

Transcript of Proceedings NUCLEAR REGULATORY COMMISSION

BRIEFING ON SECY-78-35A -- NMSS ROLE IN INTERNATIONAL SAFEGUARDS AND PEYSICAL SECURITY DETERMINATIONS (Closed to Public Attendance)

Tuesday, November 21, 1978

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Prepared by: C. H. Brown Office of the Secretary

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l	UNITED STATES OF AMERICA
2	NUCLEAR REGULATORY COMMISSION
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4	BRIEFING ON SECY-78-35A NMSS ROLE IN
5	INTERNATIONAL SAFEGUARDS AND PHYSICAL
6	SECURITY DETERMINATIONS
7	
8	(Closed to Public Attendance)
9	
10	Commissioner's Conference Room 1717 H Street, N.W.
11	Washington, D. C.
12	Tuesday, November 21, 1978
13	The Commission met, pursuant to notice, at 2:00 p.m.,
14	Joseph Hendrie, Chairman of the Commission, presiding.
15	COMMISSIONERS PRESENT:
16	COMPRISSIONERS PRESENT:
17	Chairman Hendrie Commissioner Gilinsky
	Commissioner Kennedy
18	Commissioner Bradford Commissioner Ahearne
19	ALSO PRESENT:
20	S. Chilk
21	W. Dircks H. Shapar
22	J. Shea R. Burnett
23	C. Stoiber R. Betersen Pedervien
24	T. Sherr K. Cohen
25	G. Oplinger
	A. Labowitz (State Department) 783 210

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3	CHAIRMAN MENDRIE: Let's see, there are surely enough
4	of us here to do the following: We didn't have the customary
5	agenda session last week and as a consequence we have not yet
6	voted to close this meeting. I have directed the Secretary to
7	list it as closed and we are treating it as closed, but before
8	we go ahead, the Commission will have to vote to close it and
9	I would ask you, therefore, to join me now in voting to close this
10	meeting because we are going to discuss classified information.
11	Those in favor?
12	(A chorus of Ayes.)
13	CHAIRMAN HENDRIE: So ordered.
14	While you have got the elbo loosened up, and since we
15	are then going to have a meeting later this afternoon on
16	personnel matters, would you be willing to vote now to close that
17	on privacy grounds?
18	(A chorus of Ayes.)
19	CHAIRMAN HENDRIE: So ordered.
20	Sam, note that we are I'll give you that back to
21	remind you that we have
22	MR. CHILK: Thank you. Remind me to do something about
23	it.
24	CHAIRMAN HENDRIE: closed these meetings.
25	We turn now to a briefing on the NMSS Role in
	International Safeguards and Physical Security Determinations.
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1	Let's see, Bill, I guess you are the particular head
2	of the staff party this afternoon. Why don't you introduce your
3	people and go ahead.
4	MR. DIRCKS: All right.
5	78-35A SECY-78-35A dated March 7th, outlined a
6	series of possible alternatives for acquiring safeguards
7	implementation information
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9	Alternative 3 of that paper called for three things:
10	One, support of implementation of the interagency
11	action plan to strengthen IAEA safeguards;
12	Two, review of all available safeguards information
13	and any information resulting from Commission inquiries;
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17	Commissioner Bradford's concurrence indicating
18	concurrence on Alternative 3 requested that before the Commission
19	take action on 78-35A be considered final, the Commission be
20	brieffed on what tangible results may have come from the
21	approximately one year's work on the action plan in order to
22	be assured that Alternative 3 will be effective. We are here
23	today to provide that briefing.
24	As you might recall, the action plan was originally
25	outlined for the Commission in December 1977, and the Commission
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1 was asked in June for its approval of the action plan and its 2 associated work plans which was in SECY-78-292. In the meantime, 3 the staff has given the Commission periodic updates on the plan 4 and it has worked with the interagency group to flysh out the 5 details of the plan. Both NMSS and IP have been working 6 closely together on this, as they do on all international and 7 safeguards matters, and they are here to rovide the Commission 8 a status report on the progress of the plan. 9 Ken Cohen of IP will begin the staff's presentation 10 with a brief review of recent developments with regard to the 11 IAEA safeguards and an overview of the action plan.

Ted Sherr of NMSS will discuss the goals of the action plan and the status of the action plan activities and I might call your attention to the fact that Mr. Al Labowitz of the Department of State is sitting in the first row here and if you have any questions you may want to address to him, he would be all too happy to answer them.

18 CHAIRMAN HENDRIE: Al, welcome to these proceedings.
 19 MR. LABOWITZ: Thank you, Mr. Chairman.
 20 MR. DIRCKS: Ken, why don't you start off.
 21 MR. COHEN: Thank you.

Before addressing the action plan itself, I believe it would be useful to take a moment to put the action plan into perspective by briefly summarizing the developments that have occurred since the Commission meeting to discuss 78-35A, this past

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1	June.
2	Following Commission guidance, the staff wrote to the
3	State Department shortly after 78-35A, to ask for State's views
4	on safeguards information that might be reasonably
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7	State's response, which was SECY-78-464, as you know,
8	indicated a willingness to work with the NRC in dev ping an
9	appropriate approach to seeking voluntary submissions of such
10	safeguards information.
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14	Following the Commission's concurrence on Alternative 3, we
15	would expect to write to State informing them of this decision,
16	and to work out an approach in accordance with their suggestion
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19	Also, the Commission will recall that in August the
20	Chairman wrote to Ambassador Smith to express support for the
21	action plan and to note the importance of devoting adequate
22	resources to the international safeguards upgrading effort.
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4 5 6 7	Ambassador Smith responded favorably to these suggestions in his response.
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22 23	Beyond these developments, the Commission has, of course,
24 25	been seeking from the Executive Branch, answers to numbers of safeguards related questions in the context of export reviews, 783 215

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3	That was essentially a summary of those events that
4	have taken place thus far, since the last time we talked on
5	78-35A.
6	Turning now
7	MR. PEDERSEN: I'm sorry. Could I ask you one point
8	of clarification?
9	MR. COHEN: Sure.
10	MR. PEDERSEN:
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20	MR. COHEN:
21	MR. SHEA:
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1	MR. PEDERSEN: I looked for that in the at least
2	the reports of the statement, and I didn't recall seeing those.
3	I'm sorry, I just wanted to clarify that.
4	MR. SHEA: Fine.
5	MR. COHEN: Turning to the action plan itself, as you
6	recall from the discussion in SECY-78-292, IP and NMSS represent
7	the NRC in the interagency working group to review and implement
8	the items associated with the action plan to strengthen IAEA
9	safeguards. Both offices will review, for the Commission, the
10	progress achieved thus far in accomplishing the objectives set
11	forth in the plan.
12	I will provide a brief overview of the action plan and
13	Ted Sherr of NMSS will discuss the action plan in detail,
14	including progress made to date and the work remaining to be
13	done.
16	The concept of the action plan, as you recall, was
17	generated as the result of the publication of the IAEA by
18	the IAEA Secretariat of the 1976 SSIR which contained the first
19	critical analysis of the IAEA safeguards.
20	The plan was formulated to coordinate U.S. efforts to
2.1	identify IAEA safeguards deficiencies and to implement efforts
22	toward correcting them. The plan's purpose is, in essence,
23	two fold: One is to elaborate in a single document the
24	principal actions the U.S. Government believes are needed to
25	strengthen IAEA safeguards; and two, to increase specifically the
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quantity and quality of information available to the U.S. Government regarding implementation of the IAEA safeguards.

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To accomplish these ends the interagency group, consisting of representatives from NRC, State, DOE and ACDA was established to develop the action plans and to develop the associated work plans. The overall action plan effort is under the aegis of State and the working group is headed by Dr. Frank Houck of ACDA. To date, this group has met approximately a dozen times.

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10 The work plan developed by the group is written to 11 identify a proposed action item, the steps to be taken toward its implementation, the agency or agencies responsible for 12 13 follow-up activity and the time frames for initiating and completing the action item.

15 There are 33 such work plans associated with the action plan and to date, interagency agreement has been reached 16 on the drafts of 18 of them. The Commission, by the way, has 17 received 13 of the plans thus far. The others will be forwarded 18 to the Commission after the next working group meeting which is 19 scheduled for December 18th. 20

IP and NMSS have been tasked Set the development of 21 specific work plans and with follow-up actions, and both offices 22 actively participate in review and comment on the other agencies 23 proposed work plans. 24

In short, these work plans are designed to establish the

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U.S. Government's consensus on both the direction and the priorities involved in the international safeguards upgrades efforts.

The working group intends to complete its drafting⁰ the work plans in early 1979. We hope, in January. It will continue to pursue two objectives at that time. One, to continue to review the goals and objectives of the plan to determine whether or not action items should be added or revised or deleted; and to monitor the implementation of the work plans to ensure timely and coordinated achievement of the action plan's objectives.

That's quickly an overview of the action plan. At this point, Ted Sherr will provide a detailed assessment of those action plans -- of the action plan work plans.

14 COMMISSIONER BRADFORD: Let me just ask that if you can, could you focus a little on the overview in somewhat different 15 16 sense as well, that is, it is now about 16 or so months since at least the SSIR went, round. It is about a year since NMSS 17 18 felt that it could no longer make an affirmative concurrence on 19 U.S. exports, and I gather we are talking about a period sometime 20 in early '79 before we have a set of plans designed to address 21 the concerns raised between a year and 16 months ago.

One question I would like to come terms with a little then better today is: How long are we talking until the types of concerns raised by NMSS a year ago are a tually addressed in the form of the kinds of concrete information you may feel you need,

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1 and also, what further guidance you all may need from the 2 Commission to move in that direction? 3 MR. SHERR: I can cover that. 4 I hope we can track with the handout, whoever has got 5 copies. It has got a whole bunch of presentations, no vu-graphs. 6 I think I can handle that, cover it in some degree in Part 4. 7 What I plan to cover is just briefly go over the action plan 8 process, the status of the work plan development and then talk 9 about the potential benefits of the action plan -- that can be 10 derived from the action plan in terms of the impact on staff conclusions regarding safeguards, implementations and the 11 discuis 12 the issue of the status of implementation. I can address, 13 I think, in that context the timing when we can expect results, 14 at least the optimistic timing we can expect results. 15 CHAIRMAN HENDRIE: Could I just check and see if I have got the paper you have got. Nothing terrifies the Commissioner 16 more of the prospect that the table may have a paper that ---17 18 MR. SHERR: I can guarantee it. 19 CHAIRMAN HENDRIE: I think I've got it. This is it? 20 (indicating) You are back on section 4. MR. SHERR: That's it. Well, no. I was just going throug 21 at page 2. 22 CHAIRMAN HENDRIE: Oh, you are going to start at the 23 24 beginning? Ch. 25 MR. SHERR: Yes.

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CHAIRMAN HENDRIE: Okay, good.

1 2 MR. SHERR: As Ken mentioned, in the action plan process, 3 page 3 the action plan -- the current version of the action 4 plan was developed in May of 1978. It basically has two objective 5 One, is to increase the availability of safeguards 75 objectives. 6 implementation information to the U.S., and the second purpose 15 7 is to provide U.S. support to strengthen IAEA safeguards, and These objectives TS 8 in many cases, actions relating to both of, them. 9 This action plan is viewed as what existed as of May '78, 10 which is the latest version as kind of the first version. We 11 kind of look at it as this thing will need to be revised as time goes on, and certain needs are satisfied and when other TS 12 needs arise. So we expect it to be kind of a living document 13 14 in that sense. 15 As Ken mentioned, the work plans support each action in the action plan, and the work plan attempts to ide. Iy what 16 17 has to be done, when it needs to be done, who is responsible for doing the action, and by what mechanism. TS 18 19 Now, part of the briefing we will talk about the status of those work plans. At this point we expect the work 20 plans to be completed in January of '79. The implementation of 21 the various steps that are identified in the work plans, and 22 these involve activities going on today, as well as those that 2.2 we will probably be doing five years from now. COMMISSIONER BRADFORD: Does completed in all cases mean 25 15 POOR

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1 to put into affect or is that ---MR. SHERR: No. All completed means is that the steps 2 TS 3 to be taken have been agreed upon by all the members of the 4 action plan working group. 5 CHAIRMAN HENDRIE: This is the U.S. side? 6 MR. SHERR: Yes, right. I mean, this is a U.S. 7 document, completely. 8 CHAIRMAN HENDRIE: Where it says, "implementation" one 9 goes forward to see what others might think about ---10 MR. SHERR: And hopefully -- that's right. # The 13 Most time, implementation is, in fact, requesting the 11 12 mission to take action with the agency or with other nations, and we will see some of that. ... 13 TS 14 Now, In this presentation and given the time constraints and the particular context of SECY 78-35A, I have 15 16 concentrated on the purpose of the availability of IAEA implementations information. So I really am not going to talk 17 TS 18 too much about those aspects of the action plan for strengthening IAEA safeguards. That would take probably 2 to 3 hours. If 19 you want to get in to that, I think we should do it at a different 20 21 time. On page 4, then the next section is to basically 22 23 just briefly describe what the status of work plan development Chart This, page lists the work plans that have been completed, 24 18. 15 which is 18, as Ken had mentioned. * # 783 222

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1 Then, on page 6 there are those work plans that are 2 cubrently under review, at least one draft has been put together 3 and in many cases -- in one case, I know we are on the fourth draft. We expect that these will be completed within the next --4 1> 5 either the next meeting or the meeting following that. 6 Then there are three work plans that are indicated on 7 page 7 that we have yet to have a first draft. None of them are involved in the information aspects. 8 9 Now, the potential benefits of the action plans regarding the availability of information, I start to get in to 10 when we get to page 8. I think I should describe this in 11 relation to the kind of conclusions -- the change and the kind 12 NMSS of conclusions that MNGG could make in the export licensing 13 process as different types of information became available. 14 Now, I have identified this by the source of information, 15 different types. 16 17 18 19 20 21 22 23 14 25 703 223

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12	2 방법은 이야한 것은 것이 같이 있는 것 같아요. 그는 것 같아요. 가슴
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15	COMMISSIONER BRADFORD: What would be an example of the
16	type of information, which, were it missing would enable you to
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18	MR. SHERR:
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COMMISSIONER BRADFORD: Now, can the IAEA require those measures to be taken on its own or does that have to be a formal State system?

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MR. SHELR. Okay, it does -- INFCIRC 153 lays out all of those requirements. They are general, you know, you take an inventory you will have a measurement system, you will have air generation and things like that. As we will see later on, one of the things under development is a guideline for frate systems of accounting and control, which is an attempt to 10 provide a little more meat and substance in terms of -- not that you have to have this kind of thing, but what its nature 11 12 must be.

13 COMMISSIONER BRADFORD: But then, if the state is 14 functioning under INFCIRC 153, under that regimert, would that, 15 in itself satisfy what you described in that first bullet? 16 MR. SHERR:

COMMISSIONER GILINSKY: What would you conclude if the

system didn't allow for this sort of IAEA evaluation, the state

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- 11	system	itself	wasn'	t	there?
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2	MR. SHERR: If the state system didn't have all of the
3	elements which would enable that, we would say that.
4	COMMISSIONER GILINSKY: What would we do then?
5	MR. SHERR: I don't know.
6	COMMISSIONER GILINSKY: No, what I'm saying is
7	MR. SHERR: There are a myriad of considerations that
8	need to be brought to bear on that type thing.
9	COMMISSIONER GILINSKY: Well, I mean, I guess I just
10	don't think it goes very far.
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14	- MR. SHERR:
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16	COMMISSIONER GILINSKY:
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19	MR. SHERR:
20	COMMISSIONER GILINSKY:
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22	MR. SHERR:
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	1	you get on a privileged basis versus information that you get
	2	through the formal channels.
	3	COMMISSIONER BRADFORD: You are considering the SIR
	4	to be on a privileged basis?
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	6	MR. SHERR: There are aspects of the SIR which, in fact, are on a privileged basis, but
	7	COMMISSIONER GILINSKY: Well, what difference does it
	8	이 같은 것은 것이 집에 가지 않는 것 같은 것이 같이 있는 것이 같이 있는 것이 같이 많이 많이 많이 많이 많이 없다. 것이 같이 많이
	9	make that it is on a privileged basis. I mean, we are here to decide some of those questions.
	10	decide some of these questions. I mean, you know, you can whisper in our ear.
	11	사람은 방법은 정말 것을 가지 않는 것이 같아요. 이는 것을 많은 것이 같아요. 이는 것이 같아요. 이는 것이 같아요. 이는 것을 물었다. 것을
	12	MR. SHERR: No, no. What I'm saying is we are getting
*	13	this information informally by word of mouth, in many instances, and maybe
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	15	COMMISSIONER GILINSKY: You mean it is not reliable.
	16	MR. SHERR:
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10	22	Yes, I think a lot of times we get in to that kind
		of situation.
•	24	COMMISSIONER GILINSKY: Maybe I'm interrupting you too
	25	early, but
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1	MR. SHERR: Well, that was my point here, but this is,
2	to some degree, an ascending order in what we started this
3	is what the minimum we got, and then I'm going to go on in terms
4	of what kind of increases of information we have had through
5	various actions and work plans.
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7	귀엽 가슴 감작 것 같은 것이 없는 것이 같은 것이 많이 가지 않는 것이 많이 많이 많이 했다.
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15	The second bullet basically says with completion of $A = V.A.1 = V.B.2 = V.B.3$
16	full implementation of Actions 5A-1, 53=2 and 55-3 and incident-
17	ally, when I say full implementation I'm saying this is
13	potentially what could come out of it. It is kind of the
19	optimistic outlook.
20	COMMISSIONER GILINSKY: This is if the IAEA agrees, right?
21	MR. SHERR: If we can get everybody to cooperate
22	COMMISSIONER GILINSKY: Is that what you are saying?
23	MR. SHERR: Yes. 7 or other nations.
24	COMMISSIONER GILINSKY: Other countries.
2.5	MR. SHERR: In many cases it is that.

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We would end up with this guide that I had referred to TS 2 earlier on four state systems of accounting and control, which is an attempt to provide more meat than what exists in TS 4 EFCIRC 153 in terms of what constitutes an adequate State system, sets an international criteria for that. 183 229

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COMMISSIONER GILINSKY: You are talking about years from now.

MR. SHERR: Yes. As a matter of fact, I have got a little indication of timing which I was going to get to a little later on, but I would view that about 2 to 4 years on the optimistic side.

