# Preparatory Committee for the 2026 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons

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Enhancing transparency for nuclear disarmament, non-proliferation and strengthening accountability in the review process for the Treaty on the Non-Proliferation of Nuclear Weapons

Working paper submitted by the members of the Non-Proliferation and Disarmament Initiative (Australia, Canada, Chile, Germany, Japan, Mexico, Netherlands (Kingdom of the), Nigeria, the Philippines, Poland, Türkiye and the United Arab Emirates)

- 1. The present working paper responds to calls by many States Parties over the course of this review cycle for increased transparency and accountability in the review process of the Treaty on the Non-Proliferation of Nuclear Weapons. Building on the Non-Proliferation and Disarmament Initiative's long-standing efforts in this area, the working paper offers concrete proposals to enhance accountability and transparency, especially through interactive dialogue based on enhanced national reporting on the implementation of the Non-Proliferation Treaty. The proposals in the working paper aim to contribute to nuclear disarmament and non-proliferation objectives, as well as to the ongoing efforts of Parties to the Treaty to strengthen accountability in the Treaty review process.
- 2. Annex I to the present paper contains a best practices national reporting template proposed by the Non-Proliferation and Disarmament Initiative<sup>1</sup> that can be used by all States Parties to provide information about implementation of their Treaty obligations and commitments, particularly the action plan of 2010.

#### Significance of transparency

3. As the Non-Proliferation and Disarmament Initiative has stressed in previous working papers, the principle of transparency – like those of irreversibility and

<sup>&</sup>lt;sup>1</sup> First proposed in 2017 in the Non-Proliferation and Disarmament Initiative working paper (NPT/CONF.2020/PC.I/WP.17).





verifiability – is indispensable for nuclear disarmament<sup>2</sup> and underpins the other two principles.

4. Without transparency, nuclear disarmament cannot be verified and States Parties to the Non-Proliferation Treaty cannot have complete confidence that nuclear disarmament measures have been accomplished in an irreversible manner. Enhanced transparency can contribute to building confidence and trust at the regional and international levels, which could foster common ground for dialogue and negotiation that can facilitate further reductions in nuclear weapons towards their total elimination. In addition, increased transparency also provides additional reassurance of the commitment of the parties to the Treaty to implementing their non-proliferation obligations under the Treaty.

#### Strengthening the review process by ensuring accountability - the role of reporting

- 5. The Non-Proliferation Treaty review process plays a key role as an accountability mechanism, particularly with regard to the nuclear-weapon States. It is critical that transparency and reporting be firmly embedded into the strengthening of the Treaty review process.
- 6. The Non-Proliferation and Disarmament Initiative considers that adequate reporting is an essential instrument both for providing greater transparency and for greater accountability as part of the strengthened review process of the Treaty. Reporting that provides clear information can serve as a baseline from which to measure progress made on implementation of the Non-Proliferation Treaty.
- 7. Strengthening the review process with a view to realizing the purposes of the preamble and the provisions of the Treaty was first agreed upon at the 1995 Review and Extension Conference as an integral part of the indefinite extension of the Treaty. The significance of the strengthened review process was to ensure accountability, in particular of nuclear-weapon States, in exchange for indefinite extension of the Treaty.
- 8. Since then, the 2000 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons has adopted the 13 practical steps for the systematic and progressive efforts to achieve complete disarmament. Step 9 (b) calls for increased transparency by the nuclear-weapon States with regard to the nuclear weapons capabilities and the implementation of agreements pursuant to article VI and as a voluntary confidence-building measure to support further progress on nuclear disarmament. Step 12 commits States Parties to reporting regularly on the implementation of article VI of the Treaty.
- 9. Non-nuclear-weapon States demonstrate transparency in the implementation of non-proliferation obligations through reports to the International Atomic Energy Agency (IAEA) Board of Governors based on the IAEA safeguards, underpinned by detailed legally binding agreements between States Parties and IAEA. There exists no specific transparency mechanism for nuclear-weapon States to demonstrate implementation of their nuclear disarmament obligations. Hence, the Non-Proliferation and Disarmament Initiative has been emphasizing the special responsibility of the nuclear-weapon States to report on their nuclear disarmament activities and the fulfilment of their obligations and commitments under the Treaty.

