

ARTICLE 4

CONTENTS

	<i>Paragraphs</i>
Text of Article 4	
Introductory Note	1—2
I. General Survey	3—15
A. Use of subsidiary organs	3
B. States admitted to membership and applications which remain pending	4—6
C. Action taken by the Security Council and by the General Assembly concerning the application for admission of new Members	7—15
II. Analytical Summary of Practice	16—38
A. Questions bearing upon the provisions of Article 4 (1)	16—36
1. The question of the universality of the Organization	16
**a. Proposals submitted to the Security Council referring to the principle of universality	
**b. Proposals submitted to the General Assembly referring to the principle of universality	
**2. The question whether a new State created through the division of a Member State of the United Nations acquires membership in the Organization	
3. The question of the manner in which applicant States are to indicate their acceptance of the obligations contained in the Charter	
**a. The instrument of adherence — the practice under the former rules of procedure	
b. The formal instrument of acceptance — the practice under the present rules of procedure	17
4. The question of the respective roles of the Security Council and the General Assembly regarding the judgement to be made by the Organization	18
5. The question of the meaning to be attached to the terms “peace-loving states . . . able and willing to carry out [the] obligations [contained in the Charter]”	19—23
**6. The question of the submission of information or evidence by applicants in connexion with the requirements of Article 4 (1)	
7. The question of conditions of admission	24—28
8. Merger of Member States	29
9. Temporary cessation of co-operation by a Member State	30—36
B. Questions bearing upon the provisions of Article 4 (2)	37—38
**1. The question of separate or simultaneous consideration and/or admission of applicants	
**a. Proposals submitted in the Security Council	
**b. Proposals submitted in the General Assembly	
2. The question of the nature of the functions of the Security Council and of the General Assembly envisaged by the words “will be effected by a decision of the General Assembly upon the recommendation of the Security Council”	37
3. The question whether the recommendation of the Security Council is subject to the voting procedure prescribed by Article 27 (3) of the Charter	
Practice of the Security Council	38
Annex: Tabulation of principal instances in which formal votes relating to the admission of new Members were taken by the Security Council and by the General Assembly.	

TEXT OF ARTICLE 4

1. Membership in the United Nations is open to all other peace-loving states which accept the obligations contained in the present Charter and, in the judgment of the Organization, are able and willing to carry out these obligations.

2. The admission of any such state to membership in the United Nations will be effected by a decision of the General Assembly upon the recommendation of the Security Council.

INTRODUCTORY NOTE

1. In the period covered by this *Supplement*, relatively few constitutional issues arose in respect of Article 4. There were, however, statements of position by various Member States, and some questions of interpretation engaged the attention of the General Assembly and the Security Council.

2. The General Survey contains a brief outline of the action taken by the Security Council and the General Assembly and is supplemented by the tabulation in the annex. The decisions of the two

organs for the most part bear upon the terms of Article 4 and are treated in the Analytical Summary of Practice under the relevant portions or phrases of the Article. Section II A includes two new subheadings, one in respect of the merger of States Members of the United Nations, and the other in connexion with the temporary cessation of co-operation by a Member State. Both of these are new issues which arose during the period under review and therefore were not covered by the subheadings already established.

I. GENERAL SURVEY

A. Use of subsidiary organs

3. During the period covered by this *Supplement*, the Security Council continued to examine applications directly, without reference to its Committee on the Admission of New Members.

B. States admitted to membership and applications which remain pending

4. The following thirty-seven States were admitted to membership during the period covered.¹ They are listed according to the order in which they were admitted. In each case admission was decided by the General Assembly upon the recommendation of the Security Council.

Cameroon	Upper Volta	Cyprus
Togo	Ivory Coast	Senegal
Madagascar	Chad	Mali
(Malagasy Republic)	Congo	Nigeria
Somalia	(Brazzaville)	Sierra Leone
Congo (Leopoldville)	Gabon	Mongolia
Dahomey	Central African	Mauritania
Niger	Republic	

¹ The thirty-seventh State listed (Guyana) was recommended for admission by the Security Council on 21 June 1966 and admitted by the General Assembly on 20 September 1966.

Tanganyika	Algeria	Zambia
Rwanda	Uganda	Gambia
Burundi	Kuwait	Maldives
Jamaica	Zanzibar	Islands
Trinidad	Kenya	Singapore
and Tobago	Malawi	Guyana
	Malta	

5. By the end of the period covered by this *Supplement*, admission of the following applicants had not been recommended by the Security Council, and their applications remained pending:²

Republic of Korea
Democratic People's Republic of Korea
Republic of Viet-Nam
Democratic Republic of Viet-Nam

6. During the period under review, an application for membership, together with a declaration and a memorandum in respect thereof, by the German Democratic Republic were circulated to the Security Council³ and the General Assembly⁴ by the Secretary-General at the written request of a non-permanent member of the Security

² Listed in the chronological order of the reproduction of their applications in document form.

³ S C, 21st yr., Suppl. for Jan.—March, S/7192, and Suppl. for July—Sept., S/7508.

⁴ G A (XXI), Annexes, a.i. 20, A/6283 and A/6443.

Council (Bulgaria).⁵ No action was taken by the Council.⁶

C. Action taken by the Security Council and by the General Assembly concerning the application for admission of new Members

7. During 1960, the Security Council recommended to the General Assembly the admission of the following States: Cameroun (Cameroon)⁷ on 26 January; Togo on 31 May; Federation of Mali⁸ on 28 June; Madagascar (Malagasy Republic)⁹ on 29 June; Somalia on 5 July; Congo (Leopoldville) on 7 July;¹⁰ Dahomey, Niger, Upper Volta, Ivory Coast, Chad, Congo (Brazzaville), Gabon, and Central African Republic on 23 August; Cyprus on 24 August; Senegal and Mali on 28 September; and Nigeria on 7 October. On 3/4 December, the application of Mauritania failed to obtain a recommendation for admission.

8. At its fifteenth session the General Assembly, on 20 September 1960, admitted: Cameroun (Cam-

⁵ *Ibid.* Letters by various Member States containing statements of position with reference to the application of the German Democratic Republic were also circulated to the Security Council in accordance with the request of those Member States. See S C, 21st yr., Suppl. for Jan.—March: Cuba, S/7185; Czechoslovakia, S/7210; France, United Kingdom and United States, S/7207; Hungary, S/7195; Mongolia, S/7190; Poland, S/7204; Romania, S/7199; USSR, S/7184; S C, 21st yr., Suppl. for April—June: Ukrainian SSR, S/7314 and USSR, S/7259.

⁶ See the report of the Security Council for 16 July 1965 to 15 July 1966: G A (XXI), Suppl. No. 2, A/6302, paras. 869 and 880.

⁷ In accordance with G A resolution 1608 (XV) endorsing the results of the separate plebiscites conducted in the northern and southern parts of the Cameroons under United Kingdom administration, the trusteeship status of Southern Cameroons was terminated on 1 October 1961 upon its joining the Republic of Cameroun, henceforth called the Federal Republic of Cameroun comprising East Cameroon, i.e., formerly the Territory of the Republic of Cameroun, and West Cameroon, i.e., formerly the Territory of the Southern Cameroons under United Kingdom administration. See G A (XVI/1), Plen., 1038th mtg., paras. 15–20. See also this *Supplement* under Article 76.

⁸ The recommendation of the Security Council, S C resolution 139 (1960), concerning admission of the Federation of Mali to membership in the United Nations was not acted upon by the General Assembly, since subsequent to that recommendation the Federation of Mali became two separate States, Mali and Senegal. The Security Council recommended Senegal for admission to membership by S C resolution 158 (1960) and Mali by S C resolution 159 (1960), thereby superseding S C resolution 139 (1960).

⁹ The name Malagasy Republic was used in the first Security Council documents concerning that State. In subsequent documents, it has been designated as Madagascar.

¹⁰ Congo (Leopoldville) was another name for the Republic of the Congo, the capital of which was Leopoldville, presently Kinshasa. At the 872nd meeting of the Security Council, in connexion with the application of the Republic of the Congo for admission to membership, the President (Ecuador) referred to a possibility of duplication of name between the Republic of the Congo and the neighbouring State of the same name, the capital of which is Brazzaville, also called Congo (Brazzaville), whose application for admission would be forthcoming, and stated that any change in name resulting from consultation between the two neighbouring States would not invalidate the Council's decision. (S C, 15th yr., 872nd mtg., paras. 117–119.) On 1 August 1964, Congo (Leopoldville) was renamed the Democratic Republic of the Congo.

eroon), Togo, Madagascar (Malagasy Republic), Somalia, Congo (Leopoldville), Dahomey, Niger, Upper Volta, Ivory Coast, Chad, Congo (Brazzaville), Gabon, Central African Republic, and Cyprus to membership in the United Nations. The General Assembly also resolved to admit to membership Senegal and Mali on 28 September, and Nigeria on 7 October of that year.

