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ONE HUNDRED AND THIRTY-SIXTH PLENARY MEETING

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on Wednesday, 23 September 1970, at 10.30 a.m.

President: Mr. SARABHAI (India)

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* A provisional version of this document was issued on 28 September 1970.

** GC(XIV)/442.

ADOPTION OF THE AGENDA AND
ALLOCATION OF ITEMS FOR INITIAL
DISCUSSIONS (GC(XIV)/441)

1. The PRESIDENT drew attention to the report by the General Committee in document GC(XIV)/441 on its consideration of the provisional agenda for the session ¹⁾.

2. In the absence of any comments, he proposed that the Conference approve the agenda as set forth in that document and also accept the Committee's recommendations regarding the allocation of items for initial discussion.

3. *It was so decided.*

GENERAL DEBATE AND REPORT OF THE
BOARD OF GOVERNORS FOR 1969—70
(GC(XIV)/430, 440)

4. The PRESIDENT drew attention to a revised statement on the studies of financial contributions to the Agency (GC(XIV)/440), which was up to date as of 22 September 1970 and accordingly superseded that contained in Annex E to the Board's report (GC(XIV)/430). He then invited delegates to participate in the general debate.

5. Mr. SEABORG (United States of America) paid tribute to Mr. Henry D. Smyth on his retirement after nine years of distinguished service to the Agency as United States representative and member of the Board of Governors, and noted that he had been succeeded by another outstanding nuclear pioneer, educator and science administrator, Mr. T. Keith Glennan.

6. He wished to read the following message to the Conference from the President of the United States:

"It is my pleasure to send cordial greetings to the delegates to the Fourteenth General Conference of the International Atomic Energy Agency.

"With the coming into force of the Non-Proliferation Treaty, the Agency has had placed on it the most important responsibilities it has ever held and also the greatest opportunities for advancing the interests of its Member States in the peaceful applications of nuclear energy. The United States will wholeheartedly support the Agency's efforts to meet these responsibilities and to fulfil these opportunities.

"The common understandings and contacts that the Agency has fostered over the years contribute to the emerging pattern, be it in the field

1) GC(XIV)/429.

of arms control or of foreign policy generally, which allows us to enter into the present decade as an era of negotiation.

"Thus, the Agency has an important place in our international life, and your deliberations at the General Conference will further shape and determine the Agency's future."

7. The General Conference was meeting for the first time since the coming into force of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT)²⁾. One of the Treaty's most significant contributions would be its effect on promoting the peaceful uses of nuclear energy. By increasing the confidence of each contracting Party that the nuclear programmes of other signatories were truly peaceful, the Treaty would greatly facilitate the expansion of nuclear power applications to meet the world's rapidly growing needs for electric power.

8. The industrial and technological advances being made were creating increasing demands for cheap electric power. In the United States the total electrical generating capacity estimated for 1980 was about 300 000 MW. A realistic estimate of the projected growth of American electrical generating capacity by the year 2000 was about 2 100 000 MW, which would require adding the equivalent to a total of 18 000 power plants of 1000-MW capacity each. Extrapolating that estimate to a global scale, it could be calculated that some 5000 new electric generating plants of 1000-MW capacity each would be needed over the next 30 years. While there was no doubt that a large fraction of future energy requirements would continue to be furnished by fossil fuels, their rate of depletion was rapid and in time the world would have to depend largely on the atom as its source of energy.

9. During the past year he had made two extensive trips, which included visits to many of the Agency's Member States in Africa and Asia. In every country visited, the presence of the Agency was evident and, once again, showed the importance of its technical assistance activities, which, while comparatively modest, had been making, and continued to make, important contributions in each of those countries.

10. One of the commonest complaints voiced by African scientists was that many of them felt somewhat cut off from their colleagues in the main stream of scientific activities. Owing to a lack of funds, they were unable to travel abroad, participate in international scientific meetings and to keep in touch with current trends and developments. The Agency had already taken some steps to deal with that problem by providing travel allowances for scientists from developing countries to attend scientific meet-

2) Reproduced in INF/CIRC/140.

ings organized by it. At the same time, however, the Agency should give more attention to convening scientific meetings from time to time in the African countries on subjects of interest both to African scientists as well as to scientists in other parts of the world. For example, there had never been an Agency symposium or conference in Africa, and it was to be hoped that that imbalance would be corrected.

11. Among other countries visited were Japan, Korea, China, the Philippines, Singapore, Indonesia, Thailand and Iran. Japan was rapidly becoming a world leader in the use of nuclear power and its first light-water power station, plus two additional reactors of that type, were scheduled to begin commercial operations in October 1970.

12. The present year had also seen the dedication of the first full-time nuclear power plant in a developing nation: the 400 000-kW station at Tarapur in India. That outstanding project was not only providing much-needed electric power to India on an economical basis, but had demonstrated the practical advantage of nuclear power for the developing nations.

13. Korea had decided in 1969 to set up its first nuclear power plant. The Korean Atomic Energy Research Institute had carried out a great deal of interesting work on the development of irradiated wood-plastic products with the collaboration of the United States.

14. China had placed orders for two 600-MW light-water power reactors to meet its rapidly increasing power requirements, which were growing at a rate of more than 15% per year.

15. His visits to Asian countries had shown convincingly that regional projects were of great importance in making the best use of limited resources, and that the Agency could be instrumental in furthering co-operation among scientists from neighbouring countries in undertaking such projects. Scientists from a number of Member States in South Asia and the Far East had frequently expressed a desire for such co-operation. It was primarily the series of study group meetings on reactor utilization and similar subjects held in the region that had been most directly responsible for stimulating such interest.

16. The NPT was important as a step towards eliminating the risk that the availability of nuclear weapons might be increased in the course of developing the peaceful uses of nuclear energy. The progress achieved by the Safeguards Committee (1970) in formulating principles of the safeguards agreements which Parties to the Treaty were to negotiate with the Agency was very gratifying. His Government attached great importance to two key principles

which the Committee agreed should be incorporated in safeguards agreements. Those were, first, the principle of independent verification by the Agency, and second, the principle that the Agency should make full use of national systems of control in carrying out safeguards.

17. On the basis of United States experience, those principles would not interfere with the economic operation of plants or the security of proprietary information. At the same time, it was strongly advisable that the continuing evolution of the IAEA safeguards system should take full advantage of all technical advances permitting improved efficiency of safeguards.

