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Working towards the elimination of nuclear weapons: 2022–2027 action plan

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PROGRESS REPORT

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PROGRESS REPORT

Working towards the elimination of nuclear weapons: 2022–2027 action plan

EXECUTIVE SUMMARY

The 2022–2027 Action Plan on the Non-Use, Prohibition and Elimination of Nuclear Weapons (2022–2027 action plan) is informed by the long-standing efforts of the International Red Cross and Red Crescent Movement (Movement) to place the catastrophic humanitarian consequences of nuclear weapons, the rules and principles of international humanitarian law (IHL) and the interests of humanity at the centre of the nuclear weapons debate. The 2022–2027 action plan builds on the success of the Action Plan on the Non-Use, Prohibition and Elimination of Nuclear Weapons 2018–2021 and aims to:

- promote adherence to and full implementation, by all States, of the Treaty on the Prohibition of Nuclear Weapons (TPNW), the Nuclear Non-Proliferation Treaty (NPT), the Comprehensive Nuclear-Test-Ban Treaty and, as applicable, regional treaties establishing nuclear weapon-free zones
- further raise awareness of the incalculable human suffering, including the gendered impacts, that can be expected to result from any use of nuclear weapons, and the lack of any adequate humanitarian response capacity to meet the needs of victims
- raise awareness of the high and increasing risk of use of nuclear weapons, and promote concrete measures by all States to reduce this risk and work towards the ultimate elimination of nuclear weapons to ensure that they are never used again
- promote a better understanding, in particular among young people, of survivors' experiences of past atomic bombings (known in Japanese as *hibakusha*) and nuclear testing, and of the humanitarian, environmental and development implications of any use of nuclear weapons.

Since the last progress report¹ compiled in June 2024, components of the Movement have continued to engage in a wide range of national and international activities in pursuit of these aims. In an extremely challenging international environment, which has only deteriorated further since the 2024 progress report, these activities have produced modest but positive results. Broadening the geographic range of Movement components engaged in implementing the plan will raise its effectiveness over the final years of its implementation.

In order to align with the revised dates of the statutory meetings, it is proposed that implementation continues under the framework of the 2022–2027 action plan until the 2028 Council of Delegates.

1) BACKGROUND

This report summarizes the main developments and achievements since the 2024 progress report in relation to implementing Resolution 7 of the 2022 Council of Delegates and the accompanying 2022–2027 action plan. Resolution 7 invites the International Committee of the Red Cross (ICRC) and other Movement components “to support the implementation of the 2022–2027 action plan and to report, as necessary, to the sessions of the Council of Delegates on the progress made on the implementation of the resolution”. Section 2A below gives examples of activities undertaken by components of the Movement at the national and international levels to implement the action plan. Section 2B analyses the current global situation with respect to the

¹ Working towards the elimination of nuclear weapons: 2022–2027 action plan – Progress report ([CD/24/17](#)).

elimination of nuclear weapons and assesses progress towards meeting the objectives of the action plan.

2) PROGRESS

A) MOVEMENT ACTIVITIES TO IMPLEMENT THE 2022–2027 ACTION PLAN

Since the compilation of the last progress report in June 2024, Movement components have individually and jointly continued to undertake many of the activities set out in the 2022–2027 action plan. The following is a summary of these activities, rather than an exhaustive list.

Movement events

The ICRC, the International Federation of Red Cross and Red Crescent Societies (IFRC) and National Red Cross and Red Crescent Societies (National Societies) held a number of international events, sometimes in partnership with governments and other organizations. Events involving external participants generally focused on promoting adherence to the TPNW and on raising awareness of the humanitarian impact and risks of any use of nuclear weapons, while events for the Movement were aimed at building capacity, sharing information and resources, and coordinating implementation of the action plan.

Regional Conference on Education for Peace and Security (Bishkek, 5 March 2026)

Co-organized by Kyrgyzstan, the Organization for Security and Cooperation in Europe (OSCE) and the ICRC, this conference included a segment on nuclear disarmament. It provided an opportunity to follow up on discussions with Central Asian States at the UN workshop on fostering cooperation and enhancing consultation mechanisms among nuclear-weapon-free zones held in Astana in August 2024.

Hiroshima Dialogue Virtual Meeting (online, 24 September 2025)

The ICRC, the IFRC and 23 National Societies² held an online meeting to reflect on 80 years since Hiroshima and Nagasaki and discuss new risks and challenges in nuclear disarmament. The meeting heard the testimony of one of the last living survivors (hibakusha). Building on this testimony, the meeting included two sessions about the humanitarian risks and consequences, as well as the roles and responsibilities of states in alliances involving nuclear weapons.

Rome Dialogue on Nuclear Weapons (Rome, 11–12 December 2025)

The Italian Red Cross, Norwegian Red Cross and the ICRC organized this meeting, which brought together experts and National Societies³ from States associated with nuclear weapons, to examine how humanitarian perspectives can more effectively inform and shape security policy on nuclear weapons, identify actionable policy options that National Societies could advocate for and develop new ways of communicating on nuclear weapons.

Reclaiming nuclear risk reduction: Developing a framework for engagement for the NPT Review Conference of 2026 (Rome, 26 March 2026)

Co-organized by the Italian Red Cross, Norwegian Red Cross and the ICRC, this workshop was held as part of the 2026 European Legal Support Group meeting. Participants developed the approach to nuclear risk reduction that subsequently formed the basis for the Movement's contribution to the 11th NPT Review Conference (see *multilateral forums* below).

² The National Societies of Australia, Austria, Belgium, Canada, France, Germany, Hungary, Iraq, Ireland, Italy, Japan, Kazakhstan, Latvia, Lebanon, Lithuania, Norway, Portugal, Sweden, Switzerland, Trinidad and Tobago, Ukraine, United Kingdom and the United States.

³ The National Societies of Belgium, Finland, France, Italy, Latvia, Lithuania, Norway and Poland.

Meeting of Nordic National Societies on nuclear weapons (Oslo and online, 15 April 2026)

The Norwegian Red Cross and the ICRC organized this meeting to discuss how to respond to worrying trends in Nordic States to increase the role of nuclear weapons in their defence and security policies.

Asia-Pacific Regional Conference on the Treaty on the Prohibition of Nuclear Weapons and Security Concerns related to Nuclear Weapons (Jakarta, 17 April 2026)

Co-hosted by Indonesia, Austria, the International Campaign to Abolish Nuclear Weapons (ICAN), and the ICRC, the conference brought together government representatives from 20 Asia-Pacific States to discuss the humanitarian, environmental and security risks of nuclear weapons, and to promote universalization of the TPNW.

Meetings of the Movement Support Group

The Movement Support Group, which is mandated to support and guide implementation of the action plan, continued to meet online at approximately quarterly intervals. The meetings provided an opportunity to share information and experience, and to coordinate joint activities.

Humanitarian diplomacy

The ICRC, the IFRC and many National Societies continued to actively pursue the 2022–2027 action plan's objectives in multilateral forums, in bilateral and regional meetings with States, and through letters and appeals.

Multilateral forums

The Movement engaged actively in the Third Meeting of States Parties to the TPNW (3MSP) in New York in March 2025, with representatives of eight National Societies⁴ taking part, together with the ICRC and the IFRC. The ICRC participated actively in the preparatory process leading up to the meeting, and Movement contributions during the meeting included a statement by the ICRC's president;⁵ a joint ICRC–IFRC statement;⁶ the ICRC's participation as a panellist in a panel discussion held in plenary; interventions on victim assistance and environmental remediation and on universalization; a side event organized by the ICRC and National Societies entitled "Shaping the narrative: Placing humanity at the centre of nuclear debates"; and presentations at several other side events. Following the 3MSP, the ICRC has continued to take an active role in the TPNW intersessional process of working groups and consultations leading to the First Review Conference of the TPNW, to be held in December 2026.

The ICRC has also promoted the TPNW and a humanitarian approach to nuclear disarmament in bilateral and regional dialogues with States, including in regional conferences in Africa, South-East Asia and the Middle East. For example, the ICRC participated in and gave two presentations at the West and Central African Regional Conference on the Universalisation and Implementation of the TPNW in Accra, Ghana, in January 2026.

The ICRC, the IFRC and two National Societies⁷ participated in the 11th Review Conference of the NPT in April–May 2026, making a coordinated effort to introduce a new approach to nuclear

⁴ The National Societies of Italy, Japan, Kazakhstan, Kyrgyzstan, Norway, Tajikistan, Ukraine and the United States.

⁵ Statement by Mirjana Spoljaric, President of the ICRC, available at: <https://www.icrc.org/en/statement/third-meeting-states-parties-treaty-prohibition-nuclear-weapons>.

⁶ "The humanitarian impacts of nuclear weapons are beyond the capacity of any humanitarian organization to address effectively", available at: <https://www.icrc.org/en/statement/humanitarian-impacts-nuclear-weapons-are-beyond-capacity-any-humanitarian-organization-to-address-effectively>.

⁷ The National Societies of Iraq and Italy.

risk reduction by consistently and visibly highlighting the catastrophic humanitarian consequences of any use of nuclear weapons; condemning and stigmatizing any threats to use nuclear weapons, and any other nuclear rhetoric that erodes the taboo against their use; and ensuring compliance with IHL at all times. This effort included a joint ICRC–IFRC statement to the conference,⁸ an ICRC working paper,⁹ a briefing for State delegations, and a joint appeal from National Societies (see *Joint activities* below).

