



全体大会

第 26 届会议

沙特阿拉伯利雅得

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议程项目 8

地区和专题办事处报告

A/26/8 rev.1
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联合国世旅组织正走向绿色。全体大会所有文件均可在联合国世旅组织网站获得：<https://www.untourism.int/zh-hans>，或使用此处二维码。



执行摘要

联合国世旅组织地区和专题办事处工作组已召开五次会议。工作组汇报其工作进展，并提交关于改进地区和专题办事处选址与设立的法律和业务框架的建设的最终报告草案。

报告还提供现有及拟设的地区和专题办事处的最新进展情况以及新的申请信息，并纳入了由日本提出的修正案。



决议草案¹

议程项目 8

地区和专题办事处报告

(A/26/8 rev.1 号文件)

执行委员会，

回顾其第 [656\(XXI\)](#)、[740\(XXIV\)](#) 及 [763\(XXV\)](#) 号决议，

审议了关于地区和专题办事处现况的报告 (A/26/8 rev.1) 以及执行委员会第 124 届会议的第 [xx] 号决定，

1. 注意到执行委员会核批准工作组关于改进地区和专题办事处选址及设立的法律和业务框架的报告的决定，该报告已作为本报告附件一中第 740(XXIV) 号决议的一部分获得通过；
2. 批准工作组报告附件一中修订后的地区和专题办事处选址及设立的法律和业务框架；
3. 注意到自第 25 届会议以来取得的所有进展，并感谢秘书长所作出的各项贡献；
4. 重申所有申请成为联合国世旅组织地区和/或专题办事处东道国的成员国必须严格遵守本决议所通过的法律和业务框架，以及在相关东道国协定中规定的标准要求；同时，在秘书处与成员国就设立联合国世旅组织办事处进行的讨论中遇到问题时，应充分考虑联合国体系的政策和惯例；
5. 批准执行委员会就《巴西联邦共和国与世界旅游组织关于在里约热内卢设立美洲地区办事处的东道国协定》生效所需安排所通过的各项决定；
6. 批准《巴西联邦共和国与世界旅游组织关于巴西为联合国世旅组织美洲地区办事处提供年度财务捐款的议定书》以及《巴西联邦共和国与世界旅游组织关于美洲地区办事处财务和行政安排的协定》；
7. 祝贺巴西根据其第 763(XXV) 号决议，完成《关于设立里约热内卢美洲地区办事处的东道国协定》生效所需的各项条件，同时祝贺美洲地区办事处正式揭幕并开始运作；
8. 批准执行委员会的决定，同意摩洛哥政府在拉巴特设立非洲创新专题办事处，以取代原计划在马拉喀什设立的非洲地区办事处的提议；
9. 批准《摩洛哥国政府与世界旅游组织签署的关于在拉巴特设立非洲创新专题办事处的东道国协定》；
10. 批准执行委员会关于为有关设立非洲创新专题办事处的东道国协定生效所需安排所作的决定；
11. 批准《摩洛哥王国政府与世界旅游组织关于位于摩洛哥王国的联合国世旅组织非洲创新专题办事处财务和行政安排的协定》；

¹ 本文件为决议草案。全体大会通过的最终决议请参见本届会议结束时发布的《决议文件》。

12. 鼓励摩洛哥政府完成所有尚未完成的必需程序，以使有关设立非洲创新专题办事处的东道国协定得以生效；
13. 批准执行委员会批准在乌拉圭蒙得维的亚设立拉丁美洲和加勒比地区旅游法观察站的决定；
14. 以例外方式进一步批准执行委员会的决定，即在与乌拉圭签署东道国协定之前，将联合国开发规划署与乌拉圭协定的条款作必要调整后适用于拉丁美洲和加勒比地区旅游法观察站；
15. 批准《世界旅游组织与乌拉圭东岸共和国就拉丁美洲和加勒比地区旅游法观察站临时法律地位签署的协定》；
16. 批准执行委员会关于在撒马尔罕设立丝绸之路旅游专题办事处的法律、财务及行政安排的决定；
17. 批准《乌兹别克斯坦共和国与世界旅游组织关于在撒马尔罕设立丝绸之路旅游专题办事处的东道国协定》；
18. 鼓励秘书处按照其第 740(XXIV)号决议通过的法律和业务框架，继续与乌兹别克斯坦政府就在撒马尔罕设立丝绸之路旅游专题办公室所需的财务和行政要求进行协商和谈判；
19. 欢迎中国政府根据其第 740(XXIV)号决议通过的联合国世旅组织地区办事处设立的法律和业务框架要求，提出在上海开设地区办事处的提议；
20. 注意到秘书处接收到的东亚及太平洋委员会（CAP）和南亚委员会（CSA）成员的意见；

[方案 1]

批准中国政府关于在上海开设地区办事处的提议，但须在东亚及太平洋委员会和南亚委员会会议上进一步讨论中国的地区办事处与日本的地区支助办事处的职能分工；

授权秘书长按照本决议通过的法律和业务框架，与中国政府合作起草在上海开设地区办事处的法律、财务及行政安排；

[方案 2]

请秘书长及中国政府在与东亚及太平洋委员会和南亚委员会协商后，就在上海开设地区办事处的提议进行进一步讨论；

授权执行委员会在上述协商完成后，并在该提议符合本决议所通过的法律和业务框架的前提下，审议并批准中国政府关于在上海开设地区办事处的提议；

要求秘书长就上述讨论结果向执行委员会提交报告；

21. 注意到并赞赏日本为正式确定地区支助办事处的法律地位，以及为协商建立新的法律框架所采取的措施，以便为这一办事处旨在保障本组织的利益而进行的业务提供明确的法律依据；
22. 注意到日本自 2020 年 7 月 20 日起，已承诺适用《1947 年专门机构特权与豁免公约》及其附件 XVIII 中关于联合国世旅组织的规定；
23. 作为临时措施，批准日本观光厅与世界旅游组织之间关于亚洲及太平洋地区支助办事处法律和业务框架的安排（旨在为其成为**第 I 类实体**铺平道路 / 旨在为其纳入**第 I 类实体模式**铺平道路²）；
24. 鼓励日本政府完成内部流程，使关于亚洲及太平洋地区支助办事处的所有法律、财务和行政安排，能够根据第 656(XXI)号决议所通过的第 I 类实体适用条件和标准，对联合国世旅组织和日本均具有法律约束力，从而使其能够按照上述条件，作为联合国世旅组织亚洲及太平洋地区办事处全面运作；

² 由日本提出的修正案（见本报告第 66 段）。

25. 要求秘书处根据全体大会在第 656(XXI)号决议中授予的任务，按照适用于第 I 类实体的条件和标准，就与日本政府在亚洲及太平洋地区支助办事处改革进程中的谈判情况向执行委员会报告，以期使该办事处充分融入联合国世旅组织的法律和制度框架之中。

I. 地区和专题办事处工作组

1. 地区和专题办事处工作组由执行委员会在其第 118 届会议上通过第 7(CXVIII)号决定设立，其《[职权范围](#)》（第 6–7 页）已于 2023 年 9 月 27 日由该工作组通过，并在执行委员会第 119 届会议上经第 7(CXIX)号决定确认，以及在全体大会第 25 届会议上经第 763(XXV)号决议确认。
2. 工作组的主要目标是讨论各会员国在 2022 至 2023 年就全体大会第 24 届会议第 740(XXIV)号决议通过的《地区和专题办事处选址及设立的法律与业务框架》提交的意见，旨在形成一份关于改进该框架的建议报告，并提交执行委员会第 124 届会议审议。
3. 根据执行委员会第 118 届会议的决定，秘书处完成了工作组成立的相关步骤，共有 37 个会员国提交了工作组成员候选名单，其中非洲 6 个，美洲 6 个，亚太地区 6 个，欧洲 6 个，中东地区 13 个。各地区在工作组的成员如下：非洲——贝宁、布基纳法索、摩洛哥、尼日利亚、苏丹、坦桑尼亚联合共和国；美洲——巴西、哥伦比亚、海地、尼加拉瓜、秘鲁、乌拉圭；亚太地区——阿富汗、中国、印度尼西亚、日本、缅甸、斯里兰卡；欧洲——亚美尼亚、白俄罗斯、立陶宛、摩尔多瓦共和国、罗马尼亚、西班牙；中东——巴林、埃及、伊拉克、约旦、科威特、黎巴嫩、利比亚、阿曼、卡塔尔、沙特阿拉伯、阿拉伯叙利亚共和国、阿拉伯联合酋长国、也门。
4. 在批准了会议[时间表和工作计划](#)（第 8-10 页）后，工作组共召开了五次会议（在线形式），而最初计划为六次会议，由于推迟以及需要按时完成工作计划，第四次和第五次会议合并进行。这些推迟是应秘书处的要求而作出的。最终，工作组形成了[第一份报告](#)（第 7-10 页），并提交至执行委员会第 122 届会议，执行委员会第 6(CXXII)号决定表示注意到了提交的报告；由于第四次会议在执行委员会第 123 届会议之后举行，因此未编制第二份报告。
5. 工作组于 2024 年 7 月 4 日召开第一次会议，汇集了 29 个成员国的代表，以及 1 个准成员和 1 个附属成员。会议审议了现有地区和专题办事处的现况，并重点讨论了工作组正常运作所必需的组织事项。成员就根据职权范围选举主席和副主席进行了讨论并作出决定，最终就**埃及**担任主席、**乌拉圭**担任副主席达成共识。工作组还审议并批准了正式的会议时间表和工作计划。
6. 工作组于 2024 年 10 月 2 日召开第二次会议，26 个成员国和 1 个附属成员出席会议，主席、副主席及秘书处也同时参加了会议。会议在开场致辞后通过了议程，议程未作修改即获批准。在议程“地区和专题办事处现况——新设与现有办事处”项下，成员讨论了地区办事处与专题办事处的区分及其法律与业务框架，并提出建议以提高秘书处即将发布的框架的清晰度。一些成员建议将未来办事处限制在其地理范围和特定专题优先领域内，而另一些成员则要求秘书处进一步解释其提案。会议讨论了“地区和专题办事处的法律框架”，包括有关《1947 年专门机构特权与豁免公约》的适用及东道国协定的基准等分歧意见，并确认 1947 年公约将作为最低标准。在“模板协定的制定”议题下，秘书处介绍了一份灵活的谈判模板。一些成员强调需征询本国外交部意见；讨论被推迟至工作组任期结束前。主席确认下一次会议将于 2025 年 2 月以线上方式举行，并确定了采用 72 小时静默程序通过第一次报告的程序，以确保在无法达成共识的情况下记录分歧意见。会议总结强调了明确未来地区和专题办事处的定义和职能，并确认其特权将至少遵循 1947 年公约，同时可根据与东道国的协商增加其他要素。
7. 因秘书处及主席先后提出推迟原定会议日期以处理组织事务，工作组关于联合国世旅组织地区和专题办事处的第三次会议最终于 2025 年 6 月 24 日召开。29 个成员国、主席、副主席及秘书处出席了会议。会议由主席致开幕词，强调程序规范、透明度以及忠实记录发言的必要性，随后全体一致通过了议程。在议程“其他联合国机构模式（地区和专题办事处）信息”和“秘书处根据工作组第二次会议提出的方案”项下，秘书处介绍了对 12 个联合国机构的外部办事处模式的调研，并提出了对地区办事处与专题办事处的明确区分，强调了联合国世旅组织办事处不断发展的特性及其业务与财务约束。关于“地区和专题办事处法律框架”的讨论涉及到修订内容，以确保东道国至少适用 1947 年公约的规定。一些成员支持修订方案，另一些成员重申其观点，即如果一个国家已签署该公约，则无需签署新的协定。“地区办事处法律框架——税收豁免”议题得到审议，但未提出进一步意见。在“办事处预算与财务安排”议题下，工作组审议了捐助、实物支持、公共设施、设备、人员及安全需求，成员国就此提出了问题；讨论重点包括对自愿捐助的依赖、资金分布不均的风险，以及需进行东道国内部评估以确保可持续性。工作组成员同意请求执行委员会考虑拨出本组织的部分财务资源的可能性，以支持成员国设立地区和专题办事处，同时确保组织办事处不局限于特定国家，并考虑本组织当前的财务状况。其他议题包括澄清特权与豁免，确认最终报告将包含所有建议，并改进会议形式以增强参与度和加强会议记录。工作组同意

将剩余会议整合为 2025 年 9 月底举行的一次最终会议，提前分发准备文件，并以书面形式提交对秘书处提案的反馈，以供 124 届执行委员会最终报告使用。闭幕词重申了明确地区和专题办事处定义、可持续资助机制及加强制度支持的重要性，同时注意到部分成员国因会议形式限制而发言有限。

8. 联合国世旅组织地区和专题办事处工作组的第四次和第五次会议于 2025 年 9 月 23 日召开，共有 32 个成员国和 1 个准成员参加，主席、副主席及秘书处同时出席会议。会议议程无异议通过，主要集中在讨论三项内容：对上次会议成员意见的审议、预算与财务安排，以及业务框架与工作计划。在审议意见环节，一位成员就特权与豁免、最终报告结构以及拟在中国设立的地区办事处的职责范围提出澄清要求，并重申其有意成为该办事处的东道国，同时发出正式通知，确认这一做法符合既定框架。另一位成员强调专题办事处需要清晰的法律框架，对东道国协定及 1946 年和 1947 年公约下的特权提出问题，并对程序缺乏明确性表示关切。关于税收减免和东道国协定作用的问题，会议中出现不同意见，秘书处解释指出，协定对于办事处正常运作和问责是必需的。
9. 在“预算与财务安排”方面，没有收到新的意见，并指出该事项在之前的讨论中已得到充分处理。关于“业务框架和工作方案”，成员国强调了时间表、职责授权、政府内部程序以及地区委员会的决策角色等问题。在新办事处申请的流程上出现了分歧意见：部分成员倾向直接提交给执行委员会，而另一些成员坚持需经地区委员会同意。多名成员还提出了管辖权不清、职责分散及扩张缺乏规范等担忧。就此，秘书处强调战略一致性、公平代表性以及专题办事处的跨地区职能。秘书处介绍了一个优化方案，明确区分地区办事处与专题办事处，方案基于对 12 个联合国机构的比较研究以及成员国反馈，规定地区办事处以地理区域为重点，专题办事处则以特定主题为主，可能跨地区运作。
10. 仍存在的 key 问题包括集体决策与地区协商之间的平衡、东道国协定的适用范围，以及确保设立办事处对于东道国的财政可行性。工作组成员一致同意，请求执行委员会考虑是否可拨出部分本组织财政资源，支持成员国设立地区和专题办事处，确保本组织的办事处不局限于特定国家，并防止财务能力成为这一方面的障碍。主席还强调应向执行委员会指出，工作组会议采取线上形式限制了成员代表的广泛参与和积极互动，并请求委员会考虑通过成员国驻马德里大使馆，以面对面形式召开即将举行的委员会和工作组会议的可能性。
11. 秘书处确认，将采用 72 小时静默程序分发报告草案，请成员将其意见或保留意见提交，确保不同观点得到充分反映。会议在共同推动去中心化议程的承诺下结束，并达成共识，即最终建议将为执行委员会和全体大会的决策提供指导。
12. 根据工作组的授权，最终报告（草案）（见附件一）已采用 72 小时静默程序分发给工作组成员，以便会员国提供最终反馈。根据工作组职权范围第四部分“工作方式”中的规定，即“如在具体问题上无法达成共识，报告应当在提交执行委员会的工作组报告中列明不同意见”，并考虑到日本所提交的意见性质（见最终报告草案附件三），兹将本文件提交执行委员会第 124 届会议审议决定。