18. The financing of safeguards was to be discussed in the Safeguards Committee meetings to be held in October 1970. The United States attached great importance to the principle embodied in the present system of financing Agency safeguards costs under the Agency's Regular Budget, in view of the world-wide benefits which resulted from the safeguards system. Nonetheless, it recognized that there was room for differences of opinion as to the relative weight to be given to various factors to be used to determine the degree of participation of each of the Agency's Members in meeting those costs, and the United States would play an active and constructive role in the discussions on that matter.

19. With regard to the proposed programme for 1971-76 and the Budget for 1971³⁾, including the safeguards appropriations, the United States felt that they merited the support of all Member States.

20. With regard to technical assistance, the past year had witnessed impressive growth in the Agency's ability to assist Member States. The amount pledged in support of the Operational Budget for 1970 was about 10% higher than that for 1969, and the target for 1971 had been increased by 25% over that for 1970, i.e. to \$2.5 million. The voluntary contributions made by the United States in cash and in kind to the Operational Budget for 1970, totalling \$1 400 000, were 40% higher than the amount contributed in 1969. It was expected that the pledge for 1971 would be at least an equivalent amount, subject to appropriations by the Congress of the United States.

21. For the twelfth consecutive year the United States had pledged to donate up to \$50 000 worth of special nuclear material for use in Agency projects in research and in medical therapy, and would also continue to make available, on a cost-free basis, the services of experts, training opportunities in American institutions, and items of equipment, as far as was possible.

3) GC(XIV)/433.

22. The Agency had reason to be proud of its fellowship programme, as well as its continuing support for the International Centre for Theoretical Physics in Trieste, both of which had made important contributions in stemming the "brain-drain" from developing countries. During the period 1958-1967 about 95% of the persons awarded Agency fellowships had returned to their own countries upon completion of their training, and less than 4% of those were employed in fields not directly related to their studies. The Centre had also been successful in stimulating useful scientific contacts between East and West, as well as good relations between scientists from advanced and developing countries.

23. His Government was gratified by the continuing activities and progress being made in the field of peaceful nuclear explosions. The Agency had responded positively and promptly in expanding the exchange and dissemination of information in that field, through scientific and technical meetings, and through the publication of a comprehensive bibliography, and inclusion of the subject in the initial phase of its International Nuclear Information System (INIS).

24. The Agency was also to be commended for its studies concerning its prospective function under Article V of NPT. The United Nations General Assembly had recommended that the Agency undertake to study ways of observing peaceful nuclear explosions on an international scale when they were carried out. The Director General was planning to convene a panel of experts to study that complex matter. The United States was ready to provide advice and assistance as necessary. The Agency should be encouraged to continue its efforts in that field, particularly with respect to detailed procedures that might be developed for facilitating arrangements for peaceful nuclear explosions, at such time as they became technically and economically feasible. The Agency was the most appropriate organization to foster international co-operation in the field of the peaceful uses of nuclear explosions, and to assume the functions and responsibilities anticipated for an international organization under Article V of NPT.

25. The Agency's increased interest and efforts in the environmental field were also timely and important. The Symposium on Environmental Aspects of Nuclear Power Stations, held in August 1970, had been a significant step forward in sharing up-to-date information and experience in that area and, hopefully, in bringing about a greater degree of public understanding of the contribution that nuclear power made to a healthier environment. The Agency could make another important contribution by serving as a central repository for data on the amounts and concentrations of radioactivity released in connection with the peaceful uses of nuclear energy; that could eventually lead to an international network of moni-

toring stations, operated under Agency auspices. In that connection, the Agency's recent booklet on Nuclear Energy and the Environment, which set forth very clearly the relationship of nuclear energy to the environment and listed the many active programmes in the field that the Agency had been engaged in since its inception was commendable.

26. The United States was glad to note that INIS had begun operating on a limited basis. Embarking on a pioneering venture of that kind was often fraught with difficulties. There was every reason to believe, however, that INIS would turn out to be one of the wisest investments made by the Agency to meet its responsibilities for the exchange and dissemination of scientific and technical information in the field of nuclear energy.

27. Another important Agency effort that deserved special mention was the programme aimed at improving the protein content of food crops through the use of nuclear techniques. The United States had agreed to assist that effort by providing the Agency's Seibersdorf Laboratory with an amino acid analyser for its work in that promising field, and the Federal Republic of Germany had indicated its readiness to contribute over three-quarters of a million dollars to support the programme. The success of that programme could have a profound impact on the future of all mankind in view of the continuing struggle to feed the world's expanding population.

28. Another project relating to the adequate supply of food in future years was the new International Food Irradiation Project, sponsored jointly by the European Nuclear Energy Agency, FAO and the Agency, which was expected to get under way during the coming year. Some 12 countries, including the United States, were expected to contribute to the project which would put major stress on testing irradiated foods for wholesomeness so as to facilitate the clearance of those products for human consumption. That undertaking illustrated once again the value of international co-operation in attaining objectives of importance to the entire world community.

29. A number of American scientists had reported on the outstanding work being done at the Agency's Seibersdorf Laboratory in connection with the insect pest eradication programme. Given increasing public concern over the use of pesticides and their effects on the environment, it was likely that more attention would be devoted in the future to the use of the sterile-male technique for pest control. The Agency had assumed an increasingly important role in developing the technique for a number of insect pests, and should be encouraged to continue its efforts.

30. In conclusion he wished to refer to an important issue before the General Conference, namely, the composition of the Board of Governors.

31. In 1968, the General Conference had requested the Board to review its composition so that it would more adequately reflect, first, the progress in the peaceful uses of nuclear energy achieved by many Member States of the Agency; second, an equitable geographic distribution of seats; and third, the continuing need to ensure the Board's effectiveness as the executive body of the Agency⁴⁾. Since the adoption of that resolution, the conclusion and entry into force of NPT made the reconstitution of the Board of Governors even more important. There was a close relationship between wide-spread adherence to NPT and enlargement of the Board of Governors. Five separate proposals for amendment of Article VI of the Statute were to be considered by the Conference⁵⁾. The United States Government, along with 20 other Member States, had co-sponsored one of the proposals in the belief that it most fully met the criteria laid down by the 1968 General Conference. That proposal had achieved by far the widest support among the Member States which had thus far expressed their views. It was to be hoped that the necessary two-thirds support for the proposal would be forthcoming so that the Member States could have before them a concrete proposal for action at an appropriate time.

