

2020 Review Conference of the Parties to the Treaty on the Non-Proliferation of Nuclear Weapons

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Report of Spain on the implementation of the Treaty on the Non-Proliferation of Nuclear Weapons

Report submitted by Spain

1. The following is the report of the Government of the Kingdom of Spain on measures taken to implement the provisions of the Treaty on the Non-Proliferation of Nuclear Weapons, in accordance with paragraph 4, subparagraph (c), of the 1995 Decision on “Principles and Objectives for Nuclear Non-Proliferation and Disarmament”, as set out in paragraph 15, subparagraph 12, of the Final Document of the 2000 Review Conference of the Parties to the Treaty of the Non-Proliferation of Nuclear Weapons, and in the action plan adopted at the 2010 Review Conference.
2. Spain supports a world order based on international law and multilateralism. To that end, Spain responsibly assumes the undertakings it gives in the non-proliferation and disarmament forums of which it is an active member. Its ambition is for the main non-proliferation and disarmament treaties to be universalized.
3. The year 2020 marked the fiftieth anniversary of the entry into force of the Non-Proliferation Treaty. Spain, which acceded to the Treaty in 1987, considers it the cornerstone of the international non-proliferation regime. It is the most valuable instrument available for containing proliferation and advancing the process of nuclear disarmament, and is the framework that enshrines the inalienable right of all States to the peaceful use of nuclear technology. Spain calls for the universalization of the Treaty and declares its full and unequivocal commitment to the three pillars of the Treaty, recognizing that it is time to show tangible progress regarding nuclear disarmament.
4. Spain reaffirms its commitment to the objective of achieving a world free of nuclear weapons, and hence its wish that the provisions of article VI of the Treaty be implemented. This Review Conference gives us an opportunity to establish the path to follow in order to gradually achieve this goal.
5. On 1 December 2017, Spain established the Special Committee on Non-Proliferation to support the National Security Council in the performance of its functions as they relate to the non-proliferation of weapons of mass destruction. The Committee is primarily responsible for coordinating the various departments and the exchange of information. The establishment of the Committee also makes it possible



to share and coordinate information on the participation of Spain in various international forums.

6. Spain sets an example in the responsible use of nuclear technology, adhering to the highest technological and physical safety standards and safeguards in all its activities, including in the nuclear fuel cycle.

7. Spain reaffirms its obligation to the undertakings adopted at successive review conferences: the decisions adopted at the 1995 Review Conference, the 13 steps agreed to at the 2000 Review Conference, the 64 actions contained in the plan of action of the 2010 Review Conference, and the outcomes of the 2015 Review Conference. Spain is aware of the tensions in the international security context and continues to work on concrete measures to foster the full implementation of the Non-Proliferation Treaty regime and active and constructive participation in the Review Conference to be held in January 2022.

8. In order to progress towards those goals in a pragmatic manner, Spain participates actively in the work of the European Union to ensure that its member States contribute actively and cohesively to the Non-Proliferation Treaty and its review conferences. Spain also participates in a multitude of initiatives in pursuit of specific goals, such as the Stockholm Initiative on Nuclear Disarmament, the fourth ministerial meeting of which was held in Madrid on 5 July 2021, and the “Creating an Environment for Nuclear Disarmament” initiative. Spain also welcomes other initiatives such as the Non-Proliferation and Disarmament Initiative, and encourages the active participation of States in forums that facilitate consensus-building and the adoption of pragmatic, concrete and effective decisions.

Pillar 1: Nuclear disarmament (actions 1–22)

9. Spain supports irreversible, complete and universal disarmament. It participates actively in all international disarmament and non-proliferation forums and agreements relating to weapons of mass destruction and conventional arsenals, and fully assumes its political, legal and financial undertakings in that regard.

10. Spain subscribes to the principle of irreversibility which underpins the undertaking to completely eliminate nuclear weapons, as reflected in article VI of the Non-Proliferation Treaty. Spain welcomes the measures that have been taken to reduce nuclear arsenals and encourages all the nuclear-weapon States to continue their efforts to fulfil and renew that undertaking.

11. Spain wishes to make effective and gradual progress towards the total elimination of nuclear weapons. To this end, it participates very actively in the Stockholm Initiative on Nuclear Disarmament, has subscribed to its Berlin Declaration, and promotes its practical implementation through its “Stepping Stones” initiative (commitments based on the agreements entered into at past review conferences of the Non-Proliferation Treaty and presented to this Review Conference in the working paper entitled “Stepping stones for advancing nuclear disarmament” ([NPT/CONF.2020/WP.6](#)). As part of its contribution to that initiative, Spain organized its fourth ministerial meeting, held in Madrid on 5 July 2021, and has participated in all its promotional activities. Spain also strongly supports the proposals of the Stockholm Initiative to reduce nuclear risk, which are contained in working paper [NPT/CONF.2020/WP.9](#), submitted to this Review Conference. Spain hopes that the Conference will decide on a concrete strategy for nuclear risk reduction and will consider the possibility of establishing the United Nations mechanism it deems appropriate for identifying and developing concrete measures in this regard.

