistical Commission approved the TSA on 1 March, 2000.
17. Article XIX of the GATS is titled 'Negotiation of Specific Commitments'. Paragraph 2 states that 'The process of liberalisation shall take place with due respect for national policy objectives and the level of development of individual Members, both overall and in individual sectors. There shall be appropriate flexibility for individual developing country Members for opening fewer sectors, liberalising fewer types of transactions, progressively extending market access in line with their development situation ...'
18. The 'positive list' approach to services liberalisation under the GATS is viewed by most developing countries as offering more flexibility in making commitments. Countries are free to make commitments in any services areas of interest to them, rather than having to make commitments in all services areas except those specifically excluded, as in the 'negative list' approach.
19. S/CSS/W/107 of September 26, 2001. Point 2.35.
20. There are already provisions on anti-competitive practices in two WTO Agreements: the 'Reference Paper on Telecommunications' and the TRIPS Agreement.
21. The 141 members of the World Tourism Organisation includes only three CARIFORUM states: Dominican Republic, Haiti and Jamaica. (Source: www.world-tourism.org/frameset/frame_members.html)
22. Source: IATA's (Richard Smithies) presentation on *Airline views on the proposed Tourism Annex to the GATS*, WTO Symposium on Tourism Services, 22–23 February, 2001.
23. *Passport to Progress: Competition Challenges for World Tourism and Global Anti-competitive Practices in Box 2 the Tourism Industry*, Francois Souty, 2002.
24. The text of the Convention establishing the Sustainable Tourism Zone of the Caribbean (STZC) can be located at www.acs-aec.org
25. *Latest Statistics 2002*, Caribbean Tourism Organisation, April 11, 2003.
26. See Ocean Conservancy report, *Cruise Control*, page 8. This issue is complicated by the fact that five CARIFORUM states currently offer flags of convenience: Antigua and Barbuda, Bahamas, Barbados, Belize and St Vincent and the Grenadines.
27. The consultant for this assignment did not have sight of all the confidential GATS negotiating requests presented to CARIFORUM WTO members. Hence, only the EC and US requests are discussed.
28. Source: *Programmes for Removal of Restrictions-Protocol II*, CARICOM Secretariat, 2002. It should be noted that this document does not contain all the restrictions currently applied within CARICOM. For example, Belize currently restricts tourist guide services for Belizean nationals, yet this is not included here.
29. The EU has left Mode 1 'unbound' for Hotels and Restaurants

because, according to the EU, 'a commitment on this mode of supply is not feasible'.