32. The coming year would be another milestone in the international development of the peaceful uses of nuclear energy, i.e. the fourth in a series of major conferences on the peaceful uses of the atom to be held at Geneva. Glancing into the future, he believed that the tone of that important conference would be one of optimism and satisfaction at what had been accomplished in a short space of time. The world would see broad adherence to NPT, including its adoption by a number of the most important industrial nations, and the beginning of the application of Agency safeguards under the terms of the Treaty. Secondly, there would be a new surge in the use of nuclear power as countries began to understand the urgent need for electricity, and to realize that, in many circumstances, that need could be met most economically by nuclear power. Thirdly, there would be greater understanding that the Agency was the principal international forum for the promotion and effective control of the peaceful uses of nuclear energy, and that, as such, it was one of the most important and effective members of the family of international organizations.

33. Mr. ROUX (South Africa) recalled that a year previously he had made a plea for adequate deliberation before decisions and had stressed the theme of "festina lente"⁶⁾. In his view that counsel had governed the activities of the Agency during the year — perhaps to too great an extent in some

respects — and there had fortunately been no tendency for the Agency to be stampeded by the pressure of events or political motivation. That was in keeping with the fact that in the short span of fourteen years the organization had come to be recognized as one of the leading international agencies and one of the most efficient. None of the many problems had proved unamenable to solutions which were acceptable to all, a fact that was largely attributable to the scientific character of the Agency and to the belief of the majority that it was not a political forum, but rather a scientific workshop dedicated to the promotion of peaceful applications of nuclear energy.

34. There were at least two outstanding matters which might stretch and test to the utmost the Agency's ability to maintain its cool, detached scientific approach, namely the coming into force of NPT and the amendment of Article VI of the Statute.

35. Both were matters of vital importance to the Agency, both had aspects wide open to political intrusion, and it was imperative that all but the most relevant technical considerations be eschewed by identifying and eliminating underlying extraneous motives.

36. As to NPT, while no-one present would do other than subscribe whole-heartedly to its ultimate objective, many of the non-nuclear-weapon Member States were understandably reluctant to surrender, almost irrevocably, long-held sovereign rights without having precise details of all the implications, especially in respect of safeguards obligations.

37. It was therefore a matter of considerable satisfaction to South Africa that a Safeguards Committee had been set up to advise the Board on safeguards issues arising out of the Agency's responsibilities under NPT and to provide all Member States with an opportunity to ventilate their ideas, their hopes, their doubts and their difficulties with respect to the operation of various facets of the safeguards system. It was quite apparent that the fears which had led the Soviet Union and the United States for so long to oppose the setting-up of that Committee had been based on misconceptions regarding the attitude of the non-nuclear States most directly interested in the problems at issue. The Safeguards Committee (1970) had so far worked usefully and constructively, although its time-table would have been less cramped had it started work not in June 1970, but 18 months ago, as South Africa and others had recommended.

38. In the South African view the Safeguards Committee would have a continuing task. As more States became directly affected by the operation of the Agency's inspection system, so there would be a steady increase in the number of Member Govern-

4) GC(XII)/RES/241.

5) See document GC(XIV)/437.

6) See document GC(XIII)/OR.128, paras 24—46.

ments desiring to participate in the further evolution of the safeguards system. Such interest should be encouraged because if the Agency's safeguards system were to be successful, a climate of mutual co-operation and confidence was required.

39. His delegation was therefore disturbed by the tendency in certain quarters to devote scant attention to constructive proposals by non-nuclear States. A prime example was the question of the starting point of safeguards, the two main contentions centring on the conversion plant and on the presence of special fissionable material. To reconcile those views and many other points of variance would require patience, wisdom and true co-operation.

40. As the financial implications of safeguards would be examined in depth by the Safeguards Committee in October 1970, he would content himself by reiterating that the identifiable costs of safeguards should be regarded as "recoverable under agreements regarding the application of safeguards between the Agency and parties to bilateral or multilateral arrangements" in terms of Article XIV.C of the Statute.

41. In connection with the review of Article VI of the Statute, he had emphasized at the previous General Conference the complexity of the issues involved and had stressed the importance of reaching a conclusion that would be sure of obtaining not only the votes, but also the ratifications of the overwhelming majority of Member States. It was a matter of considerable regret to South Africa that no consensus had been reached that was sufficiently wide or general to permit specific recommendations to be submitted to the General Conference by the Board of Governors. Although South Africa had a preference amongst the five formal proposals before the Conference, it had refrained from committing itself to the support of any one of them because it believed that it was fundamentally important to the continuing success of the Agency that on so delicate a political issue there should be a genuine consensus. Otherwise there was a very real danger that what was, and should be, essentially a scientific Agency might become too political a forum, where scientists would be progressively frustrated by the time and energy expended on rancorous political disputation. South Africa favoured a modest increase in membership of the Board to take account of the changes since South Africa had introduced the previous amendment of the Statute, but without undermining the basic pattern and political balance as evolved by the original framers of the Statute in Washington. South Africa believed that there was a general consensus on that particular aspect of the problem, but recognized that there were differences of opinion as to how a consensus in principle was to be implemented in detail.

42. It would therefore be wise to make a further effort to achieve a general consensus and if such a prospect should emerge during the present Conference, South Africa would support a proposal to defer consideration of the proposed amendments until the fifteenth General Conference in the hope that during the intervening period a formula would be devised more likely to obtain the ratifications of two-thirds of the membership of the Agency. If, however, the Conference decided to press the matter to a vote now, South Africa would record its preference accordingly.

43. The two major issues referred to had largely overshadowed and obscured the main work of the Agency over the past year, that of promoting the advancement of peaceful nuclear techniques throughout the world. That task was constantly hampered by the insufficiency of funds and it was to be hoped that the increased target for the General Fund would achieve a measure of alleviation. South Africa had taken the lead in the Board of Governors in proposing an increase in that target from \$2 million to \$2.5 million. South Africa regarded the increase as fair and equitable to all concerned and had suggested it even before the Director General himself had proposed an increase in the target. His country would base its contribution to the General Fund on the increased target and would again appeal to all Member States to contribute to the General Fund strictly on the basis of their percentage contribution to the Regular Budget. His delegation had noted with satisfaction the declaration by one of the major Member States of its intention to make a substantially larger contribution to the General Fund which would then be in line with that of the assessed ratio.

