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Subject: COUNCIL DECISION in support of the implementation of United Nations Security Council Resolution 1540 (2004) on the non-proliferation of weapons of mass destruction and their means of delivery to non-state actors - Annex

Project Document

European Union Contribution in Support of the Implementation of United Nations Security Council Resolution 1540 (2004) on the Non-Proliferation of Weapons of Mass Destruction and their Means of Delivery to Non-State Actors

1. BACKGROUND

In accordance with the European Union (EU) Strategy against the Proliferation of Weapons of Mass Destruction, adopted on 12 December 2003, which sets the objective of fostering the role of the United Nations Security Council and enhancing its capacity to address proliferation challenges, over the years the EU has consistently supported the implementation of United Nations Security Council Resolution 1540 (2004) and its subsequent resolutions.

Since 2006, this support has been delivered through successive EU Council Joint Actions and Council Decisions, implemented by the United Nations Office for Disarmament Affairs (UNODA). UNODA is mandated to provide support to the Security Council Committee established pursuant to resolution 1540 (the “1540 Committee”) and its Group of Experts and has served as the programme implementing entity for EU-funded projects in support of the resolution.

UNODA plays a central role in promoting and facilitating the effective implementation of resolution 1540 at the global, regional and national levels. In line with its mandates, including under United Nations Security Council Resolution 1977 (2011), UNODA has provided platforms to raise awareness about resolution 1540, strengthen national implementation capacities, and foster dialogue and cooperation on thematic and cross-cutting issues. Through close cooperation with the 1540 Committee, Member States, intergovernmental organizations, specialized international entities, regional and subregional organizations and civil society, UNODA has progressively expanded and tailored its support to address the specific needs and priorities of countries and regions.

UNODA's significant contribution to global efforts supporting the implementation of resolution 1540 is also evident in the high number of activities conducted. Between 2011 and 2025, UNODA supported, organized or co-organized more than 200 activities, underscoring its pivotal role in advancing implementation and assistance efforts globally. Activities carried out under successive EU Council Decisions have produced measurable results, including improved reporting rates and strengthened national legal and institutional frameworks for the implementation of resolution 1540 and subsequent resolutions. Despite these advances, important implementation gaps remain across many regions. Many States continue to face challenges related to developing legislative and regulatory frameworks, inter-agency coordination, technical expertise and resource constraints.

The priority regions identified for the proposal – Africa, Latin America and the Caribbean, and Asia and the Pacific – continue to lag behind in the effective implementation of resolution 1540. In Africa, while proliferation risks remain significant and the threat posed by terrorist groups is considered the most prevalent compared with other regions, only slightly more than one-third of States indicate that key institutional and legal measures are in place. Notably, seven of the eight Member States that have not submitted a national report under resolution 1540 are from the region. The proposed Decision will therefore prioritize and expand demand-driven technical assistance and capacity-building, including legislative development, which remains a key priority. In Latin America and the Caribbean, the stakes are high for the implementation of resolution 1540, particularly in view of the rapid expansion of transnational organized crime and persistent gaps in export control systems. Approximately half of Member States report having measures in place, but implementation remains uneven, with fragmented legislative instruments and inconsistent institutional coordination. The proposed Decision will prioritize tailored legal and technical assistance, complemented by enhanced regional cooperation, to advance the development and operationalization of relevant laws and regulations. In Asia and the Pacific, illicit trade and financing of unregulated proliferation-sensitive goods remain a significant regional security challenge. Many implementation measures exist but remain uneven, with gaps in legislative frameworks, inter-agency coordination and information-sharing. The proposed Decision will strengthen legislative assistance and institutionalized capacity-building, including by supporting the implementation of export control and enforcement obligations under resolution 1540, in order to advance effective strategic trade management.

A common cross-cutting challenge across all regions is persistent resource constraints, with national 1540 points of contact (PoCs) often affected by high turnover, limited training and competing priorities, underscoring the need for sustained capacity building, targeted resource support and strengthened international cooperation. Addressing these challenges requires sustained engagement that strengthens institutional capacities and promotes national ownership in order to ensure the long-term sustainability of implementation efforts.

Additionally, developments such as emerging technologies and evolving dual-use risks underscore the continued relevance of resolution 1540 and the need for sustained and adaptive international support. The project will also contribute to ongoing international efforts in preparation for the 2027 comprehensive review of the status of implementation of resolution 1540.

The current proposal shifts to direct, demand-driven assistance to Member States upon request, in line with lessons learned from activities implemented under past Joint Actions and Council Decisions and the Committee's 2022 Comprehensive Review of resolution 1540, which highlighted the need to improve responsiveness to assistance requests. Based on progress achieved and needs identified, the current proposal aims to further strengthen regional capacity and cooperation, while also promoting cross-regional activities.