9. During 1961, on 26 September and 14 December, the Security Council unanimously decided to recommend the admission of Sierra Leone, and Tanganyika. On 25 October, by respective votes of 9 to none, with 1 abstention and 9 to 1, with 1 abstention, the Council also recommended admission of Mongolia and Mauritania.¹¹ The application of Kuwait, on which a vote was taken in the Council on 30 November, failed to obtain a recommendation for admission.

10. At its sixteenth session, the General Assembly in 1961 resolved by acclamation to admit Sierra Leone on 27 September, Mongolia on 27 October and Tanganyika¹² on 14 December. On 27 October of that year, the General Assembly also admitted Mauritania to membership by a vote of 68 to 13, with 20 abstentions.

11. During 1962, the Security Council recommended unanimously the admission of Rwanda and Burundi on 26 July, Jamaica and Trinidad and Tobago, on 12 September and Uganda on 15 October. On 4 October, by a vote of 10 to none, with 1 abstention, the Council also recommended the admission of Algeria. Acting on those recommendations, the General Assembly in 1962 resolved by acclamation to admit to membership Rwanda, Burundi, Jamaica and Trinidad and Tobago on 18 September, Algeria on 8 October, and Uganda on 25 October.

12. On 7 May 1963, the Security Council reconsidered the application of Kuwait and recommended its admission to membership. At its fourth special session, on 14 May 1963, the General Assembly adopted a draft resolution to admit Kuwait. Later that year, at its eighteenth session on 16 December 1963, the Assembly, acting on the recommendations adopted by the Security Council on that same day, admitted Zanzibar¹³ and Kenya to membership.

13. In 1964, on 9 October, the Security Council recommended the admission of Malawi, and on 30

¹¹ On 19 April 1961, the General Assembly had adopted a resolution (1602 (XV)) declaring that in its view both Mongolia, whose application had been pending since 1946, and Mauritania, whose application had failed to obtain a recommendation for admission in its initial consideration by the Council, fulfilled the conditions for, and therefore should be admitted to, membership. Also, it had requested the Security Council to take note of this resolution in regard to the candidature of the Islamic Republic of Mauritania.

¹² Following the ratification on 26 April 1964 of Articles of Union between Tanganyika and Zanzibar, the United Republic of Tanganyika and Zanzibar continued as a single Member of the United Nations from 14 May 1964, later changing its name to United Republic of Tanzania. See para. 29 of this study.

¹³ *Ibid.*

October Malta and Zambia. On 1 December, the General Assembly decided, without objection, to admit all three to membership.¹⁴

14. During 1965, on 21 September, the General Assembly, acting on the recommendations by the Security Council regarding the applications of Gambia and the Maldiv Islands, adopted on 15 March and Singapore,¹⁵ adopted on 20 Sep-

¹⁴ See also this *Supplement* under Article 9, para. 6.

¹⁵ Prior to its independence, on 16 September 1963, Singapore, together with Sabah (North Borneo) and Sarawak, joined the Federation of Malaya which had been a Member of the

tember, decided to admit those States to membership.

15. On 21 June 1966, the Security Council recommended the admission of Guyana, and the General Assembly adopted a resolution admitting Guyana on 20 September of that year.

United Nations since 17 September 1957. Following the admission of Singapore, Sabah and Sarawak to the enlarged Federation, the latter was renamed the Federation of Malaysia. Singapore withdrew from the Federation of Malaysia to become an independent State on 9 August 1965 and, as such, applied for admission to membership in the United Nations. See S C, 20th yr., 1243rd mtg., paras. 15-17.

II. ANALYTICAL SUMMARY OF PRACTICE

A. Questions bearing upon the provisions of Article 4 (1)

1. THE QUESTION OF THE UNIVERSALITY OF THE ORGANIZATION

16. No decisions requiring treatment under this heading were taken during the period under review.¹⁶

****a.** *Proposals submitted to the Security Council referring to the principle of universality*

****b.** *Proposals submitted to the General Assembly referring to the principle of universality*

****2.** THE QUESTION WHETHER A NEW STATE CREATED THROUGH THE DIVISION OF A MEMBER STATE OF THE UNITED NATIONS ACQUIRES MEMBERSHIP IN THE ORGANIZATION¹⁷

¹⁶ There was an implicit reference to the principle of universality by the General Assembly in its resolution 1602 (XV) of 19 April 1961 regarding the admission of new Members to the United Nations. In the third preambular paragraph of that resolution it was stated that the General Assembly considered it "important for the future of the United Nations that all applicant States which fulfil the conditions laid down in Article 4 of the Charter of the United Nations should be admitted to membership in the Organization".

Incidental references continued to be made to the principle of universality in the General Assembly in connexion with the question of China. For texts of relevant statements, see, for example, G A (XIV), Plen., 801st mtg.: USSR, para. 3; G A (XV/1), Plen., 868th mtg.: Yugoslavia, para. 92; G A (XVI/1), Plen., 1077th mtg.: Cyprus, paras. 177 and 178; Mongolia, para. 171; Venezuela, para. 100; 1079th mtg.: China, para. 157; USSR, para. 103; G A (XVII), Plen., 1157th mtg.: Ceylon, para. 56; 1159th mtg.: Algeria, para. 79; India, para. 107; Paraguay, paras. 56 and 57; 1160th mtg.: Guinea, para. 77; Iraq, para. 40; 1161st mtg.: Cambodia, paras. 28 and 29; Colombia, paras. 66 and 67; Ukrainian SSR, para. 152; 1162nd mtg.: China, para. 17; G A (XVIII), Plen., 1222nd mtg.: United Kingdom, para. 89; G A (XVIII), Plen., 1242nd mtg.: Albania, para. 9; Nepal, para. 84; USSR, para. 92; 1243rd mtg.: Finland, paras. 28 and 29; Indonesia, para. 130; Malaysia, para. 158; Romania, para. 134; United Arab Republic, para. 35; United States, para. 69; 1244th mtg.: Indonesia, para. 130; 1247th mtg.: Central African Republic, para. 188; Liberia, para. 85; 1248th mtg.: Nicaragua, para. 76; Turkey, para. 104; 1251st mtg.: Yugoslavia, para. 27; G A (XX), Plen., 1369th mtg.: China, paras. 64-66; USSR, para. 191; United States, paras. 119 and 120; 1372nd mtg.: France, para. 47; 1379th mtg.: China, para. 17; United States, paras. 25 and 26; 1380th mtg.: Italy, paras. 65-74; United Kingdom, para. 83; United States, para. 15.

¹⁷ The following developments may be noted. Syria, on

3. THE QUESTION OF THE MANNER IN WHICH APPLICANT STATES ARE TO INDICATE THEIR ACCEPTANCE OF THE OBLIGATIONS CONTAINED IN THE CHARTER

****a.** *The instrument of adherence—the practice under the former rules of procedure*

b. *The formal instrument of acceptance—the practice under the present rules of procedure*

17. Thirty-seven new Members were admitted to the United Nations during the period under review. In each case, formal instruments of acceptance of the obligations contained in the Charter were submitted together with the original applications.¹⁸

13 October 1961, having withdrawn from the United Arab Republic and reassumed its former status, resumed its separate membership in the United Nations. See this *Supplement* under Article 3. Singapore, subsequent to its withdrawal from the Federation of Malaysia to become independent on 9 August 1965, applied for, and was admitted to, membership in the United Nations on 21 September 1965, as an independent State. See para. 14 of this study.

¹⁸ Cameroun (Cameroon): S C, 15th yr., Suppl. for Jan.—March S/4256; Togo: S C, 15th yr., Suppl. for April—June, S/4318; Mali (Federation of Mali): *ibid.*, S/4347; Madagascar (Malagasy Republic): *ibid.*, S/4352/Rev.1; Somalia: S C, 15th yr., Suppl. for July—Sept., S/4360; Congo (Leopoldville): *ibid.*, S/4361; Dahomey: *ibid.*, S/4428; Niger: *ibid.*, S/4429; Upper Volta: *ibid.*, S/4430; Ivory Coast: *ibid.*, S/4431; Chad: *ibid.*, S/4434; Congo (Brazzaville): *ibid.*, S/4433; Cyprus: *ibid.*, S/4435; Gabon: *ibid.*, S/4436; Central African Republic: *ibid.*, S/4455; Senegal: *ibid.*, S/4530; Mali: *ibid.*, S/4535; Nigeria: S C, 15th yr., Suppl. for Oct.—Dec., S/4545; Mongolia: S C, 1st yr., 2nd series, Suppl. No. 4, Annex 6 (3), S/95; S C, 4th yr., Suppl. for June—Aug., S/1035 and Add.1; 12th yr., Suppl. for July—Sept., S/3873 and Add. 1. (See also S C, 15th yr., Suppl. for Oct.—Dec., S/4569; G A (XV), Annexes, a.i. 20, A/4645; S C, 16th yr., Suppl. for April—June, S/4801; Mauritania: S C, 15th yr., Suppl. for Oct.—Dec., S/4563; Sierra Leone: S C, 16th yr., Suppl. for April—June, S/4797; Kuwait: S C, 16th yr., Suppl. for July—Sept., S/4852; Tanganyika: S C, 16th yr., Suppl. for Oct.—Dec., S/5017; Rwanda: S C, 17th yr., Suppl. for July—Sept., S/5137 and Add.1 and 2; Burundi: *ibid.*, S/5139 and Add.1; Jamaica: *ibid.*, S/5154; Trinidad and Tobago: *ibid.*, S/5162 and Add. 1; Algeria: S C, 17th yr., Suppl. for Oct.—Dec., S/5172/Rev.1; Uganda: *ibid.*, S/5176; Kuwait: S C, 18th yr., Suppl. for April—June, S/5294; Zanzibar: S C, 18th yr., Suppl. for Oct.—Dec., S/5478; Kenya: *ibid.*, S/5482; Malawi: S C, 19th yr., Suppl. for July—Sept., S/5908; Malta: S C, 19th yr., Suppl. for Oct.—Dec., S/6004; Zambia: *ibid.*, S/6025; Gambia: S C, 20th yr., Suppl. for Jan.—March, S/6197; Maldiv Islands: S C, 20th yr., Suppl. for July—Sept., S/6645; Singapore: *ibid.*, S/6648; Guyana: S C, 21st yr., Suppl. for April—June, S/7349.

Statements of interpretation concerning such obligations were made in two instances.¹⁹

4. THE QUESTION OF THE RESPECTIVE ROLES OF THE SECURITY COUNCIL AND THE GENERAL ASSEMBLY REGARDING THE JUDGEMENT TO BE MADE BY THE ORGANIZATION

18. The recommendations²⁰ adopted by the Security Council during this period contained no express reference to the judgement of the Security Council, but simply stated in each case that the Council, having considered the application of a given country, recommended that it should be admitted. The decisions²¹ of the General Assembly on the

¹⁹ One statement was made on 5 December 1960, during the consideration of the question of an increase in the membership of the Security Council and the Economic and Social Council. The representative of Argentina, referring to the new Member States and the principle of *res inter alios acta*, noted that those States had been admitted to membership not only because they fulfilled the conditions laid down in Article 4 and had declared themselves ready to accept the written obligations of the Charter, but because they had been regarded as willing to accept the traditions of the Organization (G A (XV/1) Spec. Pol. Com., 217th mtg., para. 29). The other statement was made on 21 June 1963, by the representative of Tanganyika in the Fifth Committee in the course of which he said that Member States, through the declarations they had made in conformity with Article 4 at the time of their admission, had accepted the collective responsibility for the financial expenditures incurred in the execution of the Organization's duties for maintaining international peace and security (G A (S-IV), 5th Com., 1001st mtg., para. 1).

²⁰ Cameroun (Cameroon): S C resolution 133 (1960); Togo: S C resolution 136 (1960); Mali: S C resolution 139 (1960), superseded by S C resolutions 158 and 159 (1960) for Senegal and Mali, respectively (see below); Madagascar (Malagasy Republic): S C resolution 140 (1960); Somalia: S C resolution 141 (1960); Congo (Leopoldville): S C resolution 142 (1960); Dahomey: S C resolution 147 (1960); Niger: S C resolution 148 (1960); Upper Volta: S C resolution 149 (1960); Ivory Coast: S C resolution 150 (1960); Chad: S C resolution 151 (1960); Congo (Brazzaville): S C resolution 152 (1960); Gabon: S C resolution 153 (1960); Central African Republic: S C resolution 154 (1960); Cyprus: S C resolution 155 (1960); Senegal and Mali: S C resolutions 158 and 159 (1960) respectively (the Security Council decided to inform the President of the General Assembly that its resolutions 158 and 159 (1960) superseded its resolution 139 (1960)) (S C, 15th yr., 907th mtg., para. 94); Nigeria: S C resolution 160 (1960); Sierra Leone: S C resolution 165 (1961); Mongolia: S C resolution 166 (1961); Mauritania: S C resolution 167 (1961); Tanganyika: S C resolution 170 (1961); Rwanda: S C resolution 172 (1962); Burundi: S C resolution 173 (1962); Jamaica: S C resolution 174 (1962); Trinidad and Tobago: S C resolution 175 (1962); Algeria: S C resolution 176 (1962); Uganda: S C resolution 177 (1962); Kuwait: S C decision of 7 May 1963 at the 103rd mtg. (no resolution was adopted); Zanzibar: S C resolution 184 (1963); Kenya: S C resolution 185 (1963); Malawi: S C resolution 195 (1964); Malta: S C resolution 196 (1964); Zambia: S C resolution 197 (1964); Gambia: S C resolution 200 (1965); Maldives: S C resolution 212 (1965); Singapore: S C resolution 213 (1965); Guyana: S C resolution 223 (1966).

²¹ Cameroun (Cameroon): G A resolution 1476 (XV); Togo: G A resolution 1477 (XV); Madagascar (Malagasy Republic): G A resolution 1478 (XV); Somalia: G A resolution 1479 (XV); Congo (Leopoldville): G A resolution 1480 (XV); Dahomey: G A resolution 1481 (XV); Niger: G A resolution 1482 (XV); Upper Volta: G A resolution 1483 (XV); Ivory Coast: G A resolution 1484 (XV); Chad: G A resolution 1485 (XV); Congo (Brazzaville): G A resolution 1486 (XV); Gabon: G A resolution 1487 (XV); Central African Republic: G A resolution 1488 (XV); Cyprus: G A resolution 1489 (XV); Senegal: G A resolution 1490 (XV); Mali: G A resolution 1491 (XV); Nigeria: G A resolution 1492 (XV); Sierra Leone: G A

admission of those thirty-seven States likewise contained no express reference to the judgement of the General Assembly.

5. THE QUESTION OF THE MEANING TO BE ATTACHED TO THE TERMS "PEACE-LOVING STATES ... ABLE AND WILLING TO CARRY OUT [THE] OBLIGATIONS [CONTAINED IN THE CHARTER]"²²

19. In proposals submitted to the General Assembly or the Security Council during the period under review, no specific reference was made to the terms of Article 4 (1). Although there continued to be statements of position²² in respect of specific interpretations of those terms, there were no attempts to define their meaning in any general sense. The following developments are, however, noteworthy in connexion with the requirement of Article 4 (1).

20. During the consideration of the first report of the Secretary-General on the implementation of resolution 143 of 14 July 1960 regarding the situation in the Republic of the Congo, a draft resolution was submitted by Tunisia and Ceylon calling for a speedy implementation of that resolution on the withdrawal of Belgian troops. It was adopted as Security Council resolution 145 on 22 July 1960. The sixth preambular paragraph of the joint draft resolution which was adopted by the Security Council at its 879th meeting recognized "that the Security Council recommended the admission of the Republic of the Congo to membership in the United Nations as a unit".

Commenting on the paragraph, the representative of Ceylon noted:

"... the Security Council recommended the admission of the Republic of the Congo to membership in the United Nations as a unit. In the situation that exists in the Congo at the present time, it is well for us to bear in mind the fact that the Security Council agreed to recommend the Republic of the Congo for admission to the United Nations as the Congo that existed on 7 July 1960, as the Congo composed of the several provinces of which it is constituted, and the Congo for which was established a central government ... when we

resolution 1623 (XVI); Mongolia: G A resolution 1630 (XVI); Mauritania: G A resolution 1631 (XVI); Tanganyika: G A resolution 1667 (XVI); Rwanda: G A resolution 1748 (XVII); Burundi: G A resolution 1749 (XVII); Jamaica: G A resolution 1750 (XVII); Trinidad and Tobago: G A resolution 1751 (XVII); Algeria: G A resolution 1754 (XVII); Uganda: G A resolution 1758 (XVII); Kuwait: G A resolution 1872 (S-IV); Zanzibar: G A resolution 1975 (XVIII); Kenya: G A resolution 1976 (XVIII); Malawi: G A decision of 1 Dec. 1964 (no resolution was adopted); Malta: G A decision of 1 Dec. 1964 (no resolution was adopted); Zambia: G A decision of 1 Dec. 1964 (no resolution was adopted); Gambia: G A resolution 2008 (XX); Maldives: G A resolution 2009 (XX); Singapore: G A resolution 2010 (XX); Guyana: G A resolution 2133 (XXI).

²² See, for example, the following statements in respect of the subjects specified: reports concerning the United Nations Relief and Works Agency for Palestine Refugees in the Near East, G A (XV), Spec. Pol. Com., 208th mtg.: Lebanon, para. 20; G A (XX), Spec. Pol. Com., 443rd mtg.: Jordan, para. 6; the policies of *apartheid* of the Government of the Republic of South Africa, G A (XVIII), Spec. Pol. Com., 395th mtg.: Uruguay, para. 15; S C, 18th yr., 1050th mtg.: Tunisia, para. 78; the situation in Portuguese Territories in Africa, S C, 18th yr., 1040th mtg.: Tunisia, para. 94.

speak of the Congo, we mean the Congo as the Republic of the Congo—the whole unit, including all its provinces—...

“... when we recommended the Republic of the Congo for admission, we had no idea of any separate parts of the Congo and ... therefore, this Council can take no cognizance of any position that the Congo is divided or that it is now no longer the same Congo which we, on 7 July 1960, recommended for membership in the United Nations”.²³

21. In two instances during the period under review, objections were raised in the Security Council to the qualifications of applicants being considered for admission, namely, Mauritania and Kuwait, who, at their request, were invited to participate, without vote, in the consideration of their applications. Both applicants eventually obtained a Council recommendation for membership and were admitted to the United Nations by the General Assembly. On 3 December 1960 and again on 25 October 1961, the representative of Morocco objected²⁴ to Mauritania's application for admission on the grounds that the applicant did not fulfil the essential condition for membership; that is, it was not a State as understood in international law or in the Charter since the territorial basis of Mauritania constituted an integral part of the territory of Morocco. The representatives of China, France, Ivory Coast, Senegal, the United Kingdom and the United States took the opposite point of view and stated²⁵ that Mauritania, both in its internal and external affairs, fulfilled the requirements for membership in the Organization.

22. On 30 November 1961, the representative of Iraq proposed²⁶ rejection of the application of Kuwait for admission on the grounds that Kuwait was not and had never been a State in the internationally accepted sense, that historically and legally it had always been an integral part of Iraq and that at the time of its application it was, for all practical purposes, a British colony. The representatives of France, Liberia, Philippines, United Arab Republic and Venezuela held²⁷ that Kuwait fulfilled all the requirements under Article 4.

23. On 20 September 1965 in connexion with the Security Council consideration of the applications of the Maldives Islands and Singapore for membership the representative of China, noting that both applicants were relatively small in land area and population, observed²⁸ that the Charter of the United

²³ S C, 15th yr., 878th mtg., paras. 69 and 70.

²⁴ For texts of statements of Morocco, see S C, 15th yr., 911th mtg.: paras. 188–211; S C 16th yr., 971st mtg.: paras. 92 to 145.

²⁵ For text of relevant statements, see S C, 16th yr., 971st mtg.: China, paras. 206 and 207; France, paras. 77–86; Ivory Coast, paras. 168–195; Senegal, paras. 154–167; United Kingdom, paras. 208–211; United States, paras. 197 and 198.

²⁶ S C, 16th yr., 984th mtg., paras. 28–69.

²⁷ For text of relevant statements, see S C, 16th yr., 984th mtg.: France, paras. 92–97; Liberia, paras. 70–76; 985th mtg.: United Arab Republic, paras. 3–6; S C, 18th yr., 1034th mtg.; Philippines, paras. 69–73; Venezuela, paras. 55 to 59.

²⁸ For texts of relevant statements of position made by various representatives in respect of recognition by the United Nations,

Nations made no distinction between countries large and small and that the very first principle of the Organization laid down in the Charter was the principle of sovereign equality of all its Members. He further stated:

“The only conditions that govern the admission of new members are those set forth in Article 4 of the Charter. That Article limits membership to peace-loving States which accept the obligations contained in the Charter and are able and willing to carry out those obligations. In fact, these same conditions also govern membership of all present Members.”²⁹

The representative of France, while supporting the applicants, made the following statement:

“... the French delegation wishes to point out that, in view of the responsibilities incumbent upon us under rule 60 of the provisional rules of procedure, the Security Council should not lose sight of rule 59. That rule lays down an examination procedure offering further opportunities for reflection and judgement, which, it would seem, must be put to good use henceforth if we do not wish to risk seeing the effectiveness of the Organization diminished in the future”.³⁰

The representative of the United States joined the representative of France in suggesting that the Council might avail itself of the procedure provided in rule 59 both in reviewing general problems of admission, and in examining future problems of admission and in examining future applications for membership. He stated:

“... while supporting the admission of the Maldives Islands to the United Nations, we cannot help but note in this connexion a basic problem which will confront the United Nations in the future. There are many small entities in the world today moving steadily towards some form of independence. We are in sympathy with their aspirations and applaud this development. However, the Charter provides that applicants for United Nations membership must be not only willing but also “able” to carry out their Charter obligations. The drafters of the Charter were not unmindful of the existence then of some very small States whose resources would simply not permit them to contribute to the work of the Organization, however much they might wish to do so. Today, many of the small emerging entities, however willing, probably do not have the human or economic resources at this stage to meet this secondary criterion.

through its act of admission to membership, of independence and sovereign equality of a given State, see “The question of Oman”, G A (XVII), Spec. Pol. Com., 351st mtg.: Saudi Arabia, para. 20; 353rd mtg.: Iraq, para. 39; “The question of Cyprus”, G A (XX), 1st Com., 1407th mtg.: Cyprus, paras. 2, 5, 6 and 17; 1411th mtg.: Costa Rica, paras. 21 and 22; Iraq, para. 8; S C, 20th yr., 1192nd mtg.: Cyprus, para. 78; G A (XX), Annexes, a.i. 93, Turkey, A/5938 and Add.1; “The inadmissibility of intervention in the domestic affairs of States and the protection of their independence and sovereignty”, G A (XX), 1st Com., 1403rd mtg.: Malaysia, para. 13.

²⁹ S C, 20th yr., 1243rd mtg., para. 51.

³⁰ *Ibid.*, para. 76.

"We would therefore urge that Council members and other United Nations Members give early and careful consideration to this problem in an effort to arrive at some agreed standards—some lower limits—to be applied in the case of future applicants for United Nations membership. The original members of the Security Council evidently had this complex of problems in mind when they provided, in rule 59 of the provisional rules of procedure, for a Special Committee of the Council to examine membership applications and to report its conclusions to the Council. The Council may wish, as the representative of France has suggested, to avail itself of this procedure both in reviewing general problems and in examining future applications for membership concerning which some of these considerations might arise.

"We do not for a moment suggest the exclusion of small new States from the family of nations. On the contrary, we believe we must develop for them some accommodation that will permit their close association with the United Nations and its broad range of activities."³¹

In the introduction to his twenty-second annual report on the work of the Organization submitted to the General Assembly, the Secretary-General stated:

"I would suggest that it may be opportune for the competent organs to undertake a thorough and comprehensive study of the criteria for membership in the United Nations, with a view to laying down the necessary limitations on full membership while also defining other forms of association which would benefit both the 'micro-States' and the United Nations. I fully realize that a suggestion of this nature involves considerable political difficulties, but if it can be successfully undertaken it will be very much in the interests both of the United Nations and of the 'micro-States' themselves. There are already one or two cases where the States concerned have realized that their best interests, for the time being at least, rest in restricting themselves to membership in certain specialized agencies, so that they can benefit fully from the United Nations system in advancing their economic and social development without having to assume the heavy financial and other responsibilities involved in United Nations membership. The League of Nations had to face the same issue over the question of the admission of certain European States which were then referred to as 'Lilliputian' States. Although the League of Nations was unable to define exact criteria, it prevented in due course the entry of the 'Lilliputian' States.

