Summar y

This study analyzes the rule of the law of treaties permitting the provisional application of treaties or parts thereof, which usually occurs between signature and ratification (article 25 of the 1969 Vienna Convention). Chapter 1 reviews the negotiating record of article 25. Chapter 2 examines the reasons for provisional application, which include the urgency of the treaty and preparation for a new international organization. Chapter 3 considers article 25 in detail, while chapter 4 explores provisional application under customary international law, including the origins of the custom. The constitutionality of provisional application and the municipal effect of provisionally applied treaties are examined in chapter 5, along with provisional application in South African law and treaty practice. Chapter 6 considers the special role of provisional application in the field of arms control instruments. The main conclusion reached is that the principle of *pacta sunt servanda* applies during the provisional period.

Research for this study has been greatly facilitated by the electronic availability of the *United Nations Treaty Series*, the *Treaty Series* of the League of Nations, the *Australian Treaty Series* and the treaties of the European Community. Liberal use is made of material from these sources as well as of information on the Internet sites of many governments and other international organizations. Any inaccuracies in reproduction are those of the author of this study. References to Internet sources in the footnotes were accurate as of 31 October 2004.

ADDIEVIAUDIIS

ABM	Treaty on the Limitation of Anti-Ballistic Missile Systems
AJIL	American Journal of International Law
ATS	Australian Treaty Series
BYIL	British Yearbook of International Law
CSCE	Conference on Security and Cooperation in Europe
CTBT	Comprehensive Nuclear-Test-Ban Treaty
СТВТО	Comprehensive Nuclear-Test-Ban Treaty Organization
CWC	Chemical Weapons Convention
EC	European Community
ECOSOC	Economic and Social Council
ECOWAS	Economic Community of West African States
EJIL	European Journal of International Law
FAO	Food and Agriculture Organization of the United Nations
GATT	General Agreement on Tariffs and Trade
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICITO	Interim Commission of the International Trade Organization
ICJ	International Court of Justice
ICLQ	International and Comparative Law Quarterly
IFAD	International Fund for Agricultural Development
ILC	International Law Commission
ILM	International Legal Materials
ILO	International Labour Organization
IMCO	International Maritime Consultative Organization
IMO	International Maritime Organization
IRO	International Refugee Organization
ITO	International Trade Organization
ITU	International Telecommunication Union
NATO	North Atlantic Treaty Organization
OAS	Organization of American States
OIC	Organization of the Islamic Conference
OJ	Official Journal of the European Union
OPANAL	Agency for the Prohibition of Nuclear Weapons in Latin America and the
	Caribbean

	Organisation for the Fromotion of Chemical weapons
OSCE	Organization for Security and Cooperation in Europe
PCIJ	Permanent Court of International Justice
RC	Recueil des Cours
RSFSR	Russian Soviet Federated Socialist Republic
SAJHR	South African Journal on Human Rights
SALJ	South African Law Journal
SALT I	Interim Agreement on certain measures with respect to the limitation of
	strategic offensive arms
SAYIL	South African Yearbook of International Law
SORT	Strategic Offensive Reductions Treaty
START (I)	Treaty on the Reduction and Limitation of Strategic Offensive Arms
START II	Treaty on Further Reduction and Limitation of Strategic Offensive Arms
UK	United Kingdom
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNDY	The United Nations Disarmament Yearbook
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNJSPF	United Nations Joint Staff Pension Fund
UNJY	United Nations Juridical Yearbook
UNTS	United Nations Treaty Series
US	United States of America
USSR	Union of Soviet Socialist Republics
VERTIC	The Verification Research, Training and Information Centre
VJTL	Vanderbildt Journal of Transnational Law
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
YILC	Yearbook of the International Law Commission

.

In addition, generally accepted abbreviations are used.

Permanent Court of International Just	stice
----------------------------------------------	-------