Continued EU engagement - through a further Council Decision - will be essential to consolidate gains achieved to date, sustain momentum in implementing efforts and further strengthen Member State capacities through consistent, long-term support.

2. GENERAL FRAMEWORK

This proposed project will build upon the achievements of Council Decision (CFSP) 2023/654 and previous Joint Actions and Council Decisions supporting the implementation of resolution 1540, implemented by UNODA. Where relevant, specific activities may be implemented with other international or regional organizations. The Organization for Security and Co-operation in Europe (OSCE) would support the implementation of relevant activities in its respective region under the proposed Council Decision, with funding for such activities to be channelled through UNODA.

The implementation of the proposed EU Council Decision will be guided by the following principles:

- a) Making best use of the experience and lessons learned through previous Joint Actions and Council Decisions in support of the effective implementation of resolution 1540;
- b) Prioritizing specific needs identified by and requests from States including capacity requirements, and delivering assistance and capacity-building through tailored, demand-driven approaches;
- c) Encouraging national and regional ownership of supported activities to ensure long-term sustainability and institutional capacity retention;
- d) Ensuring complementarity, coordination and synergies between UNODA, the EU and relevant international, regional and subregional actors engaged in supporting resolution 1540 implementation;

- e) Focusing on activities that have demonstrated concrete and measurable results, in particular in strengthening national implementation, improving reporting and assistance mechanisms, raising awareness among relevant stakeholders and fostering sustained commitment to the implementation of resolution 1540;
- f) Enhancing responsiveness to the opportunities and challenges posed by emerging technologies, scientific advances and evolving dual-use risks, within the context of resolution 1540; and
- g) Ensuring the integration of a gender perspective into project activities and promoting the participation and leadership of women in activities and dialogues under this proposed Council Decision.

3. OBJECTIVES

Building on the progress achieved through previous EU Council Decisions and informed by the 2022 Comprehensive Review, UNODA will continue to promote the effective and universal implementation of resolution 1540 and its subsequent resolutions through targeted and coordinated measures aimed at strengthening national, subregional and regional implementation efforts and capacities. These measures will focus on building national capacities, strengthening cooperation among national PoCs, facilitating technical and thematic assistance in response to State needs and through international cooperation and enhanced awareness-raising among relevant stakeholders.

As underscored by the outcomes of the comprehensive reviews since 2009, strengthening the implementation of resolution 1540 requires multi-year coordinated efforts that are tailored to the regional context and national particularities. The programme will build and sustain implementation momentum for activities under previous EU grant proposals through a multi-pronged approach that includes the following:

Overall Objective (expected impact)

In line with the implementation of the EU Strategy against the Proliferation of Weapons of Mass Destruction, the overall objective of the programme is to contribute to international peace and security by supporting Member States in the full and effective national implementation of resolution 1540, which remains a pillar of the international non-proliferation architecture.

This objective builds upon previous EU support provided through Joint Actions 2006/419/CFSP and 2008/368/CFSP and Council Decisions 2013/391/CFSP, 2017/809/CFSP and 2023/654/CFSP.

Specific Objectives

- a) To strengthen national and regional capacities to implement resolution 1540, including through training, capacity-building, technical assistance and facilitation of assistance requests and offers;
- b) To enhance the capacity, role and effectiveness of national PoCs, including improved coordination, cooperation and information exchange among States with the 1540 Committee and among PoCs themselves, to support effective implementation of the resolution;
- c) To support the development, updating and practical implementation of voluntary national implementation action plans, upon States' request, and to facilitate subsequent access to tailored assistance to address identified gaps and needs;
- d) To promote subregional, regional and international cooperation, contributing to greater synergies, coherence and complementarity in the implementation of resolution 1540;

- e) To enhance awareness among relevant audiences, including government authorities, parliamentarians, the private sector, academia and civil society of the obligations and importance of fully implementing resolution 1540;
- f) To strengthen the meaningful involvement of relevant audiences, including women, in international, regional and national resolution 1540 implementation efforts;
- g) To support the practical implementation of relevant recommendations of the 2009, 2016 and 2022 Comprehensive Reviews, as well as preparations for the 2027 Comprehensive Review and implementation of its outcome.

4. EXPECTED RESULTS

Overall expected result:

Strengthened national implementation of resolution 1540 by Member States.

Specific results:

- a) Increased awareness among national authorities and civil society of the importance of the full and effective implementation of resolution 1540;
- b) Improved and strengