

General Conference

THIRD REGULAR SESSION

OFFICIAL RECORD OF THE TWENTY-SIXTH PLENARY MEETING

Held at the Neue Hofburg, Vienna,
on Wednesday, 23 September 1959, at 10.45 a.m.

President: Mr. FURUUCHI (Japan)

CONTENTS

<u>Item of the agenda*</u>		<u>Paragraphs</u>
6	Adoption of the agenda and allocation of items to Committees	1 - 4
7	The closing date for the session	5 - 6
9	Statement by the Director General	7 - 35
-	Statement by the representative of the Secretary-General of the United Nations	36 - 44
10	General debate and report of the Board of Governors for the year 1958-59	45 - 95
	Statements by the delegates of Czechoslovakia, the Union of South Africa and the United Kingdom	

* GC(III)/88/Rev.2.

N.B. The list of delegations attending the third regular session of the
General Conference was issued as document GC(III)/INF/25/Rev.2.

ADOPTION OF THE AGENDA AND ALLOCATION OF ITEMS TO COMMITTEES (GC(III)/86)

1. The PRESIDENT invited the General Conference to consider the report submitted by the General Committee (GC(III)/86). He drew attention to paragraphs 2 and 3 concerning the inclusion of a new item entitled "The principles to govern the provision of technical assistance by the Agency", and to paragraph 4 in which the General Committee recommended that the seven-day waiting period should not apply to that item. He asked for comments on the Committee's report itself (GC(III)/86, paragraphs 1 - 6) as well as on Annex II, containing the agenda and the proposed allocation of items to the organs of the General Conference.

2. The General Committee's report and Annex II were adopted.

3. The PRESIDENT put to the vote the draft resolution on the establishment of a committee for pledges of voluntary contributions to the General Fund contained in Annex III to the General Committee's report.

4. The draft resolution was adopted by 42 votes to none, with 3 abstentions.

THE CLOSING DATE FOR THE SESSION

5. The PRESIDENT said that the General Committee, after examining the General Conference's programme of work, had recommended that the closing date of the session should be Saturday 3 October, or Friday 2 October if the work was completed that day.

6. The General Committee's recommendation was adopted.

STATEMENT BY THE DIRECTOR GENERAL

7. The DIRECTOR GENERAL, after welcoming the President, the delegates and all those participating in the General Conference, said that while the intergovernmental meetings and discussions at present in progress might well decide the fate of mankind, it was not inconceivable that the debates of the General Conference might also have an impact on future events.

8. The Agency had followed with the greatest interest the negotiations which had taken place in Geneva concerning the cessation of nuclear military test explosions. Although all nuclear energy activities not exclusively directed

towards peaceful aims were clearly outside the Agency's terms of reference, any military atomic developments would obviously have repercussions that would be felt by the Agency too. The progress achieved during those negotiations was therefore encouraging. The Agency had also noted that agreement had been reached on the selection of Vienna as the probable site for the prospective control organ or commission which would supervise the execution of the measures at present being discussed. That decision indicated a desire on the part of the negotiating Powers to take full advantage of the Agency's scientific staff and facilities. The Agency would welcome collaboration with the proposed organ.

9. He was pleased to report that the Agency's relationship with the Government of Austria continued to be perfectly satisfactory in all respects. Its relationship with the United Nations and the specialized agencies was close and constructive, and henceforth, it had a secure place in the United Nations family. Machinery for co-ordinating the work of the Agency with that of the United Nations and the specialized agencies had been established and very soon similar arrangements for co-operation could be made with regional intergovernmental organizations interested in atomic energy.

10. As far as recruitment of staff was concerned, 37 countries were represented in the Secretariat by at least one national. Geographical distribution took into account the financial support given by countries to the Agency's work. The large majority, if not the entirety, of the staff were competent, enthusiastic and energetic.

11. He welcomed the establishment and initial work of the United Nations Special Fund, with which the Agency maintained excellent working relations. A number of the Agency's projects, for example the establishment of regional training centres and the pre-investment phases of power projects, fitted within the criteria established by the Special Fund. No Government had yet submitted atomic energy requests to the Fund, but there were indications that some Member States were seriously considering doing so.

12. With regard to technical assistance, the Agency was now a fully-fledged member of the United Nations Technical Assistance Board. The General Conference would have an opportunity in the course of the session to review the policies followed in granting such assistance.

13. The Agency had so far sent, or was planning to send, approximately 50 experts to a score of countries. Many more requests had been received, which would be evaluated and placed before the Board as speedily as possible. Several countries had been granted equipment in connexion with projects for which experts had been made available. Approximately 600 students from 42 countries had been selected by the Agency for training at advanced centres of instruction and research in several Member States. Following the report on the possible establishment of one or more regional training centres in Latin America^{1/}, the Agency had undertaken studies on the need to establish radio-isotope training centres in Africa and the Middle East. The question was at present under consideration by the Director General and the Board of Governors.

14. Most of the requests by Member States for technical assistance had been made after they had been visited by Agency officials. Three missions had visited a number of countries in the Far East and Latin America, and another team was scheduled to visit some Eastern Mediterranean and Middle East countries during the autumn. Smaller teams had been sent to Greece, Pakistan, Morocco, Tunisia and the United Arab Republic. They had all been extremely well received and had been able to inform the scientists and officials of the countries visited about the kinds of technical assistance the Agency was in a position to offer. The Agency's Headquarters in Vienna had become a repository of information on atomic developments in many parts of the world. Such a body of information was essential for the effective execution of all the Agency's functions, and there was no doubt that the technical assistance missions had given very satisfactory results and that the funds used for the purpose constituted a sound investment.

