



International Atomic Energy Agency

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# General Conference

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## RECORDS OF THE ELEVENTH REGULAR SESSION (26 SEPTEMBER - 2 OCTOBER 1967)

### ONE HUNDRED AND ELEVENTH PLENARY MEETING

Held at the Neue Hofburg, Vienna,  
on Tuesday, 26 September 1967, at 3.15 p.m.

Temporary President: Mr. SARASIN (Thailand)  
President: Mr. NEUMANN (Czechoslovak Socialist Republic)

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\* GC(XI)/354.

#### OPENING OF THE SESSION

1. The TEMPORARY PRESIDENT declared the eleventh regular session of the General Conference open.

2. In accordance with Rule 48 of the Rules of Procedure, he invited the General Conference to observe one minute of silence dedicated to prayer or meditation.

*All present rose and stood in silence for one minute.*

3. The TEMPORARY PRESIDENT welcomed the delegates from Member States, the observers from States which were not yet Members of the Agency, the representatives of the United Nations and other intergovernmental organizations and of non-governmental organizations who had come to take part in the work of the General Conference. The Conference was also honoured by the presence of the Federal Chancellor of Austria, the President of Parliament and the Vice-Chancellor, as well as of high officials of the Government and of the City of Vienna.

4. With the eleventh regular session of the General Conference the Agency was entering its second decade. Great changes had taken place in the world since 1957, but the modest part which the Agency had played in efforts to establish world peace had been very worthwhile. It was incumbent upon all delegates, and upon the Governments which they represented, to do all in their power to ensure that the Agency, during its second decade, contributed even more towards enabling the whole of mankind to enjoy the advantages offered by atomic energy.

#### ELECTION OF THE PRESIDENT

5. The TEMPORARY PRESIDENT invited nominations for the office of President.

6. Mr. MOROKHOV (Union of Soviet Socialist Republics) said that he had pleasure in nominating a delegate from an East European country: Mr. Neumann, Chairman of the Czechoslovak Atomic Energy Commission. Mr. Neumann had been head of his country's delegation to the United Nations Conferences on the Peaceful Uses of Atomic Energy; since 1965 he had represented Czechoslovakia on the Board of Governors of the Agency. His great experience in the peaceful applications of atomic energy made him especially fitted to assume the Presidency for the session.

7. Mr. HIRSCH (France) seconded, and Mr. TORKI (Tunisia) supported the nomination.

8. *Mr. Neumann (Czechoslovakia) was elected President of the General Conference for its eleventh regular session by acclamation.*

*Mr. Neumann (Czechoslovakia) took the Chair.*

9. The PRESIDENT thanked the General Conference for the great honour it had done his country and himself in electing him President for the eleventh session. He regarded his election as recognition of Czechoslovakia's constructive role in the efforts made to attain the Agency's objectives. The importance of the Agency was continually increasing, especially in the eyes of the public, in view of the responsibility which would devolve upon it in matters of control should a treaty on the non-proliferation of nuclear weapons be concluded. Particular attention would be given to that question during the present session. He would do all in his power to see that the proceedings were carried on in a spirit of co-operation.

#### APPOINTMENT OF THE CREDENTIALS COMMITTEE

10. The PRESIDENT proposed, in accordance with Rule 28 of the Rules of Procedure, that a Credentials Committee should be appointed consisting of the following nine Members: Australia, Chile, El Salvador, Lebanon, Philippines, Poland, Spain,

the Union of Soviet Socialist Republics and the United States of America.

11. *The proposal was adopted unanimously.*

#### ELECTION OF THE VICE-PRESIDENTS

12. The PRESIDENT recalled that, under Rule 34 of the Rules of Procedure, the General Conference was required to elect its Vice-Presidents after the election of the Chairmen of the two Main Committees. He therefore intended to suspend the plenary meeting for a short time to enable the two Committees to elect their Chairmen.

*The meeting was suspended at 3.30 p.m. and resumed at 3.40 p.m.*

13. The PRESIDENT invited nominations for the eight posts of Vice-President of the Conference.

14. Mr. HAYMERLE (Austria) proposed the delegates of the following States: Australia, France, Federal Republic of Germany, India, Iran, Japan, the Union of Soviet Socialist Republics and the United States of America.