II. 已设立的地区和专题办事处的现况

A. 沙特阿拉伯 - 中东地区办事处

13. 中东地区办事处根据沙特阿拉伯王国与世界旅游组织于 2020 年 9 月 17 日在格鲁吉亚第比利斯签署的东道国协定在利雅得市设立。该协定是在执行委员会第 112 届会议通过的第 5(CXII)号决定授权后签署，并经全体大会第 24 届会议通过的第 [740\(XXIV\)](#)号决议批准。东道国协定于 2021 年 4 月 21 日生效。
14. 根据《工作人员条例》第 15(b)条规定，秘书长任命来自沙特阿拉伯的 Samer Al-Kharashi 先生为中东地区办事处主任。
15. 有关中东地区办事处活动执行情况的信息可参见第 A/26/4(b)号文件。

B. 巴西 - 美洲地区办事处

16. 美洲地区办事处根据巴西联邦共和国与世界旅游组织于 2023 年 10 月 19 日在乌兹别克斯坦撒马尔罕签署的东道国协定在里约热内卢市设立。该协定在全体大会第 25 届会议通过的第 [763\(XXV\)](#) 号决议授权后签署。
17. 上述决议还规定，东道国协定的签署及地区办事处的设立，应以联合国世旅组织与巴西联邦共和国就办事处财务和行政安排签署补充协定，以及巴西完成设立办事处所需的内部程序为前提条件。这一内部程序根据全体大会第 [740\(XXIV\)](#) 号决议所通过的联合国世旅组织办事处法律和业务框架而制定。
18. 根据第 [763\(XXV\)](#) 号决议就补充协定进行谈判期间，秘书处与巴西政府同意将其分为两项独立的、对东道国协定的补充安排：
 - (a) 第一项协定用以确定巴西为办事处的设立、组织和维护所提供的年度财政捐助，
 - (b) 随后的协定规定有关捐助及办事处行政安排的详细条款和条件。
19. 2024 年 1 月 26 日，联合国世旅组织与巴西签署了《巴西联邦共和国与世界旅游组织关于巴西为联合国世旅组织提供用于美洲地区办事处的年度财政捐助的议定书》，确定了巴西 2024 至 2026 年为办事处的设立、组织和维护提供的年度财政捐助。秘书处向执行委员会第 121 届会议提交了报告，委员会在其第 [6\(CXXI\)](#) 号决定中敦促秘书处完成东道国协定生效所需的必要协定。上述议定书于 2024 年 8 月 2 日生效。
20. 秘书处于 2024 年 8 月 7 日通过 巴西驻西班牙大使馆的照会获悉，巴西已完成东道国协定生效所需的内部程序。因此，东道国协定生效的唯一待决条件是就办事处的财务和行政安排达成协议。
21. 2024 年 11 月 1 日，联合国世旅组织与巴西进一步签署了《巴西联邦共和国与世界旅游组织关于美洲地区办事处财务和行政安排的协定》，依据东道国协定和议定书，确立巴西对联合国世旅组织提供的年度财政捐助以及办事处的行政安排和设施的详细条款和条件，该协定自签署之日起生效。
22. 随着议定书和协定的生效（执行委员会在第 [6\(CXXII\)](#) 号决定中予以记录）以及巴西完成其内部程序，东道国协定中根据全体大会第 [763\(XXV\)](#) 号决议规定的生效条件已全部完成。在东道国协定生效后，秘书处已开始采取措施执行这些协定。
23. 根据《工作人员条例》第 [15\(b\)](#) 条规定，秘书长已任命来自巴西的 Heitor Kadri 先生为美洲地区办事处主任。
24. 有关美洲地区办事处活动执行情况的信息可参见第 [A/26/4\(b\)](#) 号文件。
25. 根据章程第 12 条³和第 20 条⁴规定，全体大会须批准以下协议：2024 年 1 月 26 日签署的《巴西联邦共和国与世界旅游组织关于巴西为联合国世旅组织提供用于美洲地区办事处的年度财政捐助的议定书》，以及 2024 年 11 月 1 日签署的《巴西联邦共和国与世界旅游组织关于美洲地区办事处财务和行政安排的协定》。

III. 地区和专题办事处设立的进展情况

A. 摩洛哥 - 非洲创新专题办事处

26. 执行委员会通过第 [5\(CXV\)](#) 号决定，批准了摩洛哥政府关于设立非洲地区办事处的提议，但须经全体大会批准，并且须符合全体大会通过第 [740\(XXIV\)](#) 号决议制定的地区和专题办事处法律及业务框架。

³ 章程第 12(I)条：大会的职能包括但不限于“批准或授权批准与各国政府及国际组织缔结协议”。

⁴ 章程第 20 条：“在大会闭会期间，且在章程未作相反规定的情况下，委员会应在本组织职能和财务资源范围内，作出必要的行政和技术决定，并将所作决定报告大会下一届会议以供批准”。

27. 全体大会根据其第 25 届会议通过的第 [763\(XXV\)](#) 号决议，授权秘书长签署《联合国世旅组织与摩洛哥王国关于在马拉喀什市设立非洲地区办事处的东道国协定》，并敦促摩洛哥政府与秘书处继续谈判，以最终确定办事处财务和行政安排的补充协定。为此，秘书处与摩洛哥政府共同编制了用三种正式语文（阿拉伯语、英语和法语）撰写的东道国协定，该工作于 2024 年 4 月初完成。
28. 在摩洛哥政府与秘书处进一步讨论后，秘书处收到摩洛哥王国的提议，将在拉巴特设立非洲创新专题办事处，而非在马拉喀什设立全体大会在第 [763\(XXV\)](#) 号决议（第 8-11 段）中批准的非洲地区办事处。
29. 根据全体大会第 [740\(XXIV\)](#) 号决议中通过并由执行委员会在第 [8\(CXVI\)](#) 号决定补充的专题办事处设立程序，非洲创新专题办事处的设立将由计划与预算委员会审议，并在其建议基础上提交执行委员会批准。
30. 2025 年 1 月 28 日，摩洛哥政府与联合国世旅组织签署了关于在摩洛哥王国设立联合国世旅组织非洲创新专题办事处的东道国协定，并于 2025 年 5 月 29 日签署了关于摩洛哥王国联合国世旅组织非洲创新专题办事处财务和行政安排的协定，旨在依据东道国协定，确立摩洛哥对联合国世旅组织的财政捐助以及专题办事处的行政安排和设施的详细条款和条件。
31. 东道国协定和财务及行政安排协定均规定，其生效须以专题办事处的设立经计划与预算委员会和执行委员会批准为条件，并待全体大会批准；东道国协定还须在收到摩洛哥政府关于其已完成生效所需内部程序的书面通知后方可生效。
32. 有鉴于此，秘书处向执行委员会第 123 届会议提交了摩洛哥王国关于更改拟设办事处性质和地点的提议，以及东道国协定和财务及行政安排协定。经计划与预算委员会建议，上述内容均在 [第 7\(CXXIII\)号决定](#) 中获得批准。执行委员会进一步要求秘书长将东道国协定和财务及行政安排协定提交本届全体大会批准。
33. 秘书处尚未收到摩洛哥政府关于其已完成东道国协定生效所需内部程序的书面通知。
34. 根据章程第 20 条⁵规定，全体大会须批准执行委员会的决定，即接受摩洛哥政府的提议，在拉巴特设立非洲创新专题办事处，而非最初由全体大会在第 [763\(XXV\)](#) 号决议中决定的在马拉喀什设立的非洲地区办事处。
35. 根据章程第 12 (I) 条⁶和第 20 条规定，全体大会须批准以下协议：2025 年 1 月 28 日签署的《摩洛哥王国政府与世界旅游组织关于在摩洛哥王国设立联合国世旅组织非洲创新专题办事处的东道国协定》，以及 2025 年 5 月 29 日签署的《摩洛哥王国政府与世界旅游组织关于联合国世旅组织非洲创新专题办事处财务和行政安排的协定》。

B. 乌拉圭 - 拉丁美洲与加勒比地区旅游法观察站（专题办事处）

36. 根据全体大会第 25 届会议通过的第 [757\(XXV\)](#) 号决议，执行委员会在其第 121 届会议通过的第 [6\(CXXI\)](#) 号决定中批准了在蒙得维的亚设立拉丁美洲及加勒比地区旅游法观察站（以下简称“拉加观察站”）专题办事处，但须经全体大会第 26 届会议批准，并且拉加观察站的设立须符合全体大会在第 [740\(XXIV\)](#) 号决议中通过的联合国世旅组织办事处法律及业务框架。
37. 2024 年 9 月 3 日，联合国世旅组织与乌拉圭旅游部签署**合作协定**，确定 2025 年和 2026 年拉加观察站的设立、维护及运作的财务和行政条件。该协定经执行委员会在其第 [6\(CXXII\)](#) 号决定中批准，并自签署之日起生效。
38. 联合国世旅组织与乌拉圭政府目前正依据巴西及摩洛哥的东道国协定，就有关拉加观察站的法律和业务框架的东道国协定进行谈判。
39. 为使拉加观察站能够在 2025 年初开始运作，执行委员会在其第 122 届会议通过的第 [6\(CXXII\)](#) 号决定中授权秘书长在经全体大会批准后，与乌拉圭政府签署协定，将联合国开发计划署（UNDP）

⁵ 同上。

⁶ 同上。

或联合国项目事务署（UNOPS）协定的规定作必要调整后适用于拉加观察站，直至东道国协定签署为止。

40. 2025年5月7日，秘书处收到乌拉圭政府确认，将乌拉圭与联合国开发计划署签署的协定适用于联合国世旅组织，执行委员会在其第123届会议通过的第7(CXXIII)号决定中予以记录。
41. 根据上述情况，联合国世旅组织与乌拉圭政府通过秘书长与乌拉圭外交部长2025年9月2日和11日的函件交换，就在蒙得维的亚设立的拉丁美洲及加勒比地区旅游法观察站的临时法律地位签署了协定。协定于2025年9月11日生效。
42. 根据章程第12(I)条⁷和第20条⁸规定，全体大会须批准以下协定：2024年9月3日签署的《世界旅游组织与乌拉圭旅游部关于拉丁美洲及加勒比地区旅游法观察站的合作协定》，以及通过2025年9月2日和11日的函件交换签署的《世界旅游组织与乌拉圭关于在蒙得维的亚设立的拉丁美洲及加勒比地区旅游法观察站的临时法律地位的协定》。

C. 乌兹别克斯坦 - 丝绸之路旅游专题办事处

43. 全体大会第25届会议通过的第763(XXV)号决议对乌兹别克斯坦提议在撒马尔罕市设立“丝绸之路旅游”专题办事处表示欢迎。
44. 在秘书处与乌兹别克斯坦政府的谈判中，双方同意分两部分进行磋商：
 - (a) 确立专题办事处的法律框架的东道国协定（以下简称“东道国协定”）；
 - (b) 办事处财务和行政安排的补充协定（以下简称“补充协定”）。
45. 执行委员会在其第123届会议通过的第7(CXXIII)号决定中批准了东道国协定，并要求秘书长将其提交本届全体大会批准，同时待补充协议签署以及乌兹别克斯坦完成设立专题办事处所需的内部程序。这一内部程序根据全体大会第740(XXIV)号决议所通过的法律和业务框架而制定。
46. 《乌兹别克斯坦共和国政府与世界旅游组织关于在撒马尔罕设立联合国世旅组织丝绸之路旅游专题办事处的东道国协定》于2025年7月2日签署。
47. 根据第14(1)条规定，东道国协定应在以下条件下生效：(一) 经执行委员会批准，并待全体大会根据章程第12条批准；(二) 乌兹别克斯坦政府书面通知已完成其生效所需的内部法律程序；(三) 专题办事处财务和行政安排的补充协定生效。
48. 补充协议的谈判目前仍在进行中。秘书处将通过本报告的附录向会员国通报谈判进展情况。
49. 根据章程第12(I)条⁹和第20条¹⁰规定，全体大会须批准《乌兹别克斯坦共和国政府与世界旅游组织关于在撒马尔罕设立联合国世旅组织丝绸之路旅游专题办事处的东道国协定》，该协议于2025年7月2日签署。

