

Co-operative networks for international development

*Since its beginnings,
the IAEA has maintained a special status with the UN ...
and among international organizations*

by Takis Papadimitropoulos

Mutual co-operation among United Nations organizations, specialized agencies, and other national and international organizations has long been an important feature of global development. Over the past 30 years, the IAEA has been a central participant in this co-operative network, establishing close ties with a wide variety of agencies and maintaining a special relationship with the United Nations itself. (*See accompanying chart for overview.*)

Relations with the United Nations

In October 1956, the IAEA's Statute was approved by a special 81-nation United Nations Conference. About 9 months later, by 29 July 1957, the Statute had been ratified by the required number of States (18), and eight others as well. This officially marked its entry into force and the beginning of the IAEA as an autonomous intergovernmental organization within the United Nations system. By 1958, the Agency had 68 Member States and by 1987 membership had grown to 113 countries. In 1958, the IAEA budget was US \$4 million; today it amounts to approximately US \$140 million. Only few States used nuclear power in 1958 and the world's nuclear capacity totalled 750 megawatts. Today, more than 400 nuclear power plants are operating in 26 States, and the world's nuclear capacity exceeds 283 000 megawatts. The UN family has also grown during the years into a large and often diffuse group of bodies of various kinds.

The IAEA maintains the leading international position in the field of peaceful uses of atomic energy, a status that was agreed in an exchange of letters between the UN Secretary-General and the President of the IAEA Preparatory Commission. Early on, it became clear that the IAEA's place in the UN system would be different from that of a specialized agency, whose tasks fall under the purview of the UN Economic and Social Council (ECOSOC). This is mainly because the IAEA's responsibilities extend to safeguarding materials that potentially could be used to make nuclear weapons. The

Agency, therefore, has a direct link with the UN General Assembly, which the IAEA Director General addresses each year in presenting the Agency's *Annual Report*. It also reports to the Security Council in the event that questions within the competence of the Council arise in connection with activities of the Agency. The IAEA has only once been asked to report to the Security Council. This was in 1981 when the Director General reported the Agency's views concerning Israel's attack on a nuclear research reactor in Iraq.

Major provisions of the IAEA's relationship agreement with the UN also provide for:

- *Consideration of resolutions.* The Agency is required to consider resolutions relating to it that are adopted by the UN General Assembly or other UN governing bodies, and the IAEA Secretariat regularly reports matters of interest to the Agency's Board of Governors.
- *Co-ordination of activities.* The IAEA is required to co-operate with the efforts of the United Nations to co-ordinate activities and those of the specialized agencies and, in particular, to participate in the work of the Administrative Committee on Co-ordination (ACC). Heads of the agencies and of various other UN units meet with the Secretary-General twice or three times a year for discussions and to take common positions on questions of systemwide interest. These include, for example, the emergency response to the drought in Africa and the financial crisis of the United Nations itself.
- *Mutual representation* at meetings of main governing bodies, and the right for each organization to propose items for inclusion on the agendas of either organization. To represent its interests, the IAEA has two liaison offices, one at UN headquarters in New York which is headed by the Representative of the Director General, and another in Geneva, which works with the UN and its specialized agencies headquartered there.
- *Preparation of special reports and studies.* At the request of the General Assembly, for example, the IAEA has prepared special reports in connection with the Conference of the Non-Nuclear-Weapon States in 1968 and the United Nations Conference for the Promotion of International Co-operation in the Peaceful Uses

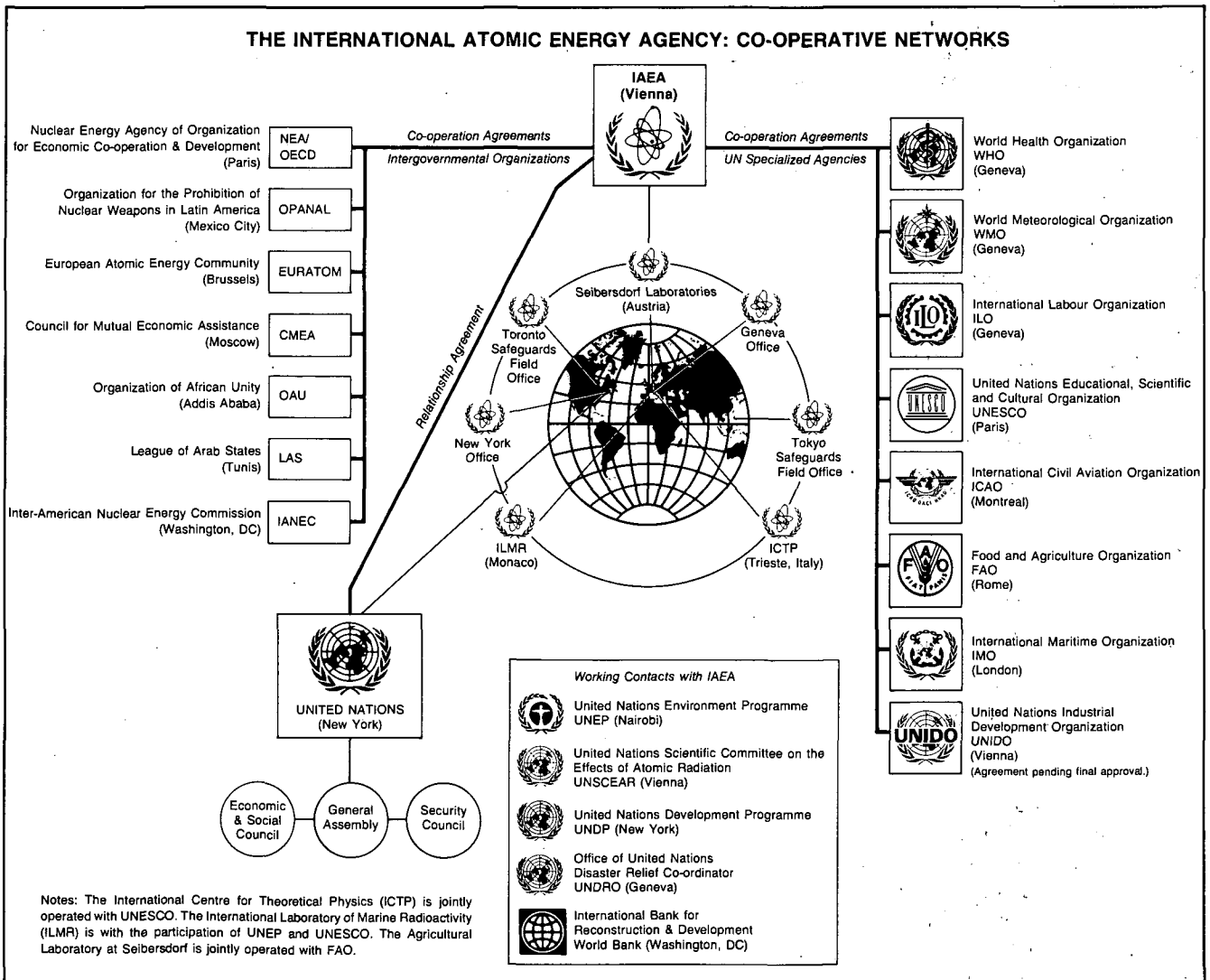
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of Nuclear Energy (UNCPI/PUNE) in 1987. The IAEA has also prepared background papers for review conferences of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT), which are convened at 5-year intervals and whose results are discussed by the General Assembly. The General Assembly takes an interest in this Treaty, as well as in the Treaty on the Prohibition of Nuclear Weapons in Latin America (Tlatelolco Treaty), the South Pacific Nuclear Free Zone Treaty (Raratonga Treaty) and other nuclear-weapon-free zone initiatives. Special sessions of the General Assembly on Disarmament, as well as various resolutions, have called upon the IAEA to strengthen its role in safeguarding the peaceful development of nuclear energy. The IAEA Statute itself enjoins it to "conduct its activities in accordance with the purpose and principles of the United Nations to promote peace and international co-operation, and in conformity with policies of the United Nations furthering the establishment of safeguarded worldwide disarmament and in conformity with any international agreements entered into pursuant to such policies".

Major UN conferences have marked milestones of international co-operation in nuclear energy and related fields. Although the first UN Conference on the Peaceful Uses of Atomic Energy — held in Geneva in 1955 — predated the Agency, it could be seen as a "curtain-raiser" for the IAEA's creation in light of US President Dwight D. Eisenhower's "Atoms for Peace" proposal to the UN General Assembly. At follow-on "Geneva conferences" in 1958, 1964, and 1971, the Agency played increasingly greater roles. Other UN conferences to which the Agency has contributed include the 1972 Conference on the Human Environment, the 1979 Conference on Science and Technology for Development, and the 1987 Conference on the Relationship between Disarmament and Development.

Relations with subsidiary UN organs

In the field of technical assistance and co-operation, and in various special subjects, the Agency maintains close co-operation with several UN organizations:



United Nations Development Programme (UNDP). Principally in Asia and the Pacific, under the framework of the Regional Co-operative Agreement (RCA), and elsewhere as well, the IAEA and UNDP have worked closely together to implement various technical assistance projects in developing countries.

United Nations Environment Programme (UNEP). Since the Stockholm Conference on the Human Environment in 1972, close co-operation has also developed with the UNEP. The IAEA's International Laboratory of Marine Radioactivity (ILMR) in Monaco provides technical support to UNEP's oceans and coastal areas programme. Both organizations participate in each other's meetings and UNEP is now a member of the Inter-Agency Committee for the Co-ordinated Planning and Implementation of Response to Accidental Release of Radioactive Substances, which the IAEA has initiated after the accident at Chernobyl.

Other members of this committee are the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), the Economic Commission for Europe (ECE), and the United Nations Scientific Committee on the Effects of Atomic Radiation (UNSCEAR), all UN bodies, and four UN specialized agencies — the Food and Agriculture Organization (FAO), International Labour Organization (ILO), World Meteorological Organization (WMO), and World Health Organization (WHO).

UNSCEAR. This committee was originally formed to study the extent and effects of fallout caused by the testing of nuclear weapons. Its mandate, however, has been expanded to include peaceful nuclear applications. UNSCEAR is now preparing an assessment of the radiation doses to individuals and populations from the Chernobyl accident, and the IAEA has been providing data received from its Member States.

UN specialized agencies & the IAEA

Practical examples of inter-agency co-operation range from fields of oceanography to meteorology. With FAO, the IAEA established in 1964 the Joint Division of Isotope and Radiation Applications of Atomic Energy for Food and Agricultural Development. With WHO, the co-operation extends to both the medical uses of nuclear science and the health effects of nuclear energy. With the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Agency jointly operates the International Centre for Theoretical Physics (ICTP) in Trieste, Italy, and collaborates in the area of marine science through ILMR in Monaco. With WMO, scientific co-operation dates back to 1960, when the global survey of isotopes in precipitation was set up. Today, WMO's Global Telecommunications System is being studied as a means for rapid data exchange in the event of a nuclear accident. Although no formal co-operation agreement exists, the IAEA has also

strengthened its contacts with the World Bank in relation to work in the energy sector.

All formal co-operation agreements with these specialized agencies provide for reciprocal representation, exchange of information and documents, establishment of joint committees to develop working relationships between the Secretariats, co-operation with regard to personnel matters, and financing of special services under certain circumstances.

Regarding representation at meetings, all specialized agencies, whether they have concluded a relationship agreement with the Agency, are invited to attend sessions of the IAEA General Conference as observers. Those with a co-operation agreement may, in addition, propose items for the provisional agenda of the General Conferences, and they may participate, but not vote, in matters of common interest at meetings of the IAEA Board. They may propose items on the Board's provisional agenda as well.

The IAEA regularly consults interested specialized agencies in its programming of future activities, and invites them to take part in panels related to major projects and activities. Particularly illustrative in this regard is the participation of WHO and ILO in drafting safety standards and health and safety codes.

Intergovernmental organizations

The IAEA's co-operation agreements and working contacts with intergovernmental organizations outside the UN family go back as far as 1960 and closely follow those with specialized agencies in some respects. These organizations are invited to participate as observers in the Agency's General Conference, for example, but not in the Board of Governors. Some specific examples of co-operative relationships include:

Nuclear Energy Agency of the Organization for Economic Co-operation and Development (NEA/OECD). On 30 September 1960, a co-operation agreement was concluded with the OECD since the NEA itself did not have a separate legal personality. Immediately after its conclusion, the IAEA Director General and the Director of NEA concluded additional arrangements for the implementation of the agreement. These applied to annual consultations, exchange of documents and publications, training programmes, research contracts, health and safety, waste disposal, and transport of radioactive material, for example. Research projects were also concluded between the two organizations and third partners. Close co-operation exists in the preparation of the NEA/IAEA publications *Uranium Resources Production and Demand* and *Nuclear Energy and its Fuel Cycle*. The two organizations annually convene a high-level meeting to review and discuss the co-operation between them.

Organization for the Prohibition of Nuclear Weapons in Latin America (Opanal). Opanal was set

up under the Tlatelolco Treaty, which *inter alia* provides that parties should conclude appropriate safeguards agreements with the IAEA. The organization is linked to the IAEA by a co-operation agreement that entered into force on 3 October 1972.

European Atomic Energy Community (Euratom). This organization is a typical example of one whose mandate largely coincides with the IAEA's statutory functions; all its members were founding members of the Agency. While Euratom has been invited to every session of the General Conference, until 1968 this invariably provoked opposition in the Board of Governors and, subsequently, controversy in the General Conference's Administrative and Legal Committee. Nevertheless, there have always been informal contacts on the Secretariat level and co-operation in a number of

technical fields, such as the International Nuclear Information System (INIS).

The conclusion of the safeguards agreement between the IAEA, Euratom, and its non-nuclear-weapon States in 1973 paved the way for the conclusion of a much broader co-operation agreement between the two organizations in 1975. It provided a framework for scientific and technical co-operation, both in the area of safeguards and in nuclear science and technology.

Council for Mutual Economic Assistance (CMEA). In 1968-69, the IAEA exchanged letters with both the Dubna Institute and Comecon providing for closer co-operation in certain technical meetings and an increased exchange of information. As a result, the Agency concluded a co-operation agreement with CMEA that has been in force since 26 September 1975.

The IAEA and non-governmental organizations (NGOs)

In keeping with the IAEA's Statute — which authorizes it to establish appropriate relations with "any organization the work of which is related to that of the Agency" — 19 non-governmental organizations (NGOs) have formal consultative status with the Agency. Seven others have been invited by the IAEA Board of Governors as observers to the Agency's General Conference or to undertake specific tasks.

Those with consultative status are the European Atomic Forum; European Confederation of Agriculture; International Air Transport Association; International Cargo Handling Co-ordination Association; International Chamber of Commerce; International Commission on Radiological Protection; International Commission on Radiation Units and Measurements; International Confederation of Free Trade Unions; International Co-operative Alliance; International Council of Scientific Unions; International Federation of Documentation; International Federation of Industrial Producers of Electricity for Own Consumption; International Organization for Standardization; International Union for Inland Navigation; International Union of Producers and Distributors of Electrical Energy; Japan Atomic Industrial Forum, Inc.; World Confederation of Labour; World Energy Conference; and World Federation of United Nations Associations.

Those with no formal consultative status but having Board invitations are the American Nuclear Society; Canadian Nuclear Society; European Nuclear Society; International Institute for Applied Systems Analysis; International Radiation Protection Association; United States Atomic Industrial Forum, Inc.; and Uranium Institute.* The Director General may request NGOs having special competence in a particular field to under-

take specific studies or investigations, or to prepare papers for the Agency.

NGOs with consultative status are allowed certain privileges and facilities in connection with meetings of the General Conference and the Board. These include the right to receive the provisional agendas of the Conference; the right to send observers to all public meetings of the General Conference and of the Board; the right to submit written statements to any organ of the Agency, subject to censorship by the Director General; the right to submit oral statements to Committees of the General Conference or before public meetings of the Board, subject to various restrictions; the right to be invited by the Director General to other meetings convened by the Agency; the right to consult with members of the Secretariat; the right to have access to any document services established for the press and to the Agency's library.

Such co-operation has brought international benefits. Before its own *Basic Safety Standards* were adopted, for example, the IAEA used the radiation units developed by the International Commission on Radiation Units and Measurements and the recommendations of the International Commission on Radiological Protection. Both organizations have long supported the Agency's work, and results have had a direct bearing on activities in radiation protection and the standardization of radioactive units and measurements.

Arrangements have also been made with NGOs active in the field of electric power and energy economics for the exchange of statistics and documents and for attendance at each other's meetings. Thus, representatives of the International Union of the Producers and Distributors of Electrical Energy and of the World Energy Conference have participated in the Agency's activities and the IAEA is in close collaboration on matters of mutual interest.

* In July 1987, the US Atomic Industrial Forum came under the US Council for Energy Awareness.



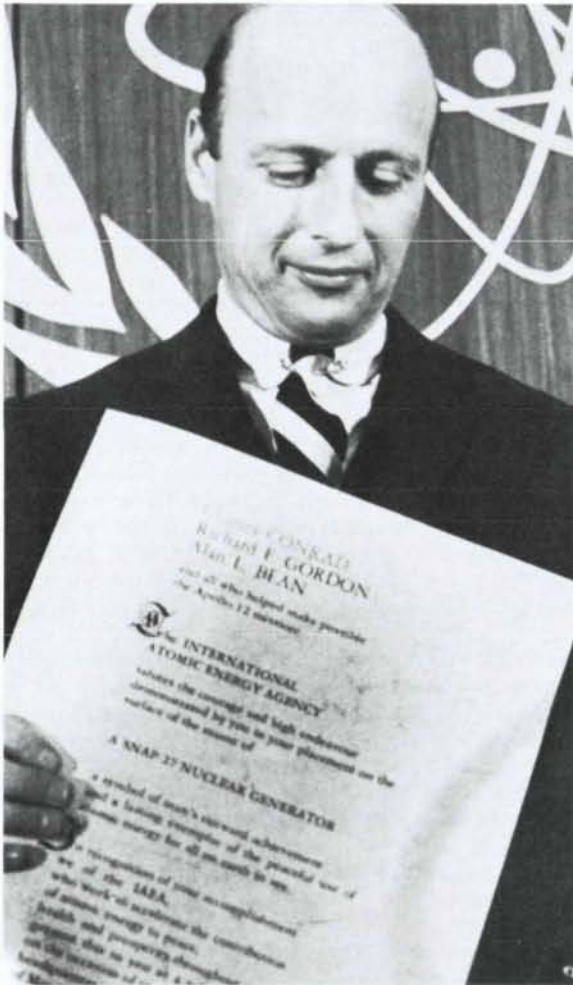
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The Republic of Korea is at the forefront of the use of nuclear power for electricity generation in developing countries, with 7 units in operation and 2 under construction. Shown here in 1974 is the plant layout of the Kori nuclear station. Plans are being described to a visiting IAEA expert team by the plant superintendent for construction.

In 1970, the IAEA paid tribute to the three Apollo-12 astronauts who placed the first atomic power generator on the moon: Charles Conrad (left), Richard Gordon, and Alan Bean. The IAEA's tribute described the placement of the nuclear generator as "a symbol of man's outward achievement and a lasting exemplar of the peaceful use of atomic energy for all the earth to see".

On display at the IAEA in 1966 was a model of the nuclear-powered icebreaker *Lenin* supplied by the USSR State Committee on the Utilization of Atomic Energy. Such nuclear-powered ships today are playing an important role in northern sea navigation of the USSR. Below, USSR Ambassador Georgy P. Arkadiev (right) described the model in 1966 to IAEA Deputy Director for Technical Co-operation G.A. Yagodin and Bulgarian Ambassador Dr Ljuben Stoyanov.



Part of the IAEA's exhibition at its General Conference in 1962 in Vienna, showing the range of services and programmes that had been built over the Agency's first 5 years.

