

# GENERAL ASSEMBLY DISCUSSES PROGRESS REPORT FROM IAEA<sup>1</sup>

According to its Statute and the Relationship Agreement with the United Nations, the International Atomic Energy Agency reports annually to the General Assembly of the United Nations on its activities during the past year. The Report is prepared for the approval of the General Conference by the Board of Governors. The second of these reports was presented by the Director General, Mr. Sterling Cole, on behalf of the Agency on October 30th 1958; delegates from thirteen countries took part in the ensuing debate. The Report covers the period 1 November 1957 to the end of June 1958 with some more recent developments mentioned briefly in the Preface.

Mr. Cole, in presenting the report, stressed the close relations between the Agency and the UN which had existed from the very beginning. ". . . .the Agency was intended to and can work effectively only if it is closely linked to the United Nations; and the Statute itself provides that the Agency must function as a closely integrated part of the United Nations system. It also recognizes the potential role of the Agency as an auxiliary technical arm of the United Nations. . . .," Mr. Cole said. The Director General mentioned many examples of this intimate relationship: the formal relationship agreement itself; the Agency's participation in the work of the Administrative Committee on Co-ordination (ACC) and the Economic Commission for Europe (ECE); its representation on the Economic and Social Council (ECOSOC); at meetings of the UN Radiation Committee; the recent decision to join the Expanded Programme of Technical Assistance (EPTA) and to report annually to ECOSOC.

The establishment of a scientific advisory committee for the Agency with membership largely the same as on the Secretary General's Advisory Committee was also mentioned by Mr. Cole as an example of steps towards "concerted action".<sup>2/</sup>

Within the first main area of activities - direct services to Member States - Mr. Cole specially mentioned the progress made in the fellowship programme. Work on international regulations for protection against the hazards of atomic energy was singled out as the most important aspect of the Agency's work benefiting all Members.

"In general, I feel that, although technical pro-

1) Summary based on Provisional Verbatim Records A/PV 777 and A/PV 778

2) A few days after Mr. Cole's address the Board of Governors appointed the Scientific Advisory Committee, the members of which are the same as those of the Secretary General's Committee

gress in the development of atomic energy for peaceful purposes may have been less rapid than was hoped or expected by some, and although much work remains to be done, nuclear energy has not only become an invaluable research and industrial tool, but it also continues to offer the main alternative source of electric power and thus of higher living standards to all nations. . . . . In recognition of this, the General Conference decided that the study of small and medium-sized reactors suitable for the needs of the less-developed areas should play a more prominent part in the Agency's activities in 1959," Mr. Cole stated.

The Director General stressed the need for full support from Member Countries, both for resources and staff, and from the entire United Nations family. Atomic energy is not an end in itself, he said; isotopes are only one of many devices for research and nuclear power is only one of many ways to generate power. Concerted and co-ordinated action is therefore essential.

The basis for the co-operation between the Agency and UN is broader than any shared interest in any specific matter. "It stems from the concept of the Agency itself as a means for assisting the United Nations in its primary purpose of promoting human welfare and establishing peace by diverting to constructive and peaceful uses the power of atomic energy. . . . . The political and economic facets of atomic energy are necessarily an important concern of the United Nations; it is also implicit in our relations with the United Nations that the Agency should become the United Nations' major scientific arm for technical operations in the uses of atomic energy. In return, co-operation in the peaceful uses of atomic energy within the framework of the Agency will assist in narrowing the gap between the less and more prosperous countries of the world, will foster international co-operation at the technical level, and will, we believe, make a significant contribution to the work of the United Nations in solving its political problems and preserving peace," Mr. Cole ended.

Mr. C. Bernardes (Brazil) dwelt on two major aspects of the Agency's work: co-ordination and the supply of materials. The speaker drew attention to the proliferation of governmental and non-governmental organizations existing in the nuclear energy field and the interest that the United Nations and almost all the specialized agencies take in atomic energy matters. "The Agency has been created to deal exclusively with atomic energy in all its peaceful aspects," he said. "The Agency. . . . has close to 150 professionals and experts at its disposal, represents all segments of the international community and is governed by statutory rules subscribed to by

82 nations. Such an institution should perform the best qualified to undertake whatsoever tasks are required within its sphere of competence. Governments. . . should for their own benefit avoid such lack of concentration. Duplication of effort should be avoided at all costs and no amount of useless competition and inter-organizational jealousy should be allowed to interfere with the effective carrying out of atomic energy programmes by the IAEA."

Mr. Bernardes urged the closest and most cordial relationship with the United Nations, whose experience and facilities should be used; ". . . it is up to the United Nations to set the example by not only entrusting to the Agency all functions and activities which can be better and more appropriately carried out by it, but also by insisting vigorously that other organizations within its system follow the same enlightened policy."

He reminded the General Assembly that measures are being contemplated which must result in a substantial diversion of fissionable materials from military to peaceful uses. Such measures must be co-ordinated and controlled. "Let us not forget," Mr. Bernardes said, "when the opportunity arises, that the Agency has at its disposal the best possible machinery to implement the safeguards without which no agreement in this particular area of nuclear energy can ever be concluded."

Referring to the Agency as a supplier of fissionable materials, Mr. Bernardes insisted that the Agency be given preferential treatment to that granted in bilaterals. If not, it could not carry out its statutory functions and it would be deprived of a source of income for its other activities. "The generous offers made not so long ago will lose much of their meaning if the conditions for their implementation are such as to discourage Member Nations from utilizing them."

Mr. Schiff (Netherlands) expressed his satisfaction at the progress made by the Agency particularly as "during the past year some doubts have been expressed as to whether the Agency would really be able to carry out the task laid down in the Statute, or whether we had, perhaps, been too ambitious."

The Delegate from the Netherlands saw a promising development in the Japanese request for assistance in obtaining natural uranium and its intention together with the United States of America, to ask the Agency to administer the safeguards provided for in the bilateral agreement between the two countries.

These developments and certain statements made during the second session of the IAEA General Conference, for instance by the United States, gave the Dutch delegation confidence in the future of the Agency.

The speaker stressed the importance of the deci-

sion to participate in the UN Expanded Technical Assistance Programme and to the part of the ECOSOC resolution 694/XXVI dealing with "concerted action" and particularly on work concerning the effects of radiation. Mr. Schiff stated his delegation's conviction that "the Agency will gradually and in due course have to assume a major responsibility in this field."

He was of the opinion that the Agency had a specific task in the organization of scientific conferences such as those arranged by the United Nations in Geneva in 1955 and 1958, irrespective of their size and scope. He welcomed the establishment of a Scientific Advisory Committee with largely the same membership as that of the Secretary General's committee.

Mr. Forsyth (Australia) considered that the major initial task of the Agency was to help Member States, particularly those technologically less developed. He pointed to the exchange and training programme, the atomic energy fact-finding teams, assistance in acquiring facilities necessary for national atomic energy programmes and the study of the economical and technical problems of reactors for less developed areas, as good examples of such activities.

Another major field was concerned with safety questions and Mr. Forsyth referred to the "promising start" which had been made with the preparation of a manual on safe practices in the use of radioisotopes, and the intended similar work in connection with the disposal of radioactive wastes. The exchange of scientific and technical information and the organization of conferences and symposia constituted another important sphere of activities.

In referring to the Agency's role as a supplier of fissionable materials, the Australian delegate underlined the complexity of the factors involved. The development of power reactors suitable for a variety of conditions had perhaps not been as rapid as had been foreseen and the demand for the Agency's supply services therefore smaller than anticipated.

He stressed the importance of co-ordinating the technical activities of all the organizations within the United Nations family and therefore welcomed the Agency's participation in EPTA. It would be important to work out an effective delimitation of responsibilities between IAEA and the Radiation Committee of the UN. "We believe," Mr. Forsyth stated, "that the Agency has a solid future, that it can make a real contribution to economic progress, and that . . . . . it has set out on its task with commendable speed and realism."

Mr. Tugarinov (USSR) recalled the support his country had given the Agency from the outset, both in the early formative stages and later in offering materials and services.

The speaker deplored that during its first year

the Agency had given but little assistance to countries in need of help and had not carried out the initial programme.

The activities of the Agency were therefore criticized by a number of Member States during the recently held session of the General Conference. Certain countries are "seeking to substitute for the basic purposes of the Agency - that is to grant assistance to under-developed countries - a demand to establish, first of all, a system of guarantees in order to take control over the development of atomic energy industries in other countries." It was the belief of the Soviet delegation, Mr. Tugarinov said, that the implementation of control and inspection in the beneficiary countries, that is primarily the under-developed countries, would lead to the violation of sovereign rights and the slowing down of atomic energy industries.

The Soviet delegate found the absence in IAEA of representatives of the Chinese People's Republic intolerable and also deplored the absence of some other governments. The work and status of the Agency would be enhanced if the principle of universality were accepted.

Mr. Tugarinov pointed out that international co-operation in utilizing atomic energy for peaceful purposes was hampered by its background of "the speeding-up of the arms race, ceaseless military demonstrations and provocations and the retention of the threat of atomic warfare." A ban on atomic weapons "would promote the possibilities for a further expansion in activity of the IAEA," he said.

The Soviet delegate welcomed the close links between the UN and the Agency and the decisions taken in this respect at the second session of the General Conference. He hoped that the UN would do everything in its power to help the Agency commence its work as laid down in the Statute.

Mr. Beeley (United Kingdom) referred to the "solid and workmanlike start" made by the Agency and welcomed the emphasis in the initial programme on basic training and the application of radioisotopes as they corresponded "most nearly" to the present needs and resources of the under-developed countries. The progress made in the Agency's relations with international organizations and the arrangements for joining EPTA were noted with satisfaction.

Mr. Szymanowski (Poland) thought that even in the first year more could have been done and the Agency's resources better utilized. All the efforts of IAEA should be directed to render assistance to countries that needed it. He considered it premature to put stress on questions of control and inspection. The countries only beginning to develop their atomic programmes needed advice and aid rather than control.

Mr. Szymanowski singled out three spheres of work the importance of which was unanimously recognized and which required speedy action:

(1) Training of specialists and the exchange and dissemination of information. This would cover a wide range of activities such as fellowships, symposia, international conferences and expert meetings. He reiterated the invitation to have one such conference convened in Poland.

(2) The protection of life and health from atomic radiation. He welcomed the fact that many UN agencies and organs were occupied with this question but considered it "imperative that such activities be enlarged, accelerated and above all co-ordinated . . . ."

(3) Assistance to under-developed countries. Atomic energy might mean a further widening or a narrowing of the gap between highly and less developed countries. He pointed to India as an example of the feasibility of the second alternative.

In conclusion the Polish Delegate referred to "the shadow of atomic armaments" in which the present efforts to utilize atomic energy for a better life were being pursued; ". . . the future work and success of IAEA cannot be separated from the prospects for atomic disarmament."

Mr. Hickenlooper (USA) in assessing the first year of IAEA's work pointed to the "difficulties in the path of such a pioneering effort in a highly technical field" and expressed satisfaction with the constructive work now under way in respect of training, the use of radioisotopes, comprehensive surveys of less developed areas and the study of the possibilities of using small reactors in areas of low power consumption.

While welcoming the increasingly close co-operation with UN and the specialized agencies he emphasized that such co-ordination must also take place on the national plane.

Mr. Hickenlooper hoped that Member States would help the Agency reach "the modest goal for a voluntary operational fund of \$1.5 million."

Mr. Lall (India) pointed to some aspects of the Agency's work in the past year which he found promising, as for instance the increase in membership, the announcement of Japan and United States that "they contemplated placing under the Agency's safeguard" their bilateral agreement, the offers of experts, consultants and fellowships.

Mr. Lall considered that the distribution of posts in the Agency, particularly at the top levels, left much to be desired. He regretted that it had not been possible for the Agency to use the Secretary General's Scientific Advisory Committee, which

would have been in conformity with the relationship agreement and would have strengthened the links between UN and IAEA.

"The peaceful side of atomic energy cannot be divorced in the minds of men from the other side of atomic energy," he said. The General Assembly had been struggling with the problem of disarmament and as it achieved success in this field "there must be a close relationship between the Agency, charged with the primary responsibility in the field of the peaceful uses of atomic energy, and disarmament."

Mr. Lall pointed out that it was for the General Assembly and the Agency to work out the details of this close co-operation and he hoped that the next report of the Agency would include suggestions to that effect.

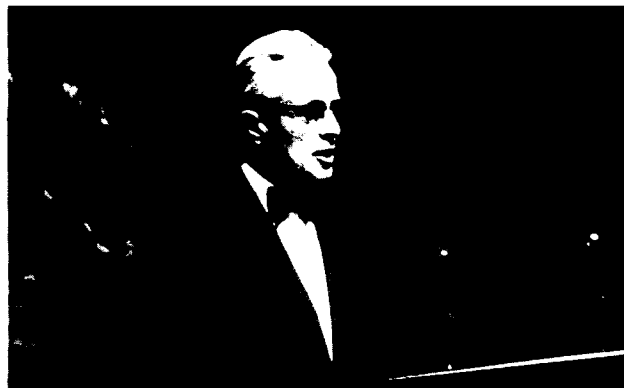
Mr. Nosek (Czechoslovakia) thought that the Agency's report showed "despite some promising initial steps" that little had been done to meet the requirements of the Statute. In particular, he said, the Agency had failed to comply with its duties of giving technical assistance to less developed countries. He also deplored that the principle of universality had not been observed. The tendency to concentrate the activities of the Agency on controls and inspection did not serve the Agency well, nor did he agree with the attempts to divert the Agency from its basic objective by concentrating on questions of basic research.

Mr. Nosek stated that the activities of the Agency would necessarily be limited unless nuclear weapons were outlawed. Such a ban would release enormous resources and highly qualified scientists for developing the peaceful applications of atomic energy.

The achievements of the Agency would in the opinion of the Delegate from Czechoslovakia depend first of all on its practical contribution in individual countries, and particularly in less developed countries, and secondly on its ability to harmonize in the best possible way the interests of all Members.

Mr. Magheru (Romania) listed the fellowship programme, studies concerning the prospects of using atomic energy in certain under-developed countries, the establishment of a library and the exchange of information as achievements during the first year, but regretted that assistance to under-developed countries had not yet been tackled effectively. The Romanian delegation could not agree with those who wished to make the Agency a control organ rather than a body specializing in assistance.

Mr. Magheru suggested that a regionalization of the Agency's work within the framework of the Economic Commissions of the United Nations would be beneficial.



The Director General of IAEA, Mr. Sterling Cole addressing the UN General Assembly, New York, during the debate on the Agency's Report

He expressed the hope that the "future activities of the Agency will contribute to the demobilization and demilitarization of the atom." His Government was of the opinion that the IAEA's activities, strictly governed by the terms of the Statute, could constitute "a powerful factor making for international understanding and peace."

Mr. Palar (Indonesia) said he was encouraged by the close co-operation between the Agency and UN and the participation of the Agency in EPTA and the agreements with the specialized agencies concerned. He had noted with satisfaction that the IAEA had taken an active part in the work of the Preparatory Committee for the Special Fund. "This brings atomic energy, the power of the future, in close connection and co-operation with technical assistance and the financing sources in aid of less-developed countries," he said.

He described the organization of the Agency's operations as "efficient and promising" and emphasized the importance of aiding under-developed countries. In conclusion the Delegate from Indonesia hoped that the main atomic powers would continue to co-operate and the under-developed countries would show mutual understanding of each other's needs thus guaranteeing the Agency's success.

Mr. Browne (Canada) welcomed the strengthening of the links between UN and IAEA and thought that the programme of direct service to the less developed countries "gives promise of most important results." He stressed Canada's special interest in the promotion of research in the health and safety field and in the work being undertaken with relation to safeguards.

Many speakers in the debate referred to the arrangements for the Agency made by the Government of Austria and expressed their gratitude for the generous hospitality extended. In reply Mr. Matsch (Austria) expressed his Government's satisfaction that the Agency had been permanently established in Vienna and stressed the firm intention of the Austrian Government to spare no effort in making the facilities available required for the accomplishment of the Agency's tasks.

The General Assembly, on a motion presented by the delegations of Brazil, Pakistan and Poland, took note of the Report submitted.