IV. 新的地区和专题办事处的设立

A. 中国 - 地区办事处

50. 2025年8月1日，秘书处收到中华人民共和国文化和旅游部的照会，表达中国对在上海市开设地区办事处的兴趣，并请求秘书处提供东道国协定草案。

⁷ 同上。

⁸ 同上。

⁹ 同上。

¹⁰ 同上。

51. 2025年9月10日，秘书长收到中国文化和旅游副部长高政先生关于在上海开设地区办事处事宜的来函，信中表达中国将承诺遵守全体大会第740(XXIV)号决议通过的设立联合国世旅组织地区办事处的法律及业务框架中规定的要求。
52. 最后，2025年10月8日，秘书处收到中国文化和旅游部的函件，请求将其开设地区办事处的申请在东亚及太平洋委员会（CAP）和南亚委员会（CSA）会员国之间传达，以征求支持和建议，并表示地区办事处的详细业务方案将于2026年东亚及太平洋委员会和南亚委员会联合会议上通报，以便与会员国协商，并采纳其对地区办事处业务框架的意见和建议。
53. 根据全体大会第740(XXIV)号决议¹¹通过的地区办事处设立程序，秘书处于2025年10月10日通过照会向东亚及太平洋委员会和南亚委员会的成员通报了中国开设地区办事处的申请，以便在2025年10月28日前审议。如果东亚及太平洋委员会和南亚委员会的成员在规定截止日期前未提出异议，该申请将被视为获得东亚及太平洋委员会和南亚委员会的推荐。秘书处将相应向执行委员会第124届会议和全体大会第26届会议报告，以供决定。
54. 在规定的期限内，秘书处于2025年10月28日依次收到以下成员的意见：大韩民国、伊朗伊斯兰共和国、日本、印度及印度尼西亚。秘书处于同日将这些意见分发给东亚及太平洋委员会和南亚委员会成员。随后，秘书处10月30日收到中华人民共和国提交的意见，该意见是对前述五个会员国意见的回应，并于同日分发给东亚及太平洋委员会和南亚委员会成员。来自两个委员会成员的所有意见和反馈均载于本报告的附二。
55. 考虑到全体大会第740(XXIV)号决议通过的法律和业务框架中，并未对每个地区可设立办事处的数量作出明确限制，对于上述会员国提交的意见，秘书处希望提醒，执行委员会此前已有在同一地区批准设立两个地区办事处的先例，即执行委员会在其第115届会议上通过第5(CXV)号决定，批准在**阿根廷**和**巴西**设立地区办事处，但须经全体大会批准，且申请应符合全体大会通过的法律和业务框架。
56. 此外，秘书处还提醒，根据章程第12(j)条的规定，全体大会是唯一有权设立本组织办事处的机构。
57. 因此，根据章程第19(c)条¹²，谨建议执行委员会：
- (a) 建议全体大会批准由中国提交的开设地区办事处的申请，但须在2026年东亚及太平洋委员会和南亚委员会会议上就设在中国的地区办事处和设在日本的地区支助办事处的职能分工进行进一步协商；或者
- (b) 请求全体大会授权执行委员会批准该申请，但须在2026年东亚及太平洋委员会和南亚委员会会议上就同一事项进行进一步协商。
58. 谨建议全体大会：
- (a) 批准在上海设立地区办事处，但须在2026年东亚及太平洋委员会和南亚委员会会议上就设在中国的地区办事处和设在日本的地区支助办事处的职能分工进行进一步协商；或者
- (b) 根据章程第12(j)条规定，将批准权授予执行委员会，授权其批准在上海设立地区办事处，但须在2026年东亚及太平洋委员会和南亚委员会会议上就同一事项进行进一步协商

V. 亚洲和太平洋地区支助办事处改革的进展情况

59. 根据全体大会第656(XXI)号决议赋予的任务，日本政府与联合国世旅组织已就解决现存差距开展工作，并正朝着一种解决方案推进。该方案既保留获得日本支持的益处，又将亚太地区支助办事处坚实纳入联合国世旅组织的法律和制度框架。双方均认识到使亚太地区支助办事处符合第1类标准的重要性，以确保其合法性、有效性和可持续性。日本当局已表示愿意正式确立亚太地区支助办事处的法律地位，并就新的法律框架进行谈判，为亚太地区支助办事处在日本的运作提供明

¹¹ “由联合国世旅组织秘书处在地区会员国中传达申请，或将该事项列入地区委员会会议，以征求支持及进一步建议”（第A/24/10 rev.1文件第37段）

¹² 章程第19(c)条规定：委员会的职能包括：（……）(c) “向大会提交提案。”

确法律依据，并赋予其作为联合国系统办事处所需的独立性和权力，从而保障本组织的利益。为了展示日本对此的承诺，日本政府于 2020 年签署了《1947 年专门机构特权与豁免公约》及其附录 XVIII，以符合第 656(XXI)号决议中所述适用于第 I 类实体的条件¹³。

60. 在秘书处与日本政府进行广泛谈判后，该事项已取得重大进展。2025 年 2 月，通过秘书长与日本观光厅专员的函件交换，联合国世旅组织与日本政府就本组织的运作安排达成一致，以确保亚太地区支助办事处作为第 I 类实体符合适用条件和标准，并在日本享有适当的法律框架。通过这些安排，日本政府承认亚太地区支助办事处适用第 I 类实体的所有原则和标准；承认其作为本组织一部分的法律人格；并承诺亚太地区支助办事处在日本所享待遇不低于联合国及其他在日本的专门机构。此外还指出，“日本观光厅有意每年自愿承担支持亚太地区支助办事处活动的必要费用，但要视其预算拨款而定”，费用金额每年协商确定，并将在单独签署的《联合国世旅组织与日本观光厅合作备忘录》中明确。
61. 作为将亚太地区支助办事处作为第 I 类实体纳入联合国世旅组织结构的拟议安排的第一部分，该函件交换已向执行委员会第 123 届会议报告，其所述的《合作备忘录》为第二部分（[CE/123/5 Add.1](#)）。事实上，执行委员会在其第 [7\(CXXIII\)](#)号决定中“鼓励秘书处继续与日本政府谈判，以最终确定将亚太地区支助办事处作为第 I 类实体完全纳入联合国世旅组织结构所需的财政安排”（第 5 段），并“要求秘书处根据全体大会第 656(XXI)号决议赋予的任务，报告在第 I 类实体适用条件和标准下，与日本政府就亚太地区支助办事处改革过程所进行的谈判情况”（第 12 段）。
62. 将亚太地区支助办事处作为第 I 类实体纳入联合国世旅组织的制度和法律体系的一个关键步骤，是联合国世旅组织与日本之间通过正式协定、谅解备忘录，或函件交换等形式，签署东道国协定并对双方具有约束力。事实上，具有法律约束力的东道国协定提供第 I 类框架所需的治理支撑，是唯一能够对联合国世旅组织与日本双方设定可执行法律和财政义务的文书。值得注意的是，联合国各机构通常通过与东道国直接签署协议的方式设立办事处，以赋予办事处法律人格，并向其及其工作人员延伸特权与豁免权，同时这些办事处作为相关机构的组成部分进行人员配备和管理。从比较角度来看，亚太地区支助办事处目前的模式在联合国系统内属于例外。
63. 同样，日本政府为支持亚太地区支助办事处提供的任何财政捐助，必须根据《联合国世旅组织财务条例和规章》纳入具有法律约束力的协定中。
64. 亚太地区支助办事处目前的结构尚未完全符合第 I 类实体的法律和业务标准，但相关条件已具备（日本同意适用 1947 年公约并愿意完善亚太地区支助办事处的法律及财务框架），为过渡性合规提供了路径。主要待完成的步骤包括签署东道国协定、重组亚太地区支助办事处人员安排以及整合财务。这些步骤需要秘书处与日本协同推进，以避免干扰亚太地区支助办事处的现有工作。因此，全体大会可考虑在此过渡期间采取临时措施，批准 2025 年的函件交换，同时秘书处继续与日本政府进行讨论，以实现将亚太地区支助办事处作为第 I 类实体，完全纳入联合国世旅组织的法律和制度框架。
65. 根据章程第 12(I)条规定，作为临时措施，请全体大会批准《日本观光厅与世界旅游组织之间关于亚太地区支助办事处法律和业务框架的安排》，该安排通过 2025 年 2 月 2 日和 2 月 13 日的函件交换达成。
66. 10 月 31 日，秘书处收到来自日本的函件，请求对决议草案第 23 段和本报告第 61 段进行修改。该函件作为附件三附于本报告。关于对决议草案提出的修正案，秘书处希望在下方添加文字，以解释如下内容：如上所述，2025 年的函件交换是将亚太地区支助办事处作为第 I 类实体纳入的磋商中的过渡性步骤：

“作为一项临时措施，批准《日本观光厅与世界旅游组织之间关于亚太地区支助办事处法律和业务框架的安排》（旨在为其成为**第 I 类实体**铺平道路/旨在为将其纳入**第 I 类实体模式**铺平道路）”。

¹³ 日本提出的修正案（见报告第 66 段）。

Annex I: Report of the Working Group on UN Tourism Regional and Thematic Offices

Working Group on UN Tourism Regional and Thematic Offices

Final Report

Introduction

The Executive Council, through its [decision 7\(CXVIII\)](#), decided to establish a Working Group on Regional and Thematic Offices, composed of Member States and supported by the Secretariat.

Subsequently, Terms of Reference establishing the mandate, composition and working methods of the Working Group were approved by the 119th session of the Executive Council through [decision 7\(CXIX\)](#) and subsequently further noted by the 25th session of the General Assembly through [Resolution 763\(XXV\)](#).

The Working Group, composed by Afghanistan, Armenia, Bahrain, Belarus, Benin, Brazil, Burkina Faso, China, Colombia, Egypt, Haiti, Indonesia, Iraq, Japan, Jordan, Kuwait, Lebanon, Libya, Lithuania, Morocco, Myanmar, Nicaragua, Nigeria, Oman, Peru, Qatar, Republic of Moldova, Romania, Saudi Arabia, Spain, Sri Lanka, Sudan, Syrian Arab Republic, United Arab Emirates, United Republic of Tanzania, Uruguay, and Yemen have reviewed the input previously received by the Secretariat regarding the Legal and Operational Framework for UN Tourism Offices during the period 2022-2023 and, on this basis, prepared a recommendation for the improvement of the Framework, requesting the Secretary-General to submit it to the Executive Council at its 124th session for approval.

The Working Group convened five meetings. A summary and overview of the discussions are presented in the Report on Regional and Thematic Offices submitted to the 124th session of the Executive Council (CE/124/5).

The Report consists of three annexes. Annex I provides the final, revised version of the recommendations on the improvement of the Legal and Operational Framework for the Selection and Establishment of Regional and Thematic Offices, based on comments received from Member States and the outcomes of discussions held during the five meetings of the Working Group. To ensure greater clarity and transparency, Annex II provides a comparative chart with four columns: the initial text of the Report on the “Establishment of UNWTO Regional Offices (A/24/10 rev.1)” ; any further developments or refinements made during subsequent Executive Council sessions; the final and proposed text of the Working Group, or indications where no changes were made; and comments with specific notes, including divergent views from Member States. Annex III contains the comments received from Japan during the circulation of the draft Final Report among the Working Group Members under the 72-hour silence procedure.

NOTE

The Working Group Members kindly request the Executive Council to look into the possibility of allocating part of the organization’s financial resources to support Member States in establishing Regional and Thematic Offices, ensuring that the Organization’s Offices are not limited to certain Countries, and that financial capacity does not constitute a barrier in this regard.

The Chair also wishes to inform the Executive Council the virtual format of the Working Group Meetings prevented Members’ Representatives from wide participation and active engagement, requesting the Council to look into the possibility of holding upcoming Committees and Working Groups’ Meetings in-person through the Member States’ Embassies in Madrid.

Actions to be taken by the 124th session of the Executive Council:

The Executive Council is invited to:

1. Thank the Working Group members, its Chair, Vice Chair and the Secretariat for the overall work undertaken and to take note of its activities on the review of the legal and operational framework for UN Tourism Offices;

2. Approve the report with the recommendation on the legal and operational framework for UN Tourism Offices made by the Working Group for the improvement of the legal and operational framework on the selection and establishment of Regional and Thematic Offices and to submit the report to the 26th session of the UN Tourism General Assembly for consideration;
3. Further approve the revised Legal and Operational Framework on the Selection and Establishment of Regional and Thematic Offices, and submit this revised framework to the 26th session of the UN Tourism General Assembly for approval;
4. Consider the mandate of the Working Group as completed.

Annex I: Recommendation of the Working Group on the improvement of the Legal and Operational Framework on the Selection and Establishment of Regional and Thematic Offices¹

Differentiation between Regional and Thematic Offices

1. **UN Tourism Regional Offices** are established to bring the Organization's strategic vision and initiatives closer to Member States by translating global policies and programmatic priorities into regionally adapted actions. Their core objective is to ensure that UN Tourism's work remains responsive to the specific needs, opportunities, and challenges of each geographic area. Operating as decentralized structures under the full supervision of the UN Tourism Secretariat—which retains oversight of the Organization's political engagement—**Regional Offices** enhance the relevance and impact of the Programme of Work (PoW) by aligning global objectives with regional priorities. They play a proactive role in implementing UN Tourism's mandate in ways that reflect regional policy frameworks, cultural contexts, and development agendas, while delivering tailored support and services to Member States to ensure that measures are both targeted and effective.
2. **Regional Offices** serve as key structures for outreach and advocacy, forging strategic partnerships with international and regional organizations, donor institutions, and other stakeholders. Depending on the needs and specificities of the regions they serve, **Regional Offices** may operate at regional and/or sub-regional levels.
3. **UN Tourism Thematic Offices** may be established to address specialized subject areas requiring focused expertise and sustained attention. Operating as decentralized structures under the full supervision of the UN Tourism Secretariat—which retains oversight of the Organization's political engagement—**Thematic Offices** serve as dedicated hubs for research, policy input, and the advancement of thematic priorities. Their scope of work aligns with the UN Tourism Programme of Work (PoW) but may also extend beyond it to address emerging trends and evolving needs of Member States. **Thematic Offices** are responsible for knowledge creation and dissemination, training, capacity development, and policy guidance, while ensuring active coordination with national tourism administrations, destination management organizations, industry associations, and other relevant stakeholders.
4. They may also produce publications, studies, and tailored academic and practitioner research in close collaboration with universities and academic institutions. Overall, **Thematic Offices** support the achievement of sustainable tourism development and resilience in Member States.
5. Depending on the needs and specificities of the subject areas, **Thematic Offices** may operate at regional, sub-regional, or other geographically defined levels. These scopes may encompass groups of countries within the same region or across different regions, based on thematic relevance and spatial linkages.

Establishment of Offices

Procedure for the establishment of Offices

6. Submission of an official letter of intent (application) by a Member State to host a Regional or Thematic Office, addressed to the Secretary-General of UN Tourism, along with a commitment to all requirements stipulated in the Host Country Agreement, including compliance with the applicable legal framework.
7. Dissemination by the UN Tourism Secretariat among the Members of the corresponding Regional Commission(s) of the application and detailed proposal for hosting a Regional or Thematic Office — covering the proposed scope of work, financial aspects, and other relevant matters — prepared by the applicant country in consultation with the UN Tourism Secretariat, for subsequent recommendation by the Regional Commission(s), or inclusion of these documents in the agenda of the corresponding Regional Commission meeting(s) for discussion and subsequent

¹ Unless expressly stated otherwise in the text, "Offices" shall be understood as both Regional and Thematic Offices.

recommendation. In the case of Thematic Offices, in addition to the recommendation of the corresponding Regional Commission(s), the Secretariat shall also disseminate the application and detailed proposal among the Members of the Programme and Budget Committee (PBC), for subsequent recommendation by the PBC, or include them in the agenda of the PBC for discussion and subsequent recommendation.

8. Submission by the UN Tourism Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office.
9. Submission by the UN Tourism Secretariat of the endorsed application to the General Assembly for its ratification.

Host country agreement

10. The establishment of Offices is subject to the conclusion of an agreement with the host State that ensures the appropriate legal framework and, in particular, the principles and conditions for external entities established under Category I as adopted by the General Assembly through resolution 656(XXI). The full list of conditions applying to Category I entities is included in General Assembly [document A/21/8\(I\)\(f\)](#).

