

ICAO CIRCULAR



MARCH 1950

CIRCULAR 14—AT/3

FACILITATION OF INTERNATIONAL AIR TRANSPORT

Report on Implementation of Annex 9 to
the Convention as well as on Other
Aspects of the FAL Programme

*Prepared by the Facilitation Section
of the Air Transport Bureau and
published by authority of
the Secretary General*

**INTERNATIONAL
CIVIL AVIATION
ORGANIZATION
MONTREAL • CANADA**

This Publication is issued in English, French and Spanish

Published in Montreal, Canada, by the
International Civil Aviation Organization.

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should be addressed to the Secretary General
of ICAO, International Aviation Building,
1080 University Street, Montreal, Canada.

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Price: 10 cents (Canadian currency) (Montreal)

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FOREWORD

It is almost one year since the ICAO Council approved the Annex to the Convention on Facilitation of International Air Transport (Annex 9), and the time has arrived when Contracting States undertake to apply its provisions. It is believed that interested persons will wish to know the extent to which the FAL Annex, as well as other aspects of the FAL Programme, is being implemented. This Circular, based upon advice received up to 1 March 1950, attempts to present this information in concise form, and in such a way that it can, where desired, be used as a supplement to the FAL Annex for purposes of aiding in the determination of existing requirements for the clearance of aircraft and the loads which they carry.

The chart contained herein, which attempts to illustrate generally the present degree of implementation of Annex 9, should be examined with certain qualifications in mind. The information received did not always indicate with complete clarity the precise nature of the differences between Annex 9 and a given corresponding national practice, and the chart may contain a few errors due to ambiguity or misunderstanding in this respect. In some cases, where it was known that official replies were unavoidably delayed, it has been necessary to rely upon unofficial information, and in this connection grateful acknowledgments are made to representatives of ICAO Regional Offices and IATA; in other cases, it has been necessary to rely upon the silence means acceptance philosophy of Article 38 of the Convention. Although most of them do so, there is no obligation under Article 38 of the Convention for States to notify differences with respect to Recommended Practices in an annex, as is the case with respect to Standards; therefore, information may be lacking in instances other than those cited with respect to differences from Recommended Practices. In some cases, an indication has been given that the differences may be likely to disappear in the relatively near future and in other cases it has been indicated that the differences are likely to be permanent; it has not always seemed practicable to predict the permanence or otherwise of the differences. As differences are further clarified or disappear through amendment of national laws or regulations, it will be possible to portray more accurately the actual degree of implementation of Annex 9, and it is intended to publish other Circulars in the future which will do so.

The chart herein uses the abbreviations (ST) and (RP) to indicate which provisions of Annex 9 are Standards and Recommended Practices, respectively. It might be mentioned in this connection that during the development of Annex 9, efforts were generally directed toward establishing as Standards those provisions which appeared to affect air transport exclusively, and establishing as Recommended Practices those provisions which appeared to affect other forms of international transport as well. However, exceptions to this general philosophy occur, usually because a particular provision was found to affect air transport - due to its greater speed - much more seriously than other forms of transport. By way of illustration, two hours of clearance formalities at each end of a ten-hour flight involve 28.5 per cent of the total time required to make the journey; at each end of a hundred-hour voyage involve 3.8 per cent of the total time required.

FACILITATION OF INTERNATIONAL AIR TRANSPORT

Report on Implementation of Annex 9 to the Convention as well as on other Aspects of the FAL Programme

1.- GENERAL

The Facilitation Programme is now set forth at length in the printed Standards and Recommended Practices on Facilitation of International Air Transport (Annex 9 to the Convention on International Civil Aviation), and in the Seventh Report to Council by the Chairman of the Air Transport Committee (Doc 6674-C/763). Although no summary can obviate reference to that basic information, a brief sketch may serve to bring into focus the essentials. The Programme, which was begun in late 1945 (see Historical Introduction and Preamble of Annex 9), is aimed at the "Facilitation of International Air Transport" in the sense of permitting free and unimpeded passage of aircraft and the traffic that they carry. It extends to the related, but nevertheless distinct, fields of:

- 1) Entry and departure of aircraft;
- 2) Entry and departure of individuals by air (immigration procedures);
- 3) Entry and departure of cargo by air (Customs procedures);
- 4) Air traffic passing through the territory of a Contracting State;
- 5) Customs-free airports and customs-free trade zones;
- 6) Air sanitation and quarantine (public health and agriculture procedures);
- 7) Currency exchange facilities;
- 8) Indirect impediments which increase costs, e.g., certain duplicatory insurance and taxation requirements.

The principal means by which these objectives are sought to be accomplished are improved and uniform procedures on the part of those government agencies whose activities tend to delay or restrict the rapid free movement of international air traffic. Such procedures should be adjusted so as to impose the least amount of restraint on air transport, while at the same time assuring adequate protection of national interests.

It should be noted that the problem of facilitation of international air transport is not uniform throughout the world. It is difficult in a particular country in direct proportion to the rigidity of customs, immigration, public health, agriculture, and other regulations in that country. Government requirements in certain countries are so much more restrictive than in others that a recommendation which seems radically liberal to one country may appear in another country to have certain aspects of the reactionary.

However, it is believed that the FAL Programme as a whole is considerably more liberal than any overall set of government requirements now in force, and that the programme, since its inception a few years ago, has been responsible either directly or indirectly for a new impetus toward bringing the speed of administrative clearance formalities abreast of aviation's technical progress. The wholehearted cooperation and support of IATA (scheduled operators), FITAP (non-scheduled operators) and FAI (private fliers), as well as of other international organizations*, have been received by the FAL Programme from the outset. ICAO remains the only official inter-governmental organization which has attempted to date to go beyond general resolutions or recommendations and lay down specific formulae whereby at least one form of international travel and transport might be facilitated in a manner consistent with the minimum security requirements of Contracting States.