30. France places restrictions on European tour guides who are trained in other member states. The European Commission recently publicly stated that it believes the French restrictions contravene the rules for the freedom of movement in Europe
31. Further consideration is needed to assess whether this issue should be raised within the WTO discussions relating to 'credit' for autonomous services liberalisation.
32. The GATS Annex on Air Transport Services covers only aircraft repair and maintenance, computer reservations systems, and selling and marketing by airlines. The current GATS negotiations on Air Transport Services are taking place on these three issues. Some WTO members, such as the EU, have also been seeking to negotiate on two additional areas: ground-handling services and airport-management services.
33. NAFTA *Professional Job Series List*. USA Immigration Services website (www.uais.org)
34. A reciprocal recognition agreement already exists for all National Vocational Qualifications within the Commonwealth.
35. In May 2003, the European Commission extended its eco-labelling scheme to services, with tourist accommodation the first service sector for which ecological criteria has been developed.
36. EU Council Directive 90/314/EEC on Package Travel, Package Holidays and Package Tours.
37. *The Caribbean Tourism Health, Safety and Resource Conservation Project* established the QTC programme. It was a joint venture between the Caribbean Alliance for Sustainable Tourism (CAST), the Caribbean Epidemiological Centre (CAREC), and was funded by the Multilateral Investment Fund of the Inter American Development Bank (IDB/MIF), the Caribbean Development Bank (CDB), CAREC and CAST/CHA. The final report was presented in January 2003.
38. On April 8, 2003 Antigua and Barbuda signed a Tax Information Exchange Agreement with the US and became the latest CBERA country to be considered as part of the 'North American area' for the purposes of determining whether US taxpayers may deduct expenses incurred in attending conventions, business meetings and seminars. (<http://www.ustreas.gov/press/releases/js165.htm>).
39. *Understanding of Consumption abroad under GATS with respect to tourism*, Revised draft note prepared by the WTO/OMT Secretariat, Working Group on Liberalisation, January 2003.
40. *Concept Paper, Proposal for Revenue Sharing of Per Capita Ticket Tax on USA originating visitors to the Caribbean*, L. Miller, presented to the CARICOM Joint Meeting of Ministers of Finance and Tourism, 12 February, 2003, Port of Spain, Trinidad and Tobago. The CTO has proposed that revenue from US taxes should be re-directed to the region to fund the Caribbean Tourism Strategic Plan. The rationale for this proposal was that the total revenue to the US could actually increase if the reductions resulted in an increase in the number of persons travelling to the 31 CTO member states. No agreement has been reached between CHA and CTO on this issue.
41. *Travelling in Europe 2003*, European Commission.
42. US customs service website (<http://www.customs.ustreas.gov/>). Section on Duty Free Exemptions in *Know before you go! – online brochure*.
43. The 'Hotel and Catering Sector Panel' of the UK's Home Office concluded in their February 2002 meeting that there was a shortage of kitchen porters, waitresses and waiters, cleaners and chefs of all skill levels in the UK's hospitality sector.
44. According to the EU's list of MFN exemptions under the GATS, a similar programme exists for the EU hotel and catering sectors for seasonal workers from Russia, Ukraine, Belarus, Georgia and Mediterranean countries.
45. It has been suggested that the major hotel groups in the region should view training as a business offshoot. For example, if the agency placing the workers within such a programme was a subsidiary of a CARIFORUM hotel chain (e.g. Sandals), they could benefit as for each trainee accepted the placement agency would receive a commission.
46. *Where do illegal migrants work?* OECD Observer, 24 February, 2000.
47. Interview with Dr Guillermo Graglia, PUCMM, Santo Domingo, 2 May, 2003.
48. 'Travel warnings are bad for business', by Stephen Kalonzo Musyoka, Foreign and International Affairs Minister of Kenya, *The Spectator*, 7 June 2003.
49. In December 2002, the British government warned that Trinidad and Tobago was at increased risk of terrorist attack, prompting one cruise company to cancel visits.
50. In April 2003, the CHA signed a three-year co-operation agreement with the WTTC. As part of this agreement, the WTTC will produce a regional Tourism Satellite Account (TSA) for the Caribbean. EU member states are now implementing Tourism Satellite Accounts, with the Commission offering financial support to introduce TSAs (see Commission Communication to the Council, the European Parliament, the Economic and Social Committee and the Committee of the Regions, *Working Together for the Future of European Tourism*, and Brussels 13.11.2001 COM (2001) 665 Final.)
51. Telephone interview with William Tomlin, General Manager of CGM Insurance Brokers Ltd, 7 May, 2003.
52. *Health Tourism and Related Services: Caribbean development and international trade*, Gonzales, Brenzel and Sancho, 2001.
53. Two CARIFORUM states, Antigua and Barbuda and Grenada, currently rank among the bottom five tourism destinations in the Price Competitiveness Index of the World Tourism and Travel Council's (WTTC). This Index uses data and indices that include hotel price index, power parity index, adjusted consumer price index and taxes on goods and services.
54. *Some thoughts on tourism*, address by Dr Compton Bourne, president of the Caribbean Development Bank (CDB), 21 October, 2002.
55. 'Catastrophe Insurance Market in the Caribbean Region: Market Failures and Recommendations for Public Sector Interventions', P. Auffret, *World Bank Policy Research Working Paper* 2963, January 2003.
56. Earlier this year, Bermuda insisted that cruise operators hire more Caribbean nationals, contribute \$1.5million to an education fund, introduce \$50 vouchers to be distributed to every cruise passenger to be spent onshore on local businesses, and raise the passenger head tax to \$60.
57. Source: ASEAN Tourism Agreement signed at Phnom Penh, Kingdom of Cambodia, 4 November, 2002.
58. *Report of the expert meeting on strengthening the capacity for expanding the tourism sector in developing countries*, UNCTAD, 7 July, 1998 (TD/B/COM.1/17)
59. *Demand for Tourism*, W.F. Maloney and Gabriel V. Montes Rojas, The World Bank, 21 August, 2001 (Draft).
60. *Negotiating the liberalisation of the Movement of Natural Persons*, Commonwealth Secretariat, 2002. Winters et al.
61. Argentina, Brazil, Paraguay and Uruguay.
62. Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama.

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