Operational Framework and Programme of Work

11. Insofar as they constitute an integral part of the Organization, Offices shall carry out the mandate assigned to them by the General Assembly under the supervision of the Secretary-General.
12. Offices shall be administered from the Organization's Headquarters and be headed by an official appointed by the Secretary-General.
13. The timeline for the operationalization of the Offices may be prepared and proposed by the UN Tourism Secretariat; however, it is not possible to establish a concrete schedule, as the overall process depends not only on negotiations between the Organization's Secretariat and the host country, but also on internal procedures within the host country involving various governmental entities.
14. UN Tourism's institutional responsibility is to ensure the smooth, timely and high-quality functioning of its Offices, as well as to foster coordination and collaboration between them.
15. In terms of the overall planning and improvement of the global layout of the Offices and clarifying their respective scope of work under the premise of full consideration of regional balance and the specific context of each host country, it is important that (1) equitable regional representation is ensured; (2) mandates and specialization of each Office are defined; (3) a decision is made on how many Offices are to be established globally; (4) a rationale is established for how countries are selected to host these Offices; and (5) the network of Offices is cohesive and not redundant.

Legal Framework

Status of the Offices

16. Offices are an integral part of the Secretariat and shall be recognized as representing a specialized agency of the United Nations in the territory of the host State. Therefore, the host State must undertake to apply to the proposed Office, at a minimum, the provisions of either the Convention on the Privileges and Immunities of the Specialized Agencies, adopted by the General Assembly of the United Nations on 21 November 1947 ("the 1947 Convention"), and its Annex XVIII, or, alternatively, where the host State has not ratified said Convention, it shall undertake to apply at a minimum, the Convention on the Privileges and Immunities of the United Nations, approved by the

General Assembly of the United Nations on 13 February 1946, (“the 1946 Convention”), as may be applicable to UN Tourism *mutatis mutandis*.

Their application shall be without prejudice to the granting of additional privileges and immunities required in practice for the correct functioning of the Office, and to align with those afforded to other offices of the UN in the country or to those enjoyed by the Organization at the Headquarters.

17. These are essential, in line with the practice of UN Tourism and other organizations of the UN system, to guarantee the independence of the operations of the Organization, the privileges and immunities necessary to its personnel and to the representatives of UN Tourism Members. Further, they are necessary to ensure that the legal status and framework of the Organization is respected regardless of the country hosting the office and to prevent any legal or financial liability to the Organization.
18. Furthermore, the Organization shall be exempt from all indirect taxes when making important purchases intended for official use, in particular from value added taxes and/or duties which constitute part of the cost of goods purchased by or services rendered to the Organization. In such instances, the host State shall make appropriate arrangements for the remission or reimbursement of the amount of duty or tax.
19. As a general principle, the Organization shall enjoy treatment in respect of its privileges, immunities, exemptions and facilities not less favourable than those accorded by the host State to the United Nations and other specialized agencies. The Secretariat will conduct benchmarking exercises as appropriate to review other agreements signed between other UN Agencies and the individual host country to ensure that the same conditions are provided to UN Tourism Offices and its personnel.

Status of Office Personnel

20. All officials of the Organization shall enjoy the privileges and immunities provided for under Article VI of the 1947 Convention while persons having the status of “experts”² shall be accorded such privileges and immunities as are necessary for the independent and effective exercise of their functions and, in particular, those provided for under paragraph 3 of the Annex XVIII.
21. For the purpose of enabling them to discharge their functions independently and efficiently, all individuals, irrespective of their nationality or residence, engaged by the Organization to perform services in the execution of the mandate of the Office should be considered by the host State as “officials” within the meaning of Section 18, Article VI, of the 1947 Convention³. Subsidiarily, when having the status of “experts” they shall be also entitled to the privileges and immunities provided for in Sections 19 and 20 of the 1947 Convention at a minimum.
22. In addition to the privileges and immunities granted to officials, the Head of the Office, and his or her spouse and relatives dependent on him or her, shall be accorded the same privileges, immunities and facilities as are enjoyed by diplomatic agents and their families in the host State.
23. All personnel of the Office shall be provided with a personal identity card certifying their status and the privileges and immunities afforded under the host country agreement.

Transit

² Experts are defined under paragraph 3 of Annex XVIII to the Convention as persons other than officials within the scope of Article VI of the Convention serving on organs and bodies of, or performing missions for, the Organization.

³ Each specialized agency will specify the categories of officials to which the provisions of this article and of article VIII shall apply. It shall communicate them to the Governments of all States parties to this Convention in respect of that agency and to the Secretary-General of the United Nations. The names of the officials included in these categories shall from time to time be made known to the abovementioned Governments (Section 18, Article VI, Convention)

24. All personnel of the Office shall be granted facilities enabling them to enter and leave the duty station and to be repatriated in times of international crisis. To this end, the host State shall issue to all Office personnel promptly, free of charge and without restrictions all necessary visas, permits and authorizations.
25. Likewise, the Host Country shall take appropriate measures to facilitate the entry into, sojourn in and departure of all representatives of Members of the Organization and any other persons who, by reason of their functions, must have access to the Office in an official capacity.

Prevention of Abuses

26. The privileges and immunities provided to the Organization and the personnel of the Office are only granted with a view to ensuring the effective fulfilment of the Organization's aims and purposes. The Secretary-General shall have the right and the duty to waive the immunity of any member of personnel if it would impede the course of justice and it can be waived without prejudice to the interests of the Organization.
27. The Organization and the host State shall cooperate in order to facilitate the proper administration of justice, assure the observance of police regulations and prevent any abuse in connection with the privileges, immunities, exemptions and facilities granted to the Organization and its personnel.

Financial and Administrative Framework

Budget and Financial Arrangements

28. Regarding the requirement of the conditions applying to Category I entities adopted by the General Assembly, it should be noted that although Offices should be an integral part of UN Tourism's budget, this would not be possible unless assessed contributions would be increased to allow for the operation of such offices.
29. Therefore, the only possibility at the present moment for the establishment, organization and maintenance of an Office to carry out its mandate effectively is that it be financed by the host State through a voluntary contribution. This voluntary contribution is managed by the Secretariat to comply with the Programme of Work approved by the Governing Bodies for the Office and to ensure its correct functioning as well as the necessary support to the Office and coordination extended by the Headquarters of the Organization. Furthermore, the management of the Office is subject to UN Tourism's Financial Regulations and Rules.
30. In particular, the host State's contribution to the functioning of the Office shall cover:
 - a) The salaries of the Director and officials of the Office and such other personnel as may be assigned to the Office from time to time, including regional allowances and recruitment costs for local employees; and
 - b) Institutional strengthening, modernization and other management issues of the Organization that have an impact on the Office.
31. Additionally, the host State shall bear the following costs:
 - a) Labour, equipment, supplies and other services or property as may be needed.
32. The premises of the Office in the location agreed with the host State shall be provided to the Organization free of charge.

Staffing

33. The selection, recruitment and contracts of all personnel of the Office shall be subject to the rules and regulations and policies of the Organization.
34. Therefore, all Office personnel, including the Head of the Office, shall be recruited by the Organization and be subject to the supervision of the Secretary-General or a designated Senior Officer, as in the practice of the United Nations, and shall not seek or accept instructions from any external authority.
35. In addition to officials, the Organization may also hire individuals on a fixed-term contract as service contract holders or experts to support the activities of the Office.

Security

36. Insofar as the premises of the Offices are inviolable, irrespective of their owner, no agent of the host State shall enter them without consent of the Secretary-General.
37. The host State shall take all necessary measures to ensure the safety and security of the building and premises of the Office and its personnel in line with the mandatory security standards required by UNDSS.

Meetings

38. The 1947 Convention and Annex XVIII shall be applicable in respect of meetings and conferences convened by the Organization in the host State. Without prejudice to the provisions of the 1947 Convention, all participants and persons performing functions in connection with a meeting or conference of the Organization in the host State shall enjoy such privileges and immunities, facilities and courtesies as are necessary for the independent exercise of their functions in connection thereto.
39. Meetings and conferences held outside of the premises of the Office shall require prior notification to the authorities of the host State.

Review of operations

40. The Organization will conduct evaluations as to ascertain whether an Office constitutes a significant contribution to the Organization's aims and objectives and will report periodically on the functioning and operations of Offices to the General Assembly and the Executive Council.

Annex II – Comparative Chart^{17 18}

Initial text (2021) (A/24/10 rev.1) ¹⁹	Further development and refinements made at the Executive Council sessions EC116 (2022) (CE/116/4(b)); EC 117th (2022) (CE/117/5), other subsequent sessions	The final and proposed text (2025) and/or no changes were made	Comments
<p>Host country agreement</p> <p>10. The establishment of a Regional Office is subject to the conclusion of an agreement with the host State that ensures the appropriate legal framework and, in particular, the principles and conditions for external entities established under Category I as adopted by the General Assembly through resolution 656(XXI). The full list of conditions applying to Category I entities is annexed to the present document.</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Host country agreement</p> <p>The establishment of Offices is subject to the conclusion of an agreement with the host State that ensures the appropriate legal framework and, in particular, the principles and conditions for external entities established under Category I as adopted by the General Assembly through resolution 656(XXI). The full list of conditions applying to Category I entities is included in General Assembly document A/21/8(l)(f).</p>	<p>Comment received from Japan following the Fourth and Fifth meetings of the Working Group</p> <p>Following the fourth and fifth meetings, Japan submitted the following comment “...in the Resolution 763 adopted in 2023, the General Assembly ‘reiterates the utmost importance that all applicants to host UNWTO Regional and Thematic Offices comply...with the requirements of the host country agreement.’ However, as Japan has already hosted RSOAP ever since its establishment in 1995 based on the exchange of letters, Japan is not an ‘applicant(s) to host UNWTO Regional and Thematic Offices’ referred to in the said resolution. Importantly, Japan also wishes to point out that UN Tourism explained to us that the subject to be heeded in the present Working Group is new regional and thematic offices to be established.</p> <p>In the wake of the foregoing, in the Decision 7 of the 123rd Executive Council this year, the Executive Council ‘Encourages the Secretariat to continue negotiations with the Government of Japan to finalize the required financial arrangements for integrating RSOAP fully into UN Tourism as a Category 1 entity.’</p>

¹⁷ The order of the sections under Annex II is based on the order adopted at the 24th General Assembly (A/24/10 rev.1). The order of the sections under Annex I has been updated.

¹⁸ Unless expressly stated otherwise in the text, “Offices” shall be understood as both Regional and Thematic Offices.

¹⁹ By virtue of Resolution 740(XXIV), the legal and operational framework established under document A/24/10 rev.1 applies to both Regional and Thematic Offices, as such, it should be read as applying to both categories of Office.

			<p>As the said decision shows that the condition for the RSOAP to be upgraded to the Category 1 entity will be met once the financial arrangement (i.e. MoC) has been signed, over which the negotiation is ongoing, it is of utmost importance that the MoC is signed at an earliest timing possible.”</p> <p>“We would also like to additionally note that there are no preceding cases where Japan, in addition to the Convention on the Privileges and Immunities of the Specialized Agencies, has concluded additional agreements with other UN specialized agencies when they established their offices in Japan. Besides, Japan reiterates that the facility of the United Nations University located in Japan is its headquarters, not its office. Therefore, a simple comparison between the headquarters of the United Nations University and the RSOAP as done in the Response from the Secretariat is fundamentally inappropriate.”</p> <p>Comment received from China following the Fourth and Fifth meetings of the Working Group</p> <p>China replied to the comments submitted by Japan following the fourth and fifth meetings of the Working Group that “ According to General Assembly resolutions 656(XXI) and 740(XXIV), a Cat 1 entity requires Host Country Agreement. It is our understanding that without HCA, any office would not be qualified to become a Cat 1 office. We believe that the Secretariat will and should act in accordance with the GA resolutions.”</p>
<p>Status of Regional Offices</p>		<p>Final text (WG):</p> <p>Status of Regional Offices</p>	<p>Comment received from Japan following the Fourth and Fifth meetings of the Working Group</p>