"As already mentioned, a necessary corollary to the establishment of criteria on admission to full membership is the definition of other forms of association for 'micro-States' which would not qualify for full membership. As members of the international community, such States are entitled to expect that their security and territorial integrity should be guaranteed and to participate to the full

in international assistance for economic and social development. Even without Charter amendment, there are various forms of association, other than full membership, which are available, such as access to the International Court of Justice and membership in the relevant United Nations regional economic commissions. Membership in the specialized agencies also provides an opportunity for access to the benefits provided by the United Nations Development Programme and for invitations to United Nations conferences. In addition to participation along the foregoing lines, 'micro-States' should also be permitted to establish permanent observer missions at United Nations Headquarters and at the United Nations Office at Geneva, if they so wish, as is already the case in one or two instances. Measures of this nature would permit the 'micro-States' to benefit fully from the United Nations system without straining their resources and potential through assuming the full burdens of United Nations membership which they are not, through lack of human and economic resources, in a position to assume."³²

****6. THE QUESTION OF THE SUBMISSION OF INFORMATION OR EVIDENCE BY APPLICANTS IN CONNEXION WITH THE REQUIREMENTS OF ARTICLE 4 (1)**

7. THE QUESTION OF CONDITIONS OF ADMISSION

24. No decisions requiring treatment under this heading were taken in the period under review. The following developments may be noted, however, in respect of the question of conditions of admission other than those contained in Article 4.

25. At the 911th meeting of the Security Council on 3 December 1960, the President (USSR) proposed to revise the provisional agenda for the day in order to include as an additional sub-item an application on behalf of Mongolia and to assign to it priority over the first sub-item, the application of Mauritania, whereupon a procedural discussion over the adoption of the agenda followed. In the course of the debate, the President, speaking as the representative of the USSR, pointed out³³ that his Government regarded it as essential that the question of admission of Mongolia should be considered first since its position on the admission of Mauritania would be determined in accordance with the manner in which the question of the admission of Mongolia was settled. The USSR motion was put to the vote and rejected.³⁴ The issue was raised again at the 968th meeting of the Security Council on 26 September 1961, but the USSR proposal to give priority to sub-item 2 (b) on the provisional agenda, the application of Mongolia, over sub-item 2 (a), the application of Mauritania, was not adopted.³⁵ On that occasion, the representative of France objected³⁶ to a system of priorities which would establish a link

³² G A (XXII), Suppl. No. 1 A, paras. 165 and 166.

³³ S C, 15th yr., 911th mtg., para. 82.

³⁴ *Ibid.*, para. 93.

³⁵ S C, 16th yr., 968th mtg., para. 70.

³⁶ *Ibid.*, paras. 26—27.

³¹ *Ibid.*, paras. 89—91.

between the two applications contrary to the decisions³⁷ adopted by the General Assembly on 8 December 1948, 24 November 1949 and 1 February 1952 and to the advisory opinion³⁸ of 28 May 1948 of the International Court of Justice.

26. On 25 October 1961, at its 971st meeting, the Security Council reconsidered, in accordance with the President's suggestion, the applications of Mauritania and Mongolia in the chronological order in which the respective countries had applied for membership in the United Nations. While agreeing to this procedure, the representative of the United States reaffirmed³⁹ the opposition of his delegation to linking the admission of any one applicant with that of another.

(v) *Israel*

27. During 1965, a specific reference was made in the Special Political Committee to conditions, other than those expressly provided for in Article 4, alleged to have been attendant upon the admission of a State Member of the United Nations since 1949. During the consideration of the reports of the United Nations Relief and Works Agency for Palestine Refugees in the Near East by the Special Political Committee, the representatives of Pakistan and Syria referred⁴⁰ to the connexion between the fifth preambular paragraph⁴¹ of General Assembly resolution 273 (III) admitting Israel to membership in the United Nations and the implementation of General Assembly resolution 194 (III) on Palestine, more specifically operative paragraph 11⁴² of that resolution dealing with the refugees and held that admission of Israel to membership had been contingent upon its undertaking to respect that specific provision of General Assembly resolution 194 (III). The representative of Iraq also maintained⁴³ that the Provisional Government of Israel had accepted certain legal obligations prior to the creation of the State of Israel and that that acceptance had been a condition for both

³⁷ G A resolutions 197 (III), 296 K (IV) and 506 (VI).

³⁸ Admission of a State to the United Nations (Charter, Art. 4), Advisory Opinion: I C J, *Reports 1948*, p. 57. In its advisory opinion, the International Court of Justice had held that a Member of the United Nations "called upon, in virtue of Article 4 of the Charter, to pronounce itself by its vote, either in the Security Council or in the General Assembly, on the admission of a State to membership in the United Nations, is not juridically entitled to make its consent to the admission dependent on conditions not expressly provided by paragraph 1 of the said Article". (*Ibid.*, p. 65). See also *Repertory*, vol. I, under Article 4, paras. 56-59.

³⁹ S C, 16th yr., 971st mtg., para. 37.

⁴⁰ G A (XX), Spec. Pol. Com., 457th mtg.: Pakistan, para. 12; 447th mtg.: Syria, paras. 20-22.

⁴¹ That paragraph read as follows: [The General Assembly] "Recalling its resolutions of 29 November 1947 and 11 December 1948 and taking note of the declarations and explanations made by the representative of the Government of Israel before the *ad hoc* Political Committee in respect of the implementation of the said resolutions,"

⁴² The text of that paragraph read: [The General Assembly] "Resolves that the refugees wishing to return to their homes and live at peace with their neighbours should be permitted to do so at the earliest practicable date, and that compensation should be paid for the property of those choosing not to return and for loss of or damage to property which, under principles of international law or in equity, should be made good by the Governments or authorities responsible;"

⁴³ *Ibid.*, 457th mtg., paras. 25-29; 458th mtg., para. 13.

the creation of that State and its admission to membership.

28. The representative of Israel held⁴⁴ that the fourth preambular paragraph of Assembly resolution 273 (III) noted Israel's declaration of unreserved acceptance of obligations of membership and that the declarations and explanations referred to in the fifth preambular paragraph could not constitute an obligation on Israel as a Member State that was not applicable to all other Member States, and did not imply any curtailment of Israel's sovereignty.

8. MERGER OF MEMBER STATES

29. During the period under review the issue of the merger of Member States arose in the United Nations in connexion with the formation of the United Republic of Tanganyika and Zanzibar, later called the United Republic of Tanzania.⁴⁵ Tanganyika and Zanzibar, which had been admitted to membership in the United Nations on 14 December 1961 and 16 December 1963 respectively, informed the Secretary-General by a *note verbale* dated 6 May 1964 of the following:

"...the Republic of Tanganyika and the People's Republic of Zanzibar were united as one Sovereign State on 26 April 1964, under the name of the United Republic of Tanganyika and Zanzibar and under the presidency of Mwalimu Julius K. Nyerere. A copy of the said Articles of Union is enclosed herewith.

"The Secretary-General is asked to note that the United Republic of Tanganyika and Zanzibar declares that it is now a single Member of the United Nations bound by the provisions of the Charter, and that all international treaties and agreements in force between the Republic of Tanganyika or the People's Republic of Zanzibar and other States or international organizations will, to the extent that their implementation is consistent with the constitutional position established by the Articles of Union, remain in force within the regional limits prescribed on their conclusion and in accordance with the principles of international law."⁴⁶

On 14 May, the Secretary-General, at the request of the Government of the United Republic of Tanganyika and Zanzibar, communicated the note to all States Members of the United Nations, to the principal organs of the United Nations and to the subsiding organs of the United Nations to which Tanganyika or Zanzibar had been appointed or admitted, and to the specialized agencies and to the International Atomic Energy Agency, by a *note verbale* which included the following statement:

"The Secretary-General is taking action, within the limits of his administrative responsibilities, to give effect to the declaration in the attached note that the United Republic of Tanganyika and Zan-

⁴⁴ *Ibid.*, 458th mtg., para. 10.