COMMISSIONER GILINSKY: Just to have a better feeling for the state system of accounting?

9 MR. SHERR: To get international compliance for 10 guidelines that haven't even been accepted yet. I think it is 11 a year until we get those guidelines accepted, and that has been 12 a very difficult process. It is a long drawn out ---

COMMISSIONER AHEARNE: You are saying that you are. A asking this -- that within 4 years, everyone will be in compliance?

MR. SHERR: What I said is that if you asked me when this could happen, I would say optimistically 2 to 4 years. It may never happen.

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 COMMISSIONER GILINSKY: Optimistically 2 to 4 years?

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 MR. SHERR: Yes, yes. It may never happen. It just

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 depends on how much cooperation we can get then other nations,

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 depends on how much cooperation we can get then other nations,

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COMMISSIONER GILINSKY: But this is all of the things that

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	1	the United States is doing. This isn't NRC, right?
TS	2	MR. SHERR: That's right. The action plan is the
	3	U.S. efforts.
	4	COMMISSIONER GILINSKY: You are just talking about this
	5	Governmental plan?
	6	MR. SHERR: Yes. But NRC is a very key point in this
TS	7	thing. As you will see later on, 18-1 identifies the NRC and
	8	DOE to identify what their information needs are and there are
	9	many.
	10	COMMISSIONER GILINSKY: All right, so we have got this
	. 11	long-range thing going on, kind of a proliferation MUF and in the
TS	12	mean time, what is the staff going to be doing to help us make
	13	these decisions?
	-14.	MR. SHERR: Decisions with regard to approving
	15	exports?
	16	COMMISSIONER GILINSKY: Or disapproving them.
	17	MR. SHERR: Okay. Well, I think Well, it might
Ts	18	be worth while to hold that until the end if we can, but I
	19	think the thing is, it depends on what kind of information we
	20	get.
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	25	COMMISSIONER GILINSKY: I guess the thing I'm sorry
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to take so much time, I'm interrupting your presentation, but the thing that troubles me about this is that it sort of presents the United States plan and it has these options, which I think are kind of phoney in a way.

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paper now of the Action FLAN

MR. SHERR: Oh, you are talking about the Commission

COMMISSIONER GILINSKY: Yes.

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MR. SHERR: No, that's not in this paper.

13 COMMISSIONER GILINSKY: No, no. I'm jumping back and forth there, but the action plan is important and obviously 14 it is something we want to do and it is an important effort and 15 we want to support it, and we want to strengthen IAEA safeguards, 16 and we want to play our role in it to the extent that we can, 17 based on our competence. But that doesn't deal with our present 18 problems, and they are not sort of -- the NRC options aren't 19 whether to support the action plan -- obviously we are going to 20 support it and we want to, as I said, play our role. But what 21 is the NRC staff going to do? 22

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1	going to	look to these sorts of cases and try to do the following -
2		MR. SHERR: Okay, let me get to the end and tell me
3		COMMISSIONER GILINSKY: and if it is there, I
4	apologize	
5		MR. SHERR: I think it is.
6		COMMISSIONER GILINSKY: Okay.
7		MR. SHERR: If I understand what you are saying, I
8	think it	
9		Okay, so with this maybe I should go to the next
10	one.	
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12		이 같은 것이 같은 것이 같은 것이 같은 것이 같은 것이 같은 것을 물었다.
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21		COMMISSIONER AHEARNE:
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25		MR. SHERR:
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COMMISSIONER AHEARNE: Does the State Department have any comments? MR. LABOWITZ: On the question of getting additional information, I think the record so far has been fairly encouraging. These things do take time and Commissioner Gilinsky, I think, indicated a certain amount of impatience, but we began the effort which produced the first information report about a year and a ----half before -- or more before we got the report. I think we have come a fairly long way from what the situation was just a few years ago where the situation with agency safeguards was that no news is supposed to be good news as long as there was no report to the contrary to the Board, we would all assume that everything was working well. Well, we knew OBIGINAL

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1	that was not the case. So we took steps to get some information
2	out. I think this is a step-by-step process that will evolve
3	over time. I don't know that we will ever be in a position
4	such as Commissioner Gilinsky would obviously prefer, which is
5	to be able to say with respect to every country in which the
6	agencies are applying safeguards, that someone sitting back
7	outside of that system, outside of the process could be able to
8	exercise the judgment as to whether the job is being done
9	sufficiently well. I don't know that we could ever achieve that
10	goal. I think there are a number of things, many of them in the
11	action plan, which, if they are pursued, I think the Secretariat
12	is receptive as long as each step is not too drastic a departure
13	from the previous what has been previously acceptable to the
14	member States.
15	Other steps, as Mr. Sherr has plinted out, will
16	require the cooperation of other countries.
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system of accounting and control meeting certain standards. That proposal was made, as I recall, two years ago, within the Executive Branch.

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4 The first question that came up is what standards. 5 Well, there were no standards. We have discussed with the 6 Secretariat of the agency of having a set of standards developed 7 that were acceptable to a broad representation of the 3 member States. That process is still going on. Several meetings 9 have been held. The next one, I believe, is scheduled early 10 next year. We hope that in the February meeting, I believe it . 11 is, that an agreement will be reached on a set of recommended --12 recommendations, guidelines for State systems of accounting and 13 control. Perhaps it won't be achieved in February and we will 14 get another meeting 6 months later,

So that process will take probably 3 years from the time this was identified as a useful step. So we have to take these things in due course.

COMMISSIONER AHEARNE: Thank you.