<p>11. Regional Offices shall be recognized as representing a specialized agency of the United Nations in the territory of the host State. Therefore, the host State must undertake to apply to the Organization at minimum the provisions of the Convention on the Privileges and Immunities of the Specialized Agencies, adopted by the General Assembly of the United Nations on 21 November 1947, and its Annex XVIII, without prejudice to granting additional privileges and immunities for the correct functioning of the Office and to align with those afforded to other offices of the UN in the country or to those enjoyed by the Organization at the Headquarters.</p> <p>12. These are essential, in line with the practice of UNWTO and other organizations of the UN system, to guarantee the independence of the operations of the Organization, the privileges and immunities necessary to its personnel and to the representatives of UNWTO Members. Further, they are necessary to ensure that the legal status and framework of the Organization is respected regardless of the country hosting the office and to prevent any legal or financial liability to the Organization.</p> <p>13. Furthermore, the Organization shall be exempt from all indirect taxes when making important purchases intended for official use, in particular from value added taxes</p>		<p>Regional Offices are an integral part of the Secretariat and shall be recognized as representing a specialized agency of the United Nations in the territory of the host State. Therefore, the host State must undertake to apply to the proposed Office, to the Organization at a minimum, the provisions of either the Convention on the Privileges and Immunities of the Specialized Agencies, adopted by the General Assembly of the United Nations on 21 November 1947 (“ the 1947 Convention ”), and its Annex XVIII, or, alternatively, where the host State has not ratified said Convention, it shall undertake to apply at a minimum, the Convention on the Privileges and Immunities of the United Nations, approved by the General Assembly of the United Nations on 13 February 1946, (“the 1946 Convention”), as may be applicable to UN Tourism <i>mutatis mutandis</i>. Their application shall be without prejudice to the granting of additional privileges and immunities required in practice for the correct functioning of the Office, and to align with those afforded to other offices of the UN in the country or to those enjoyed by the Organization at the Headquarters.</p> <p>These are essential, in line with the practice of UN Tourism and other organizations of the UN system, to guarantee the independence of the operations of the Organization, the privileges and immunities necessary to its personnel and to the representatives of UN Tourism Members. Further, they are</p>	<p>Following the fourth and fifth meetings, Japan submitted the following comments</p> <p>“ The General Assembly Resolution 656 adopted in 2015 set forth the 11 conditions applying to Category 1 entities, which were also reiterated in the General Assembly Resolution 740 adopted in 2021. Over the past years, Japan and UN Tourism have bilaterally coordinated matters concerning the 11 conditions, although Japan refrains from openly elaborating here all the details of the negotiation given its nature. However, it should be noted that the sole condition explicitly stated with respect to privileges and immunities in the aforesaid resolutions is to ‘apply the Convention on the Privileges and Immunities of the Specialized Agencies of 1947 and its Annex XVIII,’ both of which Japan has already concluded.</p> <p>Moreover, it should be also noted that Japan and UN Tourism have formed common understanding on personnel and budget necessary for the Regional Office (RSOAP), leading to the exchange of letters in February this year which confirmed that the conditions and criteria applicable to Category 1 entities are complied with vis-à-vis RSOAP through the arrangements made in the exchange of letters.”</p> <p>“ Regarding VAT exemption which UN Tourism is requesting, Japan already has a consumption tax (equivalent to VAT) exemption scheme* in place based on Article 3, Paragraph 10 of the Convention on the Privileges and Immunities of the Specialized Agencies. Under this scheme, UN Tourism</p>
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<p>and/or duties which constitute part of the cost of goods purchased by or services rendered to the Organization. In such instances, the host State shall make appropriate arrangements for the remission or reimbursement of the amount of duty or tax.</p> <p>14. As a general principle, the Organization shall enjoy treatment in respect of its privileges, immunities, exemptions and facilities not less favourable than those accorded by the host State to the United Nations and other specialized agencies.</p>		<p>necessary to ensure that the legal status and framework of the Organization is respected regardless of the country hosting the office and to prevent any legal or financial liability to the Organization.</p> <p>Furthermore, the Organization shall be exempt from all indirect taxes when making important purchases intended for official use, in particular from value added taxes and/or duties which constitute part of the cost of goods purchased by or services rendered to the Organization. In such instances, the host State shall make appropriate arrangements for the remission or reimbursement of the amount of duty or tax.</p> <p>As a general principle, the Organization shall enjoy treatment in respect of its privileges, immunities, exemptions and facilities not less favourable than those accorded by the host State to the United Nations and other specialized agencies. The Secretariat will conduct benchmarking exercises as appropriate to review other agreements signed between other UN Agencies and the individual host country to ensure that the same conditions are provided to UN Tourism Offices and its personnel.</p>	<p>already enjoys exemption in the same way as other UN organizations. (*Under the scheme of the Ministry of Foreign Affairs, international organizations in Japan can enjoy the tax exemption regarding consumption tax when purchasing eligible official goods at designated duty-free stores, by using a tax exemption card issued upon request in the name of official of the office in Japan specified by the organization.)</p> <p>As is the case with the abovementioned consumption tax exemption scheme, the RSOAP already enjoys the equal treatment with other UN specialized agencies' offices in Japan.</p> <p>In the light of the foregoing, it should be concluded that the RSOAP in Japan fulfils the requirement for the Category 1 entity once the MoC, over which the negotiation is ongoing, is signed, and that the RSOAP, as an already existing Regional Office, falls outside of the scope of the present Working Group.”</p>
<p>Programme of work</p> <p>15. Insofar as they constitute an integral part of the Organization, Regional Offices shall carry out the mandate assigned to them by the General Assembly under the supervision of the Secretary-General.</p>		<p>Final text (WG):</p> <p><u>Operational Framework and the Programme of work</u></p> <p>Insofar as they constitute an integral part of the Organization, Offices shall carry out the mandate assigned to them by the General Assembly under the supervision of the Secretary-General.</p>	

<p>16. Offices shall be administered from the Organization's Headquarters and be headed by an official appointed by the Secretary-General.</p>		<p>Offices shall be administered from the Organization's Headquarters and be headed by an official appointed by the Secretary-General.</p> <p>The timeline for the operationalization of the Offices may be prepared and proposed by the UN Tourism Secretariat; however, it is not possible to establish a concrete schedule, as the overall process depends not only on negotiations between the Organization's Secretariat and the host country, but also on internal procedures within the host country involving various governmental entities.</p> <p>UN Tourism's institutional responsibility is to ensure the smooth, timely and high-quality functioning of its Offices, as well as to foster coordination and collaboration between them.</p> <p>In terms of the overall planning and improvement of the global layout of the Offices and clarifying their respective scope of work under the premise of full consideration of regional balance and the specific context of each host country, it is important that (1) equitable regional representation is ensured; (2) mandates and specialization of each Office are defined; (3) a decision is made on how many Offices are to be established globally; (4) a rationale is established for how countries are selected to host these Offices; and (5) the network of Offices is cohesive and not redundant.</p>	
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<p>Budget and financial arrangements</p> <p>17. The establishment, organization and maintenance of a Regional Office to carry out its mandate shall be financed by the host State. In particular, the host State's contribution to the functioning of the Office shall cover:</p> <p>(a) The salaries of the Director and officials of the Office and such other personnel as may be assigned to the Office from time to time, including regional allowances and recruitment costs for local employees;</p> <p>(b) Institutional strengthening, modernization and other management issues of the Organization that have an impact on the Office.</p> <p>18. Additionally, the host State shall bear the following costs:</p> <p>(a) Labour, equipment, supplies and other services or property as may be needed.</p> <p>19. The premises of the Office in the location agreed with the host State shall be provided to the Organization free of charge.</p>	<p>Budget and financial arrangements</p> <p>27. Regarding the requirement of the conditions applying to category I entities adopted by the General Assembly, it should be noted that although Regional/thematic offices should be an integral part of UNWTO's budget, this would not be possible unless assessed contributions would be increased to allow for the operation of such offices.</p> <p>28. Therefore, the only possibility at the present moment for the establishment, organization and maintenance of a Regional/Thematic Office to carry out its mandate effectively is that it be financed by the host State through a voluntary contribution. This voluntary contribution is managed by the Secretariat to comply with the program of work approved by the Governing Bodies for the Office and to ensure its correct functioning as well as the necessary support to the Office and coordination extended by the Headquarters of the Organization. Furthermore, the management of the office is subject to UNWTO Financial Regulations and Rules.</p> <p>The establishment, organization and maintenance of a Regional</p>	<p>The Working Group made no changes.</p> <p>Final text (EC116):</p> <p>Budget and financial arrangements</p> <p>Regarding the requirement of the conditions applying to Category I entities adopted by the General Assembly, it should be noted that although Offices should be an integral part of UN Tourism's budget, this would not be possible unless assessed contributions would be increased to allow for the operation of such offices.</p> <p>Therefore, the only possibility at the present moment for the establishment, organization and maintenance of an Office to carry out its mandate effectively is that it be financed by the host State through a voluntary contribution. This voluntary contribution is managed by the Secretariat to comply with the Programme of Work approved by the Governing Bodies for the Office and to ensure its correct functioning as well as the necessary support to the Office and coordination extended by the Headquarters of the Organization. Furthermore, the management of the Office is subject to UN Tourism's Financial Regulations and Rules.</p> <p>In particular, the host State's contribution to the functioning of the Office shall cover:</p> <p>(a) The salaries of the Director and officials of the Office and such other personnel as may be assigned to the Office from time to time, including regional allowances and recruitment costs for local employees; and</p>	<p><u>The Chair of the Working Group</u> recommended that, in the future, a portion of the Organization's regular budget be considered for allocation to the operation of the Offices, following a thorough preliminary assessment and taking into account the convenience and affordability within the Organization's overall financial situation.</p>
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	<p>Office to carry out its mandate shall be financed by the host State. In particular, the host State's contribution to the functioning of the Office shall cover:</p> <p>(a) The salaries of the Director and officials of the Office and such other personnel as may be assigned to the Office from time to time, including regional allowances and recruitment costs for local employees; and</p> <p>(b) Institutional strengthening, modernization and other management issues of the Organization that have an impact on the Office.</p> <p>29. Additionally, the host State shall bear the following costs:</p> <p>(a) Labour, equipment, supplies and other services or property as may be needed.</p> <p>30. The premises of the Office in the location agreed with the host State shall be provided to the Organization free of charge.</p>	<p>(b) Institutional strengthening, modernization and other management issues of the Organization that have an impact on the Office.</p> <p>Additionally, the host State shall bear the following costs:</p> <p>(a) Labour, equipment, supplies and other services or property as may be needed.</p> <p>The premises of the Office in the location agreed with the host State shall be provided to the Organization free of charge.</p>	
<p>Staffing</p> <p>20. The selection, recruitment and contracts of all personnel of the Office shall be subject to the rules and regulations and policies of the Organization.</p> <p>21. Therefore, all Office personnel, including the Head of the Office, shall be recruited by the Organization and be subject to the supervision of the Secretary-General or a designated Senior</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Staffing</p> <p>The selection, recruitment and contracts of all personnel of the Office shall be subject to the rules and regulations and policies of the Organization.</p> <p>Therefore, all Office personnel, including the Head of the Office, shall be recruited by the Organization and be subject to the</p>	

<p>Officer, as in the practice of the United Nations, and shall not seek or accept instructions from any external authority.</p> <p>22. In addition to officials, the Organization may also hire individuals on a fixed-term contract as service contract holders or experts to support the activities of the Office.</p>		<p>supervision of the Secretary-General or a designated Senior Officer, as in the practice of the United Nations, and shall not seek or accept instructions from any external authority.</p> <p>In addition to officials, the Organization may also hire individuals on a fixed-term contract as service contract holders or experts to support the activities of the Office.</p>	
<p>Status of Office personnel</p> <p>23. All officials of the Organization shall enjoy the privileges and immunities provided for under Article VI of the Convention while persons having the status of “experts”⁴ shall be accorded such privileges and immunities as are necessary for the independent and effective exercise of their functions and, in particular, those provided for under paragraph 3 of the Annex XVIII.</p> <p>⁴ Experts are defined under paragraph 3 of Annex XVIII to the Convention as persons other than officials within the scope of Article VI of the Convention serving on organs and bodies of, or performing missions for, the Organization.</p> <p>24. For the purpose of enabling them to discharge their functions independently and efficiently, all individuals, irrespective of their nationality or residence, engaged by the Organization to perform services in the execution of the mandate of the Office should be considered by</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Status of Office personnel</p> <p>All officials of the Organization shall enjoy the privileges and immunities provided for under Article VI of the Convention while persons having the status of “experts”⁴ shall be accorded such privileges and immunities as are necessary for the independent and effective exercise of their functions and, in particular, those provided for under paragraph 3 of the Annex XVIII.</p> <p>⁴ Experts are defined under paragraph 3 of Annex XVIII to the Convention as persons other than officials within the scope of Article VI of the Convention serving on organs and bodies of, or performing missions for, the Organization.</p> <p>For the purpose of enabling them to discharge their functions independently and efficiently, all individuals, irrespective of their nationality or residence, engaged by the Organization to perform services in the execution of the mandate of the Office should be considered by the host State as “officials” within the meaning of Section</p>	

<p>the host State as “officials” within the meaning of Section 18, Article VI, of the Convention⁵. Subsidiarity, when having the status of “experts” they shall be also entitled to the privileges and immunities provided for in Sections 19 and 20 of the Convention at a minimum.</p> <p>⁵ Each specialized agency will specify the categories of officials to which the provisions of this article and of article VIII shall apply. It shall communicate them to the Governments of all States parties to this Convention in respect of that agency and to the Secretary-General of the United Nations. The names of the officials included in these categories shall from time to time be made known to the abovementioned Governments (Section 18, Article VI, Convention)</p> <p>25. In addition to the privileges and immunities granted to officials, the Head of the Office, and his or her spouse and relatives dependent on him or her, shall be accorded the same privileges, immunities and facilities as are enjoyed by diplomatic agents and their families in the host State.</p> <p>26. All personnel of the Office shall be provided with a personal identity card certifying their status and the privileges and immunities afforded under the host country agreement.</p>		<p>18, Article VI, of the Convention⁵. Subsidiarily, when having the status of “experts” they shall be also entitled to the privileges and immunities provided for in Sections 19 and 20 of the Convention at a minimum.</p> <p>⁵ Each specialized agency will specify the categories of officials to which the provisions of this article and of article VIII shall apply. It shall communicate them to the Governments of all States parties to this Convention in respect of that agency and to the Secretary-General of the United Nations. The names of the officials included in these categories shall from time to time be made known to the abovementioned Governments (Section 18, Article VI, Convention)</p> <p>In addition to the privileges and immunities granted to officials, the Head of the Office, and his or her spouse and relatives dependent on him or her, shall be accorded the same privileges, immunities and facilities as are enjoyed by diplomatic agents and their families in the host State.</p> <p>All personnel of the Office shall be provided with a personal identity card certifying their status and the privileges and immunities afforded under the host country agreement.</p>	
<p>Transit</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p>	

<p>27. All personnel of the Office shall be granted facilities enabling them to enter and leave the duty station and to be repatriated in times of international crisis. To this end, the host State shall issue to all Office personnel promptly, free of charge and without restrictions all necessary visas, permits and authorizations.</p> <p>28. Likewise, the Host Country shall take appropriate measures to facilitate the entry into, sojourn in and departure of all representatives of Members of the Organization and any other persons who, by reason of their functions, must have access to the Office in an official capacity.</p>		<p>Transit</p> <p>All personnel of the Office shall be granted facilities enabling them to enter and leave the duty station and to be repatriated in times of international crisis. To this end, the host State shall issue to all Office personnel promptly, free of charge and without restrictions all necessary visas, permits and authorizations.</p> <p>Likewise, the Host Country shall take appropriate measures to facilitate the entry into, sojourn in and departure of all representatives of Members of the Organization and any other persons who, by reason of their functions, must have access to the Office in an official capacity.</p>	
<p>Security</p> <p>29. Insofar as the premises of Regional Offices are inviolable, irrespective of their owner, no agent of the host State shall enter them without consent of the Secretary-General.</p> <p>30. The host State shall take all necessary measures to ensure the safety and security of the building and premises of the Office and its personnel in line with the mandatory security standards required by UNDSS.</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Security</p> <p>Insofar as the premises of Offices are inviolable, irrespective of their owner, no agent of the host State shall enter them without consent of the Secretary-General.</p> <p>The host State shall take all necessary measures to ensure the safety and security of the building and premises of the Office and its personnel in line with the mandatory security standards required by UNDSS.</p>	
<p>Meetings</p> <p>31. The Convention and Annex XVIII shall be applicable in respect of meetings and conferences convened by the Organization in the host State. Without prejudice to the</p>		<p>The Working Group made no changes to the existing text.</p> <p>Final text (GA24):</p> <p>Meetings</p>	