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<sup>&</sup>lt;sup>2</sup> In the 64-point action plan of the 2010 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons, the States Parties to the Treaty committed to the principle of transparency, together with the principles of irreversibility and verifiability, in relation to the implementation of their Treaty obligations (action 2). States Parties also agreed on the importance of supporting cooperation to, inter alia, improve transparency (action 19).

- 10. The Non-Proliferation and Disarmament Initiative has highlighted the benefits of standardized reporting forms that contribute to ensuring baselines and establishing a common frame of reference, thereby helping to meet the difficult challenge of measuring progress on implementation of the Treaty.
- 11. Furthermore, reporting is not an end in itself but should provide for an ongoing process of dialogue and improvement. Such dialogue has the added benefit of building trust and understanding required for improved cooperation on Treaty implementation. The consensus portion of the 2010 Non-Proliferation Treaty outcome document "affirmed that improving the effectiveness of the strengthened review process is an ongoing responsibility of States parties" (NPT/CONF.2010/50 (Vol. I), para. 112).
- 12. The meeting of the working group on further strengthening the review process of the Treaty on the Non-Proliferation of Nuclear Weapons held in July 2023 provided an opportunity to deepen discussion among the States Parties on measures that would improve the effectiveness, efficiency, transparency, accountability, coordination and continuity of the review process of the Treaty. Although it was regrettable that the working group could not agree on concrete recommendations to the Preparatory Committee, the Non-Proliferation and Disarmament Initiative welcomed the deliberations and looks forward to continuing substantive discussions, including at the third session of the Preparatory Committee for the 2026 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons.

#### Concrete proposals to enhance transparency through reporting

- 13. The Non-Proliferation and Disarmament Initiative recalls action 21 of the action plan of 2010, in which all nuclear-weapon States are strongly encouraged to agree on a "standard reporting form", and calls upon all the nuclear-weapon States to report using a standard template that builds on the disarmament elements of the 2013 common reporting framework and includes comparable and numerical information, consistent with actions 20 and 21 of the action plan of 2010.
- 14. The Non-Proliferation and Disarmament Initiative has proposed draft standard reporting templates<sup>3</sup> with suggested reporting elements under each action of the 2010 action plan. The template contained in the annex, which provides information needed to facilitate the strengthened review process, is intended to serve as a best practices guide for all States in their reporting.
- 15. Since 2012, the Non-Proliferation and Disarmament Initiative has proposed, visà-vis nuclear-weapon States, to include information on the following, without prejudice to national security:
- (a) The number, types (strategic or non-strategic) and status (deployed or non-deployed) of nuclear warheads;
  - (b) The number and types of delivery vehicles;
- (c) The number and types of weapons, delivery systems dismantled and reduced as part of nuclear disarmament efforts;
  - (d) The amount of fissile material produced for military purposes;

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<sup>&</sup>lt;sup>3</sup> Draft standard nuclear disarmament reporting form for nuclear-weapon States (NPT/CONF.2015/PC.I/WP.12, submitted in 2012), reporting template for non-nuclear-weapon States (NPT/CONF.2015/WP.17, submitted in 2015) and reporting template for all States Parties (NPT/CONF.2020/PC.I/WP.17, submitted in 2017, NPT/CONF.2026/PC.I/WP.18, submitted in 2023, and NPT/CONF.2026/PC.II/WP.32, submitted in 2024).

(e) The measures taken to diminish the role and significance of nuclear weapons in military and security concepts, doctrines and policies.

The above-mentioned elements to be included in the report were echoed in the working paper on possible elements of consensus submitted by the members of the Group of Non-Aligned States Parties to the Treaty on the Non-Proliferation of Nuclear Weapons (NPT/CONF.2020/WP.75, para. 15).