MR. SHERR: Prior to coming this morning, somebody called me and asked me how long this was going to take, I said, well if you can guarantee me a soliloguy, I'll guarantee you can guarantee me a soliloguy, I'll guarantee you

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Okay, so if, in fact, we get more detailed information

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1 COMMISSIONER AHEARNE: 2 COMMISSIONER GILINSKY: 3 4 MR. SHERR: 5 6 7 8 COMMISSIONER BRADFORD: But when you say for that 9 particular year, that would be '76. Before that there was no 10 systempatic ---11 ... MR. SHERR: Yes, the '76 SSIR was the first reporting, 12 and as Allen mentioned, that was getting them to provide that 13 reporting mechanism was a big step in this area. 14 COMMISSIONER AHEARNE 15 16 17 MR. SHERR: That's part of the IAEA statutes. They 18 are required to do that. 19 COMMISSIONER AHEARNE: So that the particular action 20 then is that after, do the statutes require the States to report 21 what action they take? 75 MR. SHERR: I'm not sure. I don't think that is 22 but I'm not sure. Maybe somebody else monthe know. 23 TS 24 COMMISSIONER AHEARNE: I was just trying to figure 25 | out what in this ---783 279 ORGINAL

1	MR. SHERR:
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8	Okay, other sources of information basically relates
9	to action 1B-1 calls for NRC and DOE to identify whatever
10	information needs it has in addition to information that is
11	- currently that it currently has access to. In general, what
12	we try to do is get the information through formal mechanisms
13	without having to create any international incidents or to avoid
14	any discomfort.
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18	COMMISSIONER GILINSKY: Let me ask you a question: We've
19	got applications coming up, for example, there is one on India.
20	Does NMSS take any initiative in seeking information on the
21	subject or do you just sort of passively wait to see what
22	crosses your desk or what? I mean, what do you regard as your
23	responsibility, just in deciding whether you agree or disagree
24	with
25	MR. SHERR: Well, I hesitate to speak for NMSS, but let
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1 me give it a shot anyway.

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	2	I think, at this point, you know, the Commission
	3	review procedures are before we make a decision on this yes
	4	on 78-35A, is that, if in fact, the export is subject by IAEA
	5	safeguards and satisfies that criteria, and the know, the NMSS
	6	qualified conclusion at the bottom basically says, Hey, that's
S	7	the basis that this thing has been reviewed, but remember we
5	8	don't have any information on the effectiveness of IAEA safeguards.
	9	Now, we have been you know it takes a lot of
	10	efforts
	.11	COMMISSIONER_GILINSKY: Well, I guess I don't think the
	12	law reads that way, but go ahead.
	13	MR. SHERR: I'm not you know I'm just saying that's
	14	my perspective in terms of where we are at.
	15	COMMISSIONER GILINSKY: Yes.
	16	MR. SHERR: You know, what we are legally bound for
	17	on it.
	18	And I think the NMSS statement is just to remind the
	19	Commission that that's the way we are interpreting the situation.
	20	COMMISSIONER GILINSKY: So you don't see any responsibilit
	21	to inquire, I mean, quite apart from whether the IAEA would
	22	provide this information, and you know, without getting in 50 all
	23	these sorts of questions we are talking about here, the
	24	sensitivities abroad and so on, but let's say within the U.S.
	25	Government you don't say, dee, we'd like to know about the
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following area. Does anybody know about it? "

2 MR. SHERR: Well, I think Dr. Smith's attitude, you 3 know, and that's all I can really speak to here is that, you 4 know, he has an area where he takes initiative, but he also has 5 an area where he has bounds, as the Commission does, and as 6 the President does. And I think Dr. Smith's and this is my 7 impression of what Dr. Smith's attitudes are on this thing, is that until there was a decision on SECY-78-35A, that all the 8 9 Commission wanted him to do was, in fact, determine whether 10 IAEA safeguards applied to that export. 11 . COMMISSIONER GILINSKY: Which, of course, we didn't 12 need them before. 13 -4 MR. SHERR: I understand. And, in fact, in terms of the review from the material 14 control and accounting aspects, you know, essentially zero 15 16 resources have been devoted to that task. 17 COMMISSIONER GILINSKY: But questions have come up 13 about various exports 19 and these questions end up 20 getting raised at the Commission level, and I guess I'm not 21 surprised that you don't feel -- I mean, I understand that there are certain bounds that one can't go beyond and there is 22 IAEA information that is not accessible and so on, but there are 23 things that can be done. You can't get a comprehensive view 24 of things, you can't necessarily get information i. every case, but 25 22

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I guess I would expect the staff to take some initiative in thinking about what are the problems here, what ought we try to know, does anybody in the government know this?

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MR. SHERR: Well, I agree with you.

COMMISSIONER GILINSKY: I mean, that is what seems to me to be interesting and important in terms of immediate decisions. I mean, the rest of it is just the government-wide program, and as I said, of course, we ought to be supporting it and trying to prove it to the extent we can and so on. That's a long-range effort and we ought not kid ones self that it is going to ---

12 MR. SHERR: Let me say that I think this decision point, if, in fact we go with Alternative 3, I think we are in 13 that mode and staff would be doing that type of thing. 14 15 COMMISSIONER GILINSKY: Well, it is not down ---16 COMMISSIONER AMEARNE: In which mode? 17 COMMISSIONER BRADFORD: The more active mode. 18 COMMISSIONER AHEARNE: If it goes Alternative 3, in 19 which mode would ---20 MR. SHERR: 21 22 MR. DIRCKS: 2.4

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	1	COMMISSIONER AHEARNE: I thought we went with
	2	Alte native 3?
c	3	What MR. SHERR: But Commissioner Gilinsky is referring to:
>	4	What we have been doing it in the past, and what I understand is
	5	that I think at this decision juncture, we would be doing things
	6	differently in the future.
	7	COMMISSIONER AHEARNE: Let me clarify. I thought we
	8	had previously decided to go with Alternative 3?
	9	MR. DIRCKS: I don't think we have got the official
	10	word that you have gone for Alternative 3.
	11	- COMMISSIONER AHEARNE: Oh.
	12	CHAIRMAN HENDRIE: We've got Let's see. Have you
į.	13	voted? I don't find yours.
	14	COMMISSIONER GILINSKY: I have said we ought to do at
	15	least that.
	16	CHAIRMAN HENDRIE: That's what Peter said, but Peter
	17	wanted us to have this briefing. There hasn't been the
	18	Chilkogram to staff that says go.
	19	COMMISSIONER BRADFORD: That's right. I just wanted
	20	to be sure that Alternative 3 had some real meaning and that
	21	it wasn't the last stage in which we could still be doing other
	22	alternatives
	23	COMMISSIONER GILINSKY: But I didn't understand it as
	24	an alternative.
	25	COMMISSIONER AMEARNE: It was identified as an
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1 alternative in SECY-78-35A. 2 MR. DIRCKS: It was that one of seven options that 3 was ---4 COMMISSIONER GILINSKY: Yes, but I mean, we ought to 5 do it and we ought to support the government program and so on. 6 MR. SHERR: I think it goes beyond that. I think, when 7 we finish -- if you don't feel it does, tell us. I think it 8 really does. 9 CHAIRMAN HENDRIE: Sam, did Vic ---10 MR. CHILK: He has not voted. Four of you have 11 voted for Alternative 3 and he has not. 12 COMMISSIONER GILINSKY: I signed one and typed the 13 words, you know. 14 14 CHAIRMAN HENDRIE: Okay, we must have a vote sheet 15 here some place. 16 COMMISSIONER GILINSKY: There used to be an 17 evaluation panel on nuclear weapons that Bate used to chair 18 where they do it very hardly and then they would have to run off and catch airplanes before this thing was typed, and Beta 19 20 would sign sheets of paper at overy two-inch intervals down 21 the page so that however the report came out, they had a sheet 22 with his signature in the right p'ace. 23 (Laughter) 24 COMMISSIONER BRADFORD: I've done that. MR. SHERR: Ckay. 25 This last thing, in terms of other 797 2

