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COMMITTEE OF THE WHOLE

RECORD OF THE FIRST MEETING

Held at the Neue Hofburg, Vienna, on Wednesday, 24 September 1975, at 10. 50 a. m.

Chairman: Miss LIM (Malaysia)

Item of the agenda**	Subject	Paragraphs
-	Election of Vice-Chairmen and organization of work	1 - 4
7	The Agency's accounts for 1974	5 - 8
8	The Agency's budget for 1975	9 - 18
9	The Agency's budget for 1976	19 - 61
11	The Agency's relations with inter-governmental organizations	62 - 69
12	The Agency's relations with non-governmental organizations	70 - 71

* A provisional version of this document was issued on 30 September 1975.

** GC(XIX)/559.

THE RECORD

ELECTION OF VICE-CHAIRMEN AND ORGANIZATION OF WORK

1. The CHAIRMAN said she took it that the members of the Committee were in favour of electing two Vice-Chairmen under Rule 46 of the Rules of Procedure, and informed them that she had received the nominations of Mr. Eriksen (Norway) and Mr. Aninoiu (Romania). She proposed that if no further nominations were forthcoming, those candidates should be declared elected

● 2. There being no further nominations, Mr. Eriksen (Norway) and Mr. Aninoiu (Romania) were unanimously elected Vice-Chairmen of the Committee of the Whole.

3. The CHAIRMAN read out the items on the agenda in document GC(XIX)/COM. 5/1 which the General Conference had allocated to the Committee. She suggested the items be discussed in the order in which they appeared on the agenda.

● 4. It was so agreed.

THE AGENCY'S ACCOUNTS FOR 1974 (GC(XIX)/549)

5. Mr. UNGERER (Federal Republic of Germany) said he wished to make two comments on the Agency's accounts for 1974. First, he was gratified to see that the amount represented by outstanding contributions was decreasing and that the same trend had been noted in 1975. Secondly, he wished to pay a tribute to the excellent work that the External Auditor had been doing over the past few years. The Agency's Division of Budget and Finance also deserved commendation.

6. Mr. BAŞSOY (Turkey) was glad to see the decrease in outstanding contributions, but felt that the amount involved was still too high; he hoped the figure would be lower in 1975.

7. The CHAIRMAN took it that the Committee wished to recommend the draft resolution in document GC(XIX)/549 for adoption by the General Conference.

● 8. It was so decided.

THE AGENCY'S BUDGET FOR 1975 (GC(XIX)/548)

9. Miss HERPELS (Belgium) wished to enter a definite reservation regarding the requested additional appropriation of \$135 000 under the 1975 budget to expand the activities of the International Nuclear Information System (INIS). It had been provided in the Agency's programme

for 1975-80 and in the budget for 1975 [1] that machine-readable abstracts would not be introduced before 1977 [2]. In December 1974 the Second Advisory Committee for INIS had recommended that machine-readable abstracts be introduced as early as July 1975, which would result in additional expenditure of \$135 000. In February 1975 the Director General, in a report to the Board on the operation of INIS, had proposed that that increase should be covered by savings made elsewhere in the budget and by transfers of funds between sections of the budget. That course of action was permissible since it did not change the total budget appropriation authorized by the eighteenth regular session of the General Conference. According to Article XIV of the Agency's Statute, the programme and the budget for it had to be approved by the General Conference. Thus, no decision with financial implications could be taken without its approval. However, the expansion of INIS activities had been decided on in full knowledge of the fact that that action would require the voting of a supplementary appropriation for the 1975 budget. The General Conference was thus faced with a fait accompli and that was a dangerous precedent. Although the Belgian delegation supported the INIS programme, it could not agree to such a procedure, and would therefore abstain from voting on the draft resolution.

10. As for the actual amount of \$135 000, she wondered whether that figure was not excessive in view of the fact that it related to the processing of machine-readable abstracts in the second semester of 1975 only, whereas the Director General, in his report in February 1975, had stated that the expansion of the programme and the publication of abstracts in the INIS Atomindex would increase the annual budget for INIS operations in the Agency from 75 000 to 155 000 dollars only. That was a bad sign for the Agency's future INIS budgets, unless one took into account the explanations given in document GC(XIX)/550, paragraph 20.