⁴⁵ The name of the United Republic of Tanganyika and Zanzibar was changed to the United Republic of Tanzania on 29 October 1964.

⁴⁶ A/5701 (mimeographed), p. 2.

zibar is now a single Member of the United Nations bound by the provisions of the Charter. This action is undertaken without prejudice to and pending such action as other organs of the United Nations may take on the basis of the notification of the establishment of the United Republic of Tanganyika and Zanzibar.”⁴⁷

9. TEMPORARY CESSATION OF CO-OPERATION BY A MEMBER STATE

30. In a letter dated 20 January 1965, the First Deputy Prime Minister and Minister for Foreign Affairs of Indonesia informed the Secretary-General that his Government had “decided at this stage and under the present circumstances to withdraw from the United Nations”. In the letter, 1 March 1965 was designated as the date on which the Indonesian Permanent Mission in New York would be officially closed.⁴⁸ The letter was circulated as an official document of both the Security Council and the General Assembly, but the matter was not placed on the agenda of, nor considered by, either organ.

31. On 26 February 1965, after consultations with Member States, the Secretary-General replied to the foregoing communication and stated:

“I have the honour to acknowledge the receipt of your letter dated 20 January 1965. The position of your Government recorded therein has given rise to a situation in regard to which no express provision is made in the Charter. It is to be recalled, however, that the San Francisco Conference adopted a declaration⁴⁹ relating to the matter.

⁴⁷ *Ibid.*, p. 1.

On 27 May 1964, as a result of the formation of the United Republic of Tanganyika and Zanzibar, the respective delegations attending the United Nations Conference on Trade and Development in Geneva were reconstituted as a unified delegation (E/CONF.46/141, vol. I, p. 5, foot-note 6). Also, the delegation of Tanganyika serving on the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (which held these 1964 meetings in two sessions from 25 February to 3 July and from 8 September to 15 December) was reconstituted (G A (XIX), Annexes, No. 8 (part I), para. 2). On 29 October 1964, the United Republic of Tanganyika and Zanzibar was renamed the United Republic of Tanzania. It was the United Republic of Tanzania that sent a unified delegation to the nineteenth session of the General Assembly.

⁴⁸ See S C, 20th yr., Suppl. for Jan.—March, S/6157 (also issued as A/5857 and Corr. 1 (mimeographed), last two paragraphs). The letter further stated that Indonesia had decided to withdraw also from specialized agencies like FAO, UNICEF and UNESCO and that a separate letter would be sent to those specific agencies. Membership in the specialized agencies is not contingent upon membership in the United Nations as each of them determines its own membership.

⁴⁹ The report of the Rapporteur of Commission I (membership, principal organs, Secretariat and amendments) of the San Francisco Conference included the declaration as a “commentary on withdrawal”, *Documents of the United Nations Conference on International Organization*, doc. 1179, I/9 (1), (vol. VI, p. 249), p. 5 (see also the oral explanations in vol. I, pp. 616 and 617). The report was approved by the Conference at its ninth plenary session on 25 June 1945, *ibid.*, doc. 1210, p. 20, (vol. I, p. 620), p. 9, but the declaration was not formally adopted.

“Upon receiving your letter, I issued it as a document of both the Security Council and the General Assembly, these being the two bodies concerned with membership questions, and I transmitted it directly to all Governments of Member States, as the Governments of the parties to the Charter. I also held consultations with the Members of the Organization.

“The Committee adopts the view that the Charter should not make express provision either to permit or to prohibit withdrawal from the Organization. The Committee deems that the highest duty of the nations which will become Members is to continue their co-operation within the Organization for the preservation of international peace and security. If, however, a Member because of exceptional circumstances feels constrained to withdraw, and leave the burden of maintaining international peace and security on the other Members, it is not the purpose of the Organization to compel that Member to continue its co-operation in the Organization.

“It is obvious, particularly, that withdrawals or some other forms of dissolution of the Organization would become inevitable if, deceiving the hopes of humanity, the Organization was revealed to be unable to maintain peace or could do so only at the expense of law and justice.

“Nor would a Member be bound to remain in the Organization if its rights and obligations as such were changed by Charter amendment in which it has not concurred and which it finds itself unable to accept, or if an amendment duly accepted by the necessary majority in the Assembly or in a general conference fails to secure the ratification necessary to bring such amendment into effect.

“It is for these considerations that the Committee has decided to abstain from recommending insertion in the Charter of a formal clause specifically forbidding or permitting withdrawal.

“Your statement that ‘Indonesia has decided at this stage and under the present circumstances to withdraw from the United Nations’ and your assurance that ‘Indonesia still upholds the lofty principles of international co-operation as enshrined in the United Nations Charter’ have been noted.

“As you requested, arrangements have been made for the Indonesian Mission in New York to ‘maintain its official status’ until 1 March 1965.

“In conclusion, I wish to express both the profound regret which is widely felt in the United Nations that Indonesia has found it necessary to adopt the course of action outlined in your letter and the earnest hope that in due time it will resume full co-operation with the United Nations.”⁵⁰

32. As from 1 March 1965, Indonesia ceased to be listed as a Member of the Organization,⁵¹ and of the United Nations principal and subsidiary

⁵⁰ S C, 20th yr., Suppl. for Jan.—March 1965, S/6202 (also issued as A/5899 (mimeographed)).

⁵¹ Pursuant to the Secretary-General’s instructions, certain administrative actions were taken by the Secretariat, including the removal of the Indonesian name-plate and flag.

organs⁵² of which it had been a Member solely by virtue of its membership in the United Nations itself.⁵³

33. During the nineteenth session of the General Assembly, the United Kingdom and Italy formally placed on record their official position on the question of Indonesian withdrawal in communications to the Secretary-General. In its letter of 8 March 1965 addressed to the Secretary-General, the Government of the United Kingdom, *inter alia*, stated:

“Without prejudice to their views as to the circumstances which might legally justify a Member State in withdrawing from the United Nations, Her Majesty’s Government wish to place formally on record their conviction that the reason for withdrawal advanced in the letter of 20 January from the First Deputy Prime Minister and Minister for Foreign Affairs of Indonesia — namely the election of a non-permanent member of the Security Council which the Government of Indonesia unilaterally considers as not fulfilling the requirements of Article 23 of the Charter of the United Nations — is not a circumstance so exceptional in nature as to justify the Government of Indonesia in withdrawing from the Organization.”⁵⁴

34. In a *note verbale* dated 13 May 1965 addressed to the Secretary-General, the Italian Government expressed “apprehension over the disquieting consequences for the United Nations resulting from the absence of any mention in the Charter of such an important point as withdrawal or recession of a Member State from the Organization”.

It continued, as follows:

“Authoritative sources have appropriately stressed the existence of a ‘declaration’ adopted by the San Francisco Conference concerning the withdrawal of Member States from the United Nations. The declaration in question appears, however, to be not entirely adequate in so far as it does not contain any definition of the circumstances which might justify the withdrawal or recession of a Member State, nor does it specify any procedure for determining those circumstances in the future. Lastly, the document does not indicate any procedure whereby the withdrawal of a Member State may be considered effective. It

⁵² In preparing the provisional agenda for the thirty-eighth session (March 1965) of the Economic and Social Council, the Secretary-General brought to the attention of the Council the vacancies occurring in several of its subsidiary organs of which Indonesia was a member and suggested that the Council might wish to fill these vacancies at its thirty-eighth session. (See E/4007 (mimeographed) and E/4000 (mimeographed), para. 2.) Acting on the Secretary-General’s suggestion, the Council elected successors to Indonesia on the Statistical, Social, and the Status of Women Commissions, the Committee on Housing, Building and Planning and the *ad hoc* Working Group on Social Welfare. (See E S C (XXXVIII), 1359th mtg., paras. 2, 3, 9, 12, 16 and 22–24.)

⁵³ Indonesia continued to receive certain invitations to meetings of United Nations organs in which it was entitled to participate by virtue of special terms of reference, e.g. the Economic Commission for Asia and the Far East, a subsidiary organ of the Economic and Social Council, or by virtue of membership, e.g. the United Nations Conference on Trade and Development, a subsidiary organ of the General Assembly.