Legal Status of Eastern Greenland 1933 PCIJ A/B53 2271
Treatment of Polish Nationals and other Persons of Polish Origin or Speech in the Danzig Territory 1937 PCIJ A/B44 24
International Court of Justice
Delimitation of the Maritime Boundary in the Gulf of Maine Area (Canada v United States of America) 1984 ICJ Rep 24656
Fisheries case (UK v Norway) 1951 ICJ Rep 116 88
Land and Maritime Boundary Between Cameroon and Nigeria 2002 ICJ Rep [forthcoming]
Legal Consequences for States of the Continued Presence of South Africa in Namibia (South West Africa) notwithstanding Security Council Resolution 276 (1970) 1971 ICJ Rep 16
Legality of the Threat or Use of Nuclear Weapons 1996 ICJ Rep 226 134, 169
North Sea Continental Shelf (Federal Republic of Germany/Denmark; Federal Republic of Germany/Netherlands) 1969 ICJ Rep 3
Nuclear Tests (Australia v France) 1974 ICJ Rep 268 69
Reparation for Injuries Suffered in the Service of the United Nations 1949 ICJ Rep 174
Sovereignty Over Pulau Ligitan and Pulau Sipadan (Indonesia/Malaysia) 2002 ICJ Rep [forthcoming]9
Temple of Préah Vihéar (Cambodia v Thailand) 1962 ICJ Rep 6
The Netherlands
Asylum Seeker 'X'
South Africa
Azanian Peoples Organisation (AZAPO) and Others v President of the Republic of South Africa and Others 1996 (8) BCLR 1015 (CC)129
Harksen v President of the Republic of South Africa and Others 2000 (5) BCLR 478 (CC)
Kaunda and others v President of the Republic of South Africa CCT23/04124
Pan American World Airways Inc v SA Fire and Accident Insurance Co Ltd 1965 (3) SA 150 (A) 121, 128

South Africa

Constitution of the Republic of South Africa, Act 110 of 1983 Section 6(3)(e): 121, 125

Constitution of the Republic of South Africa, Act 200 of 1993 Section 82(1)(i): 122, 127 Section 231(2): 122-3, 127 Section 231(3): 122, 128-9 Section 231(4): 125-7

Constitution of the Republic of South Africa, Act 108 of 1996 Section 2: 125 Section 39(1): 125, 130 Section 231: 122 Section 231(1): 123, 127 Section 231(2): 123-4 Section 231(3): 123-4, 127 Section 231 (4): 124, 129 Section 232: 127 Section 233: 125, 130

Anti-Personnel Mines Prohibition Act (No 36 of 2003): 132

The Netherlands

1994 State Act on the Approval and Publication of Treaties Section 15(1)&(2): 114 Section 15(3): 119

.

Contents

Summary	i
Forword	
Abbreviations	iii
Cases cited	v
Table of Statutes	
Contents	vii

Introduction		
Chapter 1	The negotiating history of article 25	5
1.1	Three Vienna Conventions	5
1.2	Traveaux préparatoires of the 1969 Vienna Convention	8
1.3	Negotiating history of article 25 of the 1969 Vienna Convention	9
	1.3.1 Work of the ILC	
	1.3.1.1 1956 session of the ILC	
	1.3.1.2 1962 session of the ILC	
	1.3.1.3 1965 session of the ILC	
	1.3.1.4 1966 session of the ILC	
	1.3.2 Vienna conference on the law of treaties	
	1.3.2.1 Committee of the whole (1968) 1.3.2.2 Plenary	
Chapter 2	The purpose of provisional application	23
2.1	Urgency	24
2.1	2.1.1 International economic agreements	
	2.1.2 Transportation treaties	
	2.1.2 Transportation reades 2.1.3 Treaties of a political character.	
	2.1.4 Agreements for the prevention of drug trafficking and crime	
	2.1.5 Headquarters and host country agreements	
	2.1.6 Environmental treaties	
2.2	Certainty of ratification	
2.3	Legal continuity	
2.4	Legal consistency	
2.5	Circumvention of obstacles to entry into force	
2.6	Preparatory arrangements for new international institutions	
	2.6.1 Establishing a new international organization or treaty regime	
	2.6.2 View of the United Nations	38
	2.6.3 View of the United States	39
	2.6.4 Examples of preparatory organizational arrangements	40
	2.6.4.1 World Health Organization	
	2.6.4.2 International Trade Organization	
	2.6.5 Excursus: the status of preparatory commissions	42
Chapter 3	Article 25 of the 1969 and 1986 Vienna Conventions	47
3.1	Source and nature of the obligation to apply a treaty provisionally	48
	3.1.1 Provisional application in terms of the treaty itself	48
	3.1.1.1 Final provisions	48

..