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	1	sources, the point here is that we tried to get information
15	2	once information was identified. State would pursue all kinds
	3	of mechanisms for getting it.
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	9	Again, I would imagine that most of this kind of
	10	information would be where, in fact,
	.11.	or something, we have an
	12	indication of a problem but we want more specifics in terms of
	13	what the situation is. And that would be going back and going
	- 14	through that kind of mechanism.
	15	COMMISSIONER AHEARNE: But to be clear, as far as
	16	NMSS is concerned, they have not yet received any formal
	17	response on 35 or 35A?
TS	18	SHERR MR. SHEA: That's right.
	19	COMMISSIONER AHEARNE: And, Sam, the reason they
	20	haven't received any response is because you had an outstanding
	21	request for a briefing, plus one Commissioner not voted?
	22	MR. CHILK: (Nods in the affirmative.)
	13	COMMISSIONER AHEARNE: So that when those are done
	14	MR. SHERR: Yes, that's why
	13	Okay, the next area is just in response to Commissioner
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Bradford's request, what things have been accomplished to date and what remains to be done. And in line with your question at the beginning, what kind of timing that I can imagine.

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Again, the only actions that I'm focusing on in this briefing are, in fact, those relating to gaining more information on implementation. I have identified 14 on pages 12 and 13 that fall in that category. There are 19 other actions that strictly relate to improving IAEA safeguards. Of those, the first 7 are what I would consider the most important, and those are the ones laying in our covering detail.

12 CHAIRMAN HENDRIE: A summary detail, because I'm going 12 to have to close this out before too long.

> MR. SHERR: I will go through this as quickly as I can. I.A.I Okay, 10-1,

COMMISSIONER BRADFORD: Is there a word missing from I.A. 22. 12-27 Board agenda or something of that sort?

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MR. SHERR: Yes. That's what it means.

-- and this was done last year. It was included on the Board and the -- as, I don't know, I think Al had mentioned that the statement by the U.S. representative did, in fact, reflect 11 comments from State, ACDA, DOE and NRC, and we would expect these 12 same steps to be pursued every year.

Now, 1B-1 is a critical action in terms of what's 13 before us. This work plan has been developed. As I have mentioned 14 this is the action that for DOE and NRC to identify any 15 additional informational needs that it has, and this is the 16 impetus for other actions that are related to implementation 17 18 information.

19 COMMISSIONER BRADFORD: Now, let me just ask: We sent a letter, Jim signed a letter of September 29 on this subject to 20 21 State. What is it going to take for us, actually, to get specific on that point? Are we in a situation in which you are 22 sort of waiting for the Commission to tell you what ought to 23 co into a letter like this, and perhaps we are waiting for you to tell us what, from a technical point of view, NMSS feels 25



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ought to go in to a letter like this, because ---2 MR. SHERR: See, I hit that a couple mintues ago. 3 But I think on the basis of what Ken says already, if the 4 Commission approves SECY 78-35A, it says immediately that the 5 Commission should ask State 6 That was subsumed in those alternatives 7 In fact, the Commission may want to consider going 8 beyond that and request them to get information 9 10 11 As far as implementation of this thing, you know, as 12 you indicated, NRC has not identified any information and neither 13 has DOE. So nothing has been -- there hasn't been anything to 14 spark this thing to date. 15 COMMISSIONER BRADFORD: One other question there: 16 Is there anything, Jim, in the Executive Branch -- in the 17 format for the Executive Branch responses that would be 13 responsive to this? Any of the points made in there that 19 would tend to reflect on safeguards adequacy? 20 MR. SHEA: I believe there are some items in there. 21 Maybe Jerry could perhaps recall what it was in that format 22 just exactly how the wording was. 23 COMMISSIONER BRADFORD: Well, we don't meed to go back 24 through the format in detail, but I suppose we do have to be conscious of a certain amount of overlap in that document and 25 783 219 ORIGINAL

1 this requirement.

> MR. SHEA: That's right. That's spelling it out so that regularly on the export reviews they would include these points. They are looking at that right now to see whether they agree with that proposed point.

MR. OPLINGER: But I think the way their analyses are being sent to us now, they don't really address these questions about whether the implementation of safeguards is being adequately carried out or whether there is an adequate State system of 10 accounting and control to do that. They simply say what the 11 agreement contains, whether or not there is an agreement 12 applying IAEA safeguards and it stops there.

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COMMISSIONER BRADFORD: Yes.

14 But clearly, this action plan item and the Executive 15 Branch format ought to be kept in parallel, I should think.

16 MR. OPLINGER: And they could be, I mean, this could 17 be one vehicle through which you would try to seek the information.