⁵⁴ See S C, 20th yr., Suppl. for Jan.—March, S/6229.

is hoped, therefore, that in the near future it will be possible to undertake an appropriate study of the problem in general terms.”⁵⁵

35. At the twentieth session of the General Assembly, the name of Indonesia was not included in resolution 2118 (XX) of 21 December 1965, whereby the General Assembly fixed the scale of assessments of Member States for the financial years 1965, 1966 and 1967. Nor was Indonesia assessed, in the same resolution, as a non-member for the expenses of certain organs of the United Nations in which non-members participate.

36. On 19 September 1966, prior to the opening of the twenty-first session, the Ambassador of Indonesia to the United States sent the following text in a cable to the Secretary-General:

“With reference to the letter of 20 January 1965 from the First Deputy Prime Minister and Minister for Foreign Affairs of Indonesia and to your letter of 26 February 1965 in answer thereto, I hereby have the honour upon instruction of my Government to inform you that my Government has decided to resume full co-operation with the United Nations and to resume participation in its activities starting with the twenty-first session of the General Assembly.

“A delegation headed by the Foreign Minister will arrive to attend the Assembly.”⁵⁶

On 28 September, the President of the General Assembly made a detailed statement, giving the background of the situation and drawing the attention of the Members of the General Assembly to the exchange of communications on this subject. In conclusion the President said:

“Members will recall that the telegram of 19 September 1966, which I read at the outset of my statement, refers to the decision of the Government of Indonesia ‘to resume full co-operation with the United Nations’. It would therefore appear that the Government of Indonesia considers that its recent absence from the Organization was based not upon a withdrawal from the United Nations but upon a cessation of co-operation. The action so far taken by the United Nations on this matter would not appear to preclude this view. If this is also the general view of the membership, the Secretary-General would give instructions for the necessary administrative actions to be taken for Indonesia to participate again in the proceedings of the Organization. It may be assumed that, from the time that Indonesia resumes participation, it will meet in full its budgetary obligations. If it is the general view that the bond of membership has continued throughout the period of non-participation, it would be the intention of the Secretary-General to negotiate an appropriate payment with the representatives of Indonesia for that period and to report the outcome of his negotiations to the Fifth Committee for its consideration.

“Unless I hear any objection, I would assume that it is the will of the membership that Indonesia

⁵⁵ *Ibid.*, Suppl. for April—June, S/6356.

⁵⁶ See S C, 21st yr., Suppl. for July—Sept., S/7498.

should resume full participation in the activities of the United Nations and that the Secretary-General may proceed in the manner I have outlined.

"There being no objection, I invite the members of the delegation of Indonesia to take their seats in the General Assembly."⁵⁷

B. Questions bearing upon the provisions of Article 4 (2)

**1. THE QUESTION OF SEPARATE OR SIMULTANEOUS CONSIDERATION AND/OR ADMISSION OF APPLICANTS

**a. *Proposals submitted in the Security Council*

**b. *Proposals submitted in the General Assembly*

2. THE QUESTION OF THE NATURE OF THE FUNCTIONS OF THE SECURITY COUNCIL AND OF THE GENERAL ASSEMBLY ENVISAGED BY THE WORDS "WILL BE EFFECTED BY A DECISION OF THE GENERAL ASSEMBLY UPON THE RECOMMENDATION OF THE SECURITY COUNCIL".

⁵⁷ G A (XXI), Plen., 1420th mtg., paras. 7-9.

Subsequently, the Secretary-General reported to the Fifth Committee (G A (XXI), Annexes, a.i. 77, A/C.5/1097, para. 4) the outcome of his negotiations with the Government of Indonesia regarding the "appropriate payment" for the period of non-participation, namely, from 1 January 1965 to 28 September 1966, and also for the remaining portion of 1966 after Indonesia resumed its co-operation with the Organization, that is from 28 September to 31 December 1966. As a result of these negotiations, Indonesia offered to pay 10 per cent of the amount which it would have been assessed for the regular budget and for the Special Account of the United Nations Emergency Force (UNEF) for the period of its non-participation on the basis of the rate (0.39 per cent) proposed for Indonesia in the scale of assessments for the financial years 1965-1966 and 1967 recommended by the Committee on Contributions in its report to the nineteenth session of the General Assembly (G A (XIX), Suppl. No. 10, para. 52). It also offered to pay 25 per cent of the amount which it would have been assessed for 1966 at the 0.39 per cent rate for the regular budget and the Special Account of UNEF, this percentage corresponding approximately to the proportion of the year 1966 during which it resumed co-operation with the Organization.

The Fifth Committee of the General Assembly approved this arrangement (G A (XXI), Annexes, a.i. 77, A/6630, paras. 8 and 9), together with the recommendation of the Committee on Contributions (G A (XXI), Suppl. No. 10 A, para. 11) that Indonesia should be assessed at the rate of 0.39 per cent for 1967 and that this rate should be added to the scale of assessments for that year. The draft resolution submitted by the Fifth Committee (G A (XXI), Annexes, a.i. 77, A/6630, para. 11) was adopted unanimously by the General Assembly at its 1501st meeting on 20 December 1966 (G A (XXI), Plen.,

37. The General Assembly continued its practice of admitting new Members only on the basis of a positive recommendation by the Security Council. In each of its thirty-four resolutions⁵⁸ to admit new Members during this period, the General Assembly expressly took note of the fact that a recommendation for the admission of the applicant had been received from the Security Council. In the three instances in which admission was effected simply by decisions of the General Assembly without adopting any resolution, the President of the General Assembly acknowledged⁵⁹ that appropriate recommendations⁶⁰ had been received from the Security Council regarding the three applications.

3. THE QUESTION WHETHER THE RECOMMENDATION OF THE SECURITY COUNCIL IS SUBJECT TO THE VOTING PROCEDURE PRESCRIBED BY ARTICLE 27 (3) OF THE CHARTER

Practice of the Security Council

38. The practice of the Security Council in this respect continued unchanged during the period. In particular, abstention by permanent Members continued to be regarded as not affecting the requirement of "the concurring votes of the permanent Members". The negative vote of a permanent member in connexion with the initial applications of Mauritania⁶¹ and Kuwait⁶² for membership prevented the adoption by the Security Council of respective recommendations for admission. Both States later received affirmative recommendations and were admitted to membership in the Organization.⁶³

1501st mtg., para. 10) as G A resolution 2240 (XXI). See also this *Supplement* under Article 17.

Following the resumption of membership in the United Nations by Indonesia, the Indonesian flag and name-plate were re-installed at the Headquarters and the Permanent Mission of Indonesia was added to the monthly handbook "Permanent Missions to the United Nations".

⁵⁸ G A resolutions 1476-1492 (XV), 1623 (XVI), 1630 and 1631 (XVI), 1667 (XVI), 1748-1751 (XVII), 1754 (XVII), 1758 (XVII), 1872 (S-IV), 1975 and 1976 (XVIII), 2008 to 2010 (XX) and 2133 (XXI).

⁵⁹ G A (XIX), Plen., 1286th mtg., para. 39.

⁶⁰ Recommendations of the Security Council that Malawi, Malta and Zambia be admitted to membership, G A (XIX), Annexes, No. 5, A/5742, A/5769 and A/5770, respectively.

⁶¹ S C, 15th yr., 911th mtg., para. 246.

⁶² S C, 16th yr., 985th mtg., para. 44.

⁶³ S C, 16th yr., 971st mtg.: Mauritania, para. 228, S C resolution 167 (1961) and G A resolution 1631 (XVI); S C, 18th yr., 1034th mtg.: Kuwait, paras. 98-100, S C decision of 7 May 1963 and G A resolution 1872 (S-IV).