11. Mr. ALI (Bangladesh) said that on the whole his delegation supported the budget for 1975. Nevertheless, as a developing country, Bangladesh was concerned that technical assistance programmes were still financed from voluntary contributions and that for 1975 the Agency had not had sufficient funds available to meet all the technical assistance requests. On the other hand, he noted with satisfaction that increased funds had been allocated for recruitment for technical assistance, although the developing countries had a greater need for assistance in the form of equipment than in the form of services of experts. The allocation for assistance in the form of equipment had also been increased, however, and he welcomed that trend, which should be continued

[1] GC(XVIII)/526.

[2] Ibid., para. L. 19.

in 1976. He was also glad to note that the large-scale projects programme had been expanded and that substantial funds had been allocated for its implementation.

12. The safeguards estimates were increasing every year, and while he accepted those increases, he thought the Director General should study the application of safeguards more closely with a view to arriving at uniform procedures. Efforts should also be made to improve safeguards techniques without increasing expenditure. Finally, he congratulated the Director General on his success in effecting substantial savings in 1975. He hoped that trend would continue in the future.

13. Mr. POPP (Federal Republic of Germany) said that the supplementary appropriation requested in document GC(XIX)/548 was based on the assumption that the exchange rate would remain unchanged at 17 Austrian schillings to the dollar throughout the year 1975, which would result in a deficit of \$2 035 000 merely as a consequence of the dollar's weakness against the schilling. Since the June meetings of the Board, however, the dollar had constantly strengthened and had reached a value of 18.50 schillings during the preceding week. That increase was due to a fundamental change in basic economic factors in the United States of America and reflected a tendency which could continue in the foreseeable future.

14. In a memorandum submitted to the Board the week before, the Director General had restricted himself to stating that a rate of exchange below 17 schillings had prevailed during the first months of the year. But, in view of the improvement in the rate of exchange, the supplementary appropriation of \$2.5 million requested in document GC(XIX)/548 seemed likely to result in an unusual positive balance of \$200 000.

15. One might therefore feel inclined to request a reduction of the supplementary appropriation requested, but the Director General had presumably thought that that was not justified. Nevertheless, he (Mr. Popp) wanted to stress that the amount requested should be a maximum. While his delegation had agreed to authorize transfers between sections of the Regular Budget for 1975 at the preceding week's meeting of the Board, it had done so only because it had full confidence in the management of the Director General, who had assured the Board that he would also apply the strictest possible economies in the budget for 1975.

16. Mr. HAMMOND (Canada) recalled the views expressed by his delegation at the most recent meeting of the Board, namely that the use of cash excesses from preceding years for the current budget had to be regarded as an exceptional measure in the light of the Agency's financial regulations. The request for a supplementary appropriation was of course understandable, especially in view of the

fluctuations in exchange rates, increases in salaries and allowances, and the expansion of the INIS programme. His delegation wanted to stress again, however, that Article 7.02 of the Financial Regulations should be observed. Nevertheless, it supported the request contained in document GC(XIX)/548.

17. The CHAIRMAN took it that the Committee wished to recommend the draft resolution in document GC(XIX)/548 for adoption by the General Conference.

● 18. It was so decided.

THE AGENCY'S BUDGET FOR 1976 (GC(XIX)/550)

19. Mr. TANAKA (Japan) noted that aggregate contributions to the Regular Budget showed an increase of 28.4% as compared with 1975; the result would be a very heavy financial burden for Member States. His Government hoped that the Secretariat would henceforth redouble its efforts to avoid overstepping the limits of the budget and to keep expenditure down.

20. Mr. SALVETTI (Italy) said that the increase of about 30% over 1975 meant that Members' contributions would have doubled within a space of four years. The Italian delegation had already commented on that matter in the Administrative and Budgetary Committee (ABC). Given the economic crisis at present besetting most of the industrialized countries, including Italy where drastic measures had been taken, the situation was undoubtedly a matter for concern.

21. In order to correct it, his delegation would suggest action on the following lines: better medium-term programming of activities and expenditure; adoption of an order of priority; reassignment of staff engaged in work classed as of lesser urgency; promotion of contacts and exchanges of work and technical information between the Agency and other competent international institutions with the object of avoiding duplications of effort; continued efforts to effect savings; and, in any case, a reduction of expenditure on other than fixed items.

