

GLOBAL ENTERPRISE TO STRENGTHEN NONPROLIFERATION AND DISARMAMENT

October 14-15, 2018

Millennium Hilton, One UN Plaza
New York, New York

MEETING SUMMARY

At the October 14-15 meeting of the Global Enterprise to Strengthen Nonproliferation and Disarmament (Global Enterprise), held in New York City, participants engaged in a productive and positive dialogue on the different perspectives on a nuclear-weapons-free world; the areas of convergence and overlap in purpose and goals across these perspectives; and possible areas and options for collective action across all the Treaty on the Nonproliferation of Nuclear Weapons (NPT) goals, including to strengthen implementation of past commitments. The following is a summary of the key themes and ideas for cooperative engagement that emerged from the discussions.

Key Themes

- The aim of the Global Enterprise should not be another long compendium study. Instead, the goal is to identify a short list of ideas upon which participants can constructively focus and seek to carry forward collectively (multilaterally, bilaterally, among groups of countries, and in other configurations). In so doing, the project should keep its focus on the upcoming 2020 NPT Review Conference (RevCon) and how the Global Enterprise can contribute to its success.
- NPT states parties have a shared interest in ensuring the integrity of the NPT, which remains a common asset. States must strengthen their efforts to rebuild trust and identify opportunities for collaboration so that the 2020 RevCon can be used to advance the NPT's goals.
- It is important to address past commitments, particularly those made at previous NPT RevCons. Despite progress made for some commitments, understanding why there has been difficulty implementing others could help identify ways to overcome those difficulties and advance the NPT's goals.
- Finding common ground around initiatives and actions that help build trust will be critical for near-term progress on NPT goals. Trust building and finding common ground are necessary among the nuclear-weapon states (NWS) and between the NWS and the non-

nuclear-weapon states (NNWS). Political statements may have an important role to play in building trust and creating political space for progress. In addition, states should better articulate the steps that have been or are being taken and progress that has been made.

- At the right moment, Parties may wish to engage in a discussion on how to define and achieve a successful 2020 RevCon to include what achievements are possible prior to the 2020 RevCon as well as how to enhance collaborative action to advance the NPT's goals.
- More dialogue is needed to clarify that the initiative on "creating conditions for nuclear disarmament" (CCND) does not mean "conditionality" and does not exclude the parallel pursuit of traditional disarmament actions.

Ideas for Cooperative Engagement to Develop through the Global Enterprise

- At the New York meeting, participants developed a preliminary list of possible areas for further dialogue and focus within the Global Enterprise, focused across all three NPT goals.
- To advance this dialogue on opportunities for cooperative engagement within the Global Enterprise, it will be important to clarify the challenges to be addressed, the progress that has been made (and obstacles to progress), existing initiatives, and options for collaborative next steps.
- In considering options, identifying major new proposals or moving forward on ambitious ideas may be difficult. One suggestion was that the Global Enterprise could identify "steps within steps" to break down commitments into more actionable and realistic near-term steps. It may be more feasible for some actions to be implemented by small groups or pairs of states willing to work together.

1. Disarmament

a. Implementing Past Commitments

- Past commitments, including the 2010 Action Plan, provide a starting point for cooperative engagement. A review of specific past-agreed actions, their implementation status, and constraints on their implementation could foster better mutual understanding of why certain commitments have proven so difficult to pursue in practice and why they remain important to states parties. More important, such a review could help identify space for further actions that could be achieved in the short term (including possible "steps within steps").

b. Reducing the Risk of Use of Nuclear Weapons

- Risk reduction steps appeared as a key priority for a large majority of participants and an area in which it is important to seek common ground.
- In recent years, many proposals for risk reduction have been put forward, including within the NPT Review process. Given the breadth of this issue, it is important that ways be found to narrow the discussion within the Global Enterprise to help identify practical near-term ways to reduce those risks.
- Within the discussion in New York, specific ideas for reducing risk that were mentioned include:
 - Political statements to reaffirm common purpose and build trust, such as:
 - All states reaffirm the norm of non-use of nuclear weapons.
 - NWS reaffirm that a nuclear war cannot be won and should never be fought.
 - Strengthening the dialogue among NWS on nuclear doctrine.
 - Promoting dialogue and building awareness of the potential disruptive impacts of emerging technologies, including cyber, on nuclear risks overall.

c. Transparency to Support Disarmament

- Transparency through information sharing and dialogue—both among the NWS and between the NWS and NNWS—can contribute to building the trust and political will necessary to rebuild habits of cooperation and foster collaborative actions among NPT parties. Among the NWS, transparency also can contribute to risk reduction.
- New ideas and initiatives should complement work already being done on transparency within the Non-Proliferation and Disarmament Initiative (NPTI) and the P5.
- Specific ideas for enhancing transparency that were highlighted by participants include:
 - Regular dialogue on nuclear doctrine and strategic stability among the NWS and between the NWS and NNWS.
 - Dialogue between NWS and NNWS on the role of nuclear deterrence to better understand each other's perspectives.
 - Regular reporting by NWS on actions they are taking, and not taking, to meet past NPT commitments.
 - Deeper discussion about why states cannot be more transparent in some areas and exploring opportunities to overcome constraints.