18 MR. SHERR: So basically, all the steps you need to be 19 one as request, NRC and DOE have to identify information needs. 20 Once those are identified through various mechanisms they 21 would seek the information,

22 Depending on what is the most convenient, or more than one, which will provide, 23 24 in some cases, for cross check. T.C. 1

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Page 17, actions relating to 10-1 and 10-2. This, as

I briefly described earlier, 2 3 4 5 6 7 8 This paper has been reviewed by the working group. There weren't any problems indicated with regard to the substance 9 TS 10 The only concern was that we need to reflect what of the titing. the Board can do more in the context of what the Board 11 TS procedures are and this type of thing. So we are working on that 12 13 aspect right now. 12 1 14 The details in terms of the kind of im gementation 15 problems that are identified in that work paper are included 16 in this package, and I'll get to those shortly. 17 Once the NMSS paper is agreed to, then this can be looked in terms of what the legal basis is for the various 18 types of information, which, not being a lawyer, I don't think 19 there is any legal problems with that. You can take it for 20 21 what it is worth. 22 Working out proposed procedures for how that infor-13 mation can be gathered, what mechanisms and in dealing with the mission to have them investigate with the agency and other States 14 to get that ini "mation, and along the lines of those questions. 15 P(0)(0) 783 251 OBIGINAL

type situation. COMMISSIONER BRADFORD: I think what happened is Howard took his last comment as a challenge. He's clicking finger against the microphone. MR. SHAPAR: I'm registering no challenge. (There was a microphone noise at this time during meeting.) COMMISSIONER AHEARNE: Just a silent protest. COMMISSIONER BRADFORD: Something is is your mill perhaps hitting against the edge of t t table?. MR. SHERR: Okay, the next section, MR. SHERR: Okay, the next section, Nothing much has been done to date, use first real action called for is in January '79 where we going to put together draft proposals for consideration for to, in fact, have this ingrained into the IAEA procedures. we will see what kind of reactions we get from the other SA representatives at that time. Again, I look at this as a one to three year type proposition. The last action that I was going to review in details to a site of the set		
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1 2 3 4 The work plan itself is still under development, but things are going on, as Al had indicated the guidelines for 5 6 SSAC, there have been several meetings on it. The next one is 7 scheduled in February. NRC has been involved in that aspect. 8 COMMISSIONER GILINSKY: Can I ask you: What is the 9 level of effort in NRC and international safeguards dealing 10 with these sorts of questions? 11 MR. SHERR: Yes, in the area of strengthing inter-TS 12 national safeguards, in '79 it was four man-years and in '80 there is three man-years, and \$265,000. 13 14 COMMISSIONER GILINSKY: And how much is devoted to 15 dealing with exports? 16 MR. SHERR: If I recollect, it is only in the physical security area on exports, and I think it is two or three man-17 18 wears, but don't hold me to that. 19 physical security at this point. 20 21 COMMISSIONER GILINSKY: So we don't do anything in the 22 way of evaluating exports from ---MR. BURNETT: For material accounting control, that 23 24 was put in as an option pending your selection on this type. It was a set-aside in the '80 budget and there were two main ---25 783 253

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1 COMMISSIONER GILINSKY: You mean it is controlled by 2 the budget? 3 MR. BURNETT: It was identified, pending your selection, 4 TS two-man-years in a set-aside and it still is in that condition. 5 COMMISSIONER GILINSKY: And it has to do with this 6 paper here? 7 TS MR. BURNETT: It has to do with the basic paper of which 8 option you go with. 9 COMMISSIONER BRADFORD: Which option would have pulled it 10 out of the set-aside and into the budget? 11 MR. BURNETT: Well, had you gone with option 1. 12 there would have been nothing. 13 COMMISSIONER BRADFORD: I understand. 24 MR. BURNETT: If you had gone, say, with option 5, mon -years 15 then that two, probably would have been ---16 COMMISSIONER KENNEDY: 18 COMMISSIONER BRADFORD: What happens with option 3? 19 MR. BURNETT: It's about two-man-years. 20 COMMISSIONER BRADFORD: So it comes out of the set-aside 21 and into the budget? 22 MR. BURNETT: Well, the set-aside is a fictitious thing, 23 you understand. COMMISSIONER GILINSKY: At this point? 14 28 MR. BURNETT: At this pol. t, because now the budget has 783 254

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	gone to OMB. It was only a set-aside for getting that package
2	ready.
3	COMMISSIONER GILINSKY: But the two man-years are
4	going to be devoted to what?
5	NR. BURNETT:
6	전에는 것은 성상 방법을 가지 않는 것이다. 이렇게 있는 것은 것은 것은 것은 것은 것을 가지 않는 것이다. 같은 것은
7	plus general upgrading of the
8	whole IAEA system.
9	COMMISSIONER GILINSKY: But what about non-IAEA
10	information on exports?
11	MR. BURNETT:
12	COMMISSIONER GILINSKY:
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14	MR. BURNETT: Well, that's included in the two-man
15	years. That is just there are a lot of partial people in
16	that two/man-years. But that was how we priced out.
17	MR. DIRCKS: But that's only the increment over the
18	physical security. I mean, they have people evaluating
19	COMMISSIONER GILINSKY: I understand that.
20	MR. DIRCKS: and other information in
21	NMSS now.
22	MR. BURNETT: Yes.
23	COMMISSIONER GILINSKY: I guess I regard this as a lot
14	more important than the physical security.
25	MR. BURNETT: Sir, up until this time, we have had no POOR
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guidance as to what depth to look at material and accounting. It wasn't until the paper came to you asking guidance into which options as how deep you wanted us to go. Up until that paper, generally we accepted IAEA ---

COMMISSIONER GILINSKY: You know, the question here isn't sort of whether or not you approve or you have a sign-off or can you sign-off or not sign-off. It is can you provide the information that is helpful in making decisions. Can you shed some light on it. Even if you don't sign off or even if you decide, you know, you have only got partial information, this is the best you can do and you can't come to any judgment on it and you leave it up to the Commissioners, but I just don't see any mechanism that churns up this sort of information, and it ends up being, you know,

MR. BURNETT:

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16 Of course, we were feeding that up to the Commission to reason 17 in their own way, but you are right, up until now, we have 18 accepted IAEA acceptance as the only criteria.

19 COMMISSIONER KENNEDY: What information would we be 20 talking about?

What are we talking about?

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MR. BURNETT:

if I go back to options 2 or 3, 2 is some information---COMMISSIONER KENNEDY:

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MR. BURNETT:

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COMMISSIONER KENNEDY: How would you -- where would you get that, other than through the mechanism that we are talking about righ here?

MR. BURNETT: You wouldn't. Nobody has ever suggested anything other than going to State for that information.

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Now, State does not have that information now, it would conly be through the action plan that they would be given access to it.