44. Apart from the direct voluntary contribution to the Agency's funds, South Africa was also maintaining its indirect support by continuing its policy of seeking to provide bilateral aid for those projects in the nuclear field on which countries in its area might wish to embark, but for which the Agency had insufficient funds. In such cases the donor, as well as the recipient, benefited to a remarkable degree — largely from the cross-fertilization of ideas and also, of course, from greater mutual understanding.

45. His delegation had on more than one occasion expressed its appreciation of the procedure introduced some two years ago, whereby details of the progress in the peaceful uses of atomic energy in Member States during the preceding year were circulated in printed form to Conference delegates. It was not his wish to repeat the printed work to any extent, but there was one part of the South African document⁷⁾ to which he wished to refer briefly.

7) See document GC(XIV)/INF/124.

46. The relevant portion concerned the announcement that scientists of the South African Atomic Energy Board had developed a new process for the enrichment of uranium. There was not much that he could add to what the Prime Minister of South Africa, Mr. B.J. Vorster, had already said other than to provide further elucidation of a few aspects.

47. In the early 1960s it had become clear that enriched uranium power reactors offered undoubted advantages over those based on natural uranium and that in consequence the demand of the world's nuclear power programme would be mainly for uranium in the enriched form. South Africa, as a large uranium producer, thus had a strongly motivated interest in producing its own enriched uranium.

48. How to achieve such self-sufficiency had been another matter. The development of gaseous diffusion technology and the construction of an economic plant had been, for all practical purposes, beyond the capacity of South Africa. To embark independently on her own research and development on either of the other two processes in the hope of establishing a more attractive process than other developed countries working in that field had appeared to be senseless duplication. The only reasonable approach had therefore appeared to be to try to find a new route. Such a route had eventually been devised — new at least, in so far as South Africa was aware — and pursued in the years that followed by intensive research and development.

49. In the previous year the stage had been reached where laboratory-scale work had advanced far enough to warrant the construction of a pilot plant. Everything possible had been done to bring it into operation as rapidly as possible. The most important purpose which the pilot plant would serve would be the reliable determination of design and cost parameters for a full-scale plant. Naturally, the ultimate objective was the construction of an economical full-scale plant or plants.

50. Careful estimates based on the present state of development had indicated that a full-scale plant could be constructed that would be competitive with existing plants in the western world. More important still, the process and its application offered a wide potential for further development which, if it could be successfully exploited, ought to lead to a uranium enrichment route having a decided advantage over known existing routes. Research and development work was being pursued with unremitting zeal.

51. In view of the great promise inherent in the process his Government had decided in the interests of the world not to restrict the exploitation of the process to South Africa, and had declared itself prepared to share the knowledge and technology with other countries, subject to conditions which the South African Prime Minister had broadly outlined.

52. Another important aspect of the announcement had been the re-affirmation by his Government of the peaceful objectives of its nuclear energy programme as a whole. Over many years his country had demonstrated by its active participation in the activities of the Agency — and especially those relating to the acceptance and implementation of an effective but realistic safeguards system — that it was in earnest in contributing to the prevention of the proliferation of nuclear weapons. The exploitation of its enrichment process purely for peaceful purposes would be an express condition in the conclusion of any co-operative agreement with another country.

53. In considering those affairs of the world at present in the forefront of public interest and concern, few people present would omit that of environmental pollution. Man's reaction to the warnings of ecologists and environmental scientists had been of a somewhat non-analytical character and it was perturbing that nuclear energy should be regarded with suspicion as one of the polluters of the environment. Now was the time for the Agency and indeed everyone concerned to ensure that a true picture of the peaceful potentialities of the atom was presented realistically and in true perspective to those entrusted with the responsibility of protecting the environment, so that the role of nuclear technology in ensuring a clearer atmosphere could be properly appreciated. Every opportunity should be seized to stress the stringent precautions which had been applied throughout the history of peaceful nuclear applications to prevent any deleterious environmental effects. The Agency's brochure on Nuclear Energy and the Environment was a very useful beginning.

54. One particularly pertinent aspect was that of the disposal of radioactive waste into the sea. His delegation had noted with approval the activities of the Monaco Laboratory in the accumulation and evaluation of scientific data, standardization and the co-ordination of research investigations. Such preparatory work was essential for the ultimate aim which, he hoped, was that of drafting international standards for the control of discharge of radioactive wastes into the sea. In the meantime it behoved the Agency to encourage and promote research, especially in those ocean regions where available information was perhaps scanty. There had been a somewhat disturbing tendency to neglect the potential contribution in that field by Member States well equipped to garner and supply oceanographic information.

55. The time had come to criticize (constructively if possible), to guide and to aid the Agency in its mammoth task of organizing the scientific aspects of the Fourth United Nations Conference on the Peaceful Uses of Atomic Energy. The deadline for

the submission of abstracts of papers to be presented was near. He wished to point out that the proposed greater use of review papers was not without its dangers. A review article by its very nature must eschew detail to a large extent, yet the majority of delegation members attending the Conference — particularly those attending as advisers and observers — would be there in search of detailed knowledge. Possibly one of the main functions of such gigantic meetings was the advancement and progress resulting from the interchange of ideas, sparked off in turn by the release of know-how and other information painstakingly acquired in the laboratory. The very laudable enlightening of the less "nuclearly" oriented planners, economists and public officials should not be accomplished at the expense of the scientists, the engineers and their fellow technologists.

56. South Africa, by comparison with other advanced countries, was extremely limited in terms of scientific manpower. Nevertheless, like every other nation, it had its talented sons and daughters, and by judicious selection it had built up in the nuclear field a team which had been responsible for a number of modest achievements. The Agency had followed the same precepts and over the years had built up a team which each year was faced with greater and greater responsibilities. Most of the scientists were of necessity birds of passage who made their contribution to the world picture of nuclear energy before returning to their home countries. There was also, however, a solid firm foundation provided by the Agency's permanent staff of Professional and General Service members. Without them and their efficient services normal operation and progress would be impossible. His delegation therefore paid tribute to those members of the Secretariat.

57. He urged that the Agency continue its deliberate and responsible progress, that it cherish its scientific character and that it uphold its vital charter by nurturing and applying all its resources. In that way only could it discharge its duty — that of bringing to the whole of mankind the progress, health and welfare of the peaceful applications of atomic energy.