d. *Dialogue on Creating the Context for Nuclear Disarmament*

- Further dialogue to address concerns that the CCND approach proposed by the United States means “conditionality” would be valuable to improve mutual understanding.
- This could pave the way to a broader dialogue on creating the context for nuclear disarmament that could help NWS and NNWS identify both near-term actions and longer-term actions to enable a more secure and stable environment for all states in a world without nuclear weapons.

e. *Sustain and Extend International Nuclear Disarmament Verification Cooperation*

- There is already a high degree of dialogue and in some instances collaboration among various groups working on verification challenges that should be sustained and expanded—the Group of Government Experts, the International Partnership for Nuclear Disarmament Verification, the so-called “Quad” of the United Kingdom, Norway, Sweden, and the United States, and other bilateral activity. This work is an important investment in meeting one of the principal long-term challenges to reaching a world without nuclear weapons—that of effective verification tools and mechanisms. Additional collective efforts could address:
 - Exploring additional opportunities for international cooperation through other mechanisms, activities, or cooperative verification exercises.
 - Capacity building and training, with a particular focus on collaboration with NNWS.

2. **Non-Proliferation**

a. *Strengthening Safeguards*

- International Atomic Energy Agency (IAEA) safeguards are critical to effective non-proliferation and have periodically been reviewed and updated in the decades since the NPT entered into force. Steps to strengthen safeguards and their application could be explored within the Global Enterprise. A better understanding of the barriers to universalization of the Additional Protocol could also help identify ways to overcome those constraints.

b. *Fissile Material Regulation Issues and Options*

- The Conference on Disarmament (CD) remains stalemated on the start of negotiations on a fissile material cutoff treaty (FMCT). At the same time, the recent high-

level FMCT expert preparatory group provides important background analysis should negotiations commence. For both non-proliferation and nuclear disarmament, possible opportunities and collaborative pathways forward need to be explored in the regulation of fissile material that can be used for nuclear weapons.

- It remains important to think about possible next steps for pursuing the FMCT, building on past expert consultations and lessons from other treaty areas. However, it is also useful to explore the objectives, options, and possibilities for fissile material regulation and transparency absent an FMCT, including as an enabler of nuclear disarmament.
- States also can still build on considerable progress that has been made over the past decades in minimization of civilian HEU.

c. *Nuclear Safety and Security*

- The importance of collaboration on nuclear safety and security is widely acknowledged. In addition to global actions and dialogue, regional action is increasingly important. Regional dialogue could include making commitments to implement IAEA nuclear security/safety guidelines and to INFCIRC/869 on “Strengthening Nuclear Security Implementation.”

d. *Article X*

- At past RevCons, Article X has been a controversial issue because of concerns among some NNWS that discussion of Article X is intended to weaken the right to withdraw from the NPT.
- One area for dialogue within the Global Enterprise could be options to establish the legal status after a Party’s withdrawal from the NPT of any materials, equipment, and technology supplied to withdrawing states, as well as safeguards on those materials, equipment, and technology supplied to the Party based on its prior NPT membership.

e. *The Middle East WMD-Free Zone*

- One of the most difficult issues at past NPT RevCons has been how to move forward the concept of Middle East Zone Free of Nuclear Weapons and other Weapons of Mass Destruction, affirmed in the Middle East Resolution adopted at the 1995 RevCon. Dialogue within the Global Enterprise on the Middle East WMD-Free Zone could provide an opportunity to exchange views on opportunities for progress, as well as constraints on such progress.

3. Peaceful Uses

- The NPT has proved effective in providing a framework for the peaceful uses of nuclear energy by many states. Possible opportunities to strengthen peaceful nuclear cooperation that warrant exploration include:
 - Assistance to developing countries in nuclear infrastructure development and non-power applications of nuclear energy.
 - Assessing regional perspectives on peaceful uses, with a focus on identifying the non-power uses of most importance and ways to strengthen collaboration in those areas.

4. Cross-cutting Issues

Training and Education on Non-proliferation and Disarmament

- Training and education remains an important component of strengthening the NPT regime. States parties should explore new opportunities for enhancing training and education.

Next Steps

- We are planning to host an informal lunch in London on Friday, December 14 for those Global Enterprise participants who will be participating in the Wilton Park Non-Proliferation Conference.
- We have reviewed the key themes for cooperative engagement that emerged from the October discussions. To enhance our effectiveness we are in the process of identifying a short-list of themes and specific ideas that warrant further development in the Global Enterprise.
 - For certain themes that we believe require further analysis and scoping we will produce short background papers with specific options for advancing a given issue before our next full meeting in 2019.
 - For other themes, we will consider how best to facilitate constructive engagement at future meetings.
- The next full meeting of the Global Enterprise will take place early next year. We will send details on location and dates shortly.