Joint activities

Ahead of the NATO Summit in The Hague in June 2025, 13 National Societies¹⁰ in NATO member States made a joint statement urging the summit to take seven critical steps to reduce nuclear risks, to prevent an unrestrained nuclear arms race and to uphold global non-proliferation and disarmament efforts.

In August 2025, ahead of the 80th anniversary of the atomic bombings of Hiroshima and Nagasaki, the presidents of the Japanese Red Cross Society and the ICRC issued a joint statement¹¹ calling on all states to never use or threaten to use nuclear weapons, to adopt risk-reduction measures to prevent their deliberate or accidental use, to end reliance on them as a means of national security, and to work towards their complete elimination by joining the TPNW or other similar means. The statement also urged governments to provide education to ensure that awareness of the dangers of nuclear weapons is passed on to future generations.

To support the Movement's initiative on nuclear risk reduction at the 11th Review Conference of the NPT in April–May 2026 (see *Multilateral forums* above), 22 National Societies signed a joint appeal to their governments urging them to commit to undertaking the three nuclear risk-reduction measures outlined in the initiative, which aim at increasing disincentives for using nuclear weapons.

The ICRC and the IFRC made a joint statement on the International Day for the Total Elimination of Nuclear Weapons, marked on 26 September, in both 2024¹² and 2025¹³.

Pledges to the 34th International Conference of the Red Cross and Red Crescent

The Belgian Red Cross (jointly with the Belgian government), the Italian Red Cross and the Spanish Red Cross each submitted pledges on nuclear disarmament to the 34th International Conference.

National activities

National Societies engaged in a range of activities to encourage their governments to join the TPNW and/or to fully implement the NPT and other instruments, principally through various means of highlighting the humanitarian impact of any use of nuclear weapons and the consequent need for urgent and decisive action. Activities reported by National Societies included private dialogues with ministries of foreign affairs and other relevant government agencies; private and open letters to national leaders; briefings and round tables on multilateral

⁸ Statement by the International Red Cross and Red Crescent Movement, available at:

<https://www.icrc.org/en/statement/statement-international-red-cross-and-red-crescent-movement>.

⁹ Views and considerations of the International Committee of the Red Cross, working paper submitted by Switzerland on behalf of the ICRC, NPT/CONF.2026/WP.67, available at: <https://undocs.org/en/NPT/CONF.2026/WP.67>.

¹⁰ The National Societies of Belgium, Canada, Denmark, Finland, Hungary, Iceland, Italy, Latvia, Lithuania, the Netherlands, Norway, Spain and Sweden.

¹¹ "80 years after the atomic bombings of Hiroshima and Nagasaki: A call to eliminate nuclear weapons", available at: <https://www.icrc.org/en/statement/80-years-atomic-bomb-hiroshima-nagasaki-call-eliminate-nuclear-weapons>.

¹² "Nuclear weapons pose an existential threat to humanity", available at: <https://www.icrc.org/en/statement/un-idenw>.

¹³ "Humanity continues to live under the shadow of nuclear warfare and its immense suffering and humanitarian consequences", available at: <https://www.icrc.org/en/statement/icrc-ifrc-joint-statement-humanity-continues-live-under-shadow-nuclear-warfare-and-its-immense-suffering-humanitarian-consequences>.

meetings and diplomatic processes, including in partnership with civil society organizations; briefings for parliamentarians and input to parliamentary resolutions; discussion in national IHL committees; and participation in revision processes for government and military manuals and policy documents.

Information resources and support

The ICRC continued to develop information resources to support TPNW universalization and implementation, publishing a series of factsheets on each of the five regional nuclear-weapon-free zone (NWFZ) treaties and their commonalities with the TPNW.¹⁴ These were widely used in efforts by the Movement, TPNW States Parties and civil society organizations to persuade States parties to the NWFZ treaties to join the TPNW. The ICRC also prepared a range of model letters and talking points for use by the wider Movement in various 2022–2027 action plan activities, and worked with National Societies to develop materials for domestic use.

Communication and outreach

National activities

National Societies engaged in a wide range of communication and outreach activities aimed at raising public awareness of the humanitarian impact of nuclear weapons and at increasing knowledge of and support for the TPNW. The 80th anniversary in August 2025 of the atomic bombings of Hiroshima and Nagasaki provided a particularly useful focus for media outreach, which many National Societies took up. Activities reported by National Societies included the publication of media articles; National Society website articles and blogs; television and radio interviews; podcasts, slideshows and short videos; speeches at public events, including 80th anniversary commemorations; film screenings; participation in academic seminars and contributions to research; public demonstrations of chemical, biological, radiological and nuclear (CBRN) response actions; participation in civil society conferences and other events; outreach exercises in collaboration with mayors and local government; and adding a nuclear weapons segment in public IHL training courses.