* During 1949, the UN Economic Commission for Asia and the Far East, the International Union of Official Travel Organizations, the International Air Transport Association, the Inter-American Bar Association, and the International Chamber of Commerce passed Resolutions urging rapid governmental implementation of the FAL Annex. The United Nations (Economic and Social Council) has drawn the attention of its member Governments to the FAL Annex in connection with activities aimed at reducing existing barriers to the international transport of goods.

The FAL Standards and Recommended Practices (Annex 9) inevitably take two forms: first, a negative form, e.g., that States shall not impose more than certain maximum requirements in the way of paper work, restrictions of freedom of movement, etc., and second, a positive form, e.g., that States shall provide certain minimum facilities for passenger convenience, for traffic which is merely passing through, etc. Whenever a question arises under a negative provision, it is assumed that States will, wherever possible, relax their requirements below the maximum provided in the Standards and Recommended Practices. Wherever there is a positive provision, it is assumed that States will, wherever possible, furnish more than the minimum provided in the Standards and Recommended Practices.

The provisions of the FAL Standards and Recommended Practices apply to all categories of aircraft operators except in the few cases where provisions specifically refer to airlines without mentioning other types of operators. However, the possible development of provisions relating exclusively to private flying and non-scheduled air transport (Doc 6674-C/763), as in the case of provisions relating to multiple insurance and taxation requirements, must await the conclusion of action in another form now under consideration in the Air Transport Committee and Council*. It would appear that all three of these problems, although related to the general FAL Programme and first introduced at meetings of the FAL Division, will continue to receive treatment separately from the actual provisions of the FAL Annex, and this in effect has already been decided in the case of the latter two.

As will be observed from the chart contained herein, a substantial number of differences remain as of 1 March 1950 between the various national practices and those specified in the FAL Annex. However, in order to view these differences in their proper perspective, it is necessary to keep in mind that a) all States agree to utilize the uniform system of FAL clearance and related documentation; b) the differences in detail are in most cases limited either in degree or in time; and c) in many instances, States have relaxed their requirements below, or provided services above, the maximums and minimums set forth in the FAL Annex. Much room for improvement in the field of facilitation of international air transport will always exist, but at least a moderate degree of optimism appears justified upon the basis of official and unofficial information received to date. It is of interest in this connection that at least twenty States have organized their own Committees on Facilitation for the purpose of promoting the implementation of the ICAO FAL Programme, and for the solution of day-to-day problems in this field of international civil aviation.

* As of 1 March 1950, Docs 6850-C/797; C-WP/453 and 6943-C/805, respectively, show the status of each of these three projects.

2.- PROVISIONS WITH RESPECT TO ENTRY
AND DEPARTURE OF AIRCRAFT

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices, except in the cases shown on the chart contained herein.

The myriad of different inward and outward declarations, aircraft health declarations, crew manifests, and related forms used in the past by the various countries serves to illustrate the tremendous step forward which has been achieved in securing the adoption of a delay avoiding uniform system of aircraft documentation.

Although a few countries still demand additional data, it will be noted that the General Declaration has become almost universally acceptable, except with respect to the reservation maintained by some countries that it be signed by the pilot-in-command. Most clearance authorities have agreed that this is a hold over surface transport requirement which should not apply to the person in command of an aircraft because a) he is not readily available for signing; b) his attention should not be diverted from other pressing matters; and c) the authorized agent's signature provides adequate protection. It therefore appears that this difference from the FAL Annex will disappear through amendment of national laws or regulations.

The requirements for additional information on the passenger and cargo manifests, which a limited number of countries continue to maintain, present a rather serious problem from the standpoint of avoiding delays to aircraft. The FAL Annex procedures are designed so that this information might be secured from documents completed during flight (e.g., the Embarkation/Disembarkation Card) rather than from the manifests which must always be completed during the period of time immediately preceding the departure of the aircraft.

The reservation of the right to require manifesting of transit traffic on through-flights only when a change of aircraft or other well defined circumstances occur should not result in many delays to aircraft under the existing situation. However, this cannot be said for regulations which require that manifests or stores lists describing everything on board be furnished regardless of the through nature of particular aircraft operations.

Many delays to aircraft will be eliminated through what appears to be the willingness of most countries to accept the documents for entry and departure of aircraft when furnished in the language of the nationality of the aircraft and accompanied by immediate verbal and/or later written translations.

The requirement maintained by a few countries that visas be obtained on certain aircraft documents and that fees be paid for them presents a serious problem, particularly from the standpoint of the development of international air cargo. Speed is of the essence in the development of air cargo and it is unlikely to be attained in sufficient degree where visas are required for items on the cargo manifest.

3.- PROVISIONS WITH RESPECT TO ENTRY AND DEPARTURE OF INDIVIDUALS

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices, except in the cases shown on the chart contained herein.

Customs experts have long debated whether the oral or the written passenger baggage declaration enables the passenger to complete formalities most expeditiously. The FAL Division approached the problem from the point of view that, if a written passenger baggage declaration is required, it should be uniform and readily capable of being completed in flight. Of the countries requiring a written passenger baggage declaration, it appears that many of them are willing to accept the form designated for this purpose in the FAL Annex.

It also appears that most countries are willing to accept the FAL Annex forms and procedures for the entry and departure of individuals in lieu of the large number of varying temporary entry permits, immigration information sheets, certificates of good conduct, certificates of good health and the like used in the past. It is particularly noteworthy that most States will accept the FAL Annex's crew member certificates or flight crew member licences for temporary admission in lieu of passports and visas, for this action represents a considerable step along the way towards securing for aviation crew members privileges equal with those long granted surface transport crew members. It is also of interest to note that few countries maintain exit visas or more than a minimum of other exit formalities.

It will be observed that a considerable number of countries do not intend to adopt universally the multi-journey visa valid for at least one year from the date of issue. Many of these same countries have been willing, however, to do more than this on a unilateral or bilateral basis, i.e., they have eliminated visas altogether for non-immigrant travellers from various other countries. It is particularly important from the aviation point of view that non-immigrant travellers be in a position to embark on their journeys under relatively short notice. According to IATA sources, time-consuming visa formalities have resulted in the cancellation of many journeys which could only have been undertaken by air in the first place.