15. One of the difficulties which the Agency's technical assistance programme encountered was the scarcity of experts. The atomic Powers were reluctant to release their key personnel, and scientists and technicians hesitated to leave interesting work and ample facilities in their own countries for work abroad under conditions which might sometimes be arduous and lacking in the opportunities they needed in order to keep in contact with the rapid developments in their respective branches of science. He nevertheless strongly hoped that

^{1/} GC(II)/39, paragraphs 133-135.

Governments and institutions would recognize that it was in the long-term interest of all that knowledge of the science, technology and economics of peaceful nuclear uses should be spread widely throughout the world. It was essential not to overlook the dangerous possibility of atomic energy contributing to a widening of the gap between the advanced and the less developed areas of the world rather than helping to fill it. He therefore urged all Member Governments to do everything possible to make experts available to the Agency and to render their work abroad and their resettlement at home as easy and attractive as possible.

16. The Agency's scientific and technical information programme was well under way. The first Agency publications had appeared and had been favourably received. The seminars and conferences it had held had provided scientists with the opportunity of discussing the results of their research. In that connexion, the Agency had benefited greatly from the second United Nations International Conference on the Peaceful Uses of Atomic Energy (the second Geneva conference) by learning from scientists themselves of their preference for small specialized scientific meetings.

17. The necessary arrangements for starting the construction of the laboratory had been completed. He hoped that by the time of the next session many scientists would already be using the laboratory, which would not only be of use to the Agency in its current activities, but would also become a fruitful training ground for many countries and would be made available to other international organizations and Member States which lacked the Agency's specific facilities.

18. In connexion with the laboratory, he wished to express his gratitude to the United States Government for its generous financial contribution^{2/} without which it would have been impossible to proceed so rapidly with the implementation of the decision taken by the General Conference at its second session.^{3/} He also wished to thank the Austrian atomic energy authorities for the co-operative attitude they had shown in connexion with the project. He was convinced that that co-operation would grow stronger and that it would be of great benefit to all concerned.

^{2/} GC(III)/73, paragraph 30.

^{3/} GC(II)/RES/25, chapter B, paragraph 3.

19. International interest in atomic energy could be divided into three general fields of activity: atomic assistance, atomic security and atomic safety. He had already briefly discussed atomic assistance: training and provision of experts, information, equipment and materials. It might, however, be asked whether an international effort in that field alone justified the activity of a separate agency. Nevertheless, there were other atomic needs on an international basis which provided as great, if not greater, justification for the existence of an independent international organization such as the Agency: atomic safety and atomic security.

20. Turning first to the question of safety, he recalled that the application of atomic energy, even for peaceful purposes, gave rise to a number of problems which, by their very nature, transcended national boundaries and could only be solved by international action. That fact had been highlighted by the second Geneva conference at which it had been pointed out that the Agency, with its large and diversified staff and its ability to draw on the experience of the most advanced countries, was admirably suited to meet that challenge. It was also clear that the wider the geographical basis for international standards and regulations the greater was their usefulness.

21. There were two main categories of safety problems which required international action. In the first category came the risks which were inherent in the transport of radioactive substances from one country to another and the disposal of radioactive waste into the sea or into international waterways. The logical method of dealing with those problems was to conclude international conventions or agreements, and in that connexion it was the task of the Agency to point the way. Three Agency panels of experts were at present studying problems of that kind. One of them was dealing with the disposal of radioactive substances into the sea and the other two were dealing with transport problems. The increasing number of reactors of all types, both for research and for power production, raised peculiar safety problems, and the Agency was at present preparing a Manual of Safe Operation of Research Reactors. In addition, it was intended that panels and symposia should be arranged to study the urgent problems of radiological protection.

22. To the same category belonged the problem of civil and State responsibility for nuclear hazards. Work would soon be completed on a draft convention on civil liability, and it was to be hoped that in the near future an international convention would result. Similar study would very shortly be devoted to the unsolved problems of State responsibility for reactors. The accomplishment of those tasks would mean the removal of serious barriers to the early development of atomic power.

23. The second category of safety problems covered those hazards which, although not truly world problems, were common to many countries; it also covered the need for standardization and uniformity. As an example, it could be mentioned that the Agency had already published a Manual on the Safe Handling of Radioisotopes. That manual, which had been widely distributed, had undoubtedly contributed to a harmonization of standard practices.

24. As to atomic security the Secretariat had drafted principles which would make it possible to determine the extent and scope of the criteria and procedures for the application of safeguards against diversion of fissionable material. Detailed regulations for the application of those principles had also been prepared. The question of safeguards was particularly complicated and even controversial, both in its political and in its technical aspects. But the Board had made notable progress in its consideration of the Secretariat drafts, and there were prospects of a set of guiding principles being adopted in the very near future.

25. The purpose of a safeguards system -- which was to provide a reasonable assurance that Agency assistance would not be used to further military purposes -- was sufficiently desirable to earn the unhesitating support of all Governments. It would cause no difficulty to countries which had only peaceful intentions, and it would only cause trouble to countries which intended to cheat. The question did arise, however, whether it was not asking too much of the countries needing external assistance for their peaceful atomic programmes to subject themselves to international safeguards and inspection, whilst those countries which were fortunate enough not to require outside assistance still refused to submit their own programmes to some degree of control and inspection. He therefore proposed and urgently requested that the atomic "have" countries

should demonstrate to the atomic "have not" countries that inspection and safeguards were not an excessive encroachment on their national sovereignty, that they were not burdensome or troublesome and that they were an essential aspect of the effort made to relieve the world from the fear of atomic destruction, by voluntarily submitting their peaceful atomic programmes to the Agency's inspection and safeguard procedures.

26. There was another aspect of the same problem which he felt impelled to discuss. When the functions of the Agency had first been considered there had been a widespread idea that it would become a sort of world bank or intermediary for nuclear fuels and materials. That idea was based on the premise that uranium would be in short supply and that a balanced system of international allocation would be essential. It had also been thought that nuclear power would become economically competitive with traditional sources of power in a relatively short time. Both those premises had had to be reconsidered. Atomic power was not yet generally economic and there was certainly no shortage of uranium. It was not only the shortage of uranium, however, which had caused the founders of the Agency to think of it as a world broker. It had been considered highly desirable, if not imperative, that all fissionable materials entering international trade should do so under conditions which not only guaranteed that the health and safety of the people was protected, but also prevented the possible diversion of those materials from exclusively peaceful ends. The present situation did not permit such assurances and was, therefore, a cause for serious concern.

27. The trade in nuclear materials was not always coupled with public guarantees in regard to health hazards or risks of diversion to non-peaceful uses; sometimes they were sold under a cloak of secrecy concealing the conditions, purpose and price. In that connexion he had suggested at the second session of the General Conference that countries supplying uranium should voluntarily undertake to register with the Agency their shipments to foreign countries.^{4/} Although that suggestion had not been put into effect, the situation it was designed to meet remained the same and there was more justification for it than ever. Hence he would urge all countries supplying nuclear fuel to go much further and to subject all their foreign sales to the condition that the materials should be used in accordance with the Agency's safeguard procedures.

^{4/} GC(II)/OR.14, paragraph 50.

28. Nuclear raw materials would probably remain in abundant supply for some years to come, but it was nonetheless true that special fissionable materials, the enriched or fissile materials, were at present obtainable only from a very few sources. The Agency had become one such source by signing agreements with the three leading atomic Powers for the supply of considerable quantities of those materials^{5/}.

29. Some countries had made enquiries of the Agency about the supply of special fissionable materials, but no firm request had yet been received. That was doubtless due to the very low world demand for fissile materials for power reactors and to the fact that the terms under which they could be obtained through the Agency were no more attractive than those offered by other sources under bilateral agreements.

30. It was clear that the Agency could not achieve its aims unless it could offer attractive terms to its customers. Potential purchasers had not yet learned that even without any direct financial inducement it would be to their advantage to obtain fissionable materials through the Agency because of the expert services and advice which the Agency would render in connexion with any project carried out under its auspices. If, however, the Agency could also offer some material inducements, thanks to preferential terms given by supplying countries, its role would be immediately enhanced.

31. Turning to the question of the administration and organization of the Agency, he expressed the view that now the initial period which had seen the the birth of the Agency's activities was completed, it would be necessary to establish a division of tasks between the Director General and the Board of Governors which would enable the Board to devote its full attention to policy formulation and which would clearly lay upon the Director General and the Secretariat the responsibility for the execution of those policies. It was the duty of the Board to map out a course for the Agency, subject to review by the General Conference. It seemed, however, that the Director General should have a free hand not only in the management of administrative matters but also in suggesting new activities to the Board and in furnishing the information necessary for a considered determination of the Agency's policy.

^{5/} INFCIRC/5.

32. He was in no sense advocating a premature revision of the Agency's Statute or rules; he merely felt that the time was ripe for considering the kind of changes which might be desirable. In the meantime he was certain that the working arrangements which had been established during the last two years would continue to yield satisfactory results, and he hoped that a certain balance would eventually be arrived at between the duties of the Board of Governors and those of the Director General.

33. The picture which he had painted of the Agency's activities showed that some of them had been developed beyond the scope originally anticipated. That was true of health, safety and technical assistance activities. On the other hand some of the major functions assigned to the Agency had remained a dead letter because of the changes which had taken place in the world atomic industry. It was only a question of time before those functions, which the Agency was ready and able to assume, were entrusted to it.

34. The changes which had taken place during recent years in the atomic industry were not, however, the only outside factors which had prevented the Agency from playing the full role for which it had been cast. It had been understood that the establishment of the Agency would obviate the need for external assistance under bilateral agreements; so far, no single bilateral agreement had been turned over to the Agency. At the last session of the Conference the parties to one bilateral agreement had made a declaration of intent^{6/}, and a number of other agreements provided for the possibility of making use of the Agency for the application of safeguards and health and safety measures. However, nothing had yet been done in that regard.

35. The fact that it had not yet been possible to agree on a set of safeguard principles and regulations should not prevent other interested Member States from making a declaration of intent. It might then be expected that, once a system of safeguards had been set up by the Agency, numerous bilateral agreements would be turned over to the Agency for implementation of the relevant clauses.

^{6/} GC(II)/OR.17, paragraph 9 and GC(II)/OR.18, paragraph 12.

STATEMENT BY THE REPRESENTATIVE OF THE SECRETARY-GENERAL OF THE UNITED NATIONS

36. At the invitation of the President, Mr. Bunche (Representative of the Secretary-General of the United Nations) mounted the rostrum.

37. Mr. BUNCHE (Representative of the Secretary-General of the United Nations), after conveying Mr. Hammarskjöld's cordial wishes for the full success of the third regular session of the General Conference, congratulated the Board of Governors, the Director General and the Secretariat on the remarkable progress made by the Agency since the first session of the General Conference. The Agency had quickly become an effective working member of the United Nations family, with all the co-operative relationships and complexities that that implied.

38. During the past year, there had been increasingly close co-operation between the Agency and the United Nations. As points of contact multiplied, questions of co-ordination arose with increasing urgency. Those questions were the primary concern of the Administrative Committee on Co-ordination (ACC) which had presented to the Economic and Social Council in the current year two detailed studies based on drafts prepared by the Agency's Secretariat. One of them was a general paper on inter-agency co-ordination in the peaceful uses of atomic energy, while the other dealt with the possibilities of concerted action on the effects of radiation resulting from the peaceful uses of atomic energy. In that respect, the Economic and Social Council had requested ACC to give further attention to multilateral and other measures directed to co-ordinated and concerted action in the peaceful uses of atomic energy. Reports on that question would be made regularly to the Economic and Social Council.

39. The Council had noted with satisfaction the establishment of the Agency's Scientific Advisory Committee, a close link with the United Nations being provided by the fact that the membership of that committee was generally the same as that of the United Nations Scientific Advisory Committee. The Agency's participation in the Expanded Programme of Technical Assistance and the fact that the Agency was represented on the Governing Council of the new Special Fund and had joined the United Nations Joint Staff Pension Fund were other links between the Agency and the United Nations. Steps had also been taken by the Economic and Social Council to associate the Agency with the programme appraisals

for the period 1959-1964 which were being undertaken in the United Nations and in some of the specialized agencies and which aimed at making the contribution of the United Nations family to economic and social development more effective. Participation in that project by the Agency would certainly enhance its value.

40. There were two fields in which co-operation between the Agency and the United Nations could be of particular benefit. The first was the economic studies concerning small- and medium-power reactors for less developed countries. That field was of special interest to the United Nations, which had been dealing with the development of under-equipped countries for many years. The Agency was mainly concerned with the promotion and cost of nuclear power, whereas the United Nations, including its regional economic commissions, was concerned with the basic importance to economic development of energy in any form. The efforts of the Agency and of the United Nations were therefore complementary, the more so since the Agency was now coming closer to the actual evaluation of nuclear power programmes in specific countries. In each case the possible development of nuclear power would have to be evaluated in the light of the potential development of other sources of energy and in the general context of economic development. With regard to these matters, the United Nations had both experience and data which should be helpful to the Agency. Close and continuing contact between the Agency and the United Nations was therefore essential to combine, as appropriate, the competence of the two organizations in the pursuit of certain studies as well as in field work. One possible form of mutual co-operation was that of mission teams comprising staff members or consultants from both organizations.

41. The other field in which increasingly close co-operation was taking place between the two organizations was that of the effects of ionizing radiation. At its thirteenth session, the General Assembly had decided that the United Nations Scientific Committee on the Effects of Atomic Radiation should continue its useful work in consultation with other interested organizations, and had called upon all concerned to assist the Committee as appropriate^{7/}. The Committee would continue to report annually to the General Assembly and planned to issue a second comprehensive report on radiation and its effects in 1962. Members of the Agency's scientific staff had participated in the Committee's work and there had been interchanges between the scientists on the staffs of the two organizations.

^{7/} Resolution 1347(XIII) of the United Nations General Assembly.

42. The Radiation Committee's scientific interest centred upon radioactive fallout and its effects. The Agency was co-operating in the Committee's programme for the exchange of calibrated Sr⁹⁰ samples among Member States. The Radiation Committee also recognized that the disposal of radioactive waste into the sea was likely to present an increasingly serious problem, with regard to which close co-operation with the Agency would be necessary. The Committee had decided that henceforth, information on such disposals could be submitted by Member States to either body, thus avoiding duplication of effort.

43. The Radiation Committee had welcomed the Agency's offers of co-operation. It anticipated that its work would be increasingly assisted by the Agency as the latter expanded its work on radiation and environmental contamination. In turn, the Agency, in the discharge of its regulatory functions, might find the scientific evaluation and judgement the Committee was equipped to provide increasingly helpful. The intermingling of those functions of regulation and of scientific evaluation lent point to the need for regular consultation, which had been recognized by the Board of Governors by its decision inviting the Radiation Committee to hold one of its sessions at the Agency's Headquarters in Vienna. That invitation would certainly be given earnest consideration by the Committee at its next session.

44. The work of the Agency and the success of its efforts were vitally affected by the international political climate. It was to be hoped that the efforts which were being made at high levels would lead to a relaxation of present international tension. It was not unduly optimistic to assume that even the first steps towards ending the cold war would result in an increase in the funds available for the technical assistance which the IAEA and the specialized agencies could provide. In any case, the United Nations would continue to assist the Agency in the performance of its duties in whatever way it could.

GENERAL DEBATE AND REPORT OF THE BOARD OF GOVERNORS FOR THE YEAR 1958-59
(GC(III)/73, 85)

45. Mr. PETRZELKA (Czechoslovakia) said that the third regular session of the General Conference was being held at a time when important diplomatic events were taking place. It was the universal hope that those events would make an important contribution to international co-operation and to mutual confidence between countries with differing social systems. It had often been pointed

out, at the second session of the General Conference, that the work of the Agency could not be separated from events in the rest of the world. The Agency was in a position to play an important role in solving the major political problems of the day, and it was its duty to do so.

46. The Report of the Preparatory Commission of the Agency stated: "Atomic energy has been, in the years since the Second World War, the object and the symbol both of the highest hopes and of the deepest fears of mankind".^{8/} It was therefore only just that a complete ban on nuclear weapons and the destruction of existing stocks should be considered as the most urgent task of disarmament. The first step in that direction would be the signature of the agreement on the permanent discontinuance of nuclear weapon tests which was being negotiated in Geneva by the delegations of the Soviet Union, the United States of America and the United Kingdom. The discussions, which had now lasted a year, had achieved certain results, but the situation as described in the said Report remained fundamentally unchanged.

47. At present, the peaceful uses of atomic energy absorbed only a very small proportion of the human and material resources devoted to the production of nuclear armaments. Mankind was still very far from using nuclear energy to improve the living standards of the inhabitants of the globe and to increase their well-being. On the contrary, the atmosphere was becoming more and more contaminated by the radioactive fallout from nuclear explosions which, according to the report of the United Nations Scientific Committee on the Effects of Atomic Radiation (the Radiation Committee), were a source of very grave danger to present and future generations. If a solution to that problem were repeatedly postponed, the number of countries capable of manufacturing nuclear arms would continue to increase. The radioactive strontium content of the fallout already exceeded the values predicted and its effects would therefore also be worse than had been predicted, viz: that for every nuclear explosion equivalent to 20 megatons of conventional explosives, more than 15 000 children throughout the world would suffer from serious genetic injuries and a still larger number would suffer from minor defects.

^{8/} GC.1/1, paragraph 1.

48. The primary task was therefore to do everything possible, without delay, to harness atomic energy to exclusively peaceful ends. In order to remain faithful to the noble aims which had been assigned to it in its Statute and Initial Programme, it was the Agency's duty to play an important role in carrying out that task. Being keenly conscious of those facts and of the Agency's responsibilities, the Czechoslovak delegation was submitting to the General Conference a draft resolution which he then read out.^{9/}

49. In preceding sessions of the General Conference the principal task had been to surmount initial difficulties and to decide on the means which would permit the Agency to attain its objectives. It was now necessary to go further and to see whether the Agency had effectively contributed to the development of the use of atomic energy, particularly in less developed countries. In other words, had the Agency in fact become the scientific and technical organization which its founders had envisaged, and had it preserved the co-operative atmosphere which had marked its birth and which was essential for the natural development of its activities?

50. The Agency had clearly discharged with success one task - the international exchange of scientific knowledge and of the results of research. It had been able to obtain the services of eminent men of science from many different countries, and the results achieved had been worthy of note, e.g. in the elaboration of safety standards for handling radioisotopes and transporting radioactive materials and in the study of the problem of waste disposal.

51. Equally successful had been the Agency's publications, which had been appreciated by the Czechoslovak experts, its scientific conferences and symposia, and the development of its programmes for the exchange of documentation and for fellowships. It was to be hoped that in future all the fellowships offered by Member States would be taken up.

52. Agreements on deliveries of fissionable, source and other materials had been concluded in the past year between the Agency and the Soviet Union, the United States and the United Kingdom. However, he regretted that in the case of the largest offer there had been no satisfactory clarification of its terms.

^{9/} Subsequently issued as document GC(III)/89 and Add.1.

Moreover, insufficient energy had gone into implementing the General Conference's decision regarding the reactor programme;^{10/} that was connected with the fact that the Agency had not yet used a single gramme of the enriched fissionable material which had been placed at its disposal two years previously. Although that was a complex question, it appeared that the Agency could and should have done more in that respect.

53. He noted that in the Agency's activities during the past year certain tendencies had emerged which had little in common with the spirit of friendly international co-operation which should be a basic pillar of the Agency's structure. At earlier sessions the Czechoslovak delegation had stressed that the Agency was built on the mutual consent of Member States, which implied that decisions should only be taken after a thorough examination of all bona fide interests and that they should be universally acceptable. In that spirit the Czechoslovak delegation had stressed the necessity of the Agency's becoming from the outset a technical organization, keeping aloof from political controversies. However, certain decisions of the Board of Governors revealed a different tendency and manifested the desire of certain States to use the Agency for the pursuit of their political objectives. That applied, for example, to the decision to withhold consultative status from the World Federation of Trade Unions, which represented 93 million workers in 67 countries and which enjoyed consultative status with the Economic and Social Council, the United Nations Educational, Scientific and Cultural Organization, the Food and Agriculture Organization of the United Nations and the International Labour Organisation. It also applied to the decision to provide technical assistance to the Chiang Kai Shok regime. Those were acts of political provocation which aimed at turning the Agency into an instrument for furthering the policy of certain States rather than into a truly international organization. The same could be said of the tactics adopted by certain States to speed up the preparation of an unacceptable safeguards system.

54. His delegation also believed it necessary to protest against certain unhealthy tendencies which had appeared in the Secretariat. He was thinking particularly of its action in transmitting direct to the Technical Assistance

^{10/} GC(II)/RES/27.

Board certain requests for technical assistance without submitting them first to the Board of Governors; there had also been unjustified requests for an increase in the strength of the Secretariat. His delegation was not opposed to such requests if they were justified and particularly if they concerned the recruitment of experts for the less developed countries. It was also necessary to put an end to the regular practice of keeping certain Secretariat documents secret from Member States and organs of the Agency.

55. The draft programme and budget for 1960^{11/} displayed certain tendencies which were incompatible with the Agency's mission. He recalled the views expressed by many delegations, including his own, with regard to the Agency's research activity and the building of the functional laboratory. The work of the laboratory - as it had been defined during the second session of the General Conference^{12/} - should be confined to carrying out the Agency's statutory functions. However, the draft programme and budget for 1960 suggested that a complete nuclear laboratory was to be constructed. The Czechoslovak delegation would comment in greater detail on that point in the Programme, Technical and Budget Committee.

56. Czechoslovakia, which had been among the founders of the Agency, had undertaken, as early as the first session of the General Conference, to make every effort to help the Agency fulfil the expectations which had been placed in it at its birth. In the very first year of the Agency's activities the Czechoslovak Government had asked the Central Technical Library of Czechoslovakia to make available to the Agency, free of charge, technical documentation and scientific publications dealing with atomic energy; that had been done regularly ever since. In July 1958 the Czechoslovak Government had offered the Agency 13 fellowships to enable research workers from less developed countries to spend the academic year 1958-59 studying at the Faculty of Theoretical and Nuclear Physics of the Charles University, at the Industrial School of Nuclear Technology and at the Institute of Nuclear Physics of the Academy of Sciences in Prague. His Government had also offered two fellowships for technical training in radiobiology at the Biophysical Institute of the Czechoslovak Academy of Sciences. At the second session of the General Conference, the Czechoslovak delegation had offered the Agency the services of ten experts in the utilization of radioisotopes, reactors, biology and health measures, and

^{11/} GC(III)/75.

^{12/} GC(II)/RES/25, Part B, paragraph 3.

the handling of radioactive materials, and had also offered special measuring apparatus of Czechoslovak manufacture to the value of 100 000 crowns.^{13/} It had also announced the willingness of the Czechoslovak Government to supply the Agency with natural uranium under Article IX of its Statute, on the assumption that specifications would be drawn up as soon as the needs of interested Member States were known.^{14/}

57. The Czechoslovak Government followed with sympathy the Agency's efforts to help Member States, particularly those in less developed areas. It had therefore decided to renew its offer of the free services of ten experts and consultants. Moreover, in confirmation of its 1958 offer, it was placing the following fellowships for less developed countries at the Agency's disposal: eight fellowships at the Faculty of Theoretical and Nuclear Physics of the Charles University and the Industrial School of Nuclear Technology in Prague, beginning with the academic year 1960-61; five one-year fellowships at the Institute of Nuclear Research of the Czechoslovak Academy of Sciences in Prague, to begin on 1 October 1960; and two fellowships for technical training in radiobiology at the Biophysical Institute of the Czechoslovak Academy of Sciences in Brno, to begin on 1 January 1960.

58. Czechoslovakia was ready to act as host country for one of the Agency's forthcoming scientific conferences or meetings, in the firm hope of thus contributing to the successful implementation of its programme of meetings. The Czechoslovak Government was also putting at the Agency's disposal a sum of 100 000 crowns and Czechoslovak scientific apparatus of an equivalent value. In supporting it in that way, the Czechoslovak Government hoped that the Agency would become what it was supposed to be under its Statute, namely a universal, effective and living scientific and technical organization.

59. At past sessions certain delegations had emphasized the fact that the success of the Agency's work depended on the participation of States throughout the world and that the exclusion of certain countries could only weaken its authority and prestige. The Agency's universality should not be artificially impaired by purely political considerations. To prevent the Chinese People's Republic from participating in the work of the Agency could only damage the Agency itself; it was ridiculous to pretend that Chiang Kai Shek's regime represented China.

^{13/} GC(II)/OR.19, paragraph 8.

^{14/} Ibid., paragraph 11.

60. The Czechoslovak delegation hoped that the Agency's activities would develop in conformity with its Statute and the United Nations Charter, and that they would be favourably affected by the relaxation of international tension and the efforts that were at present being made to re-establish confidence among States. In conclusion, he stressed again the fundamental role which the prohibition of nuclear weapons and the destruction of existing stocks could play towards that end. The Agency could make a vital contribution to the accomplishment of those objectives by adopting the draft resolution submitted by the Czechoslovak delegation.

61. The PRESIDENT said that the Czechoslovak draft resolution would be examined at a later meeting, once it had been reproduced, translated and distributed and delegations had had time to consider it.

62. Mr. SOLE (Union of South Africa), after congratulating the President and extending to him his warmest wishes, welcomed, as representative of the African and Middle East area in the Board of Governors, the two new Member States from that area which had joined the Agency since the second session.

63. In 1960 several African and Middle Eastern States would achieve independence, and the Union of South Africa hoped that those countries would be rapidly admitted to the Agency.

64. At the second session of the General Conference he had deplored the "crisis of confidence" in the future of the Agency.^{15/} Its prestige among scientists had been at a low ebb, and it had been regarded by many observers as just another "cold war" platform rather than as an instrument for harmonizing co-operation among men of science and atomic technicians. There had been fears that it might become little more than an expensive means of dispensing a limited amount of technical assistance and practical knowledge to the less developed countries.

65. Happily, he was now convinced that the Agency's progress during the past twelve months had almost surmounted that crisis of confidence. Not all its troubles had disappeared, but it could record some commendable achievements.

^{15/} GC(II)/OR.16, paragraphs 16 - 18.

66. The creation of the Scientific Advisory Committee, the quality of the Agency's technical publications and the value of its seminars had increased its scientific reputation. The development of its fellowship programme should prove invaluable. As the Secretary-General's representative had just said, its relations with the United Nations were now normal.

67. The Union of South Africa hoped that that spirit of co-operation would be reflected in closer co-ordination of the Agency's work with that of the Radiation Committee.

68. He was pleased to note that for about a year past political manoeuvring and propagandist debate in the discussions of the Board of Governors had been diminishing. Furthermore, the major atomic Powers had given greater support to the Agency's work. The United States of America had generously provided \$600 000 for the establishment of a laboratory. The benefits derived from the existence of that laboratory would doubtless be fully recognized by the time the General Conference held its fourth ordinary session.

69. If an international control organization for detecting atomic explosions were set up, the Powers concerned intended that its headquarters should be in Vienna; although atomic disarmament was not within its competence, the Agency would be able to assist the new organization to solve various technical problems.

70. The progress achieved in the last year gave him much more solid hope for the Agency's future than could have been justified at the same period in 1958. The Director General and the Secretariat should be warmly commended for the manner in which they had met the challenge engendered by the crisis of confidence.

71. However, many difficulties remained to be overcome. The principal raison d'être of the Agency was its operational programme. In terms of the Statute that programme had to be financed to a considerable extent by voluntary contributions. That system of financing would become increasingly unsatisfactory as the operational programme expanded, for advance planning was extremely difficult when the amount of money which would be available was unknown.

72. In order to avoid the impediments created by Article XIV of the Statute, the Board of Governors charged to the regular budget more and more expenditure which should properly be regarded as operational. While recognizing the handicaps imposed by Article XIV, South Africa was completely opposed to such amendment of the Statute by interpretation. Article XVIII, which provided for a review of the Statute, might afford a way out of the dilemma. He made the personal suggestion that the Board of Governors should undertake in the next two years a study of amendments to the Statute which would enable the financing of the Agency's operational programme to be placed on a sounder budgetary footing.

73. Amendment of the Statute would, however, take several years. The voluntary contributions had, in 1959, for the second time, fallen short of the target fixed by the General Conference and, in order to overcome the resulting difficulties without delay, a balance of priorities should at once be achieved in the operational programme. Technical assistance, though highly important, should not constitute almost the whole of that programme. In the 1960 draft programme and budget, 85 per cent of the operational budget was devoted to technical assistance, including fellowships. A more equitable proportion of the operational budget should be assigned to projects which would meet the needs of all Member States of the Agency and advance its scientific prestige. By Article III of the Statute the Agency's first function was to encourage and assist research on, and development and practical application of, atomic energy. Technical assistance was merely one means of reaching that goal, and should moreover be financed from the Expanded Programme of Technical Assistance rather than from the Agency's General Fund.

74. He therefore appealed to the less developed countries to recognize the need for allocating a fair share of the Agency's operational expenditure to projects which would benefit its whole membership rather than individual Member States. In the long run the less developed countries themselves would be sure to gain from the larger contributions to the General Fund which that policy would stimulate.

75. Furthermore, all Members of the Agency should be encouraged to make contributions to the General Fund, even if only a token contribution of less than US \$1 000. The informal suggestion had been made that Member States should be recommended by resolution to contribute to the General Fund in proportion to their assessment under the administrative budget, or at least to make token contributions.

76. South Africa was one of the eight Members which had contributed to the General Fund in 1958; it had already contributed US \$10 000 for 1959 and was prepared to pledge a similar amount for 1960.

77. In order to encourage continuity of support for the General Fund by Member States, there should also be proper financial control over expenditure from the Fund in relation to its anticipated revenues. It was the duty of the Board of Governors to exercise such control, and in order to discharge that duty a reserve should be built up in the General Fund. South Africa hoped that the Conference would accept that view and that no proposal would be made, either by the Conference or subsequently by Board Members, which would have the effect of vitiating the concept of a reserve in the General Fund.

78. The problem of scientific manpower was almost as important as that of financial resources. It was common knowledge that the Agency was experiencing difficulty in recruiting scientists for its Secretariat, and even more so for its technical missions. Though there was a world shortage of atomic scientists, he appealed to the leading atomic Powers to be liberal in making their experts available for service with the Agency. Experts should be able to serve with the Agency for two or three years and then resume their permanent assignments in their own countries without forfeiting any of their acquired rights. It was particularly important that appropriate steps be taken in favour of experts seconded, not from Government services, but from universities and scientific institutes. As an inducement to scientists of the right calibre, the Director General should use the power given him by the financial rules to pay special allowances in certain individual cases. It was more important, however, to ensure that employment in the Agency should enhance the prestige of the scientist. Scientific prestige was not built up on programmes of technical assistance. There again the question of an equitable balance of priorities arose. To build up the Agency's scientific prestige would not be detrimental to its technical assistance programme; on the contrary, it would undoubtedly improve the quality of the technical assistance it provided.

79. In the immediate future the Agency's scientific prestige would be closely linked to what it was able to achieve in connexion with the establishment of recognized international standards and regulations, the quality of its scientific seminars and technical publications, and its achievements in encouraging and co-ordinating research. All those features of the Agency's programme deserved as much emphasis as technical assistance in its various forms.

80. If, as announced, the United States and the Soviet Union were to utilize the Agency as a repository for all useful information on the peaceful application of atomic energy, the Agency's scientific prestige would be greatly enhanced.

81. In order to encourage more scientists to attend the General Conference, one of the Agency's scientific conferences should be held at the same time.

82. As the Director General had just stated, the Agency's potentialities would be even greater if the Great Powers succeeded in reaching agreement on the cessation of nuclear tests. Although atomic disarmament was not yet in sight, the cessation of nuclear bomb tests should facilitate the diversion of vast resources into peaceful channels. To benefit from that development the Agency must enjoy a measure of prestige and scientific attainment commanding the respect of scientists and statesmen; otherwise it would not be used to assist in developing the new vistas which a cessation of nuclear bomb tests would open up. The General Conference should do what it could to ensure that the Agency earned that respect. It could best do so by eschewing political bickering and concentrating on a constructive discussion of the Agency's scientific responsibilities.

83. Lord PLOWDEN (United Kingdom) congratulated the President on his election and thanked the Austrian Government for its hospitality.

84. The United Kingdom was pleased to see that at the third regular session of the General Conference the Agency was a fully-established working institution, with real achievement already behind it, and with a solid programme of work for the future. It hoped and believed that the Agency would continue on those lines. The United Kingdom Government, conscious of the obligations of countries advanced in atomic energy, intended to give its full support to the Agency to help it render service to all Member States.

85. Among the Agency's various activities, health and safety were of common importance to all Member States. The United Kingdom, which had gained much practical experience of the subject, was ready to share its knowledge with other Member States.

86. The Agency's health and safety work was important for three reasons. First, it was essential to gain and build up the confidence of the public, to whom atomic energy was still something frightening. Since any loss of confidence might create a serious prejudice against the nuclear industry, it was necessary to prevent a serious nuclear accident from occurring in any country. The nuclear industry had a good safety record, which showed what could be achieved if proper precautions were taken. The Agency did the world a great service by promulgating procedures and practices in health and safety which incorporated the best of collective experience.

87. A second reason concerned the disposal of radioactive waste and liability for damage, in which the practice of each country was of great importance to its neighbours. The United Kingdom hoped that through the intermediary of the Agency - particularly as a result of the Conference on the Disposal of Radioactive Waste to be held at Monaco in November 1959 - an agreement could be reached on common procedures and standards which each country could use as a basis for its own practice.

88. Thirdly, with regard to international trade, the supply of nuclear materials and equipment required reasonable uniformity of practice in such matters as the transport of radioactive materials and civil liability. The Agency had an opportunity to evolve common standards before the practices of individual countries diverged too greatly or became too rigid. It was desirable, not to impose uniformity of detail, but rather to establish models to which national procedures could conform.

89. The United Kingdom welcomed what the Agency was doing to promote the exchange of information, particularly the holding of specialized symposia and conferences and the proposed publication in 1960 of a journal dealing with controlled thermonuclear fusion.

90. He hoped that the Board of Governors would produce a universally acceptable safeguards system for submission to the fourth regular session of the General Conference. Technical assistance was highly important and an essential expression of the Agency's ideals. The United Kingdom, which was deeply conscious of the needs of the less developed countries, was determined to support that side of the Agency's work as far as it could, and had therefore made the

second largest financial contribution to the Agency's General Fund. It welcomed the Board's proposal to the Conference to raise the figure for technical assistance expenditure in 1960 to \$2 100 000, and hoped that pledges from Member States would reach that total.

91. It was essential for the Agency to establish simple basic rules and priorities governing the grant of technical assistance. To comply with Article III.B.3 of the Statute, Agency assistance had to be related both to the requesting countries' needs and to the Agency's objectives and capacity. A judicious balance must be struck between the different types of assistance - the grant of fellowships, and the provision of experts, services and equipment.

92. The Agency's training fellowship scheme had got off to an excellent start, for which the Secretariat deserved congratulation. By receiving 62 Agency fellows, the United Kingdom was showing its desire to contribute actively to the scheme's success. There again, however, a balance had to be kept between the practical possibilities for nuclear energy in the various countries and the scale of their training programmes. The Agency project for an investigation into the economic prospects of nuclear power development in the less developed countries therefore deserved particular attention.

93. In many areas that investigation would doubtless indicate that in the immediate future conventional means of generating electricity would remain more economic than nuclear methods. However, that did not mean that the less developed countries should neglect atomic energy. Indeed, the development of small and medium-size reactors held out interesting long-term prospects; and the use of radioisotopes offered immediate and almost limitless benefits to all countries in return for a relatively small expenditure. That part of the Agency's programme also deserved the fullest support.

94. After thanking the United States Government for its generous contribution to the cost of building the Agency's laboratory, he stated that the United Kingdom would accept the programme and budget for 1960 as proposed by the Board of Governors. It was a well-balanced document, with reasonable and precise objectives.

95. The United Kingdom was grateful to the Director General and Secretariat, and also to the Board of Governors, for their work, and maintained its entire confidence in the Agency. It remained convinced that the Agency had an important role to play in the development of the peaceful uses of atomic energy for the greatest benefit to all Member States. The United Kingdom Government would therefore continue to give the Agency all the support within its power.

The meeting rose at 1.15 p.m.