Social media

The ICRC and many National Societies made active use of social media to raise awareness of the humanitarian impact of nuclear weapons and to amplify the reach and impact of other communication and outreach efforts. Short, animated videos produced by the ICRC proved effective in attracting views and interaction when shared by the Movement in connection with significant dates and events.

B) ANALYSIS AND ASSESSMENT OF PROGRESS

The 2024 progress report noted that: “The 2022–2027 action plan was adopted at a time of increasing tensions among nuclear armed states and the growing risk of the use of nuclear weapons. Regrettably, these trends have continued, and risk eroding the decades-long taboo against the use of nuclear weapons. This risk is now at its highest since the darkest moments of the Cold War. Nuclear rhetoric has increased alarmingly, and nuclear deterrence theories are regaining vigour. The modernization of nuclear arsenals continues unabated ... Despite the commitments made at NPT Review Conferences, the role of nuclear weapons in military doctrines and security policies is, rather than diminishing, actually growing.” Regrettably, this assessment remains valid in 2026 and the situation has, if anything, deteriorated further. The role of nuclear weapons in military doctrines and security policies continues to grow more prominent, especially in Europe where NATO “extended deterrence” is being reinforced and some States are revising domestic legislation to remove barriers to hosting or transit of

¹⁴ The five factsheets are available at: <https://shop.icrc.org/catalogsearch/result/index/?format=5432&q=TPNW>.

nuclear weapons. The 11th Review Conference of the NPT failed to adopt a consensus outcome document. This was the third consecutive such failure; the last consensus outcome was in 2010, and most of the disarmament commitments agreed then are still to be implemented. In addition, the 11th Review Conference was marked by hostile resistance by the nuclear-weapon States and their allies to any discussion, and any inclusion in the outcome, of the humanitarian consequences of the use of nuclear weapons.

This is a grim situation, which reflects wider geopolitical trends and does not indicate any flaw or shortcoming in the action plan. On the contrary, it illustrates that continued implementation of the plan is greatly needed. As the 2024 progress report noted: “In these difficult circumstances, raising global awareness of – and ensuring governments focus on – the catastrophic humanitarian consequences of any use of nuclear weapons has become even more crucial. It is therefore important to continue to encourage all States to deepen their dialogue in all relevant forums.”

The TPNW retains its vital role as both a focus for efforts to place humanitarian consequences at the centre of the debate on nuclear weapons, and as a functioning multilateral channel for non-nuclear-armed States to take practical action towards the prohibition and elimination of nuclear weapons. The political declarations issued by the three Meetings of States Parties to the TPNW give voice to the States without nuclear weapons, which constitute a large majority of the international community, and provide both an unequivocal condemnation of nuclear threats and a clear counterpoint to the narratives supporting nuclear deterrence.

The focus of the action plan on the TPNW therefore remains necessary and appropriate. The wide range of national and international activities carried out by the Movement have raised awareness of the humanitarian consequences of nuclear weapons among governments, the media, civil society, young people and the general public.

Since the 2024 progress report, one State has signed the TPNW, four have ratified it, and one has acceded, bringing the number of States Parties to 75, with another 25 States having signed the treaty. This means that a majority of the world’s States are now either TPNW States Parties or signatories. Movement efforts through the action plan have contributed to this progress. In particular, following the recommendation of the 2024 progress report to widen the geographic distribution of action plan activities, a coordinated effort in Central Asia by the National Societies of the region, the Norwegian Red Cross and the ICRC led to Kyrgyzstan’s signature of the TPNW in September 2025 and positive signs from two other Central Asian States.

3) CONCLUSION AND RECOMMENDATIONS

The 2022–2027 action plan has continued to deliver modest but positive results, in the face of a challenging and deteriorating international context. The approach and scope of the plan have continued to prove appropriate and effective, as have many of the activities undertaken by different components of the Movement.

Broadening the geographic distribution of these activities remains an important goal to improve the effectiveness of the plan’s implementation; the positive results from the coordinated activities in Central Asia illustrate its potential. Similar regionally focused approaches in Africa and Southeast Asia should be pursued over the remaining years of the action plan.

The humanitarian-based approach to nuclear risk reduction, presented by the Movement at the 11th Review Conference of the NPT, is a promising basis for future work and outreach, especially with States associated with nuclear weapons.

Finally, in order to align with the revised dates of the statutory meetings, it is proposed that implementation continues under the framework of the 2022–2027 action plan until the 2028 Council of Delegates.