

STATEMENT IN PLENARY BY
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DELEGATE OF CANADA
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May I begin, Mr. Chairman, by congratulating you on your election to the high office of President of this Conference. You have amply demonstrated the wisdom of our choice by guiding our deliberations so expeditiously that we may well be able to conclude the Conference this week as intended when the new rules of procedure were drafted.

I should like to welcome the three new members of the Agency, the Republic of Tanzania, the United Arab Emirates and Qatar, not only because of this further implementation of the principle of universality, but because of the contribution which we hope and expect will be made by these three countries to the work of the Agency.

The Director General has drawn our attention to the controversy concerning public acceptance of nuclear power and has referred to the relationship of that question to the broader issue of the need to ensure that the world's increasing energy demands will be met either through nuclear power or the other major source, fossil fuel, whatever may prove possible eventually concerning the availability of supplementary sources such as solar, geothermal, wind or tidal power. It is significant, perhaps, that while we are meeting here discussing the range of questions raised by the accelerating demand for nuclear power, there is a meeting going on in another building in this same city concern

oil pricing policy, the results of which could have far-reaching implications, not merely in the field of fossil fuel energy but on the subject matter of this Conference.

The vastly increased costs of oil and petroleum as a source of energy have given a new and urgent dimension and impetus to the first of the two basic purposes of the Agency, namely "to seek to accelerate and enlarge the contribution of atomic energy to peace, health and prosperity throughout the world." This acceleration of demand for and of interest in nuclear energy as an alternative source of power, coupled with the development of new technologies in the nuclear field have raised new problems with respect to the second basic purpose of the Agency, namely its obligation to "ensure, so far as it is able, that assistance provided by it or at its request or under its supervision or control, is not used in such a way as to further any military purpose."

The Prime Minister of Canada, the Right Honourable Pierre Elliott Trudeau, gave public expression of concerns in Canada about the acceptability of nuclear power as a major energy alternative in the following statement during a recent speech in Ottawa:

" Nuclear activity is one of the many in which man is now engaged which if not made susceptible to reason and discipline, could become ultra-hazardous, even cataclysmic. All of our joint wisdom and all of our dedication will be required in order to ensure that mankind enjoys the benefits of this activity without suffering from its perils. Canadian Government nuclear policies have attempted to steer this course. "

The Prime Minister went on to affirm the faith of the Canadian Government in the Agency in carrying out its first basic purpose which I have referred to namely, technology transfer in the nuclear field and the positive role that it can play in international development in the following words:

"Canadian Governments since World War:II have been committed without exception to assisting the less advantaged. That commitment cannot be discharged by help of poor quality or low value: Nor would Canadians permit that. Unless the disadvantaged countries are given the opportunity to pass out from the medieval economic state in which many of them find themselves, and into the 20th century of accomplishment and productivity, the gap between rich and poor will never narrow. In that process, we must assist them to leapfrog the industrial revolution. Nuclear technology is one of the most certain means of doing so. In instance, therefore, where electric power from nuclear sources is cost-effective, where the advantages of nuclear science are of demonstrable benefit, we should be prepared to share our knowledge and our good fortune."

The Prime Minister then made a specific reference to the second basic purpose of the Agency which I have already referred to;

"...The Canadian Government is obligated to Canadians and to all persons everywhere to assure that nuclear devices, materials or technology from Canadian sources not be used for explosive or illegal purposes. This is done through the application of safeguards

"For no matter how sincere is our commitment to equality throughout the world, no matter how successful is our progress towards it, our achievements will be pyrrhic should nations be unable to avoid the inhumanity of nuclear weapons usages or threats."

The above comments indicate the nature of the depth of Canada's concern. They do not, however, indicate a lessening in any way of Canada's continuing commitment, within the limits of Canada's resources, to the fundamental purposes of the Agency as reflected in Article 2 of the Agency's Statute.

In spite of alarmist views to the contrary, it is the view of the Canadian Delegation that there is a widespread consensus favouring a careful balance between development and control---control guarding against diversion or misuse and controls ensuring both physical safety and protection of the environment.

The Agency has made major contributions to the realization of these parallel goals of development and control on three main fronts: (1) the promotion of nuclear energy programmes through assistance, advice training and information exchange; (2) the development of constructive and dynamic safety and environmental protection programmes; and (3) the enhancement of international security through improved safeguards activities and the development

of adequate standards for the physical security of nuclear material. Canada strongly supports the Agency in all three fields and is particularly heartened by the increasing concentration of the Agency's activities in these areas. Their importance warrants consideration in some detail.