12. Spain invites the nuclear-weapon States to adopt or expand unilateral measures to reduce their nuclear arsenals, and to take appropriate measures regarding excess fissile material for military use, especially the elimination of such material.

13. Disarmament and arms limitation at the bilateral level are also important contributions to international peace and security. Spain welcomes the progress made between the Russian Federation and the United States to control and reduce their nuclear arsenals, as well as the resumption of bilateral conversations on strategic stability, which are continuing to lay the groundwork for future developments in arms control and nuclear risk reduction. Spain considers that the five-year extension of the new Strategic Arms Reduction Treaty is a first step in the right direction. Spain urges all nuclear-weapon States to seek agreements to limit and reduce nuclear warheads, missiles and launching pads. Spain hopes that progress can be made not only in the reduction of arsenals but also in verification, irreversibility, risk reduction measures and transparency.

14. Spain reiterates its commitment to the Conference on Disarmament, which since 1979 has been the only forum in which the key countries in irreversible, complete and universal nuclear disarmament processes have been present on a permanent basis. Spain recognizes the achievements of the Conference on Disarmament as a forum for the negotiation of the main non-proliferation and nuclear disarmament treaties. Spain supports the proposals on a work programme that seeks to make real progress regarding nuclear disarmament, the strengthening of negative security assurances and the prevention of an arms race in outer space. At a time when the international environment is marked by geopolitical tensions and doubts about the non-proliferation system, the role played by a Conference on Disarmament in which States may jointly assume responsibility for the maintenance of international peace and security, is even more the important.

15. Spain has supported the signing of all the treaties for the establishment of nuclear-weapon-free zones. Spain considers that the convening of a conference on the establishment of a zone in the Middle East free of nuclear weapons and other weapons of mass destruction is a matter of crucial relevance for enhanced security and stability in the region. Spain supported the first conference to that effect held in New York from 18 to 22 November 2019, and hopes that the process will follow its course with the participation of all the relevant regional and international actors for the establishment of a nuclear-weapon-free zone in the Middle East.

16. As an Annex 2 State, Spain plays a key role in the Comprehensive Nuclear-Test-Ban Treaty regime. The Treaty has still not entered into force. Spain signed the Treaty on 24 September 1996, ratified it on 31 July 1998, and made it part of its laws through the 1999 Nuclear Test Ban Act. Both individually and as part of the European Union, Spain makes numerous diplomatic representations to third States to promote the universality and entry into force of the Treaty. Pending the universality and entry into force of the Treaty, an international moratorium on nuclear testing or any other type of nuclear explosions would represent a significant contribution to global peace and security. Spain appeals to the nuclear-weapon States to maintain and strengthen the existing undertakings regarding moratoriums on nuclear testing.

17. Spain supports the work and actively backs the activities of the Preparatory Commission in Vienna. Spain contributes to the International Monitoring System network by hosting a primary seismic station in Sonseca, which has been in operation since 2002. Spain and the Preparatory Commission have developed cooperation activities through an agreement entered into on 14 April 2000. One such activity is the International Workshop for International Data Centres, to be held in Toledo.

18. Spain reiterates its goal for an early conclusion to the negotiation in the Conference on Disarmament of a treaty banning the production of fissile material for

nuclear weapons or other nuclear explosive devices, in accordance with the mandate set out in document [CD/1299](#). Pending that agreement, Spain appreciates the unilateral moratoriums on the production of fissile material declared by States possessing nuclear weapons or nuclear technology in general, although that measure is insufficient.

19. In keeping with the principle of transparency, Spain strongly supports the submission of national periodic reports as part of the Non-Proliferation Treaty review process.

20. Spain welcomes and encourages the commencement of nuclear disarmament verification initiatives, such as the 2019 verification exercises between Germany, France and Belgium, the United Nations Open-ended Working Group on nuclear disarmament verification, established on 7 December 2015, General Assembly resolution [70/33](#), and the International Partnership for Nuclear Disarmament Verification.

