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## WORKING AND FINANCING OF THE AGENCY'S LABORATORY AT SEIBERSDORF

### Supplementary item requested by Pakistan

#### Note by the Director General

1. On 11 July 1963 the Director General received a request from the Government of Pakistan under Rule 13 of the Rules of Procedure [ 1 ] for the inclusion in the agenda of a supplementary item entitled "Working and financing of the Agency's Laboratory at Seibersdorf". This item will therefore be placed on a supplementary list of items which will be circulated as document GC(VII)/226/Add.1 not later than 4 September, in accordance with the last provision in that Rule.
2. The text of the explanatory memorandum required under Rule 20 is attached hereto.

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[1] GC(VII)/INF/60.



WORKING AND FINANCING OF THE AGENCY'S  
LABORATORY AT SEIBERSDORF

Memorandum by Pakistan

1. The Statute of the International Atomic Energy Agency, under Article III. A. 7, provides for acquisition or establishment of any facilities, plant and equipment to carry out its authorized functions, if the available facilities for such functions were either inadequate or impractical.

2. In accordance with this provision the General Conference at its second regular session recommended to the Board and the Director General to establish a Laboratory the functions of which shall not exceed the following:

- (a) Standardization of isotopes and preparation of radioactivity standards;
- (b) Calibration and adaptation of measuring equipment;
- (c) Quality control of special materials for nuclear technology;
- (d) Measurement and analysis in connection with the Agency's safeguards and health and safety programmes; and
- (e) Services for Member States which can be undertaken with the facilities needed for the aforementioned activities.

3. The Scientific Advisory Committee (SAC) after a study of the proposal for the establishment of the functional Laboratory recommended a flexible structure to suit the varied character of Agency's activities from time to time. Work to be undertaken by the Laboratory was to allow the following:

- (a) Calibration of dosimetry equipment;
- (b) Preparation of standardized radioactive sources;
- (c) Absolute and relative calibration of radioactive sources;
- (d) Establishment and study of international standards for measurement techniques;
- (e) Calibration of monitoring instruments of different countries;
- (f) Quantitative and qualitative chemical analysis of ores and of fuel elements and materials used in nuclear reactors, with special reference to the quantitative analysis of plutonium and the determination of impurities in fuel materials and moderators;
- (g) Definition of properties of soil;
- (h) Analysis of urine and of contaminated materials;
- (i) Isotopic analysis of heavy water, uranium and uranium compounds;
- (j) Whole-body measurements; and
- (k) Checking of electronic equipment before dispatch to Member States.

4. Facilities for training were also organized in the Laboratory on request by the General Conference at its fifth regular session. Up to the end of 1962 the Agency accepted 23 fellows and trainees to study calibration of radionuclides and low-level radionuclide determination, whole-body counting and use of isotopes and radiations in agriculture research. A small amount of isotope work in agriculture, health physics, hydrology and medicine is also being undertaken by the Laboratory.

5. At the time of establishment of the Agency's Laboratory at Seibersdorf in 1959, the Government of the United States of America made a cash grant of \$600 000 for its construction. Italy contributed \$30 000 in 1960 while other Member States gave a total of \$74 942 in value.

6. Budget allocations for the Laboratory during 1961, 1962, 1963 and 1964 show the following:

	<u>Actual</u>	<u>Actual</u>	<u>Budget</u>	<u>Estimate</u>
	1961	1962	1963	1964
Charges to Regular Budget	120 401	134 500	359 000	363 500
Charges to Operational Budget	251 624	262 000	205 600	229 500

7. Yearly expenditure, analysed for 1962, shows an extent of 67% chargeable to the Regular Budget and 33% to the Operational Budget excluding the cost of equipment and depreciation. The same percentages are applicable to the 1963 Budget. A slight increase in percentage costs chargeable to the Operational Budget is foreseen for 1964.

8. To some extent the Agency's Laboratory conducts chargeable work for the Member States. This forms its yearly revenue, which in 1963 is expected to be about 8% of the budgeted expenditure.

9. It will be observed from the table of budget figures, as above, that there has been a progressive rise in allocations from the Agency's Budget. Unqualified and unlimited financial support to the Laboratory absorbs a substantial portion of the limited resources of the Agency, and results in reduced activities in other important directions, particularly the provision of technical assistance to the developing countries. The yearly expenditure rise does not indicate a corresponding increase in benefits to the Member States, as the activities have become more scattered and resources spent over too many problems.

10. It can be established from the above study that the working of the Agency's Laboratory is not based on any rational approach relating to programmes, staffing and financing. The normal procedure for any national or international research establishment is that a research programme is made, a qualified staff is appointed and the work is carried out within certain budgetary allocations. For such a procedure to be adopted the aim and objectives of the Laboratory should be clearly defined and the affairs of the Laboratory directed in a methodical manner with special reference to the limits of the expenditure to be incurred.