It is recalled in this connection that an International Card-Type passport for the use of non-immigrant travellers was developed by the FAL Division at its First Session early in 1946, and was made a part of the PICAQ FAL Recommendations for Standards, Practices and Procedures (Doc 2005-FAL/40). Certain refinements with respect to its format and use were proposed by the Secretariat in the draft set of FAL International Standards and Recommended Practices placed before the Second Session of the FAL Division in Geneva in 1948 (Doc 5062-FAL/505).

After considerable discussion, the Second Session of the FAL Division recommended in effect (i) that no provisions relating to an International Card-Type passport be included in the FAL Annex at the present time, and (ii) that, pending an appreciable amount of progress secured for non-immigrant travellers through the complete abolition of visas and the replacement of the passport by a standardized identity card, each State should take note of pertinent provisions in the FAL Annex (see Chapters 3 and 5 of Annex 9). The Air Transport Committee and the Council endorsed these recommendations but reached the further conclusion that the possible establishment of a specific format for an International Card-Type passport should be kept under study by the Secretariat and the extent to which this subject might form a part of the FAL Programme would be reconsidered at a time when preparations were going forward for the convening of the Third Session of the FAL Division (Doc 6674-C/763).

It has been generally conceded that all of the identification data contained on the first several pages of the existing type of passport can be placed on a single card. Past efforts to do so have made little headway because 30 or 40 additional blank spaces or pages have been needed in any event for visa and related stamping purposes. In the case of the card-type passport, there would be no room for the stamping in of visas, and any related stamping required for entry purposes would be placed upon an Embarkation/Disembarkation Card filled out by the traveller during his journey (see Appendix 3 of Annex 9).

The bringing into general usage of any card-type passport, therefore, depends upon whether States either have eliminated or are willing to eliminate preliminary inspections* and the consequent visas for all non-immigrant travellers. The evidence indicates that at the present time they are not, as is shown by the fact that those States which are willing to make visas valid for at least one year from the date of issue regardless of the number of entries are eliminating few if any visas, and those States which are eliminating many visas are unwilling to take even the aforementioned step with respect to their balance of non-immigrant visitors.

Insofar as a specific format for an International Card-Type passport is concerned, further study by the Secretariat to date does not reveal that any particular change is required from that set forth in Doc 5062-FAL/505. The Third Inter-American Tourist Congress (San Carlos de Bariloche, Argentine, February 1949) recommended for use throughout the western hemisphere an Inter-American Tourist Card which would generally follow this format. However, since the usage of any card-type passport, regardless of its precise format, primarily depends upon the willingness of States to forego entrance visa requirements (e.g., the above mentioned Inter-American Tourist Card serves as a substitute for a visa "provided this does not contravene the laws of the country in question"), it is useful to record steps which have been taken by States in this direction insofar as they have come to the attention of the Organization. It should be mentioned that the list given below may be far from complete and should be read with this qualification in mind.

<u>Country</u>	<u>"Non-Immigrant" Visas not Required for Nationals of</u>
Australia	All Commonwealth countries.
Austria	Italy.
Belgium	Algeria, Denmark, France, Iceland, Ireland, Luxembourg, Netherlands, Norway, Sweden, Switzerland, Tunisia, United Kingdom, United States.
Canada	Ireland, United States, all Commonwealth countries.
Ceylon	All Commonwealth countries.

* The visa in almost all cases is simply evidence that the holder has undergone and passed some sort of preliminary inspection before his departure; it does not, as is generally supposed, provide any guarantee that the holder will be admitted upon his arrival.

<u>Country</u> (Contd.)	<u>"Non-Immigrant" Visas not Required</u> <u>for Nationals of (Contd.)</u>
Chile	Argentina, France, Switzerland.
Cuba	Canada, France, United States.
Denmark	Belgium, France, Iceland, Ireland, Luxembourg, Netherlands, Norway, Sweden, Switzerland, United Kingdom, United States.
France	Belgium, Chile, Cuba, Denmark, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, New Zealand, Sweden, Switzerland, United Kingdom, United States.
Greece	United States.
Iceland	Belgium, Denmark, France, Luxembourg, Norway, Sweden, Switzerland, United Kingdom.
India	All Commonwealth countries.
Ireland	Belgium, Denmark, France, Luxembourg, Netherlands, Norway, Sweden Switzerland, United Kingdom, United States.
Italy	Austria, France, Switzerland, United Kingdom, United States.
Luxembourg	Belgium, Denmark, France, Iceland, Ireland, Netherlands, Norway, Sweden, Switzerland, United Kingdom, United States.
Mexico	Canada, United States.
Netherlands	Belgium, Denmark, France, Ireland, Italy, Principality of Liechtenstein, Luxembourg, Monaco, Norway, San Marino, Sweden, Switzerland, United Kingdom, United States, Vatican City.
New Zealand	France, Sweden, Switzerland, all Commonwealth countries.
Norway	Belgium, Denmark, France, Iceland, Ireland, Luxembourg, Netherlands, Sweden, Switzerland, United Kingdom, United States.
Pakistan	All Commonwealth countries.
Philippine Republic	United States

Country
(Contd.)"Non-Immigrant" Visas not Required
for Nationals of (Contd.)

Sweden	Belgium, Denmark, France, Iceland, Ireland, Luxembourg, Netherlands, Norway, Switzerland, United Kingdom, United States.
Switzerland	All American States, Australia, Belgium, Denmark, France, Iceland, Ireland, Italy, Luxembourg, Netherlands, New Zealand, Norway, Northern Ireland, Sweden, Union of South Africa, United Kingdom.
Union of South Africa	Liechtenstein, Portuguese East Africa (in the case of Portuguese nationals permanently resident in that country), Switzerland, United Kingdom.
United Kingdom	Algeria, Belgium, Denmark, France, Iceland, Ireland, Italy, Luxembourg, Netherlands, Norway, Sweden, Switzerland, United States, all Commonwealth countries.
United States	Canada, Mexico.

4.- PROVISIONS WITH RESPECT TO ENTRY
AND DEPARTURE OF CARGO

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices, except in the cases shown on the chart contained herein.