58. Mr. OTERO NAVASCUES (Spain) said that the Spanish Nuclear Energy Board had continued to make progress in the main spheres of nuclear activity, including the fuel cycle, nuclear reactors, desalting of sea water, isotopes and basic research. It had also given advice to private undertakings and to the Government on matters relating to process control, contamination and nuclear safety. A great effort had been devoted to aerial prospecting, which by the end of 1969 had covered 29 000 km². That work had yielded a considerably greater geological knowledge of extensive tracts of country, revealing potential uranium deposits in some and leading to

more intensive working of ore in others. As a result of research and development work, the capacity of heap-leaching plant had now reached 36 000 tons per year, excluding the new concentrate plant intended for the area of Ciudad Rodrigo. The Andújar uranium plant was continuing to produce concentrates at its rated output of 60 tons of U₃O₈ per year.

59. Experimental work on the production of nuclear materials, including fuels, was also continuing. The M-1 reprocessing plant would treat fuel from the Swiss Saphir reactor under a sub-contract with Eurochemic. The CIES radioactive waste processing plant had already asphalt-treated 81 027 litres of low-level and 24 454 litres of intermediate-level wastes and had cement-treated 30 712 litres of intermediate-activity materials.

60. The improvement of the facilities and services at the JEN-1 and JEN-2 reactors was continuing. A number of specialized experiments had been carried out in the CORAL-1 fast reactor.

61. Interesting experiments were going ahead in connection with the desalting of sea water and it was intended to employ a computer to process the data obtained.

62. The number of isotope users had shown a further increase, amounting to 624 at the end of 1969. By that time 317 establishments using radiations had been licensed to operate. The most important new development in that field was the CESAR facility, acquired by a private undertaking with governmental authorization, for radiosterilization of surgical materials. Authorization had also been given for the commercial irradiation of potatoes. The production of isotopes and labelled compounds was continuing.

63. As he had said on other occasions, nuclear power had reached, in Spain, a position of direct competitiveness with other sources of power — particularly with stations which used Spanish fuel. The first Spanish nuclear power station, of 153 MW capacity, had started up at the end of 1968 and had already generated 1 500 million kWh. The second nuclear power station, of 460 MW capacity, would go onto full power in 1971 at a location in the north of Spain and the third station, producing 480 MW, would start up by the end of 1972 in the province of Tarragona. During the present year tenders would be received for the construction of two stations, each made up of two 800-MW units, and situated on the northern coast of the country near Bilbao and in Extremadura. Negotiations were in progress for the licensing of a further station, likewise comprising two 800-MW units, to be erected on the banks of the River Ebro in the province of Tarragona. The Nuclear Energy Board was providing substantial technical assistance for all those projects.

64. The Institute of Nuclear Studies had stepped up its activities considerably during the past year. The promotion of fundamental research had been extended to most of the universities and research centres. Particular mention should be made of investigations in theoretical physics, molecular biology and the solid state. The courses organized by the Institute had been of an essentially practical character and the personnel trained in them had been placed immediately in industrial undertakings.

65. Further fellowships had been awarded for research, and the average number of projects in that category had risen to about 70 during the past year. The work of the Institute at the international level had been equally important: it had sponsored and directed the research activities of fellows from abroad sent by the IAEA and by countries which had bilateral co-operation agreements with Spain.

66. With regard to Spain's international relations in the nuclear field, mention should be made of the signature in July 1970 of a bilateral nuclear co-operation agreement with the Government of Portugal and the signature of another agreement, in January 1970, between the Spanish Nuclear Energy Board and the Atomic Energy Commission of the United Arab Republic.

67. Spain possessed a number of important nuclear installations which it had voluntarily submitted to the Agency's safeguards. It had also been strongly in favour of the establishment of a permanent committee, directly under the Board of Governors, for the purpose of scrutinizing the safeguards system and its application, so that as time went on all available technological improvements which might yield greater efficiency could be introduced. A permanent committee of the type advocated by Spain through its representative on the Board of Governors had not been set up, but his Government considered that the establishment of the Safeguards Committee (1970), which concerned itself specifically with safeguards under NPT, constituted a definite advance.

68. The Spanish delegation noted with satisfaction from the Annual Report of the Board of Governors that the number of research contracts on safeguards had increased⁸⁾; one of those contracts related to a Spanish power station. It was to be hoped that such activities would continue to expand and that their results would lead to a simplification of safeguards techniques, something which was not only of technical interest, but which would also help to dispel the anxieties of many countries that the application of the safeguards system would prove too burdensome. Otherwise, any excessive cost of such services would prejudice other important activities of the Agency, such as technical assistance.

8) See document GC(XIV)/430, para.115.

69. The Spanish delegation wished to thank the Director General for having engaged a Spanish scientist as a Director in the Department of Safeguards and Inspection, an appointment which marked a first step towards increased participation by Spanish professional staff in the work of the Secretariat.

70. Mr. BERLIS (Canada) said that the Conference was one of particular importance in the Agency's history because of the challenge the Agency had now to face in meeting the safeguards responsibilities devolving on it with the entry into force of NPT, while at the same time assuring continuity in its traditional promotional and technical assistance activities.

71. Canada's strong support for the Agency partly lay in the interest and relevance of the Agency's activities in the promotion of nuclear science and technology, nuclear power production and uranium exploration and production for its own nuclear energy programme. The close co-operation Canada enjoyed with such developing countries as India and Pakistan had also enhanced its awareness of the valuable assistance the Agency was furnishing to the developing countries.

72. Canada, as an important supplier of uranium, fully supported the Agency's efforts in organizing symposia and collecting information on uranium resources and exploration. Although uranium was currently in over-supply on the world market, projections of world requirements up to 1980 would predicate a three-fold increase in present production and Canada, with only 20 per cent of its known low-cost reserves committed and its significant additional potential, would be in a good position to share in the growing world market. The tempo of uranium exploration in Canada had therefore remained high in 1969; moreover, its uranium production capability had been significantly enhanced by the recent completion of the uranium hexafluoride plant at the uranium refinery in Port Hope, Ontario.