- 16. Furthermore, the Non-Proliferation and Disarmament Initiative underlines the importance of nuclear-weapon States engaging regularly with non-nuclear-weapon States in a meaningful and ongoing dialogue on implementation of Non-Proliferation Treaty obligations and related commitments, particularly in relation to disarmament. This dialogue should be accompanied by timely submission of national reports by the nuclear-weapon States, followed by open explanation and interactive discussion, especially with non-nuclear-weapon States and civil society participants, at future Non-Proliferation Treaty meetings.
- 17. In order to facilitate access to information and enable concrete reviews, the Non-Proliferation and Disarmament Initiative recalls the publicly accessible repository established by the Secretary-General in accordance with action 21 of the action plan of 2010, and calls for regular updates and improvements to the quantity and quality of information contained therein.
- 18. States Parties may wish to consider supporting the establishment of an independent publication on Non-Proliferation Treaty reporting that would provide an added layer of transparency and accountability.
- 19. The Non-Proliferation and Disarmament Initiative also welcomes other voluntary measures and recommends implementing existing measures and taking further steps to enhance transparency. For example, the Non-Proliferation and Disarmament Initiative underscores the importance of the implementation of the Guidelines for the Management of Plutonium (INFCIRC/549), a transparency measure welcomed by States Parties to the Non-Proliferation Treaty in 2000,<sup>4</sup> and calls upon all States that committed to reporting annually their holdings of all plutonium in peaceful nuclear activities to fulfil those commitments. Such concrete efforts could also be included in reporting.

### Recommendations for the 2026 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons

- 20. Based on our considerations above, the Non-Proliferation and Disarmament Initiative proposes in particular that the following elements be considered for inclusion in an outcome document of the 2026 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons:
  - The Conference decides to implement the following measures:
    - (a) With regard to the regular reports on action 20 of the action plan of 2010, each nuclear-weapon State presents reports twice in every review cycle at appropriate intervals. Ideally, the reports should be submitted in line with the submission deadline set by the Non-Proliferation Treaty secretariat, and no later than four weeks prior to both the second Preparatory Committee and the Review Conference;
    - (b) The second Preparatory Committee meeting allocates time under cluster 1, and the Review Conference allocates time in Main Committee I,

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<sup>&</sup>lt;sup>4</sup> Para. 39 of the Final Document of the 2000 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons.

- respectively, to hold open, interactive and focused discussions on the regular reports by all nuclear-weapon States on the implementation of article VI and the relevant commitments undertaken in final outcomes from Review Conferences.
- The Conference calls upon all nuclear-weapon States to report using a standard template that builds on the disarmament elements of the 2013 common reporting framework and includes comparable and numerical information. In this regard, the Conference calls upon the nuclear-weapon States to include information on the following in the regular reports on their Treaty obligations and related commitments, without prejudice to national security:
- (a) The number, types (strategic or non-strategic) and status (deployed or non-deployed) of nuclear warheads;
  - (b) The number and types of delivery vehicles;
- (c) The number and types of weapons and delivery systems dismantled and reduced as part of nuclear disarmament efforts;
  - (d) The amount of fissile material produced for military purposes;
- (e) The measures taken to diminish the role and significance of nuclear weapons in military and security concepts, doctrines and policies.

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#### Annex

## Future national reporting template on implementation of the Treaty on the Non-Proliferation of Nuclear Weapons: suggested coverage of topics for different categories of States Parties to the Treaty – indicative matrix

Note: The present document proposes only the topics to be addressed by States Parties in a future reporting template. The full version of such a reporting template would contain much more detail than appears here.

In the final three columns, Yes denotes that reporting is expected, No denotes that reporting is not expected and Optional denotes reporting preferred, if applicable.