As mentioned previously, speed is of the essence in the development of air cargo and it is unlikely to be attained in sufficient degree where visas are required for items on the cargo manifest. It is also unlikely to be attained in cases where the completion of all existing separate complicated forms, such as consular invoices, certificates of origin, certificates of value, and export licences or declarations, continues to be the rule. It was with this thought in mind that the FAL Division placed in the FAL Annex a standardized international cargo invoice, copies of which could be used by the public authorities concerned in lieu of the above mentioned separate forms. Avoiding still further duplication, the shipper could use the form as his commercial invoice, provided he wished to follow its format and had it printed in a manner acceptable to the public authorities concerned. It will be noted that the FAL Annex international cargo invoice is so designed that it could, if desired, be used in all forms of transport.

It appears that further substantial progress in this cargo field will be somewhat limited until a) aircraft operators gain more experience through the use of the IATA standardized airwaybill/consignment note; b) the express companies become properly equipped, personnelwise, to handle the constantly growing volume; c) customs clearance and warehousing is provided on the spot at all major international air terminals; d) aircraft operators are authorized and willing to act as agents for shippers and consignees who do not or cannot utilize regular customs brokers; and e) bonding requirements are so improved and complete that all international aircraft operators are bonded and know exactly, in the case of international cargo being shipped in bond, when their particular responsibility commences and ceases.

5.- PROVISIONS WITH RESPECT TO TRAFFIC PASSING THROUGH THE TERRITORY OF A CONTRACTING STATE

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices, except in the cases shown on the chart contained herein.

As noted previously, the reservation of the right to require manifesting of transit traffic on through-flights only when a change of aircraft or other well defined circumstances occur should not result in many delays to aircraft under the existing situation; although this is not true of regulations which require that manifests or stores lists describing everything on board be furnished regardless of the through nature of particular aircraft operations.

Due to limitations of space, transit passengers cannot stay aboard an aircraft when it makes brief stops at intermediate points, as is the common practice in the case of travel by ship. The FAL Annex procedures are designed so as to create supervised "direct transit areas" at international airports - which would be treated in much the same manner as a ship at dock-side - where traffic passing through a State which is a) arriving and departing on the same flight, or b) arriving on one flight and departing on another from the same terminal, may remain without ordinarily undergoing any examination. Traffic so treated would, of course, not require any form of visa.

It is to be noted that since the inception of the FAL Programme, many international airports (particularly in Europe) have developed or are developing these direct transit areas. The areas already operating have relieved many passengers of much red tape, as well as aided operators in cutting down

on their ground time. Nevertheless, many more areas are needed, and much remains to be done where they already exist in the way of increasing the comfort and the facilities for passengers using such areas. Many States have given this problem particular attention when renovating old and planning new terminals, and it is expected that transit conditions at many international airports will soon be greatly improved.

6.- CUSTOMS-FREE AIRPORTS AND CUSTOMS-FREE TRADE ZONES

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices, except in the cases shown on the chart contained herein.

Although most States appear to favour the establishment of customs-free airports and customs-free trade zones and realize what an important factor they could become in the facilitation of international air transport, at present only two customs-free airports have been established, the first at Shannon, Ireland, and the second at Tocumen, Panama. These two airports have been generally considered as successful, and it is believed that this is at least partially due to the fact that both of them allow for a number of the functions of a free trade zone to be carried out on their premises. The fact must be faced that under the present FAL Annex definition the term "customs-free airport" in and of itself (i.e., without any "free trade zone" aspects connected with it) provides for little that is new when thought of in terms of what facilities are offered at any international airport where adequate "Direct Transit Areas and Arrangements" are available (see Definitions and Chapter 5B of Annex 9). Complete free trade zones, a feature available at a number of seaports both in Europe and in the Americas, would undoubtedly aid in the development of air transport, provided such zones are open to air transport and are located at or near international airports.

At the time of finalization of this part of the FAL Annex, the Air Transport Committee and the Council decided that one of the subjects to be further studied was "whether detailed provisions relating to customs-free airports and trade zones are needed and, if so, how they might best be developed" (Doc 6674-C/763). The Secretariat has already studied this matter to some extent and has discussed it on several occasions with public authorities and IATA personnel primarily concerned. However, to date what might be termed the primary question, i.e., exactly what detailed facilities must be offered and restrictions removed before any

airport is entitled to be designated a free airport, remains unanswered. It is hoped that further progress will be attained in this regard in the relatively near future, as one of the obstacles to the establishment of free airports and zones in a number of countries seems to be the lack of enabling legislation. It would appear that the development and establishment of international Standards could be attained more readily before the passage of a considerable amount of national legislation in this field, rather than after.

7.- PROVISIONS WITH RESPECT TO AIR SANITATION,
MEDICAL SERVICES AND AGRICULTURAL QUARANTINE

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices (Chapter 8), except in the few cases shown on the chart contained herein.

It seems to be more generally recognized today than it was a few years ago that the modern airplane, in spite of its great speed, is not a prime factor in the transmission of diseases from one area to another. To date, no major spread of disease has been proven to have been caused by the airplane, perhaps because a) it is not the type of vehicle rodents wish to use as a domicile, b) insects cannot readily cling to it and live at the high altitudes at which it operates, c) it is the only transportation unit which receives disinsectization as a matter of routine, and d) it usually carries a non-infectious type of traffic. The generalization can be made that, with a few exceptions such as, e.g., points in Africa and Asia where a continuing major public health problem re the spread of disease exists, the carrying out of public health and agricultural quarantine functions has been responsible for relatively few delays in international air transport, as compared with the number of delays attributable to customs and immigration.

It appears to be generally accepted that it would not be appropriate for ICAO to attempt to facilitate certain phases of aircraft operations and default on others simply because some are internationally organized and others are not. However, as in the case of developing any detailed provisions relating to the facilitation of the movement of airmail (see Doc 6674-C/763), the development of further FAL public health provisions has ramifications not present in the further development of customs, immigration, and other provisions. This is because another international organization, the World Health Organization (WHO), is actively interested by virtue of its responsibility for the adoption of public health regulations designed to prevent the spread of disease by all forms of international transport.

ICAO is, of course, only concerned with developing procedures under WHO's regulations whereby the necessary health or disinsectization measures are done as quickly and as unobtrusively as is compatible with efficiency, and done in the air if possible; and above all things, that the same methods and equipment are accepted by all countries.

Fortunately, complete cooperation on an informal basis has already been established between WHO and ICAO. This Organization has participated in early developments leading toward the adoption by WHO in 1951 of public health regulations which will replace the International Sanitary Convention for Aerial Navigation (1933-1944). The Aircraft Declaration of Health portion of the FAL Annex's General Declaration has been agreed upon as the substitute for that portion of the International Sanitary Convention (1933-1944) which requires a separate detailed aircraft declaration of health. Thus, at least one more separate form which aircraft operators have had to complete for many years is in the process of being eliminated. It should be noted in this connection that WHO experts are making great strides toward the attainment of simplified and standardized vaccination certificates which will have almost universal validity. Requirements for Personal Declarations of Health, which only travellers by air are obligated to fill out during their journeys, are being further reduced, although it appears this form may not be completely eliminated for some years to come.

Substantial progress is being made toward the ultimate objective of only disinsecting those portions of the aircraft not accessible in flight immediately before departure and disinsecting the accessible portions of the aircraft during flight (thus eliminating the present considerable amount of useless duplication), although neither the WHO Sanitary Regulations nor the ICAO FAL Annex procedures under them yet achieve this objective. This objective will probably be fully attained only when disinsectization procedures are so standardized and supervised that one public health service feels (upon the aircraft's arrival) that another could not possibly have erred (upon the aircraft's last previous departure) in the execution of the ground procedures; and the public health service at the point of arrival can be assured by some technique that the in-flight procedures were effectively carried out by the crew.

8.- PROVISIONS WITH RESPECT TO EXCHANGE FACILITIES

Based upon official and unofficial information received to date, it appears that States are implementing the provisions under this heading in the FAL Standards and Recommended Practices (Chapter 9), except in the few cases on the chart contained herein.

Immediately after World War II and during the early stages of the development of the FAL Annex, currency exchange restrictions were perhaps the greatest single deterring and delaying factor for travellers using air and other modes of international transport. This situation has been alleviated to a considerable degree due to the willingness of those States which of necessity maintain restrictions to grant incoming travellers various privileges and to provide exchange facilities of the type specified in the FAL Annex.

Where written currency declarations are required, a number of delays would be avoided if more arrangements were made between Governments and operators to place such declarations aboard aircraft so that travellers could fill them out during flight. Although it is too early to assess the effects facilitation-wise of the recent devaluation of many currencies, it is believed that this will eventually result in a further reduction in those exchange restrictions which hamper international travel.

9.- OTHER PROVISIONS

Based upon official and unofficial information received to date, it appears that States are implementing the FAL Annex provisions dealing with a) landings elsewhere than at international airports (Chapter 7); b) the facilitation of search, rescue and salvage (Chapter 10); and c) space, facilities and services at international airports as well as other miscellaneous provisions (Chapter 11); except in the few cases shown on the chart contained herein.

In connection with the last of the above listed items, a number of FAL experts are of the opinion that the development of provisions concerning the minimum necessary terminal installations and services at international airports is essential if one of the primary causes of delay to aircraft and the loads which they carry is to be eliminated. The layout of terminal buildings, already referred to in Chapter 5, is certainly a factor of great importance in the facilitation of international air transport.

This general subject was first raised during the Second Session of the FAL Division by the Australian Delegation. The item was added to the Agenda of the meeting, where it was discussed briefly on the basis of papers submitted by the Australian and United Kingdom Delegations. A resolution was adopted which, amongst other things, urged Contracting States and the International Air Transport Association to consider this problem and forward their views to ICAO.

The Air Transport Committee and Council approved this course of action (Doc 6674-C/763), and called for an indication from Contracting States and the International Air Transport Association by 1 November 1949 of what, in their opinion, would constitute minimum necessary terminal installations and services (it was generally assumed that this would be done on the bases of light, medium, and heavy international volumes of traffic, although all installations are not necessarily affected by volume). The Secretariat was to examine and correlate the information received and circulate it to Contracting States during January 1950. It was also decided that the subject should be studied by the Air Transport Committee as a possible item on the agenda of the Third Session of the FAL Division and that the Committee, by May 1950, should consider what other methods might be used to ensure progress in this field.

Up to the present time, no response has been received from any Contracting State or from IATA. This situation may improve soon, however, for it is known that at least one Contracting State and several IATA members have given the matter considerable thought, and it is hoped that their submissions can be received and circulated within the next few months. Further, it is believed that the subject will be given wider consideration now that Annex 9 is in force, for the FAL Committees of Contracting States will be able to devote more attention to matters outside the scope of the existing FAL Annex provisions.

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Country	Chapter 2. - Provisions with respect to Entry and Departure of Aircraft	Chapter 3. - Provisions with respect to Entry and Departure of Individuals	Chapter 4. - Provisions with respect to Entry and Departure of Cargo	Chapter 5. - Provisions with respect to traffic passing through the Territory of a Contracting State	Chapter 6. - Customs-free Airports and Customs-free Trade Zones	Chapter 7. - Provisions with respect to Landing elsewhere than at International Airports	Chapter 8. - Provisions with respect to Air Sanitation, Medical Services and Agricultural Quarantine	Chapter 9. - Provisions with respect to Exchange Facilities	Chapter 10. - Facilitation of Search, Rescue and Salvage	Chapter 11. - Miscellaneous Provisions
AFGHANISTAN										
ARGENTINA (Unofficial information)		3.12 (RP) Maintains its present regulations pending further study	4.7 (ST) Maintains its present regulations pending further study	5.2 (RP) Maintains its present regulations pending further study		Chap. 7 (ST) Maintains its present regulations pending further study	8.5.3 (RP) Maintains its present regulations pending further study 8.7 (RP) See 8.5.3 (RP) 8.8 (RP) See 8.5.3 (RP)			
AUSTRALIA (Has not to date indicated its position vis-a-vis "Recommendations")	2.1 (ST) Accepts General Declaration provided that it is signed by the pilot-in-command. See also 2.2 (ST). 2.2 (ST) Requires intended address of disembarking passengers from "overseas" to be inserted by the operator on the Passenger Manifest in the "Official Use Only" column.					Chap. 7 (ST) Accepts these provisions provided that the burdens concerned are made from stress of weather, engine failure, or similar emergency causes.				
AUSTRIA		3.2 (ST) Maintains its present regulations (which are not outstanding) in case of existing political conditions. Further in this connection, no visas are presently granted to German or Japanese subjects, or to stateless or displaced persons.								
BELGIUM			4.5 (RP) Maintains its existing regulations, which do not provide for duty-free admission.		Chap. 6 (RP) Does not intend to establish any customs-free airports, or free-trade zones in connection with international airports at any time in the near future.					
BOLIVIA (Unofficial information indicates no "differences" as of 1 March 1959)										
BRAZIL	2.11 (ST) Requires that visas be obtained and that fees be paid for them.	3.4 (ST) Maintains its present regulations, which are not outlined.								
BURMA										
CANADA	2.2 (ST) Accepts General Declaration provided that it is "overstamped" indicating the number of crew and passengers, and the pieces of freight, express, baggage material, mail, baggage and crew baggage. See also 2.3 (ST). 2.3 (ST) Requires a six-column Cargo Manifest showing (i) aircraft/consignment note number; (ii) number and type of packages and contents; (iii) shipper's name and address; (iv) gross weight; (v) value and consignee's name and address; (vi) for official use only.	3.1 (RP) Requires returning Canadian subjects to complete an exemption claim form (Canadian Form 521). 3.2 (ST) Maintains its present regulations, which limit the validity of visas to six months, and allow for more than one entry only if a bilateral agreement to that effect exists. 3.16 (ST) Maintains its present regulations which place further responsibilities upon the operator (Sections 24, 45 and 46 of the Aviation Legislation Act and regulations). 3.17 (RP) See 3.16 (ST). 3.18 (ST) See 3.16 (ST).	4.1 (RP) Applies International Cargo Invoice provided that certain specifications, which are not specified, are printed and completed on the back of the form. 4.2 (RP) Maintains its present regulations, which do not provide for duty-free admission. However, all duties can be exempted in and if they are to be used solely for the operation of international flights, or to be used on a bonded or temporary status of the fuel and lubricant variety. 4.3 (ST) Maintains its present regulations, which require the use of a particular Canadian form (Canadian Customs Entry Form 813) where certain circumstances which are not outlined.							11.5 (RP) Maintains its existing regulations, pending further study, with place some of the responsibility for the provision of space and facilities on the operator. 11.10 (ST) States that air cargo and air freight will be given the same customs treatment as landed airfreight.

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Country	Chapter 1. - Provisions with respect to Entry and Departure of Aircraft	Chapter 2. - Provisions with respect to Entry and Departure of Individuals	Chapter 3. - Provisions with respect to Entry and Departure of Cargo	Chapter 4. - Provisions with respect to Traffic passing through the Territory of a Contracting State	Chapter 5. - Customs-free Airports and Customs-free Trade Zones	Chapter 6. - Provisions with respect to Landing elsewhere than at International Airports	Chapter 7. - Provisions with respect to Air Navigation, Medical Services and Agricultural Quarantine	Chapter 8. - Provisions with respect to Exchange Facilities	Chapter 9. - Facilitation of Search, Rescue and Salvage	Chapter 10. - Miscellaneous Provisions
CEYLON										
CHILE										
CHINA										
COLOMBIA	2.8 (RP) Requires documents to be furnished in Spanish although no objection is made if they are also furnished in the language of the nationality of the aircraft.	3.8 (ST) Maintains its present regulations, which are not outlined. 3.9 (RP) See 3.8 (ST). 3.13 (RP) See 3.8 (ST).	4.1 (RP) Maintains its existing forms, which are not outlined. 4.3 (RP) Maintains its present regulations, which are not outlined. 4.4 (RP) See 4.1 (RP).							
CUBA										
CZECHOSLOVAKIA		3.6 (RP) Requires that existing forms, which are not outlined, be used. 3.7 (RP) See 3.6 (RP). 3.8 (ST) Maintains its present regulations, which are not outlined. 3.9 (RP) See 3.8 (ST).								
DENMARK		3.8 (ST) Maintains its present regulations, which generally specify a shorter period because the Danish visa itself represents not only an examination in advance but a guarantee of entry as well for the full period stated on said visa.	4.5 (RP) States that there is at present no provision under law to admit ground equipment duty-free.		Chap. 6 (RP) Does not intend to establish any customs-free airports, or free trade zones in connection with international airports, at any time in the near future.					11.11 (RP) Reserves its opinion with respect to making such arrangements.
DOMINICAN REPUBLIC (Has not to date indicated its position in detail because further study required)										
EGYPT	2.1 (ST) Accords General Declaration provided that the passengers and crew are always listed on separate manifests. 2.2 (ST) Reserves the right to require manifesting of transit traffic on through-flights if a change of aircraft is involved. 2.2.1 (RP) See 2.2 (ST). 2.3 (ST) See 2.2 (ST). 2.4 (ST) See 2.2 (ST). 2.5 (ST) See 2.2 (ST). 2.7 (ST) Requires four copies of the Cargo Manifest to be furnished when cargo, mail or unaccompanied baggage is unladen. Reserves the right to require manifesting of transit traffic on through-flights if a change of aircraft is involved. 2.8 (ST) See 2.2 (ST). 2.9 (RP) Requires documents to be furnished in either English or French, although no objection is made if they are also furnished in the language of the nationality of the aircraft.	3.2 (RP) Requires disembarking passengers to use an existing Egyptian form which is not specified. 3.3 (ST) Maintains its present regulations which limit the validity of visas to three months, and allow for more than one entry only in particular circumstances which are not outlined.		5.1 (ST) Reserves the right to require manifesting of transit traffic on through-flights if a change of aircraft is involved.	Chap. 6 (RP) Does not intend to establish any customs-free airports, or free trade zones in connection with international airports, at any time in the near future.		8.5.1 (RP) Does not accept disinsection of any portion of the aircraft during flight at the present time. 8.5.2 (RP) Requires that aircraft coming from yellow fever areas must have a special landing for disinsection at either Mersa-Matruh or Luxor. However, when the aircraft is coming from the South and has landed at either Port-Sudan or Chartoum (where Egyptian health representatives are stationed) the special landing (in this case at Luxor) may be omitted. 8.5.3 (RP) See 8.5.2 (RP). 8.7 (RP) Reserves the right to continue its present practice of collecting a fee for public health examination.			11.2 (RP) Maintains its present regulations, which are not outlined.

