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 NUCLEAR REGULATORY COMMISSION  
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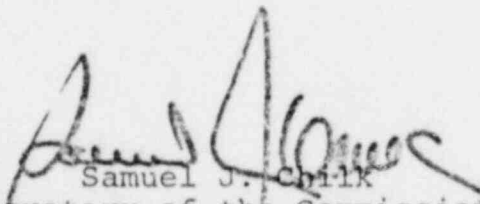
OFFICE OF THE  
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COMMISSION DETERMINATION REGARDING PUBLIC DISCLOSURE  
 UNDER THE GOVERNMENT IN THE SUNSHINE ACT OF:

Transcript of Briefing by Carl Bennett on  
 Standing Advisory Group on Safeguards  
 Implementation (IAEA) and Other International  
 Safeguards Matters, December 15, 1977

Pursuant to the Commission's regulations implementing the Government in the Sunshine Act (10 CFR 9.108(d)), it has been determined after a further review of this transcript that additional portions of the text can be released to the public. Attached are all portions of the subject transcript that have been determined to be releasable. The remaining portions of the transcript remain withheld pursuant to 10 CFR 9.104 as noted below:

Page/Line	through	Page/line	Exemption
6/15		6/24	10 CFR 9.104(a)(1)
8/1		8/15	10 CFR 9.104(a)(1)
9/13		9/25	10 CFR 9.104(a)(1)
10/1		10/1	10 CFR 9.104(a)(1)
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 Samuel J. Chalk  
 Secretary of the Commission

NUCLEAR REGULATORY COMMISSION

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IN THE MATTER OF:

BRIEFING BY CARL BENNETT ON FORTHCOMING MEETING OF  
STANDING ADVISORY GROUP ON SAFEGUARDS IMPLEMENTATION  
(IAEA) AND OTHER INTERNATIONAL SAFEGUARDS MATTERS

Place - Washington, D.C.

Date - December 15, 1977

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5 BRIEFING BY CARL BENNETT  
6 ON  
7 FORTHCOMING MEETING  
8 OF  
9 STANDING ADVISORY GROUP  
10 ON  
11 SAFEGUARDS IMPLEMENTATION (IAEA)  
12 AND  
13 OTHER INTERNATIONAL SAFEGUARDS MATTERS  
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17 10:30 a.m., Thursday, December 15, 1977  
18

19 Commissioners' Conference Room

20 D. C. Office

21 Present: Commissioner Victor Gilinsky  
22 Acting Chairman

23 Commissioner Peter A. Bradford

24 Commissioner Richard T. Kennedy  
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P R O C E E D I N G S

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COMMISSIONER GILINSKY: Dr. Bennett, we are happy to have you here.

We are all here about safeguards, and first we would like to find out what SAGSI is. At least, I would.

DR. BENNETT: Well, basically SAGSI, which is an acronym for Standing Advisory Group on Safeguards Implementation, was sponsored by primarily by the Japanese. It was essentially one of their conditions for the recent ratification of the treaty.

The best place, probably, to see how SAGSI came into being and the kind of arguments by which it came into being is an Adelphi paper that was written by R. <sup>F</sup> Zmai, back in about 1973, in which he describes nuclear -- the Adelphi paper is from the London School of International Affairs <sup>and</sup> is on nuclear safeguards.

It both gives you an idea of the Japanese feeling towards safeguards, and also specifically his interpretation <sup>IN FORC</sup> of the writing of <sup>^</sup>Insert 153, and twice in there he mentions that there is room for a committee of experts who would basi- <sup>INFCIRE</sup> cally interpret the technical portions of <sup>^</sup>Insert 153 that were left sort of open because of so many nations being involved.

There are things like detection of significant quantities, and phrases like "early detection," and so forth, which had no meaning, no quantitative meaning or no particular

1 discussion as to what they meant in terms of the intensity  
2 of IAEA safeguards that were to be applied. These are in  
3 paragraphs 28 and 30 of <sup>INFCIRC</sup> ~~Insert~~ 153.