15. Mr. MARULANDA (Colombia) seconded the nominations.

16. *The delegates nominated were declared elected to the eight Vice-Presidencies.*

#### APPOINTMENT OF THE GENERAL COMMITTEE

17. The PRESIDENT pointed out that, under Rule 40 of the Rules of Procedure, the General Conference was required to elect four additional members to the General Committee. He invited nominations.

18. Mr. BILLIG (Poland) nominated the delegates of the following States: Brazil, Canada, Hungary and the United Kingdom of Great Britain and Northern Ireland.

19. Mr. EL-SOLH (Lebanon) seconded the nominations.

20. *The delegates of the States nominated were declared elected to the General Committee, which was thus duly appointed in compliance with the provisions of Rule 40 of the Rules of Procedure.*

#### APPLICATIONS FOR MEMBERSHIP OF THE AGENCY [GC(XI)/365]

21. The PRESIDENT invited the General Conference to consider the recommendation of the Board

of Governors in document GC(XI)/365 concerning the application for membership of the Agency made by Malaysia and the draft resolution contained in that document.

22. Lord PENNEY (United Kingdom) supported the application, presented as it was by a member of the British Commonwealth. Approval of the application would be of benefit both to the Agency and to Malaysia.

23. Sir Philip BAXTER (Australia) also supported the application for membership.

24. *The draft resolution was adopted unanimously.*

25. The PRESIDENT stated that Malaysia would become a Member of the Agency as soon as its instrument of acceptance of the Statute had been deposited with the United States Government, in accordance with Article XXI.C of the Statute.

#### STATEMENT BY THE DIRECTOR GENERAL

26. The DIRECTOR GENERAL pointed out that the present development of nuclear weapons techniques, their future potential and the disastrous consequences which nuclear war would have for the whole of civilization were giving rise to growing concern among the peoples of the world, which was manifesting itself in various ways. For example, the General Assembly of the United Nations had decided to undertake a complete study of the effects of the possible use of nuclear weapons. Among the experts appointed for that purpose by the Secretary-General of the United Nations were the Chairman of the Agency's Board of Governors and several other persons who were participating or had participated in the Agency's work. Another example was the conclusion of a treaty for the prohibition of nuclear weapons in Latin America which, already ratified by Mexico, provided that the Agency should exercise certain verifying functions.

27. Since the signing in 1963 of the treaty banning nuclear weapon tests in the atmosphere, in outer space and under water, the deliberations of the Eighteen-Nation Committee on Disarmament had been followed with the keenest interest, since it was hoped that they would soon lead to the conclusion of a treaty on the non-proliferation of atomic weapons. It was, however, only very recently that the two major nuclear Powers had presented to the Committee identical proposals for a draft treaty; that draft was incomplete and had not yet been accepted by the Committee.

28. He was nevertheless satisfied with the results obtained, for he personally felt that the proliferation of such powerful means of destruction as nuclear weapons would considerably increase the risks of conflict and thus make the world less safe for mankind. There was also reason for gratification

in the fact that the draft treaty mentioned the Agency's role and the value of its Safeguards System.

29. That system, at first limited to reactors with a thermal capacity of less than 100 MW, had been extended to reactors of all sizes and to plants for processing irradiated fuel. A further extension to plants for converting nuclear materials and fabricating nuclear fuel was to be studied in November by a Working Group of the Board of Governors, which had already requested the Agency to investigate ways and means of extending the Safeguards System to uranium radioisotope separation facilities. The system would then cover all the principal nuclear facilities involved in the fuel cycle.

30. The safeguards agreements approved by the Board at present covered 65 reactors situated in 29 countries which had a total thermal capacity of 3200 MW. In one case the Agency was controlling a reprocessing plant whenever it processed safeguarded fuel. Although present safeguards agreements covered less than 8 % of the thermal capacity of existing civilian reactors, they represented a promising start. It had to be recognized that safeguards would not be without effect on a deeply cherished concept, that of national sovereignty. The expansion of the Agency's Safeguards System raised the question of the way in which the Board of Governors and the General Conference should exercise their supervisory functions. Drawing an analogy with monetary control, he recalled that he had recommended the establishment at an appropriate time of an external auditing unit for safeguards activities, which would report to the Board and the General Conference.