I am pleased to note again this year that such a large proportion of the Agency's Regular Budget was dedicated to programmes of direct interest to developing member states (the remaining portion being of interest to both industrialized and developing countries) and in particular to note the increased emphasis that the developing countries members of the Agency (whose development programme priorities the Agency reflects) have placed on the introduction of nuclear power into their energy programmes. It is becoming increasingly clear that, in a number of countries, nuclear energy provides a major alternative to hydrocarbons which are in short, unreliable and expensive supply. A sound nuclear programme carefully planned, adequately staffed and efficiently operated could now bring within reach of many countries the possibility of longer-term energy security and, with advances in resource development and reactor technology, an increased degree of energy independence. All other alternative energy sources must be probed and developed on an urgent basis, since there are significant resources even of the traditional kind that would benefit from new technologies. Improvements in efficiency, in the employment of new resources yet untapped give great promise for the future. Nonetheless, in this context the international community must still look to nuclear

fission for the medium term and alternative nuclear technologies like nuclear fusion for the most distant future as at least the most significant supplementary sources of energy. The development of some other sources will be a long process, as long perhaps as that which has brought nuclear power to its present stage of practicability. That achievement took the efforts of the most highly advanced technological societies the past thirty years. It is now available, but bridges are needed in order to allow more societies to use it. Highly sophisticated technology needs highly sophisticated management, and in those cases where the human and economic resources are not available but where the need for nuclear power exists, they must be developed. The Agency has been entrusted by the international community with the responsibility to assist that process.

In this effort, the Agency's new training programme in power project planning will be very useful. But the Agency's assistance can usefully begin even before a decision is made to install a nuclear power programme. It could provide an expert, impartial input into the very decision whether to do so or not and perhaps even expand training in the complex process of careful study of different energy alternatives where they exist. The Agency's nuclear market survey was also a valuable effort to define the place of nuclear power in the evolving needs of developing countries, an effort which,

Canada is convinced, is worth being continuously pursued, refined and updated in order to give decision-makers the most accurate guidance possible. If a positive decision is warranted, the Agency's advice on scale, on siting, on the modalities and on the organization of a programme can be invaluable.

An example is the Agency's decision this year to pursue the study of the desirability and technical and economic feasibility of regional fuel cycle centers, a move which Canada endorses wholeheartedly. Urgent study is needed for such possibilities to make most effective use of scarce resources. The joint efforts of groups of countries to cooperate to this end could be a breakthrough in the wider introduction of nuclear power for development. Jointly financed and operated elements of a fuel cycle could provide great efficiencies and savings for the nations participating, for those nations which are in the position of nuclear suppliers and for the international financing bodies whose support is essential in large-scale development efforts. Given the immense initial capital costs in the construction of nuclear facilities, and the limited international financial and manufacturing resources available, such efficiencies are essential. I need hardly add that Canada shares the views expressed by so many preceding speakers as to the important role which regional fuel cycle centers can

play in lessening the danger of proliferation of nuclear explosive devices by limiting the number of facilities producing fissile material.

Regarding the physical security of nuclear materials, we welcome the revised recommendations which have just been issued in document INFCIRC/225 and we can support further efforts to deal with this problem particularly in its international dimension relating to the international transfer of nuclear materials.

It is equally clear that the Agency is also the organ to which all nuclear programme operators must look for help in the definition of common standards of safety and environmental protection. Canada fully supports the Agency's ongoing programme to develop safety codes and guides. A Canadian expert chairs the Senior Advisory Group and Canada is a full participant in the Agency's Technical Review Committees to work out internationally acceptable codes and guides regarding the siting and safety of nuclear reactors. Canada is also an active participant in the Agency's work in the area of radioactive waste management, reflecting our national policy to store waste at land-based sites in retrievable form rather than attempting to "dispose" of such materials, while recognizing at the same time that such solutions may not be possible for all countries. It is in this light that we have participated actively in the Agency's work in pursuing its responsibilities under the London Dumping

Convention. We strongly support the continuing efforts of the Agency to ensure that definitive guidelines applying to any dumping of low-level radioactive wastes rest on an impeccably sound scientific foundation. We are not prepared to take chances with the environment and we are not prepared that others do so.

I should like to turn now to one of the most serious, controversial and fundamental issues facing the Agency. The Director General and other Delegates have reminded us that in many countries and in many forums there has been in recent years considerable debate--and indeed, it must be said--considerable ignorance and confusion--about the environmental implications of nuclear power. It is our firm view that the Agency should not shrink from this debate. Rather, in keeping with the high standards of scientific objectivity and responsibility to the international community which we have always been able to take for granted in the case of the Agency, it should continue to do its best to ensure that a comparative examination of the environmental impact of the various alternative energy sources is pursued on the highest scientific plane possible. We welcome most heartily the cooperation of the IAEA and the WHO in the IIASA study aimed at a quantitative evaluation of effects of all available options for energy production. IIASA has much

to contribute in this as in other fields and we are delighted to see it being utilized in this fashion. We agree with the Director General's remark that it will be more useful if environmental implications of nuclear energy are examined in the context of other available energy options and welcome his willingness to seize the opportunity for the Agency to play a most useful role towards this end in its cooperation with the United Nations Environment Programme.

There is yet another essential role the Agency plays, namely the continuing forum it provides for experts from all countries, particularly important to those operating nuclear programmes, to consult and cooperate to keep abreast of the developments in the field through seminars and symposia, at which there have been record numbers of participants over the past year. It provides an invaluable means of communications in the field through INIS, of which Canada is an active supporter.