22. Mr. POPP (Federal Republic of Germany) said that his Government was prepared to accept the Regular Budget for 1976 (GC(XIX)/550), as also the target of \$5.5 million for voluntary contributions to the General Fund. In doing so, it was moved partly by the Director General's proposal to make savings in the amount of \$400 000, half of which would come from a reduction in recruitment of staff; by that proposal, the Director General had promptly reacted to the observations on the initial budget estimates made during the meetings of ABC. But, notwithstanding the importance it attached to the main tasks of the Agency, the Federal Republic felt bound to express its concern regarding such a steep increase in the Agency's

budget for 1976. The austerity measures recently instituted at the domestic level in his country were certain to have some repercussions on its participation in the financing of international organizations.

23. The Federal Republic, in appealing once more to the Director General to evince the same spirit of austerity, would at the same time point out that it was continuing to contribute to the technical assistance programme and had even increased its voluntary contribution. Apart from the three existing programmes conducted jointly by the Gesellschaft für Strahlen- und Umweltforschung (Association for Radiation and Environmental Research) and the IAEA on nitrogen residues; protein improvement and the eradication of the tse-tse fly, the Federal Republic was at present funding a 15-week training course in nuclear project planning and implementation at Karlsruhe and was prepared to conduct a second course on the same subject in 1976 and possibly also a course on the construction and operation phase.

24. With regard to regional fuel cycle centres and the physical protection of nuclear materials, the Federal Republic held the view that implementation of the recommendations and conclusions emerging from the Agency's work would depend largely upon the support it received from Member States. For its part, the Federal Republic was making available the services of a consultant to assist in the development of a mathematical model for the study of regional fuel cycle centres and would continue to furnish such assistance within the limits of its resources. Moreover, it welcomed the revision of recommendations on the physical protection of nuclear materials, but felt that further revisions should be carried out at regular intervals in order to give Member States more time than it had been possible to do in the current year to present their national views and practices.

25. As for the automatic safeguards processing system, the demonstration furnished showed progress, but that progress had been achieved only after a substantial increase in the financial and manpower input to the project, which before had been clearly understaffed. The 17-member task force had been set up not only with commendable speed and efficiency but also with remarkable discretion. No vacancy notice had been published for any of the newly filled Professional posts, nor had the Federal Republic received a request to make available the services of a consultant or cost-free expert. Improvement of the efficiency of Agency safeguards was not a matter of concern only to the Depositary Governments of the Treaty on the Non-Proliferation of Nuclear Weapons (NPT) [3]. It was to be hoped that the Agency

would be able to provide adequate staffing for that work in the future, too.

26. In conclusion, his Government was anxious to have up-to-date information on three points of particular interest to it.

27. Firstly, in a number of countries including the United States and the Federal Republic, promotional and regulatory functions in connection with nuclear power activities had been entrusted to separate bodies. That was a trend which might affect the structure of the Secretariat. Last year the Director General had said that he was considering the establishment of a high-level group of experts to advise him on that pending issue. It would therefore be interesting to learn how the Director General intended to pursue that question.

28. Secondly, his Government wished to know what steps had been taken towards the setting up of a joint WHO/IAEA Division. It had advocated the establishment of such a joint Division on several occasions and deemed it now all the more appropriate in view of the anticipated growth of co-operation between the two organizations within the framework of the new programme aimed at providing specifications of nuclear medicine equipment for the developing countries. His Government wished to know, in particular, what arrangements had been made for the WHO representatives to be seconded for service within the Agency at Vienna.

29. Finally, his Government again wanted to ask the Secretariat when it intended to submit standard agreements for States not party to NPT but which wished to have safeguards applied to all or to certain categories of their nuclear imports, and also agreements for implementing the voluntary offers of the United States and the United Kingdom concerning the application of safeguards in those countries.

30. Mr. BASSOY (Turkey) noted that, according to paragraph 19 of the introduction to document GC(XIX)/550, the total of the Regular Budget estimates was \$37 002 000, a sum that showed an increase of 15% over the "1975 Adjusted budget", of which only 3.5% represented a programme increase while 11.5% was for increased prices due both to inflationary factors and exchange rate fluctuations. It was regrettable that the higher percentage was not for the increase in activities.