			Nuclear- weapon States	Non-nuclear-weapon States	
	Торіс			With "advanced nuclear capabilities" <sup>a</sup>	Without "advanced nuclear capabilities"
	Nuclear disarma	ment			
l		National policy on nuclear disarmament	Yes	Yes	Yes
	D: :1 1	Membership in regional/multilateral groups that promote nuclear disarmament			
2	Principles and objectives	<ul> <li>National policy on irreversibility, verifiability and transparency</li> </ul>	Yes	Yes	Yes
	J	<ul> <li>Support for General Assembly resolutions supporting irreversibility, verifiability and transparency</li> </ul>			
		Measures to reduce national stockpiles of nuclear weapons	Yes	No	No
ļ		New START Treaty	Yes	No	No
5		<ul> <li>Reductions in national stockpiles in each of the post-1995 Non-Proliferation Treaty review cycles</li> </ul>	Yes	No	No
		• Current stockpiles of nuclear warheads and delivery vehicles: specified details			
	Disarmament of	<ul> <li>Current stockpiles of fissile material for nuclear weapons: specified details</li> </ul>			
	nuclear weapons	• Measures to diminish the role and significance of nuclear weapons in doctrine			
		• Policy reviews on nuclear weapons stockpiles, nuclear doctrine or nuclear posture			
		<ul> <li>Measures to reduce the operational readiness of the nuclear arsenal and efforts to engage non-nuclear-weapon States on this</li> </ul>			
		<ul> <li>Measures to reduce risk of accidental use of nuclear weapons</li> </ul>			
		Confidence- and-security-building measures to enhance transparency			

				Non-nuclear-v	veapon States
	Торіс		Nuclear- weapon States	With "advanced nuclear capabilities"	Without "advanced nuclear capabilities"
6		Support for a Conference on Disarmament subsidiary body on nuclear disarmament	Yes	Yes	Yes
		Participation in any working groups on nuclear disarmament			
7		Support for a Conference on Disarmament subsidiary body to discuss effective international arrangements to assure non-nuclear-weapon States against the use or threat of use of nuclear weapons	Yes	Yes	Yes
8	Security	Negative security assurances	Yes	No	No
9	assurances	Nuclear-weapon-free zone treaties: efforts to ratify relevant protocols or review reservations	Yes	No	No
		Nuclear-weapon-free zone treaties: support for establishment; name of treaty to which a State is a Party	Yes	Yes	Yes
10		Status; efforts to ratify; efforts encouraging annex 2 States to sign/ratify	Yes	Optional	Optional
11		Date of signature and ratification; status of reporting policy on moratorium	Yes	Yes	Yes
12		Summary of reports made since 2011 to biennial article XIV conferences	Yes	Yes	Yes
13	Comprehensive	National implementation activities and activities promoting entry into force	Yes	Yes	Yes
14	Nuclear-Test- Ban Treaty	• Efforts to construct/complete/certify International Monitoring System stations	Yes	Yes	Yes
		• Efforts to help the Comprehensive Nuclear-Test-Ban Treaty Organization to strengthen its verification regime			
		<ul> <li>National efforts to help to develop the Comprehensive Nuclear-Test-Ban Treaty Organization on-site inspection capabilities</li> </ul>			

			Nuclear- weapon States	Non-nuclear-weapon States	
Торіс	ic			With "advanced nuclear capabilities" <sup>a</sup>	Without "advanced nuclear capabilities" <sup>a</sup>
.5		Fissile material cut-off treaty: support for launching negotiations; summary of contributions to the Group of Governmental Experts and the Group of Eminent Persons	Yes	Yes	Yes
.6		Specific details on current status and future plans	Yes	No	No
.7		<ul> <li>Status of development of appropriate legally binding verification arrangements to ensure the irreversible removal of excess fissile materials</li> </ul>	Yes	No	No
Fiss	ssile materials	<ul> <li>Proposals/statements supporting development of appropriate legally binding verification arrangements to ensure the irreversible removal of excess fissile materials from military stockpiles by nuclear-weapon States</li> </ul>	Yes	Optional	Optional
.8		<ul> <li>Any current or future plans to dismantle, or convert to peaceful uses, facilities that produce fissile materials for nuclear weapons purposes</li> </ul>	Yes	No	No
		<ul> <li>Confirmation that domestic nuclear facilities do not produce fissile materials for use in nuclear weapons or other nuclear explosive devices</li> </ul>			
disa	clear armament rification	<ul> <li>Any cooperation among Governments, the United Nations and civil society aimed at increasing confidence, improving transparency and developing efficient verification capabilities related to nuclear disarmament</li> </ul>	Yes	Yes	Yes
		• Summary of national, regional and international efforts to promote greater transparency, confidence and efficiency in the verification of nuclear disarmament			
20		Year and official document symbol of regular reports on implementation of:	Yes	Yes	Yes
		Article VI of the Non-Proliferation Treaty			
		<ul> <li>Paragraph 4 (c) of the Principles and objectives for nuclear non-proliferation and disarmament agreed in 1995</li> </ul>			
Tra	ansparency	• The 13 practical steps agreed in 2000			
and and	and reporting	Transparency and reporting (by nuclear-weapon States):	Yes	No	No
		<ul> <li>Any agreed standard reporting form and determined reporting intervals</li> </ul>			
		• Efforts towards such agreement/determination			
		Efforts encouraging nuclear-weapon States to agree on a standard reporting form and to determine an appropriate reporting interval	Yes	Yes	Yes

				Non-nuclear-weapon States	
Торіс	:		Nuclear- weapon States	With "advanced nuclear capabilities" <sup>a</sup>	Without "advanced nuclear capabilities" <sup>a</sup>
22 Edu	ıcation	Efforts to promote nuclear disarmament and non-proliferation education	Yes	Yes	Yes
Nuc	clear non-prol	iferation			
23 Effo	orts to promote	universalization of adherence to the Non-Proliferation Treaty	Yes	Yes	Yes
	ernational omic Energy	Safeguards agreements concluded with IAEA (e.g. comprehensive safeguards agreement, Additional Protocol and/or modified small quantities protocol)	Yes	Yes	Yes
	ency (IAEA) eguards	Efforts to conclude a comprehensive safeguards agreement or to encourage other States to do so	Yes	Yes	Yes
26 • 1	National effor	ts to comply with non-proliferation obligations	Yes	Yes	Yes
• ]	• Initiatives (e.g. Non-Proliferation Treaty working papers) promoting high compliance standards				
• ]	IAEA conclus	ions: non-diversion and absence of undeclared material/activities			
(e.g.	g. implementing	address cases of non-compliance with Non-Proliferation Treaty non-proliferation obligations g Security Council sanctions regimes and statements in international forums, such as the inference and Board of Governors)	Yes	Yes	Yes
28		• Dates of signature and entry into force of the Additional Protocol	Yes	Yes	Yes
		• Efforts to implement the Additional Protocol			
		Efforts to encourage others to implement the Additional Protocol	Yes	Yes	Yes
29 IAE	EA safeguards	Efforts to promote/assist conclusion/implementation by other States of a comprehensive safeguards agreement	Yes	Yes	Yes
30		Support for wider application of safeguards in nuclear-weapon States	Yes	Optional	Optional
31		Efforts to amend or rescind an existing small quantities protocol	No	No	Yes
32		Efforts to review and evaluate IAEA safeguards	Yes	Yes	Yes
33 • 5	Status of payn	nent of assessed contributions to IAEA	Yes	Yes	Yes
• ]	Extrabudgetar	y, voluntary and/or in-kind contributions to IAEA			

				Non-nuclear-weapon States	
	Торіс		Nuclear- weapon States	With "advanced nuclear capabilities"	Without "advanced nuclear capabilities" <sup>a</sup>
34	Contributions to	an international technology base to improve IAEA safeguards	Yes	Yes	Yes
35		Efforts in export control regimes, Security Council resolution 1540 (2004) and other arrangements (e.g. legislation or bilateral arrangements) to help to ensure that nuclear-related exports do not lead to proliferation	Yes	Yes	Yes
36	Export control	Implementation of nuclear export control lists in domestic legislation/regulations	Yes	Yes	Yes
37		Efforts to show that a recipient State's safeguard/compliance record is considered in making nuclear export decisions	Yes	Yes	Yes
38		es' legitimate right to peaceful uses of nuclear energy (e.g. list of States with which nuclear ements were concluded)	Yes	Yes	Yes
39	Key policy criter	ria considered when determining whether to engage in nuclear cooperation with a State	Yes	Yes	Yes
40	• Efforts to str	engthen physical protection of nuclear facilities	Yes	Yes	Yes
	• Efforts to im	plement commitments made in Nuclear Security Summit process			
41	• Summary of	efforts to apply IAEA INFCIRC/225/Rev.4 (Corrected)	Yes	Yes	Yes
	• National rev				
42		on the Physical Protection of Nuclear Material and its 2005 Amendment: summary of progress atifying and implementing	Yes	Yes	Yes
	• Efforts to pro	omote ratification/implementation of the Convention and its 2005 Amendment			
43	Steps taken to	implement:	Yes	Yes	Yes
	• Revised IAE	A Code of Conduct on the Safety and Security of Radioactive Sources			
	Guidance on	the Import and Export of Radioactive Sources			
44	• Efforts to str States in doi:	engthen national capabilities against illicit trafficking of nuclear material – or to assist other ng so	Yes	Yes	Yes
	• Participation	in the Proliferation Security Initiative			
	• Participation	in the Global Initiative to Combat Nuclear Terrorism			