31. It was remarkable that of the 29 States which had submitted their reactors to Agency safeguards, 18 were developing countries. Although the main part of the power output he had mentioned was represented by reactors in Japan, the United Kingdom and the United States of America, it was to be regretted that so many countries in Europe, one of the most highly developed areas of the world, had not yet given tangible expression to their support by placing their nuclear facilities under Agency safeguards.

32. Referring to Agency safeguards as compared with regional or bilateral safeguards, he recalled that at the sixth regular session of the General Conference in 1962 he had stated that in principle it was difficult to understand why safeguards applied under bilateral agreements should be considered less onerous and more acceptable than those of a multi-lateral nature applied by an international organization of which the recipient country was a Member State [1]. Since nothing had happened in the meantime to make him change his mind, he still maintained that if a safeguards system was to be credible,

[1] GC(VI)/OR.63, para. 34.

offer the necessary assurance and avoid the discrimination so often referred to, it must be international in character.

33. A question which had often been raised was whether, if the control functions not yet specified in the draft treaty on the non-proliferation of atomic weapons were entrusted to the Agency, it would be in a position to cope with the task. It was obviously not possible to answer that question without knowing what would be required, but if it were proposed to apply the present system to all nuclear activities in countries not possessing nuclear weapons, the Agency undoubtedly had the necessary background experience to perform that task. Nevertheless, it would be necessary to recruit additional staff to carry out the safeguards and inspection work which the body responsible for control would have to undertake immediately, and further new posts would subsequently be needed because of the growth in nuclear power programmes. Suitably qualified staff from other Departments of the Agency could take over some of the work.

34. It might be possible, through research and development work carried out in co-operation with Member States, to simplify the present inspection procedures; to that end, technical representatives of nine Member States, of the European Nuclear Energy Agency and of EURATOM, had met to exchange views on the subject.

35. Not only would the additional staff already mentioned be required; well-trained technicians would be needed and, with a view to raising the level of competence, he was proposing that a training course be held in 1968.

36. He believed he was expressing the will of the Agency in saying that it was ready to perform the control function envisaged in the draft treaty. He was confident that its existing safeguards system would render it capable of doing so, and he believed it could justifiably claim that it was the organization best suited to perform that important task.

37. At its tenth regular session, the General Conference had requested the Board of Governors to investigate, in consultation with the Director General, ways and means of increasing the Agency's assistance to developing countries [2]. Needless to say, the recommendations made by the Board of Governors and the General Conference would be very closely examined in the preparation of future programme and budgets.

38. Most of the developing countries believed that there should be a progressive shift in the programme towards the applications of atomic energy in the fields of electric power, agriculture, hydrology, raw materials development, etc. It was only natural that more than half of the comments received from Governments related directly to the technical assist-

ance programme. He could not but continue to lament the inadequacy of the funds available; the praise bestowed on the Agency's annual report on technical assistance activities was unfortunately not reflected in the voluntary contributions pledged. Indeed the situation continued to deteriorate, as was shown by the fact that, unless there was a marked increase in voluntary contributions, it would be impossible to satisfy more than 30 % of the requests for technical assistance in 1968; unfortunately, the indications were that pledges of contributions might decrease. He therefore urgently appealed to Member States to pledge sums which were not necessarily based on the scale for assessment of Members' contributions to the Regular Budget, but were, if possible, substantially higher.

39. At a time when the advanced countries were turning more and more towards the intensive use of nuclear power, the progress they made would still further widen the gap separating them from the developing countries. Expansion of aid to the latter should therefore be an overriding obligation upon the advanced countries.

40. The review of the Agency's activities had shown the importance of regional projects. In that connection it might be noted that the Middle Eastern Regional Radioisotope Centre for the Arab Countries, set up in Cairo with the Agency's assistance, would be self-supporting as from the end of 1968.

