



International Atomic Energy Agency

# General Conference

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FOURTH REGULAR SESSION

## OFFICIAL RECORD OF THE THIRTY-SIXTH PLENARY MEETING

Held at the Neue Hofburg, Vienna,  
on Tuesday, 20 September 1960, at 10.45 a.m.

Temporary President: Mr. FURUUCHI (Japan)

President: Mr. NADJAKOV (Bulgaria)

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\* GC(IV)/130.

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The composition of delegations attending the session is given in document  
GC(IV)/INF/31/Rev.3.

#### OPENING OF THE SESSION

1. The TEMPORARY PRESIDENT declared open the fourth regular session of the General Conference and welcomed all delegates of Member States, observers from other States, and representatives of the United Nations and of other intergovernmental and non-governmental organizations. He also extended a special welcome to the Federal Chancellor of Austria.
2. In accordance with Rule 48 of the Rules of Procedure he invited the Conference to observe one minute of silence dedicated to prayer or meditation.
3. All present rose and stood in silence for one minute.

#### ELECTION OF THE PRESIDENT

4. The TEMPORARY PRESIDENT stated that Mr. Nadjakov (Bulgaria) had been nominated for the office of President of the Conference.
5. There being no other nominations, Mr. Nadjakov (Bulgaria) was elected by acclamation President of the General Conference for its fourth regular session.
6. Mr. Nadjakov (Bulgaria) took the chair.
7. The PRESIDENT thanked the Conference for the honor done to his country and himself. He would spare no effort to ensure the success of the Conference and was certain that the other elected officers would strive towards the same goal.
8. In the name of all delegations he thanked the Austrian Government and the authorities of the City of Vienna for their hospitality.
9. The fourth regular session marked the end of the Agency's organizational phase; from now on it should concentrate on its primary task of assisting countries in the peaceful uses of atomic energy. As an international organization it had already acquired a personality of its own and had taken its place as a member of the group of international institutions linked with the United Nations. Relations had also been established between the Agency and certain international bodies closely concerned with the peaceful uses of atomic energy. During the period which had elapsed since its establishment, the Agency, in conformity with the provisions of its Statute, had carried out various tasks such as work on the use of radioisotopes, the collection and

dissemination of scientific information, the organization of scientific conferences, the exchange and training of experts, and the drafting of regulations on the transport and handling of radioactive materials.

10. However, certain difficulties and differences of approach still persisted, and they could not be entirely eliminated either by the Secretariat or by the Board of Governors. For instance, the Agency had not yet been able properly to fulfill one of its main tasks, that of promoting the use of atomic energy as a source of power.

11. International scientific co-operation to further the use of atomic energy for peaceful purposes, which had been such a striking feature of the first and second United Nations Conferences on the Peaceful Uses of Atomic Energy held at Geneva in 1955 and 1958, must continue and must receive every support from the Agency. Clearly, new discoveries in atomic physics could greatly help the Agency to fulfill its tasks of promoting the use of nuclear power; first, in countries where there was a shortage of conventional fuels, and subsequently in all other countries, since with rapidly increasing requirements conventional fuels would soon be exhausted. In the same way, new discoveries in chemistry, biology and medicine would help to extend the scope of the peaceful applications of atomic energy, thus demonstrating its beneficial effects on the health and well-being of humanity. It was therefore one of the Agency's primary duties to foster a co-operative effort by all countries engaged in research. In that connection an important announcement had been made by the chairmen of the atomic energy commissions of the Soviet Union and the United States - the two greatest atomic powers in the world - that their Governments had decided to make arrangements for co-operation in the exchange of information on the peaceful uses of atomic energy and to explore the desirability of joint projects. In a joint memorandum they had stated that the Agency would be used as the repository of the reports and the results of information exchanges, and that it would be invited to assist in the consideration of possible joint projects.<sup>1/</sup> The practical effects of that decision and the part played by the Agency in deriving full benefit from it would undoubtedly contribute to the future progress of atomic science.

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<sup>1/</sup> See document GC(IV)/114, paragraph 20.

12. The need to devote greater efforts and resources to the peaceful application of atomic energy was of ever-increasing urgency. It was therefore lamentable that alongside the beneficial work performed by many countries with the help of the Agency, excessively large resources were still being diverted to the production and stockpiling of highly destructive nuclear armaments. It was hardly necessary to point out that existing stocks of such armaments were already amply sufficient to bring about the worst catastrophe in the history of humanity.

13. It was the solemn duty of all the statesmen, diplomats and scientists attending the Conference to seek a way of eliminating that deadly danger. Such a way did in fact exist: the United Nations General Assembly, attended by a number of Heads of Governments, was at that moment engaged on one of the major problems of the age, that of general and total disarmament, which must of course include prohibition of the military uses of atomic energy. In those circumstances the outlook for the Agency was propitious: indeed, its very future depended on a reciprocal spirit of trust and goodwill within the United Nations in the interests of world peace. He wished the United Nations every success in its work, which would open up unlimited prospects for the use of atomic energy for the greatest benefit of all the peoples of the world. The Agency must therefore give the United Nations every support.

14. In conclusion he expressed the hope that the work of the fourth regular session of the General Conference would be creative and fruitful.

#### CREDENTIALS OF DELEGATES TO THE FOURTH REGULAR SESSION

##### (a) APPOINTMENT OF THE CREDENTIALS COMMITTEE

15. The PRESIDENT proposed that the Credentials Committee should be appointed immediately in accordance with Rule 28 of the Rules of Procedure, and should consist of the following Member States: Afghanistan, Brazil, the Czechoslovak Socialist Republic, New Zealand, Peru, Philippines, Turkey, the Union of Soviet Socialist Republics and the United States of America.

16. The proposal was adopted.

The meeting was suspended at 11 a.m. and resumed at 11.15 a.m.

#### ELECTION OF THE VICE-PRESIDENTS

17. The PRESIDENT invited nominations for the election of the eight Vice-Presidents.

18. Mr. CUNHA (Brazil) nominated the following Member States: Canada, India, Indonesia, Italy, Japan, Mexico, Morocco and the United Kingdom of Great Britain and Northern Ireland.

19. Mr. BINSON (Thailand) seconded the nominations.

20. The Member States referred to were declared elected to the eight Vice-Presidencies.

#### APPOINTMENT OF THE GENERAL COMMITTEE

21. The PRESIDENT said that, to comply with Rule 40 of the Rules of Procedure, the General Conference had to elect four additional members to the General Committee. He invited nominations in accordance with that Rule.

22. Mr. LALL (India) nominated the following Member States: France, Iran, the Union of Soviet Socialist Republics and the United States of America.

23. Mr. SCOTT (New Zealand) seconded the nominations.

24. The Member States referred to were declared elected to the General Committee and the Committee itself duly appointed in compliance with the provisions of Rule 40 of the Rules of Procedure.

#### APPLICATIONS FOR MEMBERSHIP OF THE AGENCY (GC(IV)/110, 125)

25. The PRESIDENT proposed, in the absence of any objection, that, despite the fact that the agenda had not yet been adopted, the Conference next take up the application by Ghana for membership of the Agency, since many delegations believed the item should be dealt with as early as possible in the session.

26. The Conference had before it a recommendation by the Board (GC(IV)/110). It would note from paragraph 2 that the Board had considered the application, had determined that the Government of Ghana was able and willing to act in accordance with the purposes and principles of the Charter of the United Nations and had accordingly recommended that the General Conference approve

Ghana for membership of the Agency. A draft resolution on the subject had been submitted jointly by Australia, Canada, India, New Zealand, the Union of South Africa and the United Kingdom of Great Britain and Northern Ireland (GC(IV)/125).

27. Sir Roger MAKINS (United Kingdom), introducing the joint draft resolution, stated that the delegations of Ceylon and Pakistan wished to join the other Commonwealth countries as co-sponsors. Ghana had been admitted to membership of the United Nations shortly after gaining its independence, since when it had made great advances, both in internal development and in its contribution to world affairs. Its application for membership of the Agency was a natural step in that progress, and he was sure that Ghana would make a valuable contribution to the Agency's work.

28. Mr. LALL (India), Mr. EMELYANOV (Union of Soviet Socialist Republics) and Mr. McCONE (United States of America) warmly seconded the joint draft resolution and declared their conviction that Ghana would play a significant part in the Agency's activities.

29. The PRESIDENT put to the vote the joint draft resolution (GC(IV)/125).

30. The joint draft resolution was adopted by 54 votes to none.

31. The PRESIDENT congratulated Ghana on its election to membership of the Agency.

32. Mr. AMONOO (Ghana) thanked the Conference for its decision and hoped that the faith expressed in Ghana's future contribution to the Agency's work would be justified. He was certain that other newly independent African States would soon be welcomed as Members, which would strengthen their voice in international affairs. Ghana fully supported the Agency's objectives and would favor any action that would help to free the world of atomic armaments. Ghana, the independent African States and all other peace-loving States had therefore rightly condemned atomic tests, especially in Africa.

#### STATEMENT BY THE DIRECTOR GENERAL

33. The DIRECTOR GENERAL, on behalf of both the Secretariat and himself, joined in congratulating the President on his election. Under Mr. Nadjakov's guidance the General Conference would, he felt sure, proceed efficiently to

far-sighted and constructive conclusions. The presence of the Austrian Federal Chancellor and twenty national atomic energy commission chairmen clearly indicated the importance which Member States attached to the Agency's activities.

34. During its first three years of existence the Agency had explored the various possibilities open to it and, although the way ahead was still not entirely clear, most people would agree that initial efforts had proved modestly successful. In the course of those years, undue optimism about the rapid approach of the atomic age had had to be replaced by the knowledge that years of training, research and development would be needed before atomic energy could be universally and economically applied. However, the Agency's role in that great undertaking would be undiminished, provided that Governments recognized and made use of its full potential.

35. Various recommendations which could help to strengthen and consolidate the Agency's activities had been put forward: for example, it had been suggested that all international uranium shipments should be registered with the Agency, that the international uranium traffic should be administered by the Agency, that Agency safeguards should be applied to all peaceful atomic energy installations in Member States, that preference should be granted to the Agency in the price of uranium<sup>235</sup> and that the Agency should co-ordinate research on nuclear fusion. Regrettably, nothing had so far come of those recommendations.

36. After a brief initial period of exploration, the Secretariat had been instructed to prepare for a period of consolidation. The Agency had thus come to a crucial point in its development, when it had either to move forward in fulfillment of its noble objectives, or sink into inertia and retreat. The present situation in atomic energy had obliged the Agency to make slight changes in its aims and activities. There was no need to repeat the causes of that shift in emphasis, as they had already been thoroughly analyzed, but the fact remained that there would necessarily be a delay in the advent of competitive electric power from nuclear energy. Fortunately, that setback was not without its advantages; in a sense the Agency had been afforded a needed respite, during which it could take measures to ensure that when nuclear energy finally arrived on the world scene, the safety and interests of the

public could be fully protected and the benefits made available to the whole of mankind.

37. In actual fact, many of the Agency's current activities related specifically to that preparatory or regulatory task. In a short time the Agency would have trained a thousand scientists and technicians. Considerable progress had been made in the formulation and acceptance of international regulations and uniform practices in the handling of radioisotopes, the transport of radioactive materials, the disposal of radioactive wastes and other important activities. In addition, the Agency was investigating the problem of insurance for foreign shipments of fuel elements, and research activities were being actively supported. Through Agency conferences, symposia and publications, information was being exchanged throughout the world. Moreover, thanks to advisory missions and various minor projects, many Member States were now in a far better position to judge realistically the benefits which atomic energy could bring them.

38. In the course of 1960, nine extremely successful scientific meetings had been held, attended by over 2 000 scientists from 41 countries. During the same period, 400 fellowships had been granted to students from 38 countries; arrangements had been made for experts and equipment to be made available for atomic programs in 27 countries; over 30 scientific reports, bulletins, symposia and conference proceedings had been published, and the first issue of a thermonuclear journal would shortly appear. Codes for the transport of radioisotopes and irradiated fuel elements would soon acquire force of law. After very careful preparation, technical recommendations on waste disposal had been formulated and it was expected that they would soon be implemented. The principles and procedures dealing with the very important and intractable subject of safeguards were before the Conference. Such had been the main features of the Secretariat's activities during the period under review.

39. Those activities had been ably carried out by the Secretariat with the limited funds at its disposal. The Agency's future course was entirely dependent on the support, financial and otherwise, offered by Member States. At the present time the Agency's financial resources unhappily fell far short of actual needs. For example, in the second half of 1960, instead of an

anticipated sum of \$400 000, only \$40 000 was actually available for distribution over the entire Agency program. The General Conference might wish to take note of the constitutional difficulty which led to that anomalous situation, namely the distinction drawn between the regular budget financed from assessed contributions and the operational budget financed from voluntary pledges. In 1959 Governments had simultaneously approved the regular budget and an operational program of \$1.5 million. Later, however, those same Governments had failed to give the program full financial support, pledging less than \$1 million to the General Fund in 1960. The result had been that the Agency's resources under the regular budget, planned to support a specific operational program, had not been utilized to the full, which amounted to an uneconomic use of international resources. The situation which had arisen illustrated clearly the difficulty of basing an operational program entirely on voluntary contributions.

40. The point could not be too highly stressed, since the Conference would shortly be asked to establish a slightly higher target for the General Fund in 1961: \$1.8 million, a figure which, in his opinion as Director General, was considerably less than the essential minimum for carrying out the Agency's most immediate and urgent tasks. Approval of that target necessarily implied that Member States were prepared to provide the resources needed to implement the program as planned.

41. The budget contained another striking feature: the high cost of the Agency's governing bodies, i.e. the General Conference itself and the Board of Governors. The figure amounted to nearly 15% of the regular budget, which was considerably higher than in most of the United Nations specialized agencies. The explanation was that some of the constitutional machinery laid down in the Statute had clearly been intended for operations and aims somewhat different from those later found to be realistic. In fact, the Agency's administrative machinery had been planned to handle a much greater volume of atomic assistance. Moreover, it had been established on the assumption that the Agency's principal activity would consist in supplying substantial quantities of fissionable materials under international safeguards. As the emphasis shifted to more traditional technical assistance activities and purely scientific services, there was a real danger that the statutory machinery might actually act as a brake on the execution of the program.

42. It was to be hoped that in the future more emphasis would be placed on operations and that the extent of future activities would justify the heavy supervisory machinery imposed upon the Agency by its Statute. One way of financing such operations would be for each of the atomically developed countries to make available to the Agency some of the uranium<sup>235</sup> material at present in military stockpiles. If a price advantage were offered to the Agency, and assuming that the price charged by the Agency to Member States were based on prevailing rates, the financial predicament could readily be solved. Such a course of action would relieve the Agency of the great strain attached to financing its programs and at the same time bring about a measure of disarmament.

43. The decisions which would have to be taken in the near future did not relate to financial support alone, but to the fundamental position of the Agency in the international development of the peaceful uses of atomic energy. The proliferation of other multi-national organizations concerned with atomic energy, but limited to particular geographical areas, was a matter of some concern. The creation of those organizations might have been advisable as a means of dealing with atomic matters peculiar to a given region, but it was imperative that some co-ordination and demarcation of effort should be established between them and the Agency, similar to that within the United Nations family.

44. Because of the cost and complexity of atomic energy programs it was natural that countries of the same geographical area and of common economic outlook should join together in order to undertake collectively what they might not be able to achieve separately. On the other hand, there were problems which transcended regional boundaries and should be solved on a worldwide basis; they included health and safety regulations, radiation protection measures, and legal problems such as third-party liability and the maritime aspects of atomic energy. The Agency's work on such matters should clearly not be duplicated by regional organizations.

45. The proposed agreement between the Agency and the Organization for European Economic Co-operation<sup>2/</sup>, which the Conference would be asked to approve, constituted an important initial step towards the co-ordination of

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<sup>2/</sup> GC(IV)/121, Annex.

worldwide and regional effort. Similar arrangements could be made between the Agency and other regional organizations, and there were indications that the Agency could be associated with various bilateral agreements.

46. He was pleased to note that the role accorded to the Agency had been confirmed once again in the agreement on co-operation which had been concluded between the two leading atomic Powers.

47. From the annual report of the Board of Governors to the General Conference<sup>3/</sup>, it would be seen that fellowships had increased in number and their results had improved in quality. Professors and lecturers were being exchanged on a modest but expanding scale, and he felt that still greater emphasis should be placed on that type of training; from the financial standpoint it was much more satisfactory to train many people at home than to send a few of them abroad. The Agency's first training courses had proved useful, and the demand was now considerably in excess of what could be financed from available resources.

48. In other fields of technical assistance the Agency had an active, expanding program. In the provision of experts and equipment, demand once again was outstripping resources - resources which were clearly insufficient for a rapid increase in the development of nuclear energy in many Member States.

49. The conferences and symposia held by the Agency in 1960 had made a significant contribution to scientific and technical knowledge. The published proceedings had been very well received, as had the Agency's other publications, such as directories, manuals and reviews. In contrast with certain other activities, the conference and publications programs had now reached a level at which the idea of consolidation could temporarily be accepted.

50. Heartening progress had been made with reactors, as evidenced by the review of nuclear power costs<sup>4/</sup> before the Conference. For the first time a comprehensive effort had been made to bring together and clarify the various methods of nuclear power costing. A joint study with Finland on the future development of nuclear power in that country had just been completed<sup>5/</sup> and should provide guidance for other Member States.

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<sup>3/</sup> GC(IV)/114.

<sup>4/</sup> GC(IV)/123.

<sup>5/</sup> GC(IV)/114, paragraph 245.

51. Special reference should also be made to the Directory of Nuclear Reactors, the third volume of which was now in course of production, and to the symposia and reports of the meetings on uranium heavy water lattices and the computation of reactor codes. The Conference on Small and Medium Power Reactors<sup>6/</sup> had been of great value, and preparations were well advanced for an important symposium on nuclear ship propulsion.

52. A safety evaluation of a Swiss reactor had been carried out, at the request of the Swiss Government,<sup>7/</sup> and a similar request from the Netherlands was being met. A panel on the safe operation of critical assemblies and research reactors had met twice during the year and a manual had been drafted which would be issued in the health and safety series.

53. The radiation dosimetry project at Vinca<sup>8/</sup> was a particularly good example of multi-national scientific collaboration. Thanks were due to all who had contributed to the success of the experiment, especially the Government of Yugoslavia, which had so amply demonstrated its belief in the value of international co-operation.

54. The far-reaching report of the panel on waste disposal into the sea<sup>9/</sup> had been submitted to all Member States, and a panel was being organized to make recommendations as to the best means of implementing the findings. A similar panel on the possible radioactive contamination of fresh water by atomic wastes was to start work late in the year.

55. The Agency's function as a supplier of nuclear facilities and materials had been seriously affected by the unexpectedly slow development of economic nuclear power. Arrangements were almost completed, however, for the supply to Finland of a research reactor and fuel. Disappointment and criticism had been voiced at the absence of further calls upon the stock of more than 5 000 kg of uranium<sup>235</sup> which had been made available to the Agency. It had to be remembered, however, that only about 300 kg of contained uranium<sup>235</sup>

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<sup>6/</sup> Held at Vienna from 5 to 9 September 1960.

<sup>7/</sup> GC(IV)/114, paragraph 215.

<sup>8/</sup> Ibid., paragraphs 174 and 175.

<sup>9/</sup> TO/HS/21.

had so far been handled in international trade since the start of the nuclear age. There would undoubtedly be a more active demand in the future and, in the meantime, the Agency was gaining valuable experience through modest pilot projects such as the Finnish one.

56. Construction work on the Agency's laboratory at Seibersdorf was making progress and scientific work was planned to start in 1961. In the meantime, a good deal of laboratory work had been carried out in the very limited facilities improvised in the basement of the Agency's temporary headquarters. In addition, the two mobile laboratories had been in constant use.

57. Some seventy research contracts had been awarded and were serving the dual purpose of supporting research work in institutions in Member States and filling gaps in nuclear research, particularly in regard to radiation and health and safety, including waste disposal.

58. The steady improvement in the quality of the Secretariat's scientific staff was highly satisfactory. It showed that employment with the Agency held an attraction for first-class scientists, and that the authorities in Member States were increasingly willing to send to the Agency highly-qualified personnel for longer or shorter periods. It had to be realized, however, that short-term service was costly and raised problems of continuity. It was vitally important that the Agency should be able to continue to attract and retain scientific staff of the highest repute and quality.

59. The coming year might be the right time to consider a major reorganization within the Secretariat. Recommendations on that subject would be submitted to the Board together with the 1962 budget. By that time the Agency would have been operating for four years, which was a suitably long period, and the Director General's term of office would come to an end. The administrative machine was working, but readjustments would enable it to function more smoothly, economically and efficiently.

60. The Agency had made a satisfactory start, but it was only a start, and some discouraging signs had appeared, such as lack of wholehearted financial support from Member States, a certain weakening of effort through duplication, and a failure of Governments to take full advantage of the services and facilities which the Agency could offer. The coming year should see the beginning of a period of decision, leading to an expansion and strengthening

of the Agency's activities. He sincerely hoped that the present session of the General Conference would give the Agency a strong impetus towards becoming an active and useful international organization and that, throughout the coming year, the Agency would be permitted to plan and work in a climate conducive to peace and the peaceful uses of atomic energy.

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

61. Mr. TUOMIOJA (Representative of the Secretary-General of the United Nations), after conveying the Secretary-General's best wishes for the success of the fourth regular session of the General Conference, said that nuclear science was now a major instrument of research and technological change, and was beginning to transform the material basis of human life. Man's future destiny depended on the use to which he put the new form of energy he had discovered. The peoples of the world would increasingly look to the Agency for leadership in their efforts to use nuclear power for constructive purposes, and the Secretary-General was confident that the Agency would provide that leadership.

62. The past year had been a fruitful one for the Agency. As one of the United Nations staff he was particularly gratified to note the effective co-operation which had been established between the Agency and the United Nations family of international organizations. The introduction of nuclear power had to be considered in the context of a country's whole economy, and it was to the general good that the Agency's studies were being carried out in close co-operation with the United Nations.

63. The Agency had begun work on a comparative study of nuclear and conventional power, a subject which was of special concern to the United Nations. The long-range prospects for the use of nuclear power now appeared to be somewhat brighter than they had been a few years previously, even though the hopes of the less-developed countries that nuclear power would offer them a short-cut to modernization and industrialization might not have been fulfilled. Good examples of co-operation in that sphere were the contribution which the Agency would make to the seminar on electric power, which was to be organized by the Economic Commission for Latin America in Mexico in 1961, and the parallel and concerted studies on the costing of power from conventional and nuclear sources which were at present being undertaken by the Agency and the United Nations.

64. As the Executive Secretary of the Economic Commission for Europe for the last three years, he was happy to report that during the past year co-operation between the Agency and the United Nations regional economic commissions had been strengthened; the Agency had been represented at meetings of all four commissions and had supplied expert advice on specific problems.

65. The Agency had continued to take an active part in the work of the United Nations Scientific Committee on the Effects of Atomic Radiation, and had submitted to that committee a report on the relation of radiation danger to radiation doses in the bone. Again, in pursuance of a resolution adopted by the General Assembly of the United Nations<sup>10/</sup>, the Agency had given valuable assistance to the Secretary-General in evaluating the second United Nations International Conference on the Peaceful Uses of Atomic Energy with reference to the need, nature and timing of similar conferences in the future. In his report to the fifteenth regular session of the General Assembly, the Secretary-General recommended that a third conference on the peaceful uses of atomic energy should be held in Geneva in 1962 or 1963, and recognized that the Agency should play a very important role in the Conference, particularly in regard to its scientific staffing and the preparation of its detailed program.

66. The Economic and Social Council of the United Nations had recently requested the Administrative Committee on Co-ordination to undertake an annual review of the atomic energy work carried out by members of the United Nations family; no doubt the Agency would be able to offer valuable assistance in preparing that review.

67. During its growth the Agency had naturally experienced difficulties in carrying out the duties assigned to it, but the constructive work which it had already undertaken in less than three years of existence gave ground for expecting that in due course it would make even faster progress towards the full accomplishment of its tasks.

68. The United Nations family would follow with great interest and attention the future progress of the Agency's efforts to ensure that the new and awesome force of atomic energy was used for the welfare of the human race.

The meeting rose at 12.45 p.m.

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<sup>10/</sup> See General Assembly Resolution 1344 (XIII).