21. Spain, a recognized gender champion and a leader in the United Nations Secretary-General's disarmament agenda, calls for the mainstreaming of the gender dimension in non-proliferation and disarmament. To that end, a world-pioneering seminar on gender and disarmament was held in Spain in July 2019, with the participation of Rafael Grossi, former President of the Non-Proliferation Treaty Review Conference and current Director General of the International Atomic Energy Agency (IAEA). Spain promotes the participation of women in non-proliferation and disarmament diplomacy, as well as the participation of women scientists in forums such as the seminar on science and diplomacy in Spanish of the Preparatory Commission for the Comprehensive Nuclear-Test-Ban Treaty Organization, to be held soon. Spain wishes to note the distinctive contribution and differentiated impact that women and girls make in non-proliferation and disarmament. Spain incorporates that perspective into the wider framework of the women, peace and security agenda of the United Nations, the Council of the European Union working group on non-proliferation and arms export, the North Atlantic Treaty Organization, the Non-Proliferation Treaty review conferences or informal initiatives such as the Stockholm Initiative on Nuclear Disarmament.

22. Spain supports the role that civil society plays in advancing the goals of non-proliferation and disarmament; for example, Jarmo Sareva, a former Director of the United Nations Institute for Disarmament Research (UNIDIR), was present at events on the impact of disarmament research with a practical focus held with Spanish civil society organizations in 2016. Renata Dwan, a former Director of UNIDIR, also participated in events organized by Spanish civil society on the Secretary-General's disarmament agenda in 2018.

23. Spain defends the value of the linkage between education and disarmament and calls for the recognition of the role of young people in that regard, as expressed at the International Conference on Safe Schools, held in Palma de Mallorca in 2019.

Pillar 2: Nuclear non-proliferation (actions 23–46)

24. Spain believes it is vital that the nuclear-weapon States have undertaken not to transfer, and not to assist, encourage or induce the transfer of any nuclear weapons or other nuclear explosive devices and other applicable controls as set out in article I of the Non-Proliferation Treaty.

25. In the effort to combat the proliferation of weapons of mass destruction, Spain approved a national security strategy in 2013 and another national security strategy in 2017, which is currently in force, as well as a foreign action strategy for 2014 and

2014-2024. These strategies have been crucial for the adoption of measures tailored to the current context, while the 2003 European Union strategy against the proliferation of weapons of mass destruction has been instrumental in facilitating coordination among States members of the European Union.

26. Spain fulfils its article II undertaking not to transfer, as well as the undertakings not to manufacture or acquire in another way nuclear weapons or other nuclear explosive devices, or to receive assistance to that end.

27. As it has done at numerous non-proliferation forums, Spain once again appeals to other non-nuclear-weapon States parties to the Treaty to fulfil those obligations.

28. Spain reiterates its support for the safeguards regime referred to in article III of the Non-Proliferation Treaty for the purpose of verification of the fulfilment of the obligations assumed by nuclear-weapon and non-nuclear-weapon States. Spain advocates the universal application of the safeguards agreements, alongside the additional protocol, as an international verification standard, since it strengthens the verification system by providing assurances not only that declared nuclear materials have not been diverted, but also that all nuclear material and activities have been declared. Likewise, where justified, Spain supports the revision and updating of the “small quantities protocol”. Spain reiterates the key role firmly that IAEA plays in the implementation of nuclear safeguards, strongly supports its authority in the monitoring and control of nuclear proliferation, and promotes the strengthening of its verification and supervision capacities. The close cooperation between Spain and the Agency was captured in a visit to Spain by the Agency’s Director General Rafael Grossi in 2019.

29. Spain is subject to the safeguards regime of IAEA under its agreement with the European Atomic Energy Community (EURATOM). Accordingly, the country’s nuclear industry is obliged to periodically declare its stockpile of nuclear material and any resulting variants to IAEA. The additional protocol between Spain and the Agency entered into force on 30 April 2004.

30. Spain reiterates its concern about the risk posed by the diversion of sensitive materials and technologies to non-State actors for terrorist purposes. Spain firmly supports all initiatives undertaken in line with Security Council resolution [1540 \(2004\)](#) to combat the asymmetric proliferation of nuclear weapons, and has developed an action plan for the implementation of the resolution. Spain chaired the Security Council Committee established pursuant to resolution [1540 \(2004\)](#) as a non-permanent member of the Council in 2015 and 2016. In 2016, Madrid hosted a special meeting of the Committee as part of the comprehensive review of the implementation of the resolution, to allow Committee members to discuss the review process and contribute to a final report, as well as to promote a discussion on the objectives of the review and the role of the resolution in the international non-proliferation architecture. Spain also decisively supported Security Council resolution [2325 \(2016\)](#), adopted when Spain was a member of the Council.