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Country	Chapter 1. - Provisions with respect to Entry and Departure of Aircraft	Chapter 2. - Provisions with respect to Entry and Departure of Individuals	Chapter 3. - Provisions with respect to Entry and Departure of Cargo	Chapter 4. - Provisions with respect to Traffic, including through the Territory of a Contracting State	Chapter 5. - Customs-Free Airports and Customs-Free Trade Zones	Chapter 6. - Provisions with respect to Landings elsewhere than at International Airports	Chapter 8. - Provisions with respect to Air Navigation, National Services and Agricultural Quarantine	Chapter 9. - Provisions with respect to Exchange Facilities	Chapter 10. - Facilitation of Search, Rescue and Salvage	Chapter 11. - Miscellaneous Provisions
EL SALVADOR										
ETHIOPIA										
FINLAND					Chap. 5 (SP) Does not intend to establish any customs-free airports, or free trade zones in connection with international airports, at any time in the near future.					
FRANCE	2.6 (RP) Requires the documents to be furnished in languages which are written in Roman characters.	3.7 (RP) States that this recommendation cannot be applied in France. The only function of the police authorities at aerodromes, and at land and sea frontiers, is to verify that the alien is properly documented to enter French territory (i.e., that he is in possession of a passport and visa, a passport without a visa, or an identity card, as the case may be. Only in most exceptional circumstances are police authorities at frontiers empowered to grant entry of aliens into French territory (i.e., in the case of severe weather conditions, technical incident, or humanitarian considerations).	4.5 (RP) Maintains its present regulations which do not provide for duty-free admission.		Chap. 6 States that there is at present no provision under law for customs-free airports or trade zones, but the public authorities concerned intend to initiate action in this regard.	Chap. 7 (ST) Accepts these provisions provided that the landings concerned are made from areas of seaboard, engine failure, or similar emergency causes beyond the pilot's control.				
GREECE	2.9 (RP) Requires documents to be furnished in English, French, Italian or German, and that a Greek translation be submitted within 24 hours. 2.11 (ST) Maintains its present regulations, which require visas to be obtained, and reserves the right to collect fees for them, but may withdraw such requirements and reservations in the near future pending the completion of studies now in progress.		4.4 (RP) Maintains its existing laws, which are not outlined, pending further study.		Chap. 6 (RP) States that it agrees in principle to such provisions, but that under the present conditions no customs-free airports or trade zones will be established.					
GUATEMALA										
HAITI		3.6 (RP) Reserves the right to continue its present regulations, which are not outlined, pending certain changes in its national law which will bring them into line with the Annex. 3.7 (RP) See 3.6 (RP). 3.8 (ST) See 3.6 (RP). 3.13 (RP) See 3.6 (RP).								
ICELAND										
INDIA	2.1 (ST) Accepts General Declaration provided that each passenger also furnishes a Personal Declaration of Origin and Health in accordance with the International Sanitary Convention for Aerial Navigation (1933 and 1944). 2.2 (ST) Accepts Passenger Manifest provided that an Embarkation/Disembarkation Card is furnished for each disembarking passenger. 2.2.1 (RP) See 2.2 (ST).	3.6 (RP) Services not to be added in the body of the International Passenger Luggage Declaration binding to the special rules of passengers disembarking in India that items such as Jewellery, fire-arms, wireless sets, etc., have to be declared separately and specifically. 3.8 (RP) Requires that temporary visitors be registered and that they obtain certificates of registration and residential permits. 3.7 (RP) See 3.6 (RP).	4.2 (ST) Maintains its present regulations, which contain restrictions on the carriage across India by air of certain cargo such as fire-arms, narcotics, etc.	5.2 (ST) Reserves the right to carry out medical inspection if deemed necessary. Also, (1) where passengers arrive and depart on the same through-flight, the pilot-in-command or authorized agent must undertake to ensure that they do not leave the precincts of the airport, and (2) passengers who arrive on one flight and depart on another must obtain a landing permit from the airport authorities. 5.2.1 (RP) See 5.2 (ST). 5.2.2 (RP) See 5.2 (ST).		Chap. 7 (ST) Reserves the right to apply its existing regulations, which place further responsibilities upon the operator, particularly as regards public health (India Public Health Rules Nos. 5 and 6).	8.5.1 (RP) Does not accept disinsection of any portion of the aircraft during flight at the present time. 8.5.2 (RP) Reserves the right to carry out medical inspection and disinsection of aircraft in accordance with its regulations after the aircraft lands at an Indian airport, irrespective of any public health measures that may have previously been carried out. However, its regulations (India Aircraft Public Health Rules, 1946, Schedule VIII) recognize, at the present time, disinsection certificates issued by national health authorities in			11.11 (RP) Does not intend to make such arrangements at any time in the near future.