41. With regard to the desire expressed by numerous Member States for larger representation on the staff, he said he had done his utmost to give practical effect to the policy now followed in the United Nations and the specialized agencies. The percentage of staff members holding permanent or long-term appointments had been reduced during the past year, although it had already been lower than in other United Nations organizations. The present composition of the staff reflected the efforts which he had made to rectify the inadequate representation of certain Member States. As to the representation of developing countries, he had tried to ensure that it was not only in keeping with Article VII.D of the Statute but that it was also based on population and their relative importance in world affairs and atomic energy development. It was, however, necessary to ensure that the more assertive developing countries were not represented to an extent which would prejudice future participation in the Agency's work by developing countries not yet represented in the Secretariat. He also pointed out that a recent survey carried out by the Consultative Committee on Administrative Questions of the United Nations had shown that the percentage increase in the Agency's staff over the period 1961-1966 had been the second lowest in all United Nations organizations.

42. The number of orders for nuclear power stations had continued to increase during the past year. In the United States, for example, orders had been placed in the first seven months of 1967 for a

[2] GC(X)/RES/217.

capacity of 20 000 MW(e). In 1965 it had been predicted that the total capacity in 1980 would be 170 000 MW(e), but it was now believed that it would be at least 300 000 MW(e). It was encouraging that a few developing countries were now seriously investigating the role that nuclear power stations — single- or dual-purpose — could play in the near future. The expansion of nuclear power raised further problems with regard to waste disposal. Preliminary consultations were taking place regarding the establishment by the Agency, with the collaboration of Member States, of a register of radioactive waste disposals into the sea.

43. The rapid development of nuclear power raised a number of problems, one of the principal of which was related to the financing difficulties experienced by developing countries in the construction of power stations. In that context it was gratifying to note that the International Bank for Reconstruction and Development was consulting with the Agency on a report on prospects for loans and credits for submission to the Bank's directors.

44. The Agency was fully aware of the problems connected with uranium ore reserves and of the resurgence of prospecting for uranium, and had reflected that awareness in the programme of scientific meetings for 1968.

45. Desalting was being adopted on an ever-increasing scale as a means of satisfying world fresh-water requirements. Conventional plants producing 250 000 m<sup>3</sup>/day were already in operation, the largest being those in Kuwait, designed and developed in the United Kingdom. The proposals put forward by the United Kingdom for a desalting plant in a ship operating in coastal waters were very interesting. With regard to the use of nuclear power for desalting, a fast reactor plant to produce 150 MW(e) and 120 000 m<sup>3</sup>/day of fresh water was nearing completion on the Caspian Sea coast in the Soviet Union, and in the United States it had been decided to build a plant which would produce 1600 MW(e) and 190 000 m<sup>3</sup>/day of fresh water.

46. The installation of large desalting plants in some of the world's arid zones might not only make it possible to create new centres of population, but also help to alleviate political tension.

47. The shortage of water in the world had been further highlighted at the Water for Peace Conference held in Washington in May 1967; that conference had clearly demonstrated the importance of the Agency's activities in desalting and hydrology.

48. A new concept had recently emerged, that of an energy centre with a large power station, whereby the economic advantages of the nuclear heat source in very large units and the feasibility of siting nuclear power plants irrespective of the local availability of fossil fuels could be turned to

account, for instance, to support major chemical plants. At the invitation of the United States Atomic Energy Commission, an Agency specialist had recently participated in studies of that concept. The possibility of surrounding such centres with plants for manufacturing fertilizers and other industrial and agricultural chemicals, and with other industries requiring large amounts of power, was being evaluated. That type of energy centre, already existing in the form of large hydro-electric stations in the Soviet Union, might make it possible to plan new population centres in which living conditions would be optimal rather than merely tolerable.

49. In view of the large number of meetings relating to atomic energy, he was making efforts to achieve the closest possible co-ordination with the organizations concerned. He also proposed to facilitate the participation of developing countries in the Agency's scientific meetings by making funds available to meet part of the travel costs.

50. The Regular Budget, totalling approximately \$10.5 million, showed an increase of 10.4 % over that for 1967, of which 5 % was due to rising costs and 5.4 % to programme expansion. Those percentages were well below the corresponding figures for the budgets of the United Nations and most of the specialized agencies.

51. He then referred to certain activities which were to be expanded in 1968. First, there was the International Nuclear Information System (INIS). If that system developed in the way preliminary studies indicated, and if the necessary support was forthcoming from Member States, it could become one of the Agency's major activities. It would allow a complete file of references to scientific literature published in Member States to be stored in the Agency's computer, and any Member State would be able to use the file in its own computers. The importance of automatic data processing was recognized in many countries and could be explained by the vast increase in the number of publications. INIS would be the essential instrument allowing the Agency to "foster the exchange of scientific and technical information" in accordance with its statutory functions. The collection of nuclear data by the Agency continued to expand and was followed with increasing interest by Member States. Consultants had stressed the fact that savings could be achieved if the Agency were soon to replace its present computer by a third-generation machine; the preliminary work for INIS would make that change even more urgently necessary.

52. The proposed budget increase for safeguards represented only the strict minimum necessary to enable the Agency to meet its responsibilities during 1968.

53. By a decision of the Board of Governors, the International Centre for Theoretical Physics had been established on a more permanent basis, and

an agreement was being concluded with the Italian Government covering the Centre's operation for the next six years. Financing of the Centre remained a problem; in addition to the contributions from the Agency and the Italian Government, outside sources of financing would be required in order to render the Centre viable. He had appealed to Member States and intended to inquire whether UNESCO could make a larger contribution.

54. The increase in the operating costs of the Laboratory tended to reduce the funds available for providing technical assistance to the developing countries. It would therefore be necessary carefully to consider whether the Operational Budget could continue to bear those costs and at the same time meet the increasing demands made upon it for technical assistance. The Laboratory was doing useful work for Member States. In studying proposals to expand that work, he wished to avoid setting up facilities which might already exist but not be fully used elsewhere. Although it might be more convenient if the work was concentrated in the Agency's Laboratory, use should be made of facilities in other laboratories, particularly in developing countries, since that would stimulate research in such countries.

55. In view of the limited resources available to the Agency for its own technical assistance programme, he hoped that Member States would make wider use of the United Nations Development Programme (UNDP). As Member States established their own priorities for the requests made to UNDP, it was up to them to see that atomic energy received an appropriate share of the resources available.

56. During the past year, the report of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies [3] had been very closely studied by various co-ordinating groups. The Board of Governors had decided that the Agency should comply with the recommendations of that Committee to the extent possible without revision of the Agency's Statute. The Secretariat was therefore in the process of preparing a new six-year plan and a new form of presentation of the programme and budget. With regard to the joint inspection unit recommended by the Committee, he had reserved the Agency's position on two points: access to confidential commercial and industrial information available to the Agency, in particular in relation to its safeguards work and the transmission to the Economic and Social Council of the United Nations (ECOSOC) of inspectors' reports, since certain of the Agency's activities did not fall within the purview of ECOSOC.

57. The Joint FAO/IAEA Division of Atomic Energy in Food and Agriculture had become a good

example of collaboration, not only in theory but also in practice, between two organizations. He wished, however, to refer to one difficulty facing joint undertakings — the tendency in governing or executive bodies, to shift the main responsibility for financing from one organization to another. The representatives of Member States should see to it that joint undertakings were treated in a consistent manner in all the organizations concerned and that they received the support they deserved.

58. The system of liaison officers between the Agency and WHO continued to operate to the full satisfaction of both organizations. The Agency representative to WHO would in future also maintain liaison with other organizations having their headquarters in Geneva.

59. He was gratified at the establishment in Vienna of the United Nations Industrial Development Organization (UNIDO), and extended a welcome to it on behalf of the Agency. Excellent relations had already been established with UNIDO, and an attempt was being made to establish joint services which would result in savings for both organizations. The Agency would also welcome the opportunity to co-operate with UNIDO in, for example, the industrial applications of radioisotopes, the use of nuclear techniques in the food industry and, of course, the use of nuclear power to promote industrial development.

60. The Board of Governors had accepted the Austrian Government's generous offer to provide a site and a building for the Agency's permanent headquarters at a nominal rent of S 1 a year for a period of 99 years. A similar offer had been accepted by UNIDO. The Austrian authorities had indicated that the UNIDO and Agency buildings would be completed by 1971 and 1972 respectively. Discussions had taken place between the Austrian authorities, UNIDO and the Agency to determine what further arrangements should be made, and the Austrian authorities had been provided with all the background material requested. He wished once again to thank the Austrian Government for its continued interest in, and support of, the Agency.

61. He welcomed Sierra Leone and Singapore to membership of the Agency, and regretted that one Member State, Honduras, had been forced to withdraw from the Agency for economic reasons; the Agency now had a membership of 97 States.

62. One week previously the scientific world had learned with sorrow of the death of Sir John Cockcroft, whose work had contributed greatly to the advent of the nuclear age and to the initial activities of the Agency. His loss would be keenly felt by all.

63. The present session of the General Conference marked the end of ten years of Agency activities and the beginning of a new decade. In view of the existing climate of international tension,

[3] United Nations document A/6343.

it was encouraging to find that nations were able to agree on important subjects which might affect the survival of mankind. In that connection, the Agency might be called upon to assume wider responsibilities, and such a development might, to a greater extent than anything that had happened in the past, enable it to achieve the objectives stated in Article II of its Statute, namely to accelerate and enlarge the contribution of atomic energy to peace, and to perform the function, laid down in Article III.B.1, of furthering the establishment of safeguarded world-wide disarmament.

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

64. Mr. SPINELLI (Representative of the Secretary-General of the United Nations) said that it was a great pleasure for him to attend once more a session of the General Conference as representative of the Secretary-General of the United Nations, who had requested him to offer his congratulations to the Agency on its achievements during the past year, and to express to the Conference his best wishes for the success of the present session.

65. He wished to associate himself on behalf of the United Nations with the sentiments expressed by the Director General on the death of Sir John Cockcroft, who had been a member of the Secretary-General's Scientific Advisory Committee.

66. As the Agency moved into its eleventh year, it was fulfilling a role of major importance in the United Nations family, a role which could only increase in importance as the world significance of atomic energy continued to grow. Relations between the United Nations and the Agency remained very close and the recent establishment of UNIDO in Vienna opened up new possibilities for co-operation.

67. On the subject of co-operation with the United Nations, mention should first be made of the work of ECOSOC's Advisory Committee on the Application of Science and Technology to Development, and of that of the United Nations Scientific Committee on the Effects of Atomic Radiation. A field where co-operation was particularly close was that of desalting of sea water; during the past year the United Nations and the Agency had sent a mission to Chile, Ecuador and Peru to investigate the prospects in those countries for the use of nuclear energy in desalting. In addition, the Agency had adopted a large-scale programme for applying nuclear

techniques in hydrology, which involved co-operation with the United Nations and various specialized agencies.

68. As regards technical assistance, the Agency was executing a number of major projects under UNDP; in the period of 1965-1966 more than \$2 million had been made available to the Agency for that purpose. In 1966 the Agency had received about \$700 000 for the execution of four projects under the Special Fund.

69. He felt that the delegate to the Conference would be interested in subjects of a more general nature. He would mention only two of them, of widely differing scope and nature: the possibility of holding a fourth international conference on the peaceful uses of atomic energy, and the question of non-proliferation of nuclear weapons. The first question would shortly be considered by the Secretary-General's Scientific Advisory Committee. As regards the second, to which the Secretary-General attached the greatest importance, the draft treaty recently submitted by the Soviet Union and the United States of America to the Eighteen-Nation Committee on Disarmament was a most auspicious development. Whatever the final decision on the subject of inspection, it was inconceivable that the Agency would not have an important part to play.

70. In the past year, special attention had been devoted to the implementation of the recommendations of the Ad Hoc Committee of Experts to Examine the Finances of the United Nations and the Specialized Agencies. The Secretary-General appreciated the co-operation of the Agency in the consultations which had taken place, and was gratified by the recent decision of the Board of Governors with regard to consultation on the recommendations relating to a joint inspection unit.

71. Like other international bodies and like the United Nations itself, the Agency could attain its objectives only in a favourable political climate. It was satisfactory, in that respect, to note that the Agency's work for the good of mankind was not being impeded by the disputes and even open conflicts with which the world, unfortunately, was faced.

72. In conclusion, he wished to convey to the Director General the compliments of the Secretary-General, who was confident that the fruitful collaboration between the United Nations and the Agency, whose work was vital to the whole international community, would continue to develop.