73. During the past year, Atomic Energy of Canada Limited had continued to make important progress in all its areas of responsibility. The prototype nuclear power station at Douglas Point, Ontario, had had a successful year; since 1 March 1970, the date of the first on-power refuelling, some 1000 fuel bundles had been replaced during the reactor operation. The 250-MW Gentilly nuclear power station in the Province of Quebec was nearing completion and was scheduled to go into operation in 1971. The first two units of Ontario Hydro's four-unit MW Pickering generating station, Canada's first full-scale nuclear power installation, were also nearing completion; they were expected to go critical in 1971. Significant progress had also been made on the Bruce nuclear project, which would include a 3000-MW nuclear power generation station, an 800-

ton-a-year heavy-water production plant and the existing Douglas Point nuclear power station; when completed it would be one of the world's largest nuclear power plants.

74. With regard to Canadian-designed nuclear power stations abroad, the installation for the first unit in Rajasthan, India, was virtually complete, and the comprehensive programme for the training of Indian staff in Canada, carried out over the past six years under the auspices of the Canadian International Development Agency, had also been completed. In Pakistan, the 137-MW KANUPP project was scheduled to go critical within the next few months, and again many Pakistan personnel had received training in Canada. An agreement had been concluded in 1969 for Atomic Energy of Canada Limited to supply a nuclear research reactor to the Atomic Energy Council in Taiwan, and construction of that project was now under way.

75. Research and development programmes at Chalk River and Whiteshell nuclear research establishments were continuing, both on potential improvements of the present line of nuclear power stations and also on possible new future systems. At the same time, much research and development work on other applications of nuclear energy was going on in the universities and elsewhere.

76. His Government believed that the entry into force of NPT signified a major development in the quest for arms control. It was now incumbent on the States possessing nuclear weapons to seek agreement as quickly as possible on the limiting of the nuclear arms race in order to create the necessary atmosphere for nuclear disarmament. Success in the Strategic Arms Limitation Talks (SALT) would follow logically from the 1963 Partial Nuclear Test Ban Treaty, the Treaty establishing a nuclear-free zone in Latin America, the 1967 Treaty banning the test of nuclear explosive devices in outer space, and lastly NPT. In order to maintain the momentum gained and produce the impetus for negotiations on nuclear disarmament, the few remaining States which had not as yet signed NPT should do so without delay.

77. It was gratifying that the Safeguards Committee (1970) had been able to agree on the principles and the structure of the safeguards agreements envisaged under NPT. The completion of Part I of the Committee's report to the Board of Governors⁹⁾ would allow the Agency to commence negotiations in accordance with Article III.4 of the Treaty; Canada was already in touch with the Director General with a view to meeting the requirements of that Article. The Safeguards Committee, he was confident, would be able to agree without delay

9) GOV/1420.

on the technical provisions required to implement the principles laid down. The Committee's work had been greatly helped by the experience available in the Agency's Secretariat on the application of safeguards over the years.

78. The cost of implementing safeguards under NPT should be regarded as an investment offering a possible high return in benefit to international security. Canada was therefore prepared to support budgetary measures which would enable the Agency fully to carry out its responsibilities in the matter. And since the effective application of safeguards under the Treaty would furnish all the Members with an additional measure of security, it was appropriate that financing of the cost should be met by all the Members under the Regular Budget. The alternative of financing largely by the non-nuclear-weapon States directly concerned would place an additional financial burden on any developing country wishing to launch a peaceful nuclear programme under NPT safeguards. At the same time, the larger share of the Agency's increased resources to be devoted to safeguarding activities should not be obtained at the expense of its other important work.

79. As a contribution towards the development of effective safeguards measures, Canada was participating in a joint programme with the United States of America to develop and evaluate tamper-resistant unattended safeguards techniques for on-power fuelled reactors (TRUST). The programme was centred on the testing of safeguards surveillance instrumentation and techniques at the nuclear power demonstration reactor at Rolphton, Ontario. The installation of equipment was under way and integrated tests were planned to begin in the autumn of 1970. The Director General was being kept informed of the results obtained through periodic progress reports.

80. Canada supported the Agency's budget for 1971 and programme for 1971-76. The Director General's review of manpower utilization and deployment in the Secretariat had been noted and Canada strongly supported continued efforts to ensure the most efficient use of both manpower and funds.

81. The Agency's technical assistance work, including activities under the United Nations Development Programme (UNDP), was being carried out with competence. In addition to supporting UNDP, Canada had regularly contributed to the Agency's voluntary fund in accordance with its assessed target amount. Although it would prefer to see additional funds for technical assistance channelled through UNDP, Canada fully understood the problems facing the Agency in meeting urgent requests from its newer Members. It therefore supported the proposed increase in the target of the voluntary fund from \$2 million to \$2.5 million and was prepared to increase its contribution accordingly. It was to be hoped all Members would support the new target.

82. The financing of nuclear power programmes was a matter of particular relevance for the developing countries. The Canadian Government had established programmes providing either direct financing for the purchaser of capital goods or Government guarantees to private banks, where the private sector was involved in the financing. That policy had important implications for developing countries considering nuclear power development projects. The Canadian Development Corporation might provide loans or guarantees in respect of financing of Canadian exports including, in appropriate circumstances, nuclear power plants.

83. The revision of Article VI of the Statute concerning membership of the Board of Governors was an important issue before the Conference. Five proposals for revision had been submitted for its consideration. As the matter was one that had been exhaustively discussed in the Board of Governors over the past two years, his Government hoped that the Conference would be able to reach a decision on the plan best meeting the criteria for amendment set out in Resolution 241 of the Twelfth General Conference and, with that object in view, Canada had co-sponsored the proposal for revision submitted by Argentina and other Member States.

84. In view of the fact that wide practical application of the technology of nuclear explosions for civil purposes was at best some years off, his Government considered that the Agency should confine its initial activities in regard to the possible establishment of an international service for nuclear explosives to exchange and dissemination of information. The orderly fashion in which the Agency had been proceeding in examining and defining its role in the matter, in consultation with Member States, was a matter for satisfaction.

85. With regard to the Fourth International Conference on the Peaceful Uses of Atomic Energy, his Government recognized the increasingly important role which the peaceful applications of nuclear energy would play in everyday life. The benefits, although potentially enormous, were as yet largely unrealized and Canada was supporting activities contributing to more widespread dissemination of information in that field. It was particularly gratified to note that the Fourth Conference would place emphasis on subjects of interest to public officials, economists and planners, as well as to scientists. A national co-ordinating committee had been established to organize Canadian participation in the Fourth Conference and in the scientific exhibition attached to it.