4 The other specific thing that's mentioned in connec-  
5 tion with SAGSI in there is the SAGSI committee of experts,  
6 which became SAGSI, is the fact that, <sup>INFCIRC</sup> ~~Insert~~ 153 also calls for  
7 the modification of safeguards as technical developments take  
8 place, and that was to be considered by such a standing  
9 committee.

10 As a matter of fact, I think underlying these rather  
11 two specific, or more or less a little bit superficial reason  
12 for SAGSI is the fact that the Japanese were interested in  
13 having just one more mechanism in place to assure themselves,  
14 or assure their people, that the deal they got with respect  
15 to IEAE safeguards was not one whit different than anybody  
16 else's. They just simply wanted to be assured that there was  
17 no non-uniform application of safeguards, and in particular  
18 that the agreements that they got or the treatment that they  
19 got under the IAEA was not substantially different from any  
20 other country. They just put this in as one more mechanism.

21 They originally wanted SAGSI to be responsible to the  
22 Board of Governors, actually, and they accepted the argument  
23 of the Director General, however, that he did not feel that  
24 such a body would be appropriate, for such a body to be  
25 responsible to the Board of Governors, and therefore it was

1 made responsible to the Director General.

2 So in that sense we were brought into being as a  
3 sort of an interpretative body in one sense, and an evaluative  
4 body in another sense. It's got something of evaluation in  
5 the sense of an overseeing body, but it's also got this tech-  
6 nical, this interpretative business of furthering and inter-  
7 preting the <sup>INFCIRC</sup> ~~insert~~ 153, as it applies to the application of  
8 safeguards under subsidiary arrangements.

9 COMMISSIONER GILINSKY: Just the 153, not the others?

10 DR. BENNETT: No. It applies to the others, but  
11 I am saying the reason it came into being is primarily associ-  
12 ated with 153. It's not limited to 153.

13 It's not coincidental that SAGSI came into existence  
14 and had its first meeting in 1975, just prior to the Japanese  
15 ratification of the MPT.

16 I think possibly they used this internally as some  
17 assurance to their people that they would have another path  
18 or another voice in controlling their own destiny with respect  
19 to the application of safeguards in Japan. I don't know that,  
20 but I suspect that's true.

21 JS I was asked at that time, with the concurrence of  
22 JS the various branches, to serve as a representative on that  
23 JS committee and have been a representative since December. The  
24 first meeting was held the first week in December, 1975.

25 People were elected to two-year terms. There was

1 some -- well, I'm not sure you are interested in the operational  
2 aspects, but let me say that it was, or the operational aspects,  
3 we really voted our own terms of reference.

4 Matters can be brought to SAGSI by members or by  
5 the Director General, the Secretariat.

6 There were some internal problems with respect to  
7 who would be the executive scientific secretary of the group  
8 and the DG originally wanted one of his staff, I think, but  
9 Romitch objected pretty strenuously to this and I think won  
10 the argument that he should be the scientific secretary.

11 COMMISSIONER KENNEDY: <sup>ROMETSCH</sup> Romitch?

12 DR. BENNETT: <sup>ROMETSCH</sup> Romitch is the --

13 COMMISSIONER GILINSKY: Is Romitch on this group  
14 somehow?

15 DR. BENNETT: Well, not on the group. He is the  
16 scientific secretary. He is sort of secretary to the secretary  
17 of the agency and the person of <sup>ROMETSCH</sup> Romitch acts as the secretary.  
18 He has no vote in any sense, no, no appointment to the group,  
19 but he is always present and acts as the secretary.

20 COMMISSIONER KENNEDY: The Secretariat provides all  
21 essential services?

22 DR. BENNETT: The Secretariat provides all essential  
23 services to the group. See, we are serving at the request of  
24 the Director General, but with the consent of our government.

