

# TREATY LAW and PRACTICE

**Anthony Aust** 

## MODERN TREATY LAW AND PRACTICE

ANTHONY AUST



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ISBN 0 521 59153 8 hardback ISBN 0 521 59846 X paperback A comprehensive treatment of the law of treaties written from the viewpoint of an experienced practitioner: the first book of its kind. Aust provides a wealth of examples of the practical problems experienced with treaties on a daily basis, not just when the treaty is the subject of a court case. The book contains numerous recent precedents of treaties and other treaty-related documents, which will be invaluable for the practitioner. Aust aims to supply the reader with a full understanding of treaties. He avoids technical language as far as possible, making his work accessible to non-lawyers. Although not primarily an academic work – it describes the treaty-making and treaty-using processes from the point of view of a practitioner of thirty years' experience – there is plenty to interest and inform students and academics, including those specialising in political science, international relations or diplomacy.

Anthony Aust is a former Deputy Legal Adviser at the Foreign and Commonwealth Office, London.

For Katie and Sophie

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#### FOREWORD

The law of treaties is one of the branches of international law whose roots go back furthest in time. With the emergence of political communities came the need for them to deal with each other, to settle questions in dispute without having to go to war, to arrange the consequences of success or failure after a war had been fought, to strike alliances, organise matters of trade, settle territorial limits to their power, and so on. For such matters they needed from early times some accepted rules covering two matters, the sending of envoys and the making of agreements. Both have remained central to the conduct of what we now call international relations

Over centuries the rules and practices governing those agreements have evolved into the modern law of treaties. The evolutionary process is a continuing one. A book on the law of treaties written at the end of the nineteenth century is recognisably about the same subject as its equivalent written today. Yet, while the general body of the law remains broadly stable, times change and bring with them changes in the law. International organisations have emerged as significant actors in the treaty-making process; multilateral treaties are nowadays concluded more frequently, and have more parties, than used to be the case – a reflection of the enormous increase in the number of states during the course of the present century – and there have been great technological changes, especially in communications, which have noticeably affected the process by which treaties are negotiated and concluded.

The modern law is now authoritatively set out in the Vienna Convention on the Law of Treaties 1969, and in its parallel Convention of 1986 on treaties made by international organisations. They are, however, not only far from a complete code on the subject, they are also not free from continuing controversy even in respect of matters which they do deal with (such as the vexed topic of reservations, which the International Law Commission is presently studying once again, having previously reported

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on the matter in 1951). Moreover, as is so often the way, new issues have arisen which were not envisaged when the principal Vienna Convention of 1969 was concluded. A new book on the law of treaties, surveying the subject some thirty years after the Vienna Convention was concluded, is timely.

What, however, makes the present volume particularly welcome is its manifest concern with the practical aspects of the law of treaties. Undoubtedly the law of treaties exercises a great intellectual fascination. Many issues directly or indirectly raise large questions of legal theory. Furthermore, some treaties are of enormous historical significance, like the Peace of Westphalia of 1698 and the Treaty of Rome of 1957. But it must always be recalled that treaties are essentially instruments for regulating by agreement the myriad day-to-day affairs of states. International travel and broadcasting, international posts and telecommunications, international trade – these and many other matters, which are usually taken for granted, are dependent upon a network of often very detailed treaties, both bilateral and multilateral.

For this array of treaties – essential for the conduct of international relations, but seldom eye-catching – the negotiating process is well established. So too are most of the relevant legal rules. But however well developed international rules and processes may be, they have a practical dimension to which much less attention is usually paid. This is doubly unfortunate. The true significance of many rules is illuminated by being seen in the perspective of their application in practice, while the steps which need to be taken in applying the rules can be as important as the rules themselves, going far to explain why many things are as they are.

It is the great virtue of this volume that, in looking at the law and its practical context, it grounds the treatment of the law of treaties firmly in the real world of international relations, foreign ministries and diplomacy. That is the world about which Mr Aust is exceptionally well qualified to write. As one of the senior legal advisers in the Foreign and Commonwealth Office, who has served not only in London but also in diplomatic posts abroad (including as Legal Adviser to the United Kingdom Mission to the United Nations in New York from 1988 to 1991), he brings to this book a wealth of experience on all aspects of treaty law and practice. That experience, and the insights which flow from it, pervade every chapter.

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Everyone concerned with treaties and the law relating to them, whether on a day-to-day basis, occasional practitioners in the field, or as outside observers of the treaty process, will benefit greatly from Mr Aust's up-to-date and practical treatment of the subject. I warmly commend this volume, which is a welcome addition to the literature in this field.