86. Due to its natural interest in the matter, studies were under way in Canada on the probable thermal effects on lakes and rivers of nuclear and other thermal power plants. The tentative results so far obtained indicated that attention must be

paid to that problem in the future siting of power plants. The Agency had an important role to play in identifying present and future problems arising from the environmental aspects of nuclear power plants, particularly in regard to the development of international standards and regulations.

87. Canada had taken an active part in the work of the Preparatory Committee of the United Nations General Assembly responsible for bringing together proposals for an international development strategy for the Second United Nations Development Decade. The Agency had made a valuable and constructive contribution to that work; and Canada had strongly supported the inclusion of the section on science and technology which was of particular interest to the Agency. Under that section, the Agency would be given the broad authority required to carry forward more actively than ever before its important work in, for example, the use of isotopes in industry, agriculture and medicine; the role of nuclear energy as a source of power; and the possible uses of nuclear power in desalination; as well as the expansion of its technical assistance to the developing countries. The final text of the strategy had still to be considered by the General Assembly but it would undoubtedly provide sound positive guidance both to Governments and agencies in the United Nations system for the development of assistance programmes in the 1970s.

88. Lastly, vital as were the Agency's enhanced safeguarding responsibilities, it must continue to give at least equal emphasis to its traditional promotional and technical assistance activities, which obviously merited undiminished attention and unflagging effort.

89. Sir Philip BAXTER (Australia), referring to certain features of Australia's atomic energy programme during the preceding year, said that his Government had decided to proceed towards the construction of its first nuclear power station. Tenders had been invited for the construction of a station with a capacity of about 500 MW(e) from firms supplying power reactors, and 14 different tenders had finally been received from seven suppliers in four countries. The proposals included boiling-water reactors, pressurized-water reactors and steam-generating heavy-water reactors, all using enriched fuel, as well as natural-uranium reactors of the pressure-tube and pressure-vessel types. A final choice was to be made towards the end of the current year. Bidders had been required to propose a station capable of operating on fuel which could be prepared and manufactured within Australia from local resources. The station was expected to go into commercial operation by the end of 1975.

90. The Commonwealth of Australia would finance the construction of the station (the Atomic Energy

Commission having immediate responsibility for it), and would own both the station and the fuel. The power generated by the station would be sold to the Electricity Commission of New South Wales, which would operate the station.

91. The step thus taken marked the beginning of a substantial nuclear power industry, and had an obvious bearing on the question of Australia's nuclear fuel reserves, which were now large enough not only to satisfy domestic, but also export demands. The ban on the export of uranium had been partially relaxed since 1967 to encourage exploration, as a result of which the number of companies engaged in the search for uranium had doubled since June 1969 (to more than 60). Reserves had consequently increased. The reserves of U_3O_8 which could be recovered at a cost under \$10/lb had been about 23 000 short tons at the beginning of the current year, and promising discoveries had been reported since then.

92. Australia had kept in touch with international developments in uranium enrichment and had noted the tripartite agreement recently concluded between the United Kingdom, the Federal Republic of Germany and the Netherlands relating to exploitation of the centrifuge process.

93. The discussions on future ownership of diffusion plants in the United States and on the enlargement of capacity and the probable trends of enrichment costs had been followed with keen interest in Australia, where substantial progress with enrichment — particularly with the gas centrifuge process — had also been made.

94. In recent years the demand for radioisotopes had increased to such an extent that the supplying facilities were greatly strained. Eighty per cent of the radioisotopes supplied by the Australian Atomic Energy Commission were used for medical purposes. At present, more than 1500 doses of very short-lived radiopharmaceuticals for diagnosis were dispatched every week by a carefully co-ordinated air/road system of transport from the Commission laboratories at Lucas Heights to hospitals throughout the country. By 1972 the weekly supply was expected to exceed 2700 doses. Radioisotopes were also exported to countries within the Asian and Pacific area.

95. Outstanding progress had also been made with industrial applications, particularly analytical and control techniques of great value in the mining industry.

96. He expressed gratitude to the United Kingdom, Canada, the United States, France, India and also to the Agency for their collaboration with Australia. The exchanges of personnel and information made possible by collaborative arrangements were of con-

siderable mutual benefit, and he hoped that such international co-operation would continue in the future.

97. His Government had taken pleasure in providing research facilities to overseas scientists at Lucas Heights during the past year, and in training Agency and Colombo Plan fellows. Australia hoped to be closely associated with the Agency's activities during the next twelve months and, in particular, with the work of the International Nuclear Data Committee and the INIS Programme, which were of real value to all Member States of the Agency.

98. His Government had noted with pleasure that an Australian expert, Dr. A.R.W. Wilson, had been appointed Chairman of the first IAEA panel on the peaceful uses of nuclear explosions, held in Vienna in March 1970, and hoped that collaboration with the Agency in technical studies related to that subject would develop further.

99. Referring to the Agency's major activities during the past year, he said that the work of the Safeguards Committee (1970) was of the utmost importance to the whole international community. Australia had declared its general views in its communication to the Director General¹⁰⁾ and in its statements at the Committee's meetings. The Australian delegation had participated actively and constructively, if at times critically, in the Committee's deliberations.

100. At present, Part I of the model safeguards agreement¹¹⁾ had been redrafted and accepted by the Board as the basis for negotiation by the Agency of agreements with States Parties to the Treaty. The outcome of such negotiations would clarify the practical situation and illuminate the issues involved for all concerned. That would be helpful to all — to the Agency and in particular to those countries such as Australia, whose ultimate position with regard to ratification of NPT had not yet been determined and depended a good deal on the outcome of the negotiations.

101. A number of very thorny problems remained to be solved in the Safeguards Committee: Part II had to be drafted, for example, in such a way as to reflect and interpret, in technical provisions, the principles accepted and embodied in Part I. The question of financing was also far from being settled. Despite those difficulties, however, and the fact that many of the proposals put forward by Australia had not been accepted, the Australian delegation was nevertheless encouraged by the progress made, and would continue to contribute, in a co-operative spirit, to the successful accomplishment of the Committee's task.

10) See document GOV/COM.22/2, section 1.

11) See document GOV/1420.

102. Another matter of major importance to the Agency during the past year had been the review of Article VI of the Statute. Australia took note of the fact that no consensus had been reached on the question of the Board's composition and was aware of the difficulty of reconciling many different interests and points of view. At the present session of the Conference, his delegation would do its utmost to help find a balanced, fair and effective solution.