ANNEX

Tabulation of principal instances in which formal votes relating to the admission of new Members were taken by the Security Council and by the General Assembly

I. SECURITY COUNCIL

Application and draft resolution	Meeting and date	Vote			Result of proceedings
		For	Against	Abstentions	
<i>1960</i>					
Cameroun (Cameroon)	850th mtg., 26 Jan.	Unanimous			Adopted
Togo	864th mtg., 31 May	Unanimous			Adopted
Mali (Fed. of Mali)	869th mtg., 28 June	Unanimous			Adopted
Madagascar (Malagasy Republic)	870th mtg., 29 June	Unanimous			Adopted
Somalia	871st mtg., 5 July	Unanimous			Adopted
Congo (Leopoldville)	872nd mtg., 7 July	Unanimous			Adopted
Dahomey	891st mtg., 23 Aug.	Unanimous			Adopted
Niger	891st mtg., 23 Aug.	Unanimous			Adopted
Upper Volta	891st mtg., 23 Aug.	Unanimous			Adopted
Ivory Coast	891st mtg., 23 Aug.	Unanimous			Adopted
Chad	891st mtg., 23 Aug.	Unanimous			Adopted
Congo (Brazzaville)	891st mtg., 23 Aug.	Unanimous			Adopted
Gabon	891st mtg., 23 Aug.	Unanimous			Adopted
Central African Republic	891st mtg., 23 Aug.	Unanimous			Adopted
Cyprus	892nd mtg., 24 Aug.	Unanimous			Adopted
Senegal	907th mtg., 28 Sept.	Unanimous			Adopted
Mali	907th mtg., 28 Sept.	Unanimous			Adopted
Nigeria	908th mtg., 7 Oct.	Unanimous			Adopted
Mauritania	911th mtg., 3/4 Dec.	8	2 ^a	1	Not adopted
<i>1961</i>					
Sierra Leone	968th mtg., 26 Sept.	Unanimous			Adopted
Mongolia	971st mtg., 25 Oct.	9	0	1 ^b	Adopted
Mauritania	971st mtg., 25 Oct.	9	1	1	Adopted
Kuwait	985th mtg., 30 Nov.	10	1 ^c	0	Not adopted
Tanganyika	986th mtg., 14 Dec.	Unanimous			Adopted
<i>1962</i>					
Rwanda	1017th mtg., 26 July	Unanimous			Adopted
Burundi	1017th mtg., 26 July	Unanimous			Adopted
Jamaica	1018th mtg., 12 Sept.	Unanimous			Adopted
Trinidad and Tobago	1018th mtg., 12 Sept.	Unanimous			Adopted
Algeria	1020th mtg., 4 Oct.	10	0	1	Adopted
Uganda	1021st mtg., 15 Oct.	Unanimous			Adopted
<i>1963</i>					
Kuwait	1034th mtg., 7 May	Unanimous			Adopted
Zanzibar	1084th mtg., 16 Dec.	Unanimous			Adopted
Kenya	1084th mtg., 16 Dec.	Unanimous			Adopted
<i>1964</i>					
Malawi	1160th mtg., 9 Oct.	Unanimous			Adopted
Malta	1161st mtg., 30 Oct.	Unanimous			Adopted
Zambia	1161st mtg., 30 Oct.	Unanimous			Adopted
<i>1965</i>					
Gambia	1190th mtg., 15 March	Unanimous			Adopted
Maldiv Islands	1243rd mtg., 20 Sept.	Unanimous			Adopted
Singapore	1243rd mtg., 20 Sept.	Unanimous			Adopted
<i>1966</i>					
Guyana	1287th mtg., 21 June	Unanimous			Adopted

^a Including a negative vote by a permanent member of the Security Council.

^b One permanent member did not take part in the voting.

^c Negative vote cast by a permanent member.

II. GENERAL ASSEMBLY (plenary only)

Draft resolution recommended by the relevant committee or submitted directly to the plenary	Meeting and date	Vote			Result of proceedings
		For	Against	Abstentions	
<i>1960</i>					
Draft resolution under which the General Assembly, having received the recommendation of the Security Council, would decide to admit Cameroun (Cameroun) to membership	864th mtg., 20 Sept.				Resolution 1476 (XV) ^d
Similar draft resolution regarding Togo	864th mtg., 20 Sept.				Resolution 1477 (XV) ^d
Similar draft resolution regarding Madagascar (Malagasy Republic)	864th mtg., 20 Sept.				Resolution 1478 (XV) ^d
Similar draft resolution regarding Somalia	864th mtg., 20 Sept.				Resolution 1479 (XV) ^d
Similar draft resolution regarding Congo (Leopoldville) ^e	864th mtg., 20 Sept.				Resolution 1480 (XV) ^d
Similar draft resolution regarding Dahomey	864th mtg., 20 Sept.				Resolution 1481 (XV) ^d
Similar draft resolution regarding Niger	864th mtg., 20 Sept.				Resolution 1482 (XV) ^d
Similar draft resolution regarding Upper Volta	864th mtg., 20 Sept.				Resolution 1483 (XV) ^d
Similar draft resolution regarding Ivory Coast	864th mtg., 20 Sept.				Resolution 1484 (XV) ^d
Similar draft resolution regarding Chad	864th mtg., 20 Sept.				Resolution 1485 (XV) ^d
Similar draft resolution regarding Congo (Brazzaville)	864th mtg., 20 Sept.				Resolution 1486 (XV) ^d
Similar draft resolution regarding Gabon	864th mtg., 20 Sept.				Resolution 1487 (XV) ^d
Similar draft resolution regarding Central African Republic	864th mtg., 20 Sept.				Resolution 1488 (XV) ^d
Similar draft resolution regarding Cyprus	864th mtg., 20 Sept.				Resolution 1489 (XV) ^d
Similar draft resolution regarding Senegal	876th mtg., 28 Sept.				Resolution 1490 (XV) ^d
Similar draft resolution regarding Mali	876th mtg., 28 Sept.				Resolution 1491 (XV) ^d
Similar draft resolution regarding Nigeria	893rd mtg., 7 Oct.				Resolution 1492 (XV) ^d
Similar draft resolution regarding Sierra Leone	1018th mtg., 27 Sept.				Resolution 1623 (XVI) ^d
<i>1961</i>					
Similar draft resolution regarding Mongolia	1043rd mtg., 27 Oct.				Resolution 1630 (XVI) ^d
Similar draft resolution regarding Mauritania	1043rd mtg., 27 Oct.	68	13	20	Resolution 1631 (XVI) ^d
Similar draft resolution regarding Tanganyika	1078th mtg., 14 Dec.				Resolution 1667 (XVI) ^d
<i>1962</i>					
Similar draft resolution regarding Rwanda	1122nd mtg., 18 Sept.				Resolution 1748 (XVII) ^d
Similar draft resolution regarding Burundi	1122nd mtg., 18 Sept.				Resolution 1749 (XVII) ^d
Similar draft resolution regarding Jamaica	1122nd mtg., 18 Sept.				Resolution 1750 (XVII) ^d
Similar draft resolution regarding Trinidad and Tobago	1122nd mtg., 18 Sept.				Resolution 1751 (XVII) ^d

^d Resolutions which effected the admission of new Members.

^e On 1 August 1964 Congo (Leopoldville) was renamed the Democratic Republic of the Congo.

GENERAL ASSEMBLY (plenary only) (continued)

Draft resolution recommended by the relevant committee or submitted directly to the plenary	Meeting and date	Vote			Result of proceedings
		For	Against	Abstentions	
Similar draft resolution regarding Algeria	1146th mtg., 8 Oct.		Acclamation		Resolution 1754 (XVII) ^d
Similar draft resolution regarding Uganda	1158th mtg., 25 Oct.		Acclamation		Resolution 1758 (XVII) ^d
<i>1963</i>					
Similar draft resolution regarding Kuwait	1203rd mtg., 14 May		Acclamation		Resolution 1872 (S-IV) ^d
Similar draft resolution regarding Zanzibar	1281st mtg., 16 Dec.		Acclamation		Resolution 1975 (XVIII) ^d
Similar draft resolution regarding Kenya	1281st mtg., 16 Dec.		Acclamation		Resolution 1976 (XVIII) ^d
<i>1964</i>					
General Assembly decision regarding Malawi ^f	1286th mtg., 1 Dec.		Decision without objection		G A decision of 1 Dec. 1964 ^g
General Assembly decision regarding Malta ^f	1286th mtg., 1 Dec.		Decision without objection		G A decision of 1 Dec. 1964 ^g
General Assembly decision regarding Zambia ^f	1286th mtg., 1 Dec.		Decision without objection		G A decision of 1 Dec. 1964 ^g
<i>1965</i>					
Draft resolution under which the General Assembly, having received the recommendation of the Security Council, would decide to admit Gambia to membership	1332nd mtg., 21 Sept.		Acclamation		Resolution 2008 (XX) ^d
Similar draft resolution regarding Maldives	1332nd mtg., 21 Sept.		Acclamation		Resolution 2009 (XX) ^d
Similar draft resolution regarding Singapore	1332nd mtg., 21 Sept.		Acclamation		Resolution 2010 (XX) ^d
<i>1966</i>					
Similar draft resolution regarding Guyana	1409th mtg., 20 Sept.		Acclamation		Resolution 2133 (XXI)

^f No draft resolution was submitted.^g Decisions which effected the admission of new Members.