Sir Arthur Watts KCMG QC London, January 1999

#### ACKNOWLEDGMENTS

I have first to thank Kirsten Kaarre Jensen. It is not easy for a wife to share three years of her life with that unholy pair, Toshiba and Gates. But she has done so uncomplainingly, at least most of the time. She also read and commented on the manuscript from the perspective of a former diplomat. But I value even more her understanding and support.

Next I must express my great appreciation to Arthur Watts, not just for the foreword, but for suggesting that I write this book. Without his encouragement I doubt it would have been written.

Although this book reflects my own experience, in certain areas I have inevitably also drawn upon that of my colleagues past and present in the Foreign and Commonwealth Office (FCO). Several of them have supplied texts or taken time to read and comment on various parts. It is always invidious to pick out names, but special thanks must go to Michael Wood for reading the complete manuscript (twice), and making many helpful suggestions to improve it. My youngest colleague at the time, Ruma Mandal, also read the whole text. Her searching questions showed me where I had to explain rather better what I had assumed the reader would know. The book has benefited also from the fruits of the superlative research into some of the more perplexing treaty questions done for the FCO legal advisers by Susan Hulton; as well as Andrew Young's special knowledge of Hong Kong. And, of course, my thanks must go to Frank Berman for supporting me in this endeavour.

No lawyer can work effectively without a well-run library. Susan Halls, the librarian, as well as Anne Sutton, Jane Crellin and other staff of the FCO Legal Library, helped enormously by searching out material for me. Isabel Warner and her staff of the FCO Treaty Section read the draft and contributed much practical information from their personal and collective knowledge.

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Last, but by no means least, thanks must go to my editor, Finola O'Sullivan, and to Martin Gleeson and Caroline Murray, for guiding me through the mysteries of publishing in the most painless way.

I must express my appreciation to the following for giving permission to reproduce certain Appendices: K, P and Q (the UN Secretary-General); H, I and L (the Foreign and Commonwealth Office); and C (the Austrian and British Ministries of Defence). Appendices A, B and E are Crown copyright protected material reproduced with the permission of the Controller of Her Majesty's Stationery Office.

Needless to say, the opinions expressed in this book do not necessarily reflect those of the British Government.

#### TABLE OF TREATIES

Where appropriate either a treaty is listed under the name or acronym by which it is commonly known, or the subject matter is mentioned first. If a UN registration number is given, but no UNTS reference, the treaty will not have been published in the UNTS at the time of writing (December 1998).

#### Multilateral treaties

Additional Protocols of 1977 to the Geneva Conventions (1125 UNTS 3 (No. 17512); ILM (1977), p. 1391; UKTS (1999) 29 and 30)

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Antarctic Marine Living Resources Convention (CCAMLR) 1980 (402 UNTS 71; ILM (1980), p. 837; UKTS (1982) 48; TIAS 10240)

Antarctic Mineral Resources Activities Convention (CRAMRA) 1988 (ILM (1988), p. 865)

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ASEAN Framework Agreement on Intellectual Property Cooperation 1995 (ILM (1996), p. 1074)

ASEAN Framework Agreement on Services 1995 (ILM (1996), p. 1077)

Austrian State Treaty 1955 (217 UNTS 223 (No. 2249); UKTS (1957) 58; TIAS 3298)

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CFE, Document Agreed 1996 (ILM (1997), p. 878)

Chemical Weapons Convention 1993 (CWC) (ILM (1993), p. 804; UKTS (1997) 45; UN Reg. No. 33757)

Chicago Convention 1944 (15 UNTS 295 (No. 102); UKTS (1953) 8)

Chicago Convention, Article 3bis Protocol (ILM (1984), p. 705; UKTS (1999) 68)

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Climate Change Convention 1992 (ILM (1992), p. 851; UKTS (1995) 28; UN Reg. No. 30822)

Commonwealth of Independent States (CIS) Charter 1993 (ILM (1995), p. 1282)

Comprehensive Nuclear-Test-Ban Treaty 1996 (CTBT) (ILM (1996), p. 1443) Congress of Vienna, Acts (64 CTS 454)

Constantinople Convention 1888 (171 CTS 241)

Conventional Weapons Convention 1980 (1342 UNTS 137 (No. 22495); ILM (1980), p. 1523; UKTS (1996) 105)

Dayton Agreement 1995 (ILM (1996), p. 75)

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Espoo Convention 1991 (ILM (1971), p. 802)

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European Convention on Human Rights, Protocol No. 11 (ILM (1994), p. 960)