11. Pakistan is not against the concept of the Agency's having a Laboratory, but feels that the time has come to regulate its activities on sound principles which are summarized below:

#### Programme of the Laboratory

12. The problems to be tackled in the Laboratory should be those of interest to all Member States, and must be of unique international significance. Such problems fall into the following three broad categories:

- (a) The standardization of nuclides;
- (b) Studies on health and safety measures, and on the standardization of chemical processes in connection with the application of the Agency's safeguards system; and
- (c) Studies of applications of isotopes not covered by national laboratories in Member States, and of other specific subjects approved by the Board.

13. The programmes of research under these categories should be clearly planned, and referred afresh to SAC for advice. After formal approval by SAC they should be carried out by competent staff. The work done should be evaluated from time to time by SAC or panels of specialists to be appointed by the Director General in consultation with SAC. The evaluation reports should be submitted to the Administrative and Budgetary Committee and finally to the Board at the June meetings every year. Unless this is done the Agency will not be in a position to appreciate the extent to which the programmes should be extended or curtailed.

#### Staff

14. No real research of international significance can be done unless there is staff of the highest calibre to carry it out. Further, there should be an element of continuity of supervision. For these reasons it is necessary that scientific personnel appointed to the Laboratory should be given a reasonable period of time to work on a specific problem. Frequent changes of nationalities and personalities, as is the case at present, throw the whole research programme into chaos.

15. The Laboratory should concentrate its efforts on a few problems rather than scatter its talent and resources on too many that are either unimportant or could be solved through the medium of research contracts awarded to well-equipped and well-staffed laboratories in Member States.

16. Normally, in a well-organized research laboratory, the curve of expenditure on a particular research problem rises gradually and then levels off. After it has been solved or its importance has diminished with time, the expenditure falls slowly to zero. Work on another problem is then started and the expenditure on this new research follows the same pattern. Thus by proper phasing of the beginning and ending of individual research problems the mean level of expenditure can be adjusted to fit a stabilized budget for the Laboratory. There is no reason why the Agency's Laboratory should not be given a fixed budgetary allocation and made to tailor its programme within the fixed budget. This is nothing new because for similar considerations the Board has limited the Agency's contributions to:

- (a) A sum of US \$80 000 per year for the Monaco project;
- (b) A sum of US \$55 000 per year for the International Centre for Theoretical Physics; and
- (c) A sum of about US \$50 000 for the Middle Eastern Regional Radioisotope Centre for the Arab countries.

17. The Board has already submitted the budget estimates for 1964 to the General Conference, but from 1965 onwards a financial limit should be fixed by the Board to the Agency's activities not exceeding US \$300 000 per year. Unless this is done it is apprehended that when a unified budget is introduced the uncontrolled allocations for the Laboratory may reduce the quantum of technical assistance to which the developing countries attach the highest importance.

18. With a view to rationalizing the working of the Laboratory on a balanced basis without jeopardizing the technical assistance programme of the Agency, which is of great importance to the developing countries, the Pakistan delegation proposes to move the resolution, a draft of which is as follows:

## THE WORK OF THE LABORATORY

### The General Conference,

- (a) Recalling the functions approved for the Laboratory by the General Conference in 1958,
- (b) Having studied in detail the documents presented by the Director General on the present work being carried out in the Laboratory,
- (c) Considering the varied nature of the activities it is desirable for the Agency to finance from its own resources, and
- (d) Further considering it desirable to direct the programme of the Agency's Laboratory in the interest of all Member States,

Requests the Director General in planning the Laboratory's programme of scientific research and investigation into peaceful uses of atomic energy, and in providing staff for the Laboratory, to be guided by the following general considerations:

- (a) That the scientific work undertaken in the Laboratory should be of unique international significance, should be approved by the Scientific Advisory Committee (SAC) and be related as closely as possible to the objectives and functions of the Agency as set forth in the Statute;
- (b) That within the above framework a large part of the effort should be directed towards the standardization of radionuclides and processes which will be of use in connection with the operation of the Agency's safeguards system;
- (c) That the appointments given to the scientists borne on the staff of the Laboratory should be of sufficiently long duration to ensure continuity of research by the scientists concerned;
- (d) That the results of the research and investigations carried out in the Laboratory should be evaluated by a group of experts or by SAC every year, and a report submitted to the Board for information;
- (e) That the Director General should review the working of the Laboratory in his bi-monthly reports, thus providing the Board with interim reports on work in progress, the current levels of expenditure, etc.; and
- (f) That the annual expenditure on the Laboratory should be stabilized for three years beginning in 1965 at a level of approximately US \$300 000 a year, and that this level of expenditure should be reviewed at the end of the three-year period in the light of the experience gained.