12 COMMISSIONER GILINSKY: Well, I'm not sure that the 13 information doesn't exist in bits and pieces. I mean, it doesn't 14 emist in any sort of organized way, but here and there there is 15 information that is useful, and to the extent that it is 16 available or can be obtained, we ought to have it.

MR. SHERR: Again, I think at this point, at this decision structure, you know, whether we should have been doing that or not is kind of behind us. The fact is that with a decision on 3, I think, in fact, it says that we are going to do that in the future.

COMMISSIONER GILINSKY: Okay.

23 CHAIRMAN HENDRIE: Let's see, could we round up here 14 very rapidly.

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COMMISSIONER KENNEDY: Al, you look very inquisitive.

MR. LABOWITZ: Mr. Kennedy, I didn't hear that last. COMMISSIONER KENNEDY: Would you repeat it, please? MR. SHERR: OH, I just made the point that, you know, the fact that we haven't done that in the past, now that we have a decision on SECY-78-35A we would be doing that in the future, putting together whatever information we do have.

Okay, I'm trying to wrap this up.

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Page 20 shows three things that we think or that I think, at least, are priority Commission activities regarding 10 IAEA implementation of information. One is, as Ken had 11 indicated in the introduction, if, in fact, we have approved 12 35A, which it appears that we have, we should be requesting State

This would be implemented through action plan 1B-1 and I have been asked by Mr. Dircks to be sure to make evident that this would be -- this would involve, in terms of reviewing that kind of information and formulating staff conclusions, would result in two to three man-years requirement. That is along the lines of what Bob just mentioned.

COMMISSIONER AHEARNE: But what you are saying is that 20 we ought to, at this stage, if we are going to say "yes" we 21 want that done, recognize you are going to take two to threef 22 man-years out of something else that you would have already been 23 doing or are you saying, Bill, that you think that this is an 24 agreement that we are going to try to find two to threefman wears 1.1

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TS 1 someplace else than put them in to NMSS. 2 MR. DIRCKS: A couple of ways to do it. One way 3 has already been sort of ruled out, and that's to go to OMB and we didn't do that. That may be in the supplementals and so 4 5 on. 6 The second way is to say, yes, go ahead and do it 7 and ask MNSS to say what they are not going to do. Another way 8 is to tell us to go find two to three man-years some where else TS 9 in the agency and then we will tell you what else we are not 10 going to do. But some way or another two to three man-years 11 are going to be needed in this function. 12 COMMISSIONER KENNEDY: So I take it that if you are alunaline TS 13 instructed to proceed on option 3, you will be coming back to us and telling us where you are going to get the two to three-man 14 years and what you are not going to do? 15 MR. DIRCKS: My natural reaction is to go to NMSS and 16 TS 17 tell them to put the two to three man-yes ... in and they will come back and tell us what they can or cannot do and then we 18 will look around elsewhere in the agency. 19 MR. BURNETT: I think it only fair to mention at this 20 point, NMSS has been cut drastically in the new budget. Yes, 21 we can do the job if we are told, but we will have to identify 22 the areas that will suffer. 23 COMMISSIONER RENNEDY: I guess we would like to know 24 what they are. 25 783 259

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	1	MR. BURNETT: Yes, sir.
	2	COMMISSIONER KENNEDY: I would in any event.
	3	MR. SHERR: The other thing is for the Commission to
1	>4	consider, it doesn't automatically fall-on, but it is a logical
	5	fall-on, to identify with State the kind of additional information
	6	that I would like to see.
	7	My personal feeling is the kind of information that
	8	we have identified in that working paper in support of 1C-1, which
	9	is the rest of the package that we have here, is the kind of
	10	information that we would like to get
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	15	As I said, that paper has been reviewed by the action
	16	plan working group and no concerns have been registered with
	17	regard to the information itself, only with the discussion of
	18	some of the mechanisms.
	19	Finally, just a matter that when we find out where
-5	20	those two to threefman years come from, it doesn't come out of
1-	21	the staff activities for developing and implementing the action
15	22	plan and all of the supporting activities to strengthen IAEA
	23	safeguards, and the Commission should continue to give high
•	24	priority to staff activities, too.
	25	As I mentioned, the rest of this identifies the kinds of
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information that we could, in fact, request from State under $\frac{1}{12}$

CHAIRMAN HENDRIE: All right. Very good. I thank you very much.

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COMMISSIONER BRADFORD: Let me just ask, that last point, that is laid out, is it now, as something that you need guidance from us on, that's the list you can ask if the Commission wants or is that a list that you intend to ask?

(Commissioner Kennedy departed the hearing.)

MR. SHERR: I had identified this more -- you know -it seems to be a logical thing to me for the Commission to pursue at this time. And, in fact, it would -- as far as the timing that we expect thing's to get done, if the Commission did that, I think it would give a lot more impetus to a lot of those actions that can be a source of information. And, in fact, it is information that is basic to knowing what the implementation problems are.

COMMISSIONER BRADFORD: This is the list of items starting on page 21?

COMMISSIONER AHEARNE: $\frac{J.C.I.}{1C-1}$ at the top?

MR. SHERR: That's right. I.C.I I.B.I COMMISSIONER BRADFORD: 10-1 OF 13-1? I.C.I T.B.I

MP. SHERR: 10-1. This is -- well, 15-1 is the I. action that calls for identifying information needs and 10requires identifying what that information is.

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COMMISSIONER AHEARNE: Now, would you view what we have done -- Mr. Chilk will collect all the forms and send a letter down saying, Alternative 3 is approved, would that then trigger your going through the steps and providing that as the list of information we want?

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6 MR. SHERR: No. I think if Sam sends down the letter 7 that said the Commission has approved Alternative 37 of the action plan and instructs staff to prepare a letter to State 9 10 then I would say yes.

COMMISSIONER AHEARNE: And you and Bill-- EDO will be 11 - 12 coming back with something about where the two to three-man ---- 13 years are coming from. Is that right?

MR. DIRCKS: Right.

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COMMISSIONER GILINSKY: Physical security.

MR. SHAPAR: Commissioner's assistants.

17 COMMISSIONER AHEARNE: ELD has just mentioned how many 18 lawyers they have.

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CHAIRMAN HENDRIE: Thank you very much. I will 19 adjourn this, and the Commission will move on to the next 20 21 meeting.

(Whereupon, the Commission moved on to other 22 Commission business and adjourned at 3:15 p.m.) 23