European Convention on Nationality 1997 (ILM (1998), p. 44)

European Convention for the Peaceful Settlement of Disputes (820 UNTS 102)

European Convention on State Immunity 1972 (ILM (1972), p. 470; UKTS (1979) 74)

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International Criminal Court Statute 1998 (ILM (1998), p. 1002)

- International Labour Organisation (ILO) Constitution (15 UNTS 35; UKTS (1948) 47, (1961) 59 and (1975) 110)
- International Sale of Goods, Convention on Contracts for, 1980 (1489 UNTS 3 (No. 25567); ILM (1980), p. 671)
- International Telecommunications Union (ITU) Convention 1992 (UKTS (1996) 24)
- Internationally Protected Persons Convention 1973 (1035 UNTS 167 (No. 15410); UKTS (1980) 3)
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- Memorandum of Understanding on the Application of the MFN Agreement 1949 to the Western Sectors of Berlin (42 UNTS 356; UKTS (1950) 7)
- Memorandum of Understanding regarding German Assets in Italy 1947 (138 UNTS 111; UKTS (1947) 75)
- Memorandums of Understanding on the Avoidance of Overlaps and Conflicts in Deep Sea-Bed Areas, 1991 and 1995 (UKTS (1991) 52 and UKTS (1995) 4)
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- Meuse, Agreement on Protection of, 1994 (ILM (1995), p. 854)

- Missing Persons, Convention on the Declaration of the Death of, 1950 (119 UNTS 99 and 258 UNTS 392 (No. 1610))
- Montreal Convention for the Suppression of Unlawful Acts against the Safety of Civilian Aircraft 1971 (974 UNTS 177 (No. 14118); UKTS (1974) 10)
- Montreux Convention 1936 (173 LNTS 213; UKTS (1937) 30)
- National Minorities, Council of Europe Framework Convention on, 1995 (ILM (1995), p. 353; UKTS (1998) 42)
- New York Convention on the Recognition and Enforcement of Foreign Arbitral Awards 1958 (330 UNTS 38 (No. 4739); UKTS (1976) 26; TIAS 6997)
- North Atlantic Treaty 1949 (34 UNTS 243 (No. 541); UKTS (1949) 56)
- Nuclear Material, UN Convention on Physical Protection, 1980 (ILM (1979), p. 1419; UKTS (1995) 61)
- Nuclear Non-Proliferation Treaty (NPT) 1968 (729 UNTS 161 (No. 10485); ILM (1968), p. 809; UKTS (1970) 88; TIAS 6839)
- Oil Pollution Damage International Compensation Fund Convention, 1992 Protocol (UKTS (1996) 87)
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- OSCE Convention on Conciliation and Arbitration 1992 (ILM (1993), p. 557)
- Outer Space Treaty 1967 (610 UNTS 205 (No. 8843); ILM (1967), p. 386; UKTS (1968) 10; TIAS 6347)
- Ozone Layer, Vienna Convention on the Protection of, 1985 (1513 UNTS 324 (No. 26164); ILM (1987), p. 1529; UKTS (1990) 1)
- Ozone Layer, Montreal Protocol on Substances that Deplete, 1987 (1522 UNTS 3 (No. 26369); ILM (1987), p. 1550; UKTS (1990) 19)
- Partial Test Ban Treaty 1963 (480 UNTS 43 (No. 6964); UKTS (1964) 3; TIAS 5433)
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- Provisional Understanding on Deep Sea-Bed Matters 1984 (ILM (1984), p. 1354; UKTS (1985) 24)
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- Refugees Convention, Protocol relating to, 1967 (606 UNTS 267 (No. 8791); ILM (1967), p. 6; UKTS (1969) 15)

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Straddling Stocks Agreement 1995 (ILM (1995), p. 1542)

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- Vienna Convention on Consular Relations, Optional Protocol concerning the Compulsory Settlement of Disputes, 1963 (596 UNTS 469 (No. 8639); UKTS (1973) 14)
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- Vienna Convention on Diplomatic Relations, Optional Protocol concerning the Compulsory Settlement of Disputes, 1961 (500 UNTS 241 (No. 7132); UKTS (1965) 19)
- Vienna Convention on the Law of Treaties between States and International Organizations or between International Organizations 1986 (ILM (1986), p. 543)
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- Vienna Drugs Convention 1988 (ILM (1989) 493; UKTS (1992) 26; UN Reg. No. 27627)
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- Warsaw Convention, 1955 Amending Protocol (UKTS (1967) 62)
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