

# Information Circular

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## Communication from the Permanent Mission of Ukraine to the Agency

1. On 3 October 2025, the Secretariat received a Note Verbale from the Permanent Mission of Ukraine to the Agency.
2. As requested, the Note Verbale is herewith circulated for the information of all Member States.



**Permanent Mission of Ukraine**  
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The Permanent Mission of Ukraine to the International Organizations in Vienna presents its compliments to the Secretariat of the International Atomic Energy Agency and has the honour to communicate the following.

The Permanent Mission of Ukraine to the International Organizations in Vienna expresses its profound concern regarding the most recent public threats by the President of the Russian Federation to strike nuclear power plants in Ukraine, articulated during his speech at the Valdai International Discussion Club on 2 October 2025.

The tenor and timing of these statements create acute risks for nuclear safety and security, aggravate an already fragile situation around Ukrainian nuclear installations, and stand in clear contradiction to the purposes and principles of the IAEA Statute and to the universally shared norm that civilian nuclear facilities must never be used as instruments of coercion or targets of attack.

Ukraine recalls that these threats are not isolated or hypothetical. In particular, on the night of 3 to 4 March 2022 Russian forces attacked and seized the Zaporizhzhia Nuclear Power Plant using tanks and heavy weapons, causing a fire in a training and administrative building and imposing the presence of armed troops at an operating civil nuclear facility. Since then the site has remained under illegal occupation, with continuing interference in staffing, maintenance and reliable off-site power, which has repeatedly brought the plant to the edge of emergency modes.

Moreover, on 14 February 2025 Russian combat unmanned aerial vehicle struck the New Safe Confinement at the Chornobyl site, damaging roof cladding and creating a breach in the protective envelope that required urgent stabilization and repairs. Taken together, these facts demonstrate a pattern of actions already undertaken in parallel with the newly voiced threats, and they form the basis for the present communication and for the further legal and institutional considerations set out below.

**Secretariat**  
**International Atomic Energy Agency**

**Vienna**

The legal framework applicable to these facts is unequivocal. Additional Protocol I to the Geneva Conventions protects works and installations containing dangerous forces, including nuclear electrical generating stations. Article 56 prohibits attacks on such installations if they may cause the release of dangerous forces with severe losses among the civilian population. Article 85, paragraph 3, subparagraph c, qualifies the launching of an attack against these works with the knowledge that such attack will cause excessive loss of life, injury or damage to civilians as a grave breach. Threats to strike Ukrainian nuclear power plants voiced in the context of an ongoing war against Ukraine, and accompanied by a track record of kinetic actions near or against nuclear-related infrastructure, fall squarely within the conduct that international humanitarian law seeks to prevent.

Ukraine further recalls the International Convention for the Suppression of Acts of Nuclear Terrorism of 13 April 2005. Article 2, paragraph 1, subparagraph b, defines an offence when a person unlawfully and intentionally uses or damages a nuclear facility in a manner that releases or risks the release of radioactive material with the intent to cause death, serious injury or substantial damage to property or the environment, or to compel a natural or legal person, an international organization or a State to do or refrain from doing an act. Article 2, paragraph 2, subparagraph a, establishes that a person also commits an offence if that person threatens, under circumstances indicating the credibility of the threat, to commit such an offence. The threat by a head of State to strike operating nuclear power plants in Ukraine, when viewed against the background of active hostilities and previous attacks on nuclear-related infrastructure, contains identifiable elements captured by the Convention's offence definitions.

Attribution under international law is equally clear. According to Article 4 of the Draft Articles on Responsibility of States for Internationally Wrongful Acts, as adopted by the International Law Commission and taken note of by the United Nations General Assembly in resolution 56/83, the conduct of any State organ shall be considered an act of that State under international law. Statements and actions of the President and armed forces of the Russian Federation are attributable to the Russian Federation. Responsibility therefore arises for both the threats publicly uttered and the concrete operations that have endangered nuclear installations and supporting infrastructure in Ukraine.

Against this background, the IAEA's reference framework for risk reduction remains central to preventing a nuclear accident in Ukraine. The Director General's Seven Indispensable Pillars for nuclear safety and security in armed conflict and the Five Principles

presented to the United Nations Security Council on 30 May 2023 set clear operational benchmarks.

Ukraine emphasises that the public threats to strike Ukrainian nuclear power plants are not rhetoric but an escalatory element in an ongoing pattern that endangers civilians and the environment. In this light Ukraine respectfully urges that these threats be treated as matters requiring immediate attention and that the Agency's principles be upheld in full, so that no actor may normalise intimidation or violence against facilities devoted to peaceful purposes.

The Permanent Mission of Ukraine requests the Secretariat of the International Atomic Energy Agency to promptly circulate this Note Verbale as an Information Circular to all IAEA Member States.

The Permanent Mission of Ukraine to the International Organizations in Vienna avails itself of this opportunity to renew to the Secretariat of the International Atomic Energy Agency the assurances of its highest consideration.