31. Although his Government had already approved the target of \$5.5 million which had been set for voluntary contributions, it considered that that sum was inadequate to meet the needs for technical assistance and that it would have to be increased in order to permit financing of all the technically sound projects which would be submitted by the developing countries in the years ahead. Turkey was ready to discharge its obligations in that respect and had decided to increase its voluntary contribution for 1976 in proportion to its assessed contribution.

[3] Reproduced in document INFCIRC/140.

32. Mr. DEMENTHON (France) said that the very considerable overall increase in the Agency's budget could not fail to be a source of considerable concern to the financial authorities of his country. Unless the Agency began thinking about some solution it would face insurmountable difficulties.

33. Miss HERPELS (Belgium) said that the Belgian Government was deeply concerned over the increase in the Agency's expenditures and, by the same token, over the amounts Member States were being asked to contribute to the Regular Budget.

34. In connection with paragraphs 19 and 20 of the introduction to the document, she pointed out that the system of making comparisons between the budgets proposed each year would be of value only if it was applied between the proposed budget for 1976 and the budgetary decision taken by the General Conference the year before. To proceed otherwise was to "forget" certain increases which were not covered either in the original forecasts made for the year in question or in those for the following year. As an alternative, it would be necessary to make an upward revision in the comparison between the budget for 1975 and that of 1974.

35. In any event, an examination of the increase - in real figures - of the Regular Budgets from 1973 to 1976 showed that there had been practically a doubling, and that without allowance for requests for additional funds which might, as was the case for 1975, be presented in September 1976 under the heading of an adjusted budget for 1976. The financial authorities of Belgium could not agree to such an increase, particularly since the rate of growth in the Agency's activities was much more modest. It had to be emphasized that such an excessive increase could not be justified solely in terms of inflation and exchange rate fluctuations. It was largely attributable to increases in staff, changes in wages and salaries and, above all, to the increasingly frequent reclassification of existing posts to higher grades.

36. In that connection, the Belgian delegation proposed that the Secretariat should prepare as an annex to the draft budget an organizational chart for the Agency which would show, on a divisional basis, those posts which were planned, those actually filled, those still vacant although the necessary funds had been allocated, and those which had been planned but for which no funds had been allocated. Such a chart would be a means of determining whether transfers of posts from one Division to another might not be a suitable substitution for the establishment of posts.

37. Efforts should also be made to avoid the proliferation of jobs at the higher levels, thereby leaving normal scope for promotion while keeping the number of permanent staff at a minimum, as provided in Article VII. C of the Statute.

38. Furthermore, in many cases the present world unemployment situation affected persons whose capabilities could be used by the Agency and to whom it could offer fixed-term contracts and fair, but not exaggerated, remuneration.

39. Lastly, there should be more rotation between countries capable of supplying qualified officers in each Division; such a procedure would also be a means of achieving a more balanced distribution of posts.

40. As regards the Agency's programme for 1976, Belgium approved the changes made in the initial programme, which were perfectly in keeping with the spirit of the programme for 1975-1980. It favoured, in particular, the addition of a new component relating to the study of regional nuclear fuel centres. It realized, however, that the establishment of such centres would give rise to administrative, legal, psychological, political and economic problems, since such facilities were not always profitable at the start and since, moreover, the processing and storage of radioactive wastes from nuclear industry involved acceptance of the principle of free but safeguarded transport of such waste between the participating countries, and also the storage in one country of waste originating from another country.

41. The Belgian Government approved the expansion of the "Waste management" sub-programme although it was surprised that the Agency's efforts in that area were on such a modest scale, particularly since management of radioactive waste had become an essential requisite for the development of nuclear energy and for its acceptance by the population. Belgium urged that an advisory group on the disposal of radioactive waste into the sea should be convened as soon as possible in order to discuss the existing relationships, bearing in mind the discussions which took place at the United Nations Conference on the Human Environment held in Stockholm [4] and the responsibilities placed on the Agency under the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter (the London Convention) of 1972 [5]. Such a group should be open to all Member States wishing to participate in this work and Belgium would want to be a member.

42. Some of the changes proposed in connection with radioisotope applications were not very urgent, for example the addition of a new component relating to specifications of nuclear medicine apparatus.

43. The information supplied by INIS was fully satisfactory to Belgian users. Belgium approved the introduction of machine-readable abstracts, which would be a further technical improvement.