31. Spain encourages other States to participate in the global fight against nuclear terrorism at the bilateral, regional and international levels. Spain has also ratified the Amendment to the Convention on the Physical Protection of Nuclear Material and Nuclear Facilities, and considers its universalization a priority in view of the upcoming Review Conference. Spain has also ratified the International Convention for the Suppression of Acts of Nuclear Terrorism of 2005. Spain supports the Global Initiative to Combat Nuclear Terrorism, and was the first country to coordinate the technical programme of the Initiative when it conducted its “Gate to Africa” exercise with the Kingdom of Morocco, and in collaboration with IAEA. Spain contributes to the development and construction of a global security architecture by participating in

the Contact Group and in the global dialogue on physical protection of nuclear material.

32. Spain participates actively in all export control regimes: the Australia Group, the Wassenaar Arrangement, the Nuclear Suppliers Group and the Missile Technology Control Regime.

33. Spain has signed other relevant non-proliferation instruments, including the Hague Code of Conduct against Ballistic Missile Proliferation.

34. Spain participates actively in the Proliferation Security Initiative, and will organize an exercise on the implementation of Security Council resolution [1540 \(2004\)](#) as part of that Initiative. Spain supports the work of the Global Partnership Against the Spread of Weapons and Materials of Mass Destruction in the context of the Group of Seven, and encourages the continuation of its work and openness to participation and transparency.

Pillar 3: Peaceful uses of nuclear technology (actions 47–64)

35. Spain reaffirms the inalienable right to the peaceful use of nuclear technology in accordance with article IV of the Non-Proliferation Treaty.

36. Spain underlines the synergies between the responsible use of nuclear materials and technology and the achievement of the Sustainable Development Goals in areas such as health, agriculture, water and sanitation, preservation of cultural heritage, research, research, development and innovation policies, and the fight against climate change.

37. Spain considers that the development of capacities for these peaceful uses is one of the most important mandates of IAEA and reiterates its support to that end, as it already does in the design, financing and implementation of projects under the Agency's Technical Cooperation Programme, particularly in Latin America and the Caribbean.

38. The spirit that informs article IV of the Non-Proliferation Treaty must be aligned with the 17 Sustainable Development Goals and the 2030 Agenda for Sustainable Development.

39. Spain appeals to all States to participate in the Nuclear Safety Fund, and proposes that a mandatory regime replace the current voluntary regime for State contributions to the Fund. In 2017, Spain, together with Australia and Canada, submitted a working paper entitled "Nuclear security in the Treaty on the Non-Proliferation of Nuclear Weapons". The Treaty cannot be immune from the security debate that already features prominently in other initiatives, such as the Nuclear Security Summits, the Nuclear Security Contact Group and the Group of Seven working group on resolution [1540 \(2004\)](#).

40. Spain is also an active party to the Convention on Nuclear Safety, the Joint Convention on the Safety of Spent Fuel Management and on the Safety of Radioactive Waste Management, the Convention on Early Notification of a Nuclear Accident, the Convention on Assistance in the Case of a Nuclear Accident or Radiological Emergency, and the Convention on the Physical Protection of Nuclear Material.

41. Spain believes strongly that the peaceful uses of nuclear technology and materials should occur within the framework established by the above-mentioned treaties, and that all bilateral, regional or international agreements or treaties for the development or transfer of these technologies and materials must include specific clauses that reflect the principles and criteria established by the international

non-proliferation regime, including in particular nuclear safeguards and criteria for the control of exports and transfers of sensitive materials and technologies.

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42. Spain calls upon the participating States to address the three pillars in a balanced manner that would allow for the promotion of the peaceful uses of nuclear technology and help to strengthen the non-proliferation regime through consensus-building and concrete and practical outcomes towards “complete and universal disarmament”.

43. Spain considers the debate on the potential catastrophic humanitarian consequences of the use of nuclear weapons to be of vital interest. The debate highlights the need to promote the nuclear disarmament process, in a realistic and gradual manner, in the context of the Non-Proliferation Treaty; the nuclear powers must participate in the debate.

44. Spain hopes that this Conference will serve as a platform for the renewal of the undertaking of all States parties to fulfil the obligations set out in the Non-Proliferation Treaty, and calls for active, comprehensive and effective diplomacy to ensure that countries that have not yet ratified the Treaty and those with proliferating nuclear programmes comply with its provisions and apply IAEA international safeguards without any limitation.

45. Spain is committed to a balanced development of the three pillars on which the Non-Proliferation Treaty is based. This Review Conference is an opportunity to make substantive progress in the implementation of article VI of the Treaty. Through its active participation in the Stockholm Initiative on Nuclear Disarmament, Spain is making a decisive contribution to the international effort to define and agree on the bases that will enable us to achieve gradual and effective nuclear disarmament, reduce nuclear risks and make progress in arms control mechanisms and agreements. Spain believes that the effective implementation of the stepping stones identified by the Stockholm Initiative is the path to follow in order to achieve substantive progress for global security, and therefore hopes to see them reflected in the debates and outcomes of this Review Conference.