25 COMMISSIONER GILINSKY: How many members are there?

1 DR. BENNETT: Ten. The list of members, I think,  
2 is in the material, but there are ten members besides myself,  
3 John Jennekens of Canada is chairman.

4 COMMISSIONER GILINSKY: Are the countries members  
5 or individuals?

6 DR. BENNETT: Individuals are members, and they  
7 serve at the request of the Director General and with the  
8 consent of their governments.

9 It was attempted to keep this as much of a technical  
10 body as possible, in the sense that we decided early in the  
11 game not to have advisors present. For instance, our meetings  
12 are essentially closed, even to the missions, and we do not  
13 have mission people with us in the meetings, only secretariat  
14 people are present at the meetings of the group.

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COMMISSION GILINSKY: Is Jennekens still chairman?



1 DR. BENNETT: Jennekens is still chairman.

2 COMMISSIONER GILINSKY: Is Imai in this group?

3 DR. BENNETT: Imai is on the group, yes. The group

JS

4 that you will recognize from the <sup>INFCIRC</sup>~~insert~~ 153, Imai is on the  
5 group, Jennekens is on the group; Gupta; Fred Brown of England;

JS

6 <sup>TAC</sup> <sup>N</sup> Frenchman is not one of the group in Paris, but is a man by

JS

7 the name of Guillet from Marcouf<sup>le</sup>, who is a very good man, and  
8 Ramanian from India.

9 COMMISSIONER GILINSKY: How often do you meet?

10 DR. BENNETT: Twice a year. We have it pretty  
11 well established at twice a year. Next year it will be three  
12 times I think because we got one meeting postponed, so we are  
13 sort of making it up.

14 COMMISSIONER GILINSKY: What, about a week or a day?

15 DR. BENNETT: A week. One week.

16 COMMISSIONER GILINSKY: What do you do?

17 DR. BENNETT: We have taken up two topics so far.

18 One is we were asked to comment early in the game on a <sup>S</sup> special  
19 <sup>S</sup> safeguards <sup>I</sup> implementation <sup>R</sup> report in terms of its form and con-  
20 tent, technical form and content of what should be in this  
21 report.

IS

22 COMMISSIONER GILINSKY: Is thi the SSIR?

23 DR. BENNETT: This is the SSIR that has come into  
24 being. The other question --

25 COMMISSIONER GILINSKY: Was that done at U. S. --

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DR. BENNETT:

COMMISSIONER GILINSKY:

DR. BENNETT:

One of the battles that was originally won was that the Secretariat had initially introduced as the first topic for SAGSI consideration the considerable problems they were having with the quantification of safeguards goals, what precisely should we be aiming to detect <sup>at</sup> ~~to~~ the individual facilities or in states, and so forth. In other words, the interpretation of paragraphs of 28, 29 and 30 of <sup>INFCIRC</sup> ~~insert~~ 153.

A secondary introduction was the possibility of considering the form and content of a <sup>S</sup>pecial <sup>S</sup>afeguards <sup>I</sup>mplementation <sup>R</sup>eport.

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We persuaded, agenda-wise we reversed the consideration of these, and the first meeting was sort of an organizational meeting, but in the May-June meeting of 1976, we decided, at the insistence of this group, to consider the SSIR first. That is because there are many of us that felt that some kind of an evaluative report, some basis for accountability on the part of the agency, was an absolute necessity to any improvement in the situation, and I still feel very much that way, personally, that you just have to have some kind of report on the stewardship of the responsibility before you could get anywhere with improving things.

I think that that report has had, in that sense, ~~its~~ <sup>the</sup> effect it was supposed to have.

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COMMISSIONER KENNEDY: What's the relationship now between the role SAGSI plays and the followup or processing of the SSIR within the Agency?

DR. BENNETT:



COMMISSIONER GILINSKY: You mean subsequent reports?

DR. BENNETT:

COMMISSIONER GILINSKY: This is in the future?