	5.1.1.2 FIOROUT OF AIREN TOTHING PART OF THE REALY	. 4フ
	3.1.1.3 Notification or declaration of provisional application	. 49
	3.1.1.4 Implied provisional application.	. 51
	3.1.1.5 Treaty amendments and modifications	. 52
	3.1.1.6 Legal character of a treaty clause on provisional application	
	3.1.2 Provisional application by some other manner	
	3.1.2.1 Separate or collateral agreement	
	1 0	
	3.1.2.2 Practice constituting tacit agreement or tacit acquiescence	
	3.1.2.3 Legal character of a separate or collateral agreement	
3.2	Authority to agree to provisional application	
3.3	Date of commencement of provisional application.	
3.4	Parties obliged to apply the treaty provisionally	. 62
3.5	Legal effect of an obligation under article 25	65
	3.5.1 Pacta sunt servanda	. 65
	3.5.2 Possible theoretical difficulties	
	3.5.2.1 Unilateral notification of termination	
	3.5.2.2 Non-treaty basis of provisional application	
	3.5.4 Article 46 and the <i>pacta sunt servanda</i> rule	
	3.5.5 Limiting provisions	
	3.5.6 'Reservations' in respect of provisional application	
3.6	Provisional application versus entry into force provisionally	. 77
3.7	Ending provisional application	. 79
	3.7.1 By entry into force of the treaty	79
	3.7.2 By agreement	
	3.7.3 By unilateral notification of termination	. 81
	3.7.4 By termination of the treaty for material breach	
3.8	Period of provisional application	
5.0		. 04
Chapter 4	Provisional application under customary international law	. 86
4.1	Establishing the existence of a rule of customary international law	87
4.2	The custom of provisional application prior to 1969	
1.2	4.2.1 Origins of provisional application: state practice prior to 1919	
	4.2.1.1 1840 Treaty for the Pacification of the Levant	. 90
	4.2.1.2 1875 Convention for the Establishment of an International	0.1
	Bureau of Weights and Measures	
	4.2.1.3 1880 International Convention on Morocco	
	4.2.1.4 1897 Treaty between Great Britain and Ethiopia	
	4.2.2 State practice from 1919 to 1945	
	4.2.2.1 1919 Treaty of Versailles	. 92
	4.2.2.2 1924 Convention concerning the Territory of Memel	. 93
	4.2.2.3 1931 Protocol concerning the suspension of payments by	
	Germany	94
	4.2.2.4 1936 Convention regarding the Régime of the Straits between	
	the Mediterranean and the Black Sea	
		.)+
	4.2.2.5 1937 International Agreement for the Regulation of	07
	Whaling	. 93
		c -
	4.2.2.6 Commercial agreements	
	4.2.2.7 Concluding observations on state practice from 1919 to 1945	. 99
	4.2.2.7 Concluding observations on state practice from 1919 to 19454.2.3 Practice from 1946 to 1969	. 99 . 99
	4.2.2.7 Concluding observations on state practice from 1919 to 1945	. 99 . 99
	4.2.2.7 Concluding observations on state practice from 1919 to 19454.2.3 Practice from 1946 to 1969	. 99 . 99 100
4.3	 4.2.2.7 Concluding observations on state practice from 1919 to 1945 4.2.3 Practice from 1946 to 1969 4.2.4 <i>Opinio iuris</i> prior to 1969 	. 99 . 99 100 104

•••

4.4	
Chapter 5	Provisional application under municipal law112
5.1	Treaty-making power and provisional application
	5.1.1 Constitutional authority to agree to provisional application113
	5.1.2 Potential abuse of provisional application
5.2	Effect of provisionally applied treaties under municipal law 116
	5.2.1 Domestic effect of treaties in force
5.0	5.2.2 Domestic effect of provisionally applied treaties
5.3	Provisional application under South African law
	5.3.1 Treaties under South African law
	5.3.2 Constitutionality of provisional application in South Africa
	5.3.2.1 Prior to 1994
	5.3.2.3 1996 Constitution
	5.3.3 Effect of provisional applied treaties under South African law 128
	5.3.4 Provisional application in South African treaty practice
Chapter 6	The provisional application of arms control, disarmament and non-
	proliferation instruments
6.1	Characteristics of arms control treaties
	6.1.1 General
	6.1.2 Requirements for entry into force
6.2	Role of provisional application in the context of arms control, disarmament
	and non-proliferation instruments
6.3	Provisional application of arms control treaties where the treaty itself so
	145
	 6.3.1 1990 Treaty on Conventional Armed Forces in Europe (CFE Treaty) 145 6.3.2 1992 Treaty on Open Skies
	6.3.2 1992 Treaty on Open Skies
	Offensive Arms (START II)
	6.3.4 1997 Convention on the Prohibition of Anti-Personnel Mines
	(Ottawa Convention)
	6.3.5 Subsidiary arms control agreements
6.4	Provisional application of arms control treaties where the negotiating
	states have in some other manner so agreed
	6.4.1 1992 Chemical Weapons Convention
	6.4.2 1996 Comprehensive Nuclear-Test-Ban Treaty 161
	6.4.3 Status of the Preparatory Commissions for the OPCW and
	the CTBTO
6.5	Concluding remarks
Conclusions .	
A	
Annex Treaties prov	isionally applied by Latin American states making reservations to article 25
-	Vienna Convention (Colombia, Costa Rica, Guatemala and Peru)
51 the 1909 V	Contraction (Consideration, Costa Falca, Stationalita and Ford)
Bibliography	
Index	

•