103. In conclusion, he said that the Australian delegation was in favour of adopting the Annual Report of the Board of Governors to the General Conference.

104. Mr. VASSILIEV (Bulgaria) said that the present session was being held six months after a most important event in international political life which had, and would continue to have, a great influence on the life and activities of the International Atomic Energy Agency, namely the entry into force of NPT, which represented a great and indisputable success in the sphere of nuclear disarmament. Under that Treaty the Agency was assuming functions and responsibilities which would increase even further its authority as a competent and effective international organization. The responsibilities laid upon it by the Treaty confirmed once again that the Agency was, along with the United Nations itself, the only organization in the United Nations family whose main function was the preservation of peace.

105. It was a matter for satisfaction that the Agency, despite great difficulties, differences of opinion and a tight time-table, had got to grips with the main, immediate problem emerging from the Treaty, namely the application of Agency safeguards to secure its observance. Thanks to the capable work of the Secretariat, for which special gratitude was due to the Director General, and to the labours of the Safeguards Committee (1970), the principles for the safeguards agreements to be concluded between the Agency and non-nuclear power Parties to NPT had now been elaborated. The position of his country on that question was well known, and his delegation was well satisfied that it would be possible to begin negotiations on the agreements within the period laid down in the Treaty. Bulgaria had been one of the first countries to express its readiness to begin negotiations in the very near future. It was to be hoped that during the second series of meeting of the Safeguards Committee, in October 1970, the same spirit of co-operation and compromise would prevail so that a definitive text could be adopted in good time.

106. As to the review of Article VI of the Statute, the Bulgarian People's Republic, in common with the other sponsors of the proposal set out in document GC(XIV)/437, section A.1, would make every

effort to find a reasonable compromise, acceptable to all, for an amendment of Article VI. The present session would show to what extent such a compromise was possible and practicable. His delegation continued to hold the view that the increase in the size of the Board should not be allowed to impair its efficiency, and that the Board should accordingly consist of no more than 29-31 members. The increase should, in his delegation's view, be made in the elective seats.

107. His delegation had studied with great interest the main lines of work of the Agency and had noted with satisfaction its consistent and effective efforts to provide the developing countries with better possibilities for the utilization of nuclear energy in peaceful projects.

108. All the Agency's activities were aimed at promoting the exclusively peaceful use of nuclear energy in the service of man. In that connection arrangements for co-operation between individual countries, on a bilateral or multilateral basis, either directly or through the offices of the Agency, could play a very important part. It was precisely in that spirit that his country had concluded agreements with the Soviet Union, Czechoslovakia, Poland, Yugoslavia and France and was co-operating with them in common work on certain matters related to the peaceful utilization of nuclear energy.

109. Having studied the Agency's programme for the 1971-72 and 1973-76 periods, his delegation believed that the measures to be taken were in conformity with the principles enshrined in the Agency's Statute and took full account of the uninterrupted development of modern science and technology, in which the special promise of nuclear energy and technology stood out so clearly. His delegation commended the prominent position accorded to technical assistance, which remained one of the Agency's most important activities. Along with the general development of nuclear science and technology, technical assistance was acquiring progressively greater importance in agriculture, biology, physics, power generation, health, the treatment of radioactive wastes, information and a number of other fields connected with the utilization of nuclear energy for peaceful purposes.

110. In 1969 technical assistance had been directed, to a considerably greater extent than heretofore, to agriculture and the food industry. That was the natural result of the efforts of certain countries to improve and increase their food resources. The assistance granted to some countries had unmistakably yielded positive results through the introduction of new methods and new varieties in grain production and stock raising. The recommendation of the joint Agency/FAO/WHO Expert Committee concerning clearance of the sale of irradiated potato grain and

grain products to consumers for a period of five years was in his opinion timely.

111. He noted with satisfaction the increase of 41% in the volume of technical assistance provided during the past year by comparison with 1968. He confirmed the notification sent by his Government to the Agency Secretariat that Bulgaria was prepared to accept the proposal for increasing the target for the General Fund from \$2 million to \$2.5 million and to pay the appropriate percentage. In addition, Bulgaria would provide two fellowships at Bulgarian higher educational institutes in the field of nuclear energy. He asked whether it would not be desirable for the Secretariat to consider using the national-currency contributions of Member States to the General Fund — in cases where the Agency was unable to make use of them in some other way — for the organization in those countries of symposia, seminars or other measures. That idea would not only enable the Agency to employ otherwise unused sums available in national currency in various countries, but would also encourage the latter to increase the percentage of their contributions to the General Fund. The Secretariat might also consider whether UNESCO could participate in the organization of certain seminars and courses, the subject matter of which definitely lay within the competence of that organization in respect of personnel training.

112. Bulgaria was following with great interest the activities of the Agency in nuclear power engineering and power generation, and also in the desalination of water. The inclusion of nuclear power reactors in electrical power networks also called for the intensive training of staff in the correct and safe operation of those sources of power. In that connection Bulgaria, apart from organizing special courses for the training of personnel directly engaged on the

construction of nuclear power stations, had included certain new disciplines in the curricula of its higher educational institutes. He welcomed the courses, organized for UNDP, on the training of staff in the repair and maintenance of nuclear equipment.

113. He welcomed the ready response of the Soviet Union to the request by non-nuclear countries to undertake enrichment of their nuclear raw material.

114. It was well known that the correct utilization of nuclear power represented no hazard to the environment, and in fact that its use might rather be regarded as a step forward, as far as environmental pollution was concerned, by comparison with conventional power sources. The preparation and adoption of uniform, generally applicable standards in the field of equipment and technology and of health and safety undoubtedly represented a very real contribution by the Agency in that connection. At the same time, new legal provisions were being enacted at both national and international levels. It might be that a general classification of existing legal provisions would be useful to some countries in the preparation of their specifically nuclear legislation.

115. He wished in conclusion to restate the position of his country, which had already been made clear on numerous occasions, regarding the universal nature of the Agency and the need to accept all States expressing the wish to become Members and fulfilling the requirements of the Statute. He had particularly in mind the question of membership by the German Democratic Republic, which would be in logical accord not only with the scientific and technical development of that country, especially in nuclear energy, but also with the real political situation in Europe and the world.

The meeting rose at 12.55 p.m.