	Торіс		Nuclear- weapon States	Non-nuclear-weapon States	
				With "advanced nuclear capabilities"	Without "advanced nuclear capabilities'
	• Summary o	f any reports provided in accordance with Security Council resolution 1540 (2004)			
	• Status of pa	rticipation in the IAEA Incident and Trafficking Database			
	• Status of pa (INTERPO)	rticipation in the nuclear security activities of the International Criminal Police Organization L)			
45	Progress in sigr Nuclear Terrori	ning, ratifying and implementing the International Convention on the Suppression of Acts of sm	Yes	Yes	Yes
46		o strengthen national regulatory controls of nuclear material, including establishing and a State System of Accounting for and Control of Nuclear Material, as well as any regional-	Yes	Yes	Yes
	• Summary o	f cooperation with IAEA on accounting/control of nuclear materials			
	•	f support for IAEA programmes relevant to these actions, including relevant work of the IAEA ety and security programme			
	Peaceful uses of	of nuclear energy			
47		e types of peaceful uses of nuclear energy being pursued nationally (e.g. power generation, l and agricultural)	Yes	Yes	Yes
48	National policy	on nuclear cooperation, including legislation on export controls	Yes	Yes	Optional
49	Technical	Efforts to further the development and application of nuclear technologies to areas that will help to meet the needs of developing countries	Yes	Yes	Yes
50	cooperation	International efforts to assist developing countries, identifying those activities that are undertaken through the IAEA technical cooperation programme	Yes	Yes	Yes
51	• List of cour	atries with which nuclear cooperation agreements are in effect (see actions 37 and 38)	Yes	Yes	Optional
	• List of nucl	ear cooperation agreements awaiting implementation			

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			Non-nuclear-weapon States	
	Торіс	Nuclear- weapon States	With "advanced nuclear capabilities" <sup>a</sup>	Without "advanced nuclear capabilities" <sup>a</sup>
	<ul> <li>Any participation in or contributions to workshops to share best practices, including with the nuclear industry, the private sector and non-governmental organizations, such as the World Institute for Nuclear Security</li> </ul>			
61	<ul> <li>Any national efforts to reduce the use of highly enriched uranium in civilian nuclear programmes and/or convert nuclear facilities to low-enriched uranium</li> </ul>	Yes	Yes	No
	<ul> <li>Any international assistance provided to other States to reduce the use of highly enriched uranium in civilian nuclear programmes</li> </ul>			
62	National regulations on the transport of radioactive materials, particularly the implementation of IAEA updated standards on transport regulations (No. SSR-6, 2012)	Yes	Yes	Optional
63	Date of signatures and ratifications of:	Yes	Yes	Yes
	- Convention on Supplementary Compensation for Nuclear Damage			
	- Vienna Convention on Civil Liability for Nuclear Damage and/or			
	- Paris Convention on Third-Party Liability in the Field of Nuclear Energy			
	<ul> <li>Title and date of adoption of any national legislation on nuclear liability</li> </ul>			
64	Summarize national position and efforts taken to prohibit [and prevent] armed attacks on or threats against nuclear facilities devoted to peaceful purposes during their operation or while under construction	Yes	Yes	Yes

<sup>&</sup>lt;sup>a</sup> For present purposes, "advanced nuclear capabilities" is understood to mean that a non-nuclear-weapon State has nuclear fuel cycle capabilities and/or uranium enrichment capabilities.