The Agency also provides the world with a highly motivated and technically competent group of experts both in the Secretariat and available to it, which should serve to act as a nuclear think-tank, approaching problems even while they still loom only on the horizon. We are thinking again of such Agency study groups as that on the development of regional fuel cycle centers, on long-

term storage and other vital areas that need early, critical examination. As I noted previously, Canada fully supports all these short and long-term aspects of the Agency's activities through its direct participation.

Last year I stressed, as did many others, that the Agency's role is one that is both evolving and expanding. Its basic functions, as reflected in its Statute, are increasing in importance as the world attempts to adjust to problems never foreseen at the time of the Agency's establishment. As pointed out in the statement by Canada's Secretary of State for External Affairs on September 2, in which he outlined Canada's Strategy for International Development Cooperation, "The world food economy appears to be undergoing a major shift from conditions of abundance to an era of chronically tight supplies of essential foodstuffs." The significance of the work of the Agency in the application of nuclear techniques in agricultural research has been emphasized by previous speakers. The Secretary of State went on to point out, "The impact of food shortages and higher food prices has been felt most especially by the developing countries; they have also faced rising costs for petroleum and a sharp jump in the cost of fertilizer. The extra cost of oil imports alone in 1974 estimated at 10 billion dollars more than wiped out all the aid developing countries

countries received the previous year." The distinguished Delegate from the Philippines has drawn our attention in timely fashion to the significance of these and other related developments for the technical assistance work of the Agency.

While Canadian international development assistance policy continues to be based, as in past years, on a preference for central funding of United Nations activities, we have once again pledged our full assessed share to the Agency's Voluntary Fund for Technical Assistance in 1976. Such an increase from the previous year (in which I am happy to note that we were able to contribute somewhat in excess of our assessed share) is justified in our minds by the growing needs of the developing countries for support by the Agency and the unfortunate erosion that inflation has wrought over the past year in the resources available.

In a statement to the NPT Review Conference, Canada's Secretary of State for External Affairs, the Honourable Allan J. MacEachen noted:

"Canada will continue to play its full part in contributing to the International Atomic Energy Agency's General Fund for Technical Assistance and to the United Nations Development Programme, which also finances projects implemented by the Agency."

He went on to say, however:

"It is Canada's intention to provide, within its overall aid criteria and priorities increased amounts of technical assistance in the nuclear area, bilaterally or through appropriate multilateral channels such as the IAEA, to the developing countries party to the NPT."

It must be recognized that the increased interest in nuclear power has created an unprecedented demand on the resources of states such as Canada. In our efforts to allocate these most efficiently, we have taken into account our strong concern to ensure that nuclear power be restricted only to peaceful applications. Thus, while Canada will, as the Secretary of State for External Affairs has emphasized, maintain its voluntary contributions to the IAEA for the benefit of all developing members of the Agency, we intend to give particular attention to assistance to those countries which have ratified the NPT and thereby fully subscribe to what is today the best, if still an imperfect, instrument for preventing the proliferation of nuclear explosive devices. Canada will over the coming year request the Secretariat to examine in detail ways and means whereby this policy could be pursued through the channels already established by the Agency.

I also wish to take this occasion to commend the Agency for the very useful work it has undertaken with respect to the application of nuclear explosions for

peaceful purposes. Canada fully supported the conclusion of the Final Declaration of the Non-Proliferation Treaty Review Conference, which declared the Agency to be the appropriate international body through which potential benefits from peaceful applications of nuclear explosions should be made available to non-nuclear weapon states and urged the Agency to expedite work on identifying and examining the important legal issues involved in, and to begin consideration of, the structure and content of the special international agreement or agreements envisaged in Article V of the NPT. We share the view of the Review Conference that the Agency should broaden its consideration of this question to include, within its area of competence, all aspects and implications of the practical applications of nuclear explosions for peaceful purposes. We welcome the establishment by the Agency of an Advisory Group on peaceful nuclear explosions and will follow its work closely.

I should conclude these remarks with a brief reference to Agency's safeguards activities. As you know, Canada regards the Agency's safeguards functions as being of critical importance and inseparable from the Agency's other programmes. Indeed, effective safeguards are the necessary basis for international cooperation in the transfer of nuclear materials, equipment and technology.

It is a hard cold fact of life that international relations are in constant evolution; hostility and mistrust are, if not the rule, then at least a common exception to the rule. It is essential therefore that, in introducing new elements into the system--in this case nuclear energy, a technology with a potentially strategic significance--the international community be given the maximum assurances that it will not add a new element of instability, a new threat.

The Canadian Delegation finds itself in full sympathy with the Director General when he declared:

"I do not think that we shall have an overall satisfactory safeguards system operating until suppliers of equipment and materials make it a condition for delivery that the entire nuclear activity in the receiving country is placed under IAEA Safeguards."

My country is willing to work actively in efforts to achieve this objective of common export requirements, to which the Final Declaration of the Review Conference has already called attention.

International cooperation in the nuclear field is indispensable but it requires an impartial international system of safeguards. Effective guarantees that the atom is safe from man as well as from accident are essential if it is to be an accepted and long-term source of energy and an acceptable, desirable area for international cooperation. Canada looks to the Agency as the international community's main instrument for giving these guarantees.