[4] See United Nations document A/CONF. 48/14.

[5] Reproduced in document INFCIRC/205.

It also noted with satisfaction that, as it had often urged, the heading INIS now covered the cost of computer services involved.

44. In the light of the development of nuclear power programmes throughout the world and the resulting environmental hazards to the population, the Belgian Government noted with satisfaction that the Agency was intensifying its efforts in matters relating to nuclear safety and environmental protection. It hoped that that trend would continue and that those activities would soon account for 10% of the Regular Budget. It looked forward with the greatest of interest to the results of the work of the technical committee to be set up for laying down the methods to be followed in assessing various types of waste and in the releasing of waste from nuclear industry. Lastly, if national and international research projects designed to protect the public from the dangers of ionizing radiation were to achieve their objective fully, it would be necessary to organize a complete and objective service for keeping people informed. The Agency could play a useful part in such work and should include in its nuclear safety and environmental protection programme studies on the subject of public information.

45. Mr. NITZSCHE (German Democratic Republic) said that he approved the draft resolution on Regular Budget appropriations for 1976 contained in Annex V to document GC(XIX)/550. His Government was especially in favour of the programme components relating to safeguards, nuclear safety and environmental protection, INIS and nuclear power and reactors.

46. Like other Member States, the German Democratic Republic was concerned at the increase in the 1976 budget due to inflationary trends and fluctuations of currency exchange rates. It hoped that the Agency would succeed in keeping such increases within reasonable limits and that the Director General's suggestions for rationalizing the Secretariat's activities would be studied very carefully.

47. Mr. BARABAS (Czechoslovakia) recalled that the attitude of his country to the Agency's overall programme of activities during the preceding year had already been outlined by its delegate in the general debate. He would therefore confine himself to a few remarks on those activities which the Czechoslovak Government supported without reservation.

48. It was particularly interested in the programme in nuclear power and reactors, especially the component relating to the technology and operational reliability of nuclear power plants, and Czechoslovak experts were willing to help the Agency in those activities. His Government likewise approved, and would lend every support to, the Agency's proposed activities in connection with nuclear safety and environmental protection, meetings of experts on the problems of high-temperature and fast reactors, and nuclear power planning.

49. As for safeguards, his country would co-operate with the Agency, or with other Member States through the Secretariat, and would willingly share with them the experience which it had gained in developing national systems of nuclear materials accounting and control. Moreover, it was prepared to co-operate still more closely in the development of safeguards application techniques and in making available its national safeguards laboratory for analysis of samples collected during inspections in other countries.

50. His Government was pleased to note that the 1976 programme provided for an expansion of INIS through a series of technical measures which were of great interest to Czechoslovak experts working in that field.

51. As always, the General Conference was called upon to adopt a budget for the coming year. His Government had studied the draft of the 1976 budget with care and noted with concern that it marked an increase of 30% over the 1975 budget, of which only 5% was due to growth in technical programmes, while 25% was to be attributed to the effects of inflation and fluctuations in rates of exchange as well as to rises in salaries and wages and enlargement of staff in all categories. It had become a regular practice to adopt a supplementary budget during the financial year, and that imposed an additional burden on Member States. Although it quite realized the difficulties facing the Agency, his Government urged the Secretariat to make every effort to reduce its administrative expenditure as much as possible. It fully supported, however, the parts of the budget relating to safeguards, nuclear power, nuclear safety and environmental protection and the development of INIS.

52. Provision of technical assistance to developing countries was a form of activity which his Government had always supported firmly, but it considered that there was no justification for blaming the Agency for the insufficiency of such assistance, nor could it agree that such activities should be financed from the Regular Budget.

53. Mr. ALI (Bangladesh) said that he approved, on the whole, the Agency's budget for 1976 and was particularly interested in the programme of technical assistance to developing countries in the applications of nuclear energy and peaceful nuclear explosions. He had, however, noted that expenditure on safeguards accounted for one-sixth of the Regular Budget, representing a 17% increase over the amount appropriated the preceding year. Although he was fully aware of the importance of that programme, he considered that greater emphasis should be placed on improvements in the techniques of applying safeguards, as that would make it possible to economize on staff.

54. The technical assistance provided by the Agency had unquestionably been useful, but even so it had remained inadequate. His delegation

proposed that the target for voluntary contributions should be raised to \$6 million, supplemented of course by fellowships, as well as the provision of experts' services and equipment.

55. The Director General had proposed not to fill certain vacant posts in 1976, and to reduce travel costs and the costs of meetings. That initiative was commendable. However, if one considered that the budget was being increased by 30% and that the Agency even so did not have substantially larger resources to expand its most important activities, the need to reduce administrative costs was so obvious as to need no stressing.

56. Assistance to developing countries in training, environmental protection and the construction of nuclear power plants was an essential activity. However, the contributions which those countries had to make meant too heavy a burden for the poorest among them, which had to fight against hunger, disease and food shortages; his Government accordingly felt that the base rates of assessment for those countries should not be increased.

57. Mr. LABOWITZ (United States of America) observed that his country had contributed to the Agency's technical assistance programme for 1975 to the same extent as in preceding years, and that it had been able to provide additional assistance to meet particular needs of the developing countries. It had also helped in the implementation of other programmes of interest to Member States, especially in reactor safety, the application of safeguards and training. Quite recently the Agency had accepted the United States offer to provide experts' services and equipment worth \$100 000 for the implementation of certain projects in Malaysia, Mexico, the Philippines and Thailand, which were countries party to NPT.

58. In 1976, the United States would continue its assistance and join with all other Members of the Agency who wished to meet the target of \$5.5 million for voluntary contributions.

59. Mr. ARKADIEV (Union of Soviet Socialist Republics) recalled that the head of his delegation had declared in the general debate his country's intention of giving every support to the Agency's activities aimed at providing technical assistance to developing countries. Expressing his regret once more at the continued increase in the budget, he hoped that the Director General would be able to effect savings, particularly through efforts at greater rationalization of the Secretariat's activities.

60. The CHAIRMAN suggested that the Committee might expedite its business by turning to two other items which had been referred to it by the Conference - the Agency's relations with intergovernmental organizations (agenda item 11) and the Agency's relations with non-governmental organizations (agenda item 12). It could later revert to its discussion

of the Agency's budget for 1976, probably at its second meeting, by which time the Secretariat might be in a position to give answers to some of the questions that had been raised.

● 61. The Chairman's suggestion was accepted.

THE AGENCY'S RELATIONS WITH INTER-GOVERNMENTAL ORGANIZATIONS (GC(XIX)/545, 556)

Co-operation agreement with the Council for Mutual Economic Assistance (GC(XIX)/545)

62. Mr. BARABAS (Czechoslovakia) emphasized the importance of a co-operation agreement between the Agency and the Council for Mutual Economic Assistance (CMEA) and said that his delegation was in favour of any action designed to improve co-operation between the two organizations.

63. Mr. NITZSCHE (German Democratic Republic) pointed out that the agreement would facilitate the exchange of information and experience of interest to both organizations.

64. Mr. ARKADIEV (Union of Soviet Socialist Republics) considered that the agreement would fill a gap in the Agency's external relations. The Agency would be in a better position to acquaint itself with the progress made by States Members of CMEA in the peaceful uses of atomic energy.

65. The CHAIRMAN assumed that the Committee wished to recommend the General Conference to take the action suggested in document GC(XIX)/545, paragraph 2.

● 66. It was so decided.

Co-operation agreement with the European Atomic Energy Community (GC(XIX)/556)

67. Mr. SALVETTI (Italy) recalled that on 19 September 1975 the Board of Governors had decided to submit a draft agreement to the General Conference. That agreement contained nothing new and was similar to others which the Agency had already concluded with other inter-governmental organizations; conclusion of the agreement would provide an appropriate framework for collaboration which should continue between the Agency and the European Atomic Energy Community.

68. The CHAIRMAN assumed that the Committee wished to recommend the General Conference to take the action suggested in document GC(XIX)/556, paragraph 2.

● 69. It was so decided.

THE AGENCY'S RELATIONS WITH NON-
GOVERNMENTAL ORGANIZATIONS
(GC(XIX)/546)

70. The CHAIRMAN assumed that the
Committee wished to recommend the General
Conference to take the action suggested in

document GC(XIX)/546, paragraph 3 with regard
to the representation of certain organizations at
regular sessions of the General Conference.

● 71. It was so decided.

The meeting rose at 12.40 p.m.