<p>provisions of the Convention, all participants and persons performing functions in connection with a meeting or conference of the Organization in the host State shall enjoy such privileges and immunities, facilities and courtesies as are necessary for the independent exercise of their functions in connection thereto.</p> <p>32. Meetings and conferences held outside of the premises of the Office shall require prior notification to the authorities of the host State.</p>		<p>The Convention and Annex XVIII shall be applicable in respect of meetings and conferences convened by the Organization in the host State. Without prejudice to the provisions of the Convention, all participants and persons performing functions in connection with a meeting or conference of the Organization in the host State shall enjoy such privileges and immunities, facilities and courtesies as are necessary for the independent exercise of their functions in connection thereto.</p> <p>Meetings and conferences held outside of the premises of the Office shall require prior notification to the authorities of the host State.</p>	
<p>Prevention of abuses</p> <p>33. The privileges and immunities provided to the Organization and the personnel of the Office are only granted with a view to ensuring the effective fulfilment of the Organization's aims and purposes. The Secretary-General shall have the right and the duty to waive the immunity of any member of personnel if it would impede the course of justice and it can be waived without prejudice to the interests of the Organization.</p> <p>34. The Organization and the host State shall cooperate in order to facilitate the proper administration of justice, assure the observance of police regulations and prevent any abuse in connection with the privileges, immunities, exemptions</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Prevention of abuses</p> <p>The privileges and immunities provided to the Organization and the personnel of the Office are only granted with a view to ensuring the effective fulfilment of the Organization's aims and purposes. The Secretary-General shall have the right and the duty to waive the immunity of any member of personnel if it would impede the course of justice and it can be waived without prejudice to the interests of the Organization.</p> <p>The Organization and the host State shall cooperate in order to facilitate the proper administration of justice, assure the observance of police regulations and prevent any abuse in connection with the privileges, immunities, exemptions and</p>	

and facilities granted to the Organization and its personnel.		facilities granted to the Organization and its personnel.	
<p>Review of operations</p> <p>35. The Organization will conduct evaluations as to ascertain whether an Office constitutes a significant contribution to the Organization's aims and objectives and will report periodically on the functioning and operations of Regional Offices to the General Assembly and the Executive Council.</p>		<p>The Working Group made no changes.</p> <p>Final text (GA24):</p> <p>Review of operations</p> <p>The Organization will conduct evaluations as to ascertain whether an Office constitutes a significant contribution to the Organization's aims and objectives and will report periodically on the functioning and operations of Offices to the General Assembly and the Executive Council.</p>	
<p>Procedure for the establishment of a Regional Office – steps to follow</p> <p>36. Submission of an official letter of intent (application) of hosting a Regional Office by a Member State to the UNWTO's Secretariat and commitment to all requirements within the host country agreement;</p> <p>37. Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation.</p> <p>38. Submission by the UNWTO Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office;</p>	<p>Procedure for the establishment of Regional and Thematic Offices – steps to follow (EC116), (CE/116/4(b));</p> <p>47. Submission of an official letter of intent (application) of hosting a Regional/Thematic Office by a Member State to the UNWTO's Secretariat and commitment to all requirements within the host country agreement;</p> <p>48. For a Thematic Office only: Submission by the UNWTO Secretariat the application received from a member State (strictly responding to the key thematic approved in the Programme of Work by the General Assembly of the same biennial period) for the review and further recommendation of the Programme and Budget Committee, a subsidiary body of the Organization's Executive</p>	<p>Final text (WG):</p> <p>Procedure for the establishment of Regional and Thematic Offices – steps to follow</p> <p>Submission of an official letter of intent (application) by a Member State to host a Regional or Thematic Office, addressed to the Secretary-General of UN Tourism, along with a commitment to all requirements stipulated in the Host Country Agreement, including compliance with the applicable legal framework.</p> <p>Dissemination by the UN Tourism Secretariat among the Members of the corresponding Regional Commission(s) of the application and detailed proposal for hosting a Regional or Thematic Office — covering the proposed scope of work, financial aspects, and other relevant matters — prepared by the applicant country in consultation with the UN Tourism Secretariat, for subsequent recommendation by the Regional Commission(s), or inclusion of these</p>	<p>Two divergent views presented and additional comments:</p> <p><u>China</u></p> <p>China proposed an amendment to the wording in the 117th Executive Council report (CE/117/5) with the following formulation: "The application to host the Office should be submitted directly to the Executive Council by the UN Tourism Secretariat. The Member States of the corresponding regional commission shall be informed by the UN Tourism Secretariat of such application." (discussed at the Fourth and Fifth meetings of the Working Group).</p> <p><u>Japan</u></p> <p>Japan proposed amendment of the wording in the 116th Executive Council report (CE/116/4(b)) with the following formulation: "When considering the establishment of a new Regional Office, it should be endorsed by consensus of the Regional commission</p>

<p>39. Submission by the UNWTO Secretariat of the endorsed application to the General Assembly for its ratification.</p>	<p>Council Unlike a Regional Office, the application for the establishment of a Thematic Office is not a subject to the inclusion in the agendas of the respective Regional Commission meetings.</p> <p>49. Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation.</p> <p>50. Submission by the UNWTO Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office.</p> <p>51. Submission by the UNWTO Secretariat of the endorsed application to the General Assembly for its ratification.</p> <p>(EC117), (CE/117/5, Annex I)</p> <ul style="list-style-type: none"> - The State wishing to host the Office must submit a letter of the Secretary-General undertaking to comply with the required legal framework. - The application to host the Office must be recommended by the corresponding regional commission for 	<p>documents in the agenda of the corresponding Regional Commission meeting(s) for discussion and subsequent recommendation. In the case of Thematic Offices, in addition to the recommendation of the corresponding Regional Commission(s), the Secretariat shall also disseminate the application and detailed proposal among the Members of the Programme and Budget Committee (PBC), for subsequent recommendation by the PBC, or include them in the agenda of the PBC for discussion and subsequent recommendation.</p> <p>Submission by the UN Tourism Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office.</p> <p>Submission by the UN Tourism Secretariat of the endorsed application to the General Assembly for its ratification.</p>	<p>meeting to which it belongs, before submitting to the Executive Council and the General Assembly, consistent with past practice. If considering a new office in a region where a Regional Office already exists, the division of roles with the existing Regional Office should be fully discussed in the regional commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the Regional Commission." (discussed at the Fourth and Fifth meetings of the Working Group).</p> <p>Comment received from Japan following the Fourth and Fifth meetings of the Working Group</p> <p>Japan submitted that "We support the recently expressed Secretariat's views that it is of critical importance to ensure a broader discussion on a wide ranges of relevant matters and concerns in the corresponding regional commission before establishing new regional office, in line with the report on the "Establishment of UNWTO Regional Offices" of the 24th session of the General Assembly and the "Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices." Otherwise, it may result in duplication and inefficiency of operations and could adversely affect UN Tourism's human and financial resources. In particular, when a new regional office is going to be established in the region subject to the jurisdiction of an existing one, we are of the view that sufficient consultations on the division of roles between the existing and the new offices should be exhausted within the corresponding regional commission, as this would serve the interests</p>
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	<p>submission to the Executive Council.</p> <ul style="list-style-type: none"> - The establishment of the Office must be approved by the General Assembly upon endorsement by the Executive Council. 		<p>of UN Tourism, and the sequence of procedures—deliberations in the regional commission, endorsement by the Executive Council, and reporting to the General Assembly—is indispensable for ensuring the transparency of the Organization.</p> <p>Japan also concurs with the Resolution 763 “Progress report on the establishment of the UNWTO Regional and Thematic Offices (A/25/9 rev.1)” adopted in the 25th General Assembly; namely that the establishment of a new regional office must be recommended by the corresponding regional commission before being submitted to the Executive Council and subsequently to the General Assembly.</p> <p>16. in accordance with the conditions applying to UNWTO Regional and Thematic Offices pursuant to General Assembly resolutions 656(XXI) and 740(XXIV), <u>an application to host an Office must be recommended by the corresponding regional commission for submission to the Executive Council for endorsement prior to being ultimately submitted for approval by the General Assembly.</u> Accordingly, Uzbekistan’s application will be examined by the Commission for Europe at its 65th meeting to be held on 16 October 2023.”</p> <p>Comment received from China following the Fourth and Fifth meetings of the Working Group</p> <p>China submitted that “Following the 4th and 5th Meeting of the Working Group on UN Tourism Regional and Thematic Offices and the request raised by China, according to the Agenda Item 10 “Establishment of UNWTO</p>
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			<p>Regional Offices" adopted by the 24th General Assembly (A/24/10 Rev.1) point 37, the Ministry of Culture and Tourism of China would like to request the Secretariat to disseminate China's application among member states of Commission for East Asia and the Pacific and Commission for South Asia for their support and recommendation, in order to submit it to the 124th Executive Council and the 26 session of the General Assembly for endorsement."</p> <p>China also replied to the comments submitted by Japan following the fourth and fifth meetings of the Working Group that "1. According to General Assembly resolutions 656(XXI) and 740(XXIV), an application to host an Office requires "Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation", "Submission by the UNWTO Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office", and "Submission by the UNWTO Secretariat of the endorsed application to the General Assembly for its ratification".</p> <p>The above resolutions clearly states that the Executive Council and the General Assembly are the bodies to decide on the establishment of a regional office. The Secretariat should disseminate the application among the member states of the regional commission, whether a result could be reached, the application should be submitted to the Executive Council and the General Assembly</p>
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			<p>for approval, which is also agreed by the legal counsel and reached as decisions during our last working group meeting.</p> <p>2.At present, no official regional office in the Asia Pacific region has been approved by the Executive Council and the General Assembly, because no country in the region has yet signed the Host Country Agreement and committed to complying with the operational and legal framework of regional office of UN Tourism. Currently, there is no such problem as duplication or roles division. Additionally, there is no restriction limiting the establishment to only one regional office within the same region.</p> <p>3.The purpose of establishing a regional office is to serve the member states and the development of UN Tourism. With the continuing input of the Host country, the office, as part of the Organization, will further contribute to the prosperity of the International Tourism sector. We believe it will only improve the efficiency and truly assist the Secretariat to lay the groundwork for future development.”</p>
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Annex III - Comments received from Japan (21.10.2025) during the circulation of the draft Final Report among the Working Group Members under the 72-hour silence procedure (extract of comments received)

1 Introduction

- First of all, Japan wishes to extend its deepest appreciation to the UN Tourism Secretariat for its dedicated efforts.
- In response to the Note Verbale dated 15 October 2025 circulated by the UN Tourism for the examination of the draft Final Report of Working Group on UN Tourism Regional and Thematic Offices, Japan hereby submits the following comments.

2 Financial Resources (NOTE on Page 2 of the draft Final Report)

- We have concern that if the financial resources of the UN Tourism organization are used as funding for the establishment of regional/thematic offices in member states, it may lead to a decrease in financial resources within the UN Tourism organization and a proliferation of regional/thematic offices.
- Taking into account the efforts made under the UN80 Initiative, when allocating UN Tourism's core funds for the establishment of regional/thematic offices, it is desirable to allocate them after examining “the global layout of the Offices and clarifying their respective scope of work under the premise of full consideration of regional balance”, as mentioned in paragraph 15 of the draft Final Report.

3 The Process of the Establishment of Regional Offices (Paragraph 7 on Page 4, Paragraph 15 on Page 5, Annex 2 Comparative Chart on Page 13 and 31-34)

- The process of establishing regional offices was discussed at the 4th and 5th Meetings of the Working Group on UN Tourism Regional and Thematic Offices held on 23 September 2025. In the said Meetings, there was not much support from the participating countries for the claim that discussion at the corresponding regional commission is unnecessary. In other words, we have not reached the conclusion at all that it suffices to disseminate application documents and solicit opinions from member countries of the regional commission when establishing a new office.
- Having said that, Japan believes that, according to the UN Tourism documents, it is a prerequisite for the establishment of regional offices that prior consultations are held at the regional commission to which the member state intending to establish a regional office belongs.
- As explained in the written comments, “Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices” contained in the Decision of the 117th Executive Council in 2022 (Appendix 1) states that “The application to host the Office must be recommended by the corresponding regional commission for submission to the Executive Council.”
- In addition, “Progress report on the establishment of the UNWTO Regional and Thematic Offices” of the 2023 General Assembly (Appendix 2) states that “an application to host an Office must be recommended by the corresponding regional commission for submission to the Executive Council for endorsement prior to being ultimately submitted for approval by the General Assembly.” These documents should not be ignored.
- On a different note, the 2015 General Assembly Resolution 656 is cited in the Comments from China dated 8 October 2025 as the basis for the claim that “Dissemination by the UNWTO Secretariat of an application among the Member States of the Region” would suffice when establishing a new regional office, but there is no such sentence in the said resolution.
- With respect to the 2021 General Assembly Resolution 740 (Appendix 3) that is also cited, its Attachment states that “Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation” is one of the steps to follow for the establishment of a Regional Office, and this procedure leaves certain ambiguity. On this point, the concrete step to follow has been clarified by the aforesaid Decision of the 2022 Executive Council and 2023 Progress Report.

○Furthermore, practices of member states subsequent to the 2021 General Assembly Resolution also support the view of Japan. Specifically, for Brazil, Morocco, Uzbekistan, and Uruguay, where the process of establishing regional/thematic offices is already underway, the establishment of regional/thematic offices has been on the agenda at their corresponding regional commissions. This means that the discussion at the regional commission has been held as a step to follow towards the establishment of new offices.

○It should be also underlined that the UN Tourism Secretariat has expressed in writing the view that it is important to fully consult at the regional commission before establishing a regional office (Appendix 4).

○In view of the above, it is prerequisite procedures that deliberations at the corresponding regional commission are held for the establishment of a regional office, both in documents and in practice. Should any country establishing a new regional office in future be exempted from deliberations at the corresponding regional commission, it would be unfair in relation to such countries as Brazil, Morocco, Uzbekistan and Uruguay which have adhered to due process, and may undermine equality among member states.

○Notably, as there has been no precedent of multiple regional offices being established within the same region, a proposal to establish a new regional office within the jurisdiction of an existing one must be given careful consideration. Otherwise, regional offices could be rampantly established in various regions without being adequately scrutinized in their corresponding Regional Commissions, which could have adverse effects on UN Tourism's human and financial resources.

4 Regional Support Office for Asia and the Pacific (RSOAP) in Nara, Japan (Paragraph 7 on Page 4, Paragraph 15 on Page 5, Annex 2 Comparative Chart on Page 13 and 31-34)

○The comments from China cited in the draft Final Report states that “At present, no official regional office in the Asia Pacific region has been approved by the Executive Council and the General Assembly.” We would like to point out that this statement is contradicted with the facts.

○First and foremost, prior to the establishment of the Regional Office in Japan (RSOAP), Japan conducted presentation at the WTO Commission for East Asia and the Pacific and the WTO commission for South Asia in 1993, and then the Regional Commissions (with China being a member thereof) jointly decided to “recommend to the Executive Council that the Regional office should be located in the territory of Japan” (Appendix 5).

○This decision was subsequently endorsed by the 1993 Executive Council Decision (Appendix 6), the 1993 General Assembly Resolution 305 (Appendix 7) and the 1993 General Assembly Resolution 319 (Appendix 8), and the Office was officially established in 1995.