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Country	Chapter 2. - Provisions with respect to Entry and Departure of Aircraft	Chapter 3. - Provisions with respect to Entry and Departure of Individuals	Chapter 4. - Provisions with respect to Entry and Departure of Cargo	Chapter 5. - Provisions with respect to traffic passing through the Territory of a Contracting State	Chapter 6. - Customs-Free Airports and Customs-Free Trade Zones	Chapter 7. - Provisions with respect to Landing elsewhere than at International Airports	Chapter 8. - Provisions with respect to Air Sanitation, Medical Services and Agricultural Quarantine	Chapter 9. - Provisions with respect to Exchange Facilities	Chapter 10. - Facilitation of Search, Rescue and Salvage	Chapter 11. - Miscellaneous Provisions
IRAQ									<p>10.1 (ST) Accepts this provision provided that the authorities concerned receive advance notice of the visit of such qualified personnel.</p> <p>10.2 (ST) Accepts this provision provided that the authorities concerned receive a list of the equipment imported.</p> <p>10.4 (ST) Accepts this provision provided that the articles referred to are exported within the period prescribed by Iraq law which is not outlined.</p> <p>10.5 (RP) Reserves its opinion on this provision pending further study by customs and public health authorities.</p>	<p>11.2 (RP) States that the acceptance of this provision will not be binding in the event of a declaration of a state of emergency or war.</p>
IRELAND		<p>3.8 (ST) Maintains its present regulations. Generally the period of validity of visas is made to depend on the merits of individual applications. In the case of refugees or stateless persons, the usual practice is to grant a visa only if the applicant holds a valid travel document bearing a re-entry visa for the country in which he is resident. The period of the validity of the visa to visit Ireland is then made shorter than the unexpired period of validity of the re-entry visa.</p>								
ISRAEL										
ITALY	<p>2.11 (ST) Reserves the right to collect stamp duty on documents produced within its jurisdiction.</p>		<p>4.5 (RP) Maintains its existing regulations, which do not provide for duty-free admission.</p>		<p>Chap. 6 (RP) Does not intend to establish any customs-free airports, or free trade zones in connection with international airports, at any time in the near future.</p>					
JORDAN										
LEBANON										
LIBERIA										
LUXEMBOURG (Unofficial information indicates no "differences" as of 1 March 1950)										
MEXICO	<p>2.9 (RP) Requires documents to be furnished in Spanish.</p>	<p>3.10 (ST) Requires flight crew members to be in possession of certain other documents pursuant to existing legislation.</p>								<p>11.2 (RP) Maintains its present regulations insofar as the limits of jurisdiction and seizure for reasons of public interest are concerned.</p> <p>11.3 (ST) Maintains its present regulations regarding orders in documentation and the imposition of corresponding penalties.</p> <p>11.4 (ST) See 11.3 (ST).</p>

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Country	Chapter 1 - Provisions with respect to Entry and Departure of Aircraft	Chapter 2 - Provisions with respect to Entry and Departure of Passengers	Chapter 3 - Provisions with respect to Entry and Departure of Cargo	Chapter 4 - Provisions with respect to Transit pending Landing, the Remainder of a Contracting State	Chapter 5 - Customhouse Airports and Customs-free Trade Zones	Chapter 7 - Provisions with respect to Landing elsewhere than at International Airports	Chapter 8 - Provisions with respect to Air Sanitation, Medical Services and Agricultural Quarantine	Chapter 9 - Provisions with respect to Exchange Facilities	Chapter 10 - Facilitation of Search, Rescue and Assistance	Chapter 11 - Miscellaneous Provisions
PORTUGAL (Unofficial Information)		1.1 (PT) Accepts General Declaration provided that it is signed by the pilot-in-command and that such necessary data as furnished regarding type of aircraft and appropriate means of access to air of its commitments. (See also 2.11 (PT)).		4.1 (PT) Maintains its present regulations, pending further study.						
SWEDEN	2.11 (ST) Accepts General Declaration provided that it is signed by the pilot-in-command and that such necessary data as furnished regarding type of aircraft and appropriate means of access to air of its commitments. (See also 2.11 (ST)). 2.12 (ST) Accepts the same conditions provided that certain data (emergency data which is not outlined) concerning the personnel is being furnished for each shipment. 2.13 (ST) Requires aircraft engaged in non-scheduled operations to comply with its regulations regarding temporary operations from customs duties.	1.2 (ST) Maintains its present regulations which limit the validity of visas to three months and allow for visa-free entry only in particular circumstances which are not outlined.		4.1 (ST) Reserves the right to require manifesting of transit traffic on through-flights if in any case this appears to become necessary in order to enforce regulations prohibiting the transit of certain cargo such as firearms, narcotics, etc.						
SWITZERLAND (Unofficial Information)	2.11 (SE) Requires the documents to be furnished in French, German, Italian or English.	1.2 (SE) Maintains its present regulations, generally the period of validity of visas is made to depend on the merits of individual applications. However, nationals of many States no longer require visas when travelling in Switzerland, and it is the aim to extend this to try by concluding bilateral agreements.	1.5 (SE) Maintains its present regulations, pending further study.	4.1 (SE) Documentation will be required in cases where a flight takes more than one landing in Switzerland.						
SYRIA (Unofficial Information)	2.11 (SY) Accepts General Declaration provided that it is signed by the pilot-in-command and that the aircraft takes off in the manner for clearance purposes.									
THAILAND (Unofficial Information indicates a "Miscellaneous" as of 1 March 1960)										
TURKEY										
UNION OF SOUTH AFRICA	2.11 (SA) See 2.11 (ST). 2.12 (SA) Requires the same and subject to the conditions to be specified in the same document.	1.1 (SA) Requires alien/airline passengers to use the existing Union of South Africa Form Customs Form 511.	1.1 (SA) Maintains its existing forms, which are not outlined. 1.2 (SA) Maintains its present regulations, which are not outlined. 1.3 (SA) See 1.11 (ST). 1.4 (SA) Maintains its present regulations, which allow the aircraft at the time of landing replacement cargo to be accepted and retained on bond the subsequent reports within payment of duty but do not allow for the importation of surplus equipment, motor vehicles, servicing machinery, etc., which would be fixed and consumed in the country.							8.5.1 (SA) Does not accept disinsection of any portion of the aircraft during flight at the present time. 8.5.2 (SA) Reserves the right to carry out inspection and disinsection of aircraft in accordance with its regulations after the aircraft lands at a South African airport, irrespective of any public health measures that may have previously been carried out.

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