DR. BENNETT: In the future.

~~No~~, this present one, no, even the present one was not reviewed by SAGSI.

SS

1 COMMISSIONER GILINSKY: So basically you simply  
2 urged them to go forward with this report and then they went  
3 forward with the report.

4 DR. BENNETT: The sequence is that in May in 1976,  
5 do you see what I mean, they prepared for us a prototype SSIR,  
6 based on '75 data. Based on our May-June, '76, meetings, they  
7 revised that prototype and it's that prototype report that  
8 was then considered at the October, '76, meeting as being a  
9 satisfactory prototype of what the SSIR should be.

10 At that point, using that as a prototype, the  
11 Secretariat decided that instead of rushing that prototype to  
12 the Board in February of '76, they would prepare another report.

13 The first SSIR, which was submitted to the Board  
14 in June, was based on '76 data, entirely prepared by the  
15 Secretariat and not produced by SAGSI.

16 COMMISSIONER GILINSKY: You meant February, '77?

17 DR. BENNETT: February, '77, yes. And the June, '77,  
18 report, the present SSIR, Gov 1842, is a new report based on  
19 '76 data, which is not the '75 prototype which was reviewed  
20 by SAGSI.

21 Now, it's my personal opinion, and after some con-  
22 sultation, too, that I do not want to see SAGSI become an  
23 agency, <sup>--</sup> just another block through which everything the agency  
24 has to do has to go.

JS

25 COMMISSIONER GILINSKY: Would you be commenting on

1 the form of the report, for example, certain things ought to  
2 be included or not included.

3 DR. BENNETT: That's right, and there was a tremen-  
4 dous argument, for instance, on the degree of detail which  
5 should be proved in the report.

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11 Our delegation and others took a very strong stand  
12 that the detail should be provided for those people who wanted  
13 to examine it.

14 *J>* COMMISSIONER GILINSKY: This is <sup>the</sup> ~~is~~ detail of the  
15 SAGSI comments, or the detail from the SSIR?

16 DR. BENNETT: The detail in the SSIR. You see, we  
17 were arguing as to the degree of detail with which the evalua-  
18 tion and the activities of the Agency should be reported.

19 COMMISSIONER GILINSKY: Is there any significant  
20 resistance to the idea of having an SSIR at all?

21 DR. BENNETT: Using the words "significant resis-  
22 tance," no. The idea of having an accountability, I think, was  
23 accepted as pretty well acceptable.

24 COMMISSIONER GILINSKY: Varying degrees of enthu-  
25 siasm?

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DR. BENNETT:

COMMISSIONER GILINSKY:

DR. BENNETT:

One of the things I did at the origination of SAGSI,  
back as early as January of '76, was to ask to meet with an

1 interagency group representing all those people who were  
2 basically interested in safeguards and safeguards problems,  
3 and say, hey, I would like to be kept informed on U. S. posi-  
4 tions. I mean, I want to know this.

5 This group has met regularly since then. Every time  
6 it's not that I essentially bind myself to act in accordance  
7 with the U. S. position, but I certainly want to know what it  
8 is and keep myself informed.

9 In this case, my own position, taking all this into  
10 account, was that this degree of detail was a very important  
11 thing.

12 COMMISSIONER GILINSKY: Is your salary paid by the  
13 U. S. or by the IAEA?

14 DR. BENNETT: By the U. S. Expenses are paid by  
15 the IAEA for all these meetings, or have been so far, but my  
16 salary, I am supported by the DOE through the DS, Division of  
17 Safeguards and Security, and spend approximately half of my  
18 time on SAGSI matters, on keeping myself in a position --

19 COMMISSIONER GILINSKY: Is that the situation with  
20 the other SAGSI members? In other words, is each of the  
21 countries --

22 DR. BENNETT: Each of the countries is supporting  
23 their own. We are not supported by the IAEA.

24 COMMISSIONER BRADFORD:



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