○As explicitly recognized in the 2021 General Assembly Resolution 740 (Appendix 3), the RSOAP is “The first Regional Office” of the UN Tourism. Over the past 30 years, the Office has played a role in promoting tourism development, sustainable tourism and tourism resilience in the Asia–Pacific region.

5 Conclusion

○**In the light of the foregoing, Japan respectfully requests that the Final Report be revised accordingly.**

Appendix

1 “Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices” decided at the 117th Executive Council

“The application to host the Office must be recommended by the corresponding regional commission for submission to the Executive Council”

https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2022-10/CE117_05_Report_Status_Legal_Operational_Framework_Regional_and_Thematic_Offices_En.pdf?VersionId=WkE7cSMdaSEMUfvIVa_bs6QWcRpL6.Wr

2 “Progress report on the establishment of the UNWTO Regional and Thematic Office” adopted in the 25th General Assembly

16. in accordance with the conditions applying to UNWTO Regional and Thematic Offices pursuant to General Assembly resolutions 656(XXI) and 740(XXIV), an application to host an Office must be recommended by the corresponding regional commission for submission to the Executive Council for endorsement prior to being ultimately submitted for approval by the General Assembly. Accordingly, Uzbekistan’s application will be examined by the Commission for Europe at its 65th meeting to be held on 16 October 2023.

https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2023-10/A25_9_Progress%20report%20on%20UNWTO%20Regional%20and%20Thematic%20Offices_rev1_En.pdf?VersionId=DTJ.c6Jy.WkdCKtLrq0nz74f.sAftuAj

3 The Resolution 740 “Establishment of UNWTO Regional Office”

(Attachment)

9. The first Regional Office, the UNWTO Regional Support Office for Asia and the Pacific, was established in 1995 in Osaka, Japan, to assist with the development and promotion of tourism in the region. In 2012, the office moved to its current location in Nara, Japan.

Procedure for the establishment of a Regional Office – steps to follow

37. Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation.

(https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2021-12/A24_10_Establishment_Regional%20Offices_rev.1_En.pdf?VersionId=N.5jhgFVNYwjyq32zWN1aXy2gpR7kLi3)

4 Comments of Japan and Secretariat

The Comment of Japan	The Comment of Secretariat
<p>Japan</p>	<p>Verbal comments received during the 116th session of the Executive Council:</p> <p>Expressed belief that the establishment of a new regional office should be endorsed by consensus of the regional commission meeting to which it belongs before submitting to the Executive Council and the General Assembly. In particular, if considering a new office in a region where a regional office already exists, it serves all Members interest to obtain the endorsement of the regional commission after fully discussing the division of laws with the existing regional offices.</p> <p>Written comments receive prior to the 116th session of the Executive Council:</p> <p>Considered that it is necessary to discuss respective functions and roles of the regional offices and also interrelationship between them before such establishing new offices since it may result in duplication and inefficiency of operations and could adversely affect UN Tourism's human and financial resources. As one of the largest financial contributors to UN Tourism, expressed that they will continue to seek clarification from the Secretariat on this point.</p> <p>Expressed belief that it is important that new offices will be established after thorough discussion and support by the Member States. Therefore, proposed the following text to be added to the paragraph 49 of the legal and operational framework for the establishment of UN Tourism Regional Offices.</p> <p>[Proposed text to be added in paragraph 49] "When considering the establishment of a new Regional Office, it should be endorsed by consensus</p>
<p>of the Regional commission meeting to which it belongs, before submitting to the Executive Council and the General Assembly, consistent with past practice. If considering a new office in a region where a Regional Office already exists, the division of roles with the existing Regional Office should be fully discussed in the regional commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the Regional Commission."</p> <p>Written comments receive prior to the 116th Executive Council session:</p> <p>Expressed view that when a country proposes to establish a new regional office, that the proposal should be endorsed by consensus at the meeting of the regional commission to which it belongs, before submitting the proposal to the Executive Council and the General Assembly, in order to be consistent with past practice. Expressed belief that this process contributes to smooth review and endorsement at the Executive Council and the General Assembly. If the proposal aims for the establishment of a new office in a region where a regional office already exists, the division of roles with the existing regional office should be fully discussed in the regional commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the regional commission by consensus.</p>	<p>Japan's consideration and proposal is closely interlinked with the viewpoint of the Secretariat. While elaborating from the initial stage the procedure for the establishment of a regional office—as outlined in the report on the "Establishment of UNWTO Regional Offices" of the 24th session of the General Assembly (A/24/10 rev.1, p.7)—and subsequently refining it by including it in Annex I (p.8) of the "Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices" (GE/117/D), the Secretariat's primary consideration was to ensure that the entire process of establishing the offices is fully based on the need to submit any application to those statutory organs and their subsidiary bodies whose engagement in the phases of discussion, consultation, endorsement, and approval is of critical importance.</p> <p>The Secretariat believes that having a broader discussion of any application for hosting regional or thematic offices during the corresponding regional commission meeting—or meetings, in the case of thematic offices where the scope of the Office may encompass more than one region—will ensure that: (1) Member States' concerns, needs, and proposals are addressed transparently; (2) the rationale for the number of offices, as well as their scope of work and other functions, is defined in the best and most optimal way; and (3) the establishment of offices is well-coordinated, including their interrelationships with other existing or upcoming offices, and serves the needs of Member States to comply with the biennium Programme of Work approved by the General Assembly every two years.</p> <p>As for the proposed text of Japan to be added in paragraph 49, namely:</p> <p>"When considering the establishment of a new Regional Office, it should be endorsed by consensus of the Regional Commission Meeting to which it belongs, before submitting to the Executive Council and the General Assembly, consistent with past practice. If considering a new office in a region where a Regional Office already exists, the division of roles with the existing Regional Office should be fully discussed in the Regional Commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the Regional Commission."— it is entirely up to the Working Group to decide how to proceed further, subject to reflection in the final report of recommendations.</p>

5 Decision 2 by the 10th WTO Commission for East Asia and the Pacific and the WTO commission for South Asia (CPA/CSA/DEC/2(X))

Establishment of a support office for the Asian Region

The Commissions,

2. Recommend to the Executive Council that the Regional Office should be located in the territory of Japan.

(<https://webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2019-12/csacap10decisions.pdf>)

6 The Decision 5 of the 46th Executive Council (CE/DEC/5 (XLVI))

The Executive Council,

Having been informed that the tenth joint meeting of the WTO Commission for East Asia and the Pacific and the WTO Commission for South Asia, held on 1 October 1993, recommended that the Regional Support Office for the Asia and Pacific region should be located in Japan,

5. Decides to refer this recommendation to the General Assembly for approval.

(https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45603/046dec.pdf)

7 The Resolution 305 of the 10th General Assembly (A/RES/305 (X))

The General Assembly,

4. Records with satisfaction the strengthening under way of the Organization's presence in the field, as called for at its ninth session, and approves the entering of a new stage in this regard with the opening, on an experimental basis, of a regional support office for Asia and the Pacific, established in Japan.

(https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45233/10res.pdf)

8 The Resolution 319 of the 10th General Assembly (A/RES/319 (X))

The General Assembly,

Having been informed that, at their joint meeting in Bali on 1 October 1993, the Regional Commissions for South Asia and for East Asia and the Pacific decided that Japan should host the Regional Support Office for Asia and the Pacific,

(https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45233/10res.pdf)

Annex II: Comments and feedback received from Members of the Commission for East Asia and the Pacific (CAP) and the Commission for South Asia (CSA) regarding the application of the People's Republic of China to host a UN Tourism Regional Office in Shanghai (extract from emails and other documentation)

Republic of Korea (28.10.2025)

I would like to provide comments regarding China's application to host a Regional Office in Shanghai, as follows:

The Ministry of Culture, Sports and Tourism of the Republic of Korea deeply appreciates the initiative of the Ministry of Culture and Tourism of the People's Republic of China and its willingness to further contribute to the development of tourism in the Asia and the Pacific region through the proposed establishment of a Regional Office.

However, the Ministry is of the view that this matter would benefit from further discussion and consultation at the Regional Commission level, to allow Member States to exchange views and ensure full transparency in the member-driven decision-making process.

Accordingly, the Ministry wishes to inform that it is not in a position, at this stage, to join a recommendation for submission to the 124th session of the Executive Council and the 26th session of the General Assembly.

Should you require any further communication or clarification regarding this matter, please do not hesitate to contact me.

Official from the Ministry of Culture, Sports and Tourism

Islamic Republic of Iran (28.10.2025)

With reference to your communication regarding China's application to host a UN Tourism Regional Office for East Asia and the Pacific – South Asia in Shanghai, I am pleased to convey the position of the Tourism Deputy of the Ministry of Cultural Heritage, Tourism and Handicrafts of the Islamic Republic of Iran.

After due consideration, the Tourism Deputy has expressed its agreement with the establishment of the proposed UN Tourism Regional Office in Shanghai, China. The Deputy has also indicated support for this initiative within the framework of the Commissions for East Asia and the Pacific and for South Asia, recognizing its potential to facilitate cooperation and communication among the member countries of the respective regions.

Accordingly, the Ministry of Cultural Heritage, Tourism and Handicrafts of Islamic Republic of Iran supports China's application to host the Regional Office, in line with the broader objectives of promoting regional tourism development and strengthening collaboration among UN Tourism member states.

Official from the Ministry of Cultural Heritage, Tourism and Handicrafts

Japan (28.10.2025)

○First of all, Japan wishes to extend its deepest appreciation to the UN Tourism Secretariat for its dedicated efforts. In response to the Secretariat's request dated 10 October 2025 to examine the application of China to host a Regional Office, Japan hereby submits the following comments.

1 The Process of the Establishment of Regional Offices

○The process of establishing regional offices was discussed at the 4th and 5th Meetings of the Working Group on UN Tourism Regional and Thematic Offices held on 23 September 2025. In the said Meetings, there was not much support from the participating countries for the claim that discussion at the corresponding regional commission is unnecessary. In other words,

we have not reached the conclusion at all that it suffices to disseminate application documents and solicit opinions from member countries of the regional commission when establishing a new office.

○Therefore, the circulation of the application documents in question should not be construed as constituting a part of the process towards establishing a regional office. At the same time, Japan's submission of opinions this time should not be interpreted as implicitly approving the claim that this opinion-solicitation is a step towards establishing a new regional office.

○Having said that, Japan believes that, according to the UN Tourism documents, it is a prerequisite for the establishment of regional offices that prior consultations are held at the regional commission to which the member state intending to establish a regional office belongs.

○As explained in the written comments, “Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices” contained in the Decision of the 117th Executive Council in 2022 (Appendix 1) states that “The application to host the Office must be recommended by the corresponding regional commission for submission to the Executive Council.”

○In addition, “Progress report on the establishment of the UNWTO Regional and Thematic Offices” of the 2023 General Assembly (Appendix 2) states that “an application to host an Office must be recommended by the corresponding regional commission for submission to the Executive Council for endorsement prior to being ultimately submitted for approval by the General Assembly.” These documents should not be ignored.

○On a different note, the 2015 General Assembly Resolution 656 is cited in the Comments from China dated 8 October 2025 as the basis for the claim that “Dissemination by the UNWTO Secretariat of an application among the Member States of the Region” would suffice when establishing a new regional office, but there is no such sentence in the said resolution.

○With respect to the 2021 General Assembly Resolution 740 (Appendix 3) that is also cited, its Attachment states that “Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation” is one of the steps to follow for the establishment of a Regional Office, and this procedure leaves certain ambiguity.

○However, the aforesaid Decision of the 2022 Executive Council, made after the 2021 General Assembly Resolution, clearly states that the “application to host the Office must be recommended by the corresponding regional commission” . In the light of this 2022 Executive Council Decision, it has been already clarified that mere dissemination of an application among the Member States of the Region does not suffice. This understanding is also endorsed by the aforementioned 2023 Progress Report which reiterates the same position as the 2022 Executive Council Decision.

○Furthermore, practices of member states subsequent to the 2021 General Assembly Resolution also support the view of Japan. Specifically, for Brazil, Morocco, Uzbekistan, and Uruguay, where the process of establishing regional/thematic offices is already underway, the establishment of regional/thematic offices has been on the agenda at their corresponding regional commissions. This means that the discussion at the regional commission has been held as a step to follow towards the establishment of new offices.

*Annotation: It is unclear whether discussions were held at the corresponding regional commission when opening the Riyadh office. However, at the time of the office's opening

(May 2021), the General Assembly Resolution 740 (November-December 2021) had not yet been adopted, and the said opening had to be carried out under the circumstances where a consented due process was non-existent. This means that it was infeasible at that time for the Riyadh office to foresee the presently applicable due process (i.e. discussion at the Corresponding Regional Commission) consolidated only after its opening. Hence, we should rather examine how countries have carried out the procedures for the establishment of offices after the adoption of the 2021 General Assembly Resolution 740.

○It should be also underlined that the UN Tourism Secretariat has expressed in writing the view that it is important to fully consult at the regional commission before establishing a regional office (Appendix 4).

○In view of the above, it is prerequisite procedure that deliberations at the corresponding regional commission are held for the establishment of a regional office, both in documents and in practice. Should any country establishing a new regional office in future be exempted from deliberations at the corresponding regional commission, it would be unfair in relation to such countries as Brazil, Morocco, Uzbekistan and Uruguay which have adhered to due process, and may undermine equality among member states.

○Notably, as there has been no precedent of multiple regional offices being established within the same region, the present proposal to establish a new regional office within the jurisdiction of an existing one must be given careful consideration. Otherwise, regional offices could be rampantly established in various regions without being adequately scrutinized in their corresponding Regional Commissions, which could have adverse effects on UN Tourism's human and financial resources.

2 Regional Support Office for Asia and the Pacific (RSOAP) in Nara, Japan

○China claimed in its comments dated 8 October 2025 that “At present, no official regional office in the Asia Pacific region has been approved by the Executive Council and the General Assembly.” We would like to point out that this statement is contradicted with the facts.

○First and foremost, prior to the establishment of the Regional Office in Japan (RSOAP), Japan conducted presentation at the WTO Commission for East Asia and the Pacific and the WTO commission for South Asia in 1993, and then the Regional Commissions (with China being a member thereof) jointly decided to “recommend to the Executive Council that the Regional office should be located in the territory of Japan” (Appendix 5).

○This decision was subsequently endorsed by the 1993 Executive Council Decision (Appendix 6), the 1993 General Assembly Resolution 305 (Appendix 7) and the 1993 General Assembly Resolution 319 (Appendix 8), and the Office was officially established in 1995.

○Since then, RSOAP has played a role in promoting tourism development, sustainable tourism and tourism resilience in the Asia–Pacific region and has gained recognition within UN Tourism as the regional office for Asia-Pacific. The 2021 General Assembly Resolution 740 (Appendix 3) also explicitly recognizes the RSOAP as “the first Regional Office” of the UN Tourism.

3 Conclusion

○In the light of the foregoing, Japan believes that thorough deliberations and the subsequent recommendation at the joint meetings of the Regional Commission for East Asia and the Pacific and the Regional Commission for South Asia to be held after 2026 are indispensable before any further steps are taken. Thus, the submission of the present opinion by Japan constitutes the “objection” referred to in the Note Verbale dated 10 October 2025 circulated by UN Tourism.

1 “Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices” decided at the 117th Executive Council

“The application to host the Office must be recommended by the corresponding regional commission for submission to the Executive Council”

(https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2022-10/CE117_05_Report_Status_Legal_Operational_Framework_Regional_and_Thematic_Offices_En.pdf?VersionId=WkE7cSMdaSEMUfvIVa_bs6QWcRpL6.Wr)

2 “Progress report on the establishment of the UNWTO Regional and Thematic Office” adopted in the 25th General Assembly

16. in accordance with the conditions applying to UNWTO Regional and Thematic Offices pursuant to General Assembly resolutions 656(XXI) and 740(XXIV), an application to host an Office must be recommended by the corresponding regional commission for submission to the Executive Council for endorsement prior to being ultimately submitted for approval by the General Assembly. Accordingly, Uzbekistan’s application will be examined by the Commission for Europe at its 65th meeting to be held on 16 October 2023.

(https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2023-10/A25_9_Progress%20report%20on%20UNWTO%20Regional%20and%20Thematic%20Offices_rev1_En.pdf?VersionId=DTJ.c6Jy.WkdCKtLrq0nz74f.sAftuAj)

3 The Resolution 740 “Establishment of UNWTO Regional Office”

(Attachment)

9. The first Regional Office, the UNWTO Regional Support Office for Asia and the Pacific, was established in 1995 in Osaka, Japan, to assist with the development and promotion of tourism in the region. In 2012, the office moved to its current location in Nara, Japan.

Procedure for the establishment of a Regional Office – steps to follow

37. Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion the subject at the Regional Commission Meeting for its support and further recommendation.

(https://pre-webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2021-12/A24_10_Establishment_Regional%20Offices_rev.1_En.pdf?VersionId=N.5jhgFVNYwjyq32zW_N1aXy2gpR7kLI3)

Comments of Japan and the Secretariat

The Comment of Japan

The Comment of Secretariat

<p>Japan</p>	<p>Verbal comments received during the 116th session of the Executive Council:</p> <p>Expressed belief that the establishment of a new regional office should be endorsed by consensus of the regional commission meeting to which it belongs before submitting to the Executive Council and the General Assembly. In particular, if considering a new office in a region where a regional office already exists, it serves all Members interest to obtain the endorsement of the regional commission after fully discussing the division of laws with the existing regional offices.</p> <p>Written comments receive prior to the 116th session of the Executive Council:</p> <p>Considered that it is necessary to discuss respective functions and roles of the regional offices and also interrelationship between them before such establishing new offices since it may result in duplication and inefficiency of operations and could adversely affect UN Tourism's human and financial resources. As one of the largest financial contributors to UN Tourism, expressed that they will continue to seek clarification from the Secretariat on this point.</p> <p>Expressed belief that it is important that new offices will be established after thorough discussion and support by the Member States. Therefore, proposed the following text to be added to the paragraph 49 of the legal and operational framework for the establishment of UN Tourism Regional Offices.</p> <p>[Proposed text to be added in paragraph 49] "When considering the establishment of a new Regional Office, it should be endorsed by consensus</p>	<p>Japan's consideration and proposal is closely interlinked with the viewpoint of the Secretariat. While elaborating from the initial stage the procedure for the establishment of a regional office—as outlined in the report on the "Establishment of UNWTO Regional Offices" of the 24th session of the General Assembly (A/24/10 rev.1, p.7)—and subsequently refining it by including it in Annex I (p.8) of the "Report on the status on the legal and operational framework for the establishment of UNWTO Regional and Thematic Offices" (CE/117/5), the Secretariat's primary consideration was to ensure that the entire process of establishing the offices is fully based on the need to submit any application to those statutory organs and their subsidiary bodies whose engagement in the phases of discussion, consultation, endorsement, and approval is of critical importance.</p> <p>The Secretariat believes that having a broader discussion of any application for hosting regional or thematic offices during the corresponding regional commission meeting—or meetings, in the case of thematic offices where the scope of the Office may encompass more than one region—will ensure that: (1) Member States' concerns, needs, and proposals are addressed transparently; (2) the rationale for the number of offices, as well as their scope of work and other functions, is defined in the best and most optimal way; and (3) the establishment of offices is well-coordinated, including their interrelationships with other existing or upcoming offices, and serves the needs of Member States to comply with the biennium Programme of Work approved by the General Assembly every two years.</p> <p>As for the proposed text of Japan to be added in paragraph 49, namely:</p>
	<p>of the Regional commission meeting to which it belongs, before submitting to the Executive Council and the General Assembly, consistent with past practice. If considering a new office in a region where a Regional Office already exists, the division of roles with the existing Regional Office should be fully discussed in the regional commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the Regional Commission."</p> <p>Written comments receive prior to the 116th Executive Council session:</p> <p>Expressed view that when a country proposes to establish a new regional office, that the proposal should be endorsed by consensus at the meeting of the regional commission to which it belongs, before submitting the proposal to the Executive Council and the General Assembly, in order to be consistent with past practice. Expressed belief that this process contributes to smooth review and endorsement at the Executive Council and the General Assembly. If the proposal aims for the establishment of a new office in a region where a regional office already exists, the division of roles with the existing regional office should be fully discussed in the regional commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the regional commission by consensus.</p>	<p>"When considering the establishment of a new Regional Office, it should be endorsed by consensus of the Regional Commission Meeting to which it belongs, before submitting to the Executive Council and the General Assembly, consistent with past practice. If considering a new office in a region where a Regional Office already exists, the division of roles with the existing Regional Office should be fully discussed in the Regional Commission. The General Assembly and the Executive Council consider the establishment of such an office only after it is endorsed by the Regional Commission."— it is entirely up to the Working Group to decide how to proceed further, subject to reflection in the final report of recommendations.</p>

5 Decision 2 by the 10th WTO Commission for East Asia and the Pacific and the WTO commission for South Asia (CPA/CSA/DEC/2(X))

Establishment of a support office for the Asian Region The Commissions,

2. Recommend to the Executive Council that the Regional Office should be located in the territory of Japan.

(<https://webunwto.s3.eu-west-1.amazonaws.com/s3fs-public/2019-12/csacap10decisions.pdf>)

6 The Decision 5 of the 46th Executive Council (CE/DEC/5 (XLVI))

The Executive Council,

Having been informed that the tenth joint meeting of the WTO Commission for East Asia and the Pacific and the WTO Commission for South Asia, held on 1 October 1993, recommended that the Regional Support Office for the Asia and Pacific region should be located in Japan,

5. Decides to refer this recommendation to the General Assembly for approval. (https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45603/046dec.pdf)

7 The Resolution 305 of the 10th General Assembly (A/RES/305 (X))

The General Assembly,

4. Records with satisfaction the strengthening under way of the Organization's presence in the field, as called for at its ninth session, and approves the entering of a new stage in this regard with the opening, on an experimental basis, of a regional support office for Asia and the Pacific, established in Japan.

(https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45233/10res.pdf)

8 The Resolution 319 of the 10th General Assembly (A/RES/319 (X))

The General Assembly,

Having been informed that, at their joint meeting in Bali on 1 October 1993, the Regional Commissions for South Asia and for East Asia and the Pacific decided that Japan should host the Regional Support Office for Asia and the Pacific, (https://webunwto.s3-eu-west-1.amazonaws.com/imported_images/45233/10res.pdf)

India (28.10.2025)

This has reference to UN Tourism's communication No. NV/OFSG/30/2025 dated 10 October 2025 regarding the proposal to host a Regional Office in Shanghai, China.

It may be recalled that during the 4th Meeting of the G20 Tourism Working Group and the G20 Tourism Ministers' Meeting held in Goa from 19–21 June 2023 under India's G20 Presidency, a bilateral meeting took place between the Hon'ble Minister of Tourism, Government of India, and the Secretary-General, UNWTO. During this meeting, both sides discussed the possibility of establishing a UNWTO Regional Office in New Delhi to serve the South and Southeast Asia region. The matter remains under active consideration and has not yet been concluded.

At present, UNWTO maintains a Regional Support Office for Asia and the Pacific, which was originally established in Osaka in 1995 and later relocated to Nara, Japan, in 2012. In addition, a Regional Office for the Middle East was established in Riyadh, Saudi Arabia, in 2021.

Given that a Regional Support Office for Asia and the Pacific already exists in Japan and that discussions regarding possibilities of establishing a UNWTO Regional office in New Delhi is still under consideration,

India may not be in a position to endorse the proposal for establishing another UNWTO Regional Office in the region.

This issues with the approval of the competent authority.

Official from the Ministry of Tourism

Indonesia (28.10.2025)

On behalf of the Ministry of Tourism of the Republic of Indonesia, we acknowledge receipt of the Note Verbale from China concerning the intention to establish a Regional Office in Shanghai.

We welcome China's initiative to expand the UN Tourism presence in the region and have reviewed the proposal for the new office. We appreciate its long contributions to the work of UN Tourism and its commitment to fully cover the operational costs of the proposed Regional Office.

As a member of the Commission for East Asia and the Pacific, we must underscore the importance of collective decision-making on such matters. We also recognize that a Regional Support Office for Asia and the Pacific has been established in Nara, Japan, since 1995.

Therefore, we believe it is essential to first convene a discussion within the regional commission to facilitate an exchange of views among member states. This discussion would aim to clearly distinguish the function and mandate of the existing office in Japan and the proposed new office in Shanghai.

Accordingly, we propose that this initiative be discussed at the joint CAP-CSA meeting prior to its submission to the Executive Council meeting and General Assembly for final consideration.

Should you require further information or clarification regarding our position, please do not hesitate to contact us.

Best regards,

Official from the Ministry of Tourism

People's Republic of China (30.10.2025)

The Ministry of Culture and Tourism of China would like to thank the Secretariat and the relevant member states for their support, engagement and efforts in the process of the application to establish a Regional Office in Shanghai.

We noted comments from relevant countries and hereby provide the following comments.

1. China remains committed to supporting the work of UN Tourism and will cover all the expenses of the Regional Office in Shanghai.

The Regional Office in Shanghai will be financed by China through a voluntary contribution. It will increase the financial resources of the UN Tourism, which will further contribute to the prosperity of the International Tourism sector. We believe it will only improve the efficiency and truly assist the Secretariat to lay the groundwork for future development.

2. The process of establishing a Regional Office in Shanghai is fully aligned with the relevant UN Tourism resolutions. This proposal has received recognition from the Secretariat and the overwhelming majority of Member States.

The comments from certain country, for example, “there was not much support from the participating countries for the claim that discussion at the corresponding regional commission is unnecessary at the 4th and 5th Meetings of the Working Group on UN Tourism Regional and Thematic Offices held on 23 September 2025” and “there is no such sentence in the said resolution for the claim that *Dissemination by the UNWTO Secretariat of an application among the Member States of the Region*” , are contradictory to the facts and misleading.

According to General Assembly resolutions 656(XXI) and 740(XXIV)(paragraph 37 on page 7), an application to host an Office requires “Dissemination by the UNWTO Secretariat of an application among the Member States of the Region or inclusion of the subject at the Regional Commission Meeting for its support and further recommendation” , “Submission by the UNWTO Secretariat of the recommended application to the Executive Council for its endorsement, including any information relevant to the conclusion of the agreement for the hosting of the Office” , and “Submission by the UNWTO Secretariat of the endorsed application to the General Assembly for its ratification” .

The proposal from China has been disseminated by the Secretariat among the member states of East Asia and the Pacific and of South Asia, and will be reviewed during the 124th Session of the Executive Council and the 26th Session of the UN Tourism General Assembly, held in Riyadh, Saudi Arabia, from 7 to 11 November 2025. We are also scheduled to brief our detailed plan on the operation of the Regional Office at the Joint Commission Meeting for East Asia and the Pacific and for South Asia in 2026, in order to consult with the commission member states, and accommodate comments and proposals for the work plan of the Regional Office in Shanghai.

China is pleased to note that the consultation process with the member states of commissions has demonstrated clear and broad-based support for the proposal. 25 out of 29 countries supported or raised no objection, signifying the proposal has secured the recommendation of the majority of countries.

With a solid development foundation, vast market resources, extensive experience in hosting international organizations, as well as an open and inclusive partnership network, and Shanghai as a world-renowned port city and tourist destination, China has full confidence and capability to fulfill the responsibilities of hosting a UN Tourism Regional Office in Shanghai. We regard this as a significant opportunity to enhance practical cooperation with all Member States and the UN Tourism, advancing our shared interests and contributing to the sustainable development of tourism both in the Asia-Pacific region and worldwide.

3. At present, no official regional office in the Asia Pacific region has been approved by the Executive Council and the General Assembly, because no country in the region has yet signed the Host Country Agreement and committed to complying with the operational and legal framework of the Regional Office of UN Tourism.

Regional office and supporting office are not the same type of entity. According to General Assembly resolutions 656(XXI) and 740(XXIV), a Category 1 entity requires a Host Country Agreement. It is our understanding that without an HCA, any office would not be qualified to become a Category 1 office. We believe that the Secretariat will and should act in accordance with the GA resolutions. We would also like to point out that there is no restriction limiting the establishment to only one regional office within the same region.

The purpose of establishing a regional office is to serve the member states and the development of the UN Tourism. China has long provided firm support to the work of the UN Tourism, and we propose to establish the Regional Office in Shanghai, which will be financed by China and carry out the mandate assigned by the General Assembly with the work plan proposed by the UN Tourism Secretariat and fully consulted with all relevant member states. We believe it will make greater contributions to the prosperity and development of the international tourism sector.

Ministry of Culture and Tourism

Annex III: Comments received by Japan on 31 October 2025

1. Re: draft Resolution proposed in the Report on the Regional and Thematic Offices (A/26/8)
To add the following phrase after para 20.

... Regional Support Office for Asia and the Pacific as Category I entity / under the model of Category I entity

2. Re: V. of the Report A/26/8

Japan requests the Secretariat to add the following sentence (fact) in the end of paragraph 55.

... the Organization's interests. Demonstrating Japan's commitment thereto, the Government of Japan concluded the Convention on the Privileges and Immunities of the Specialized Agencies of 1947 and its Annex XVIII in 2020 in line with the Conditions applying to Category entities referred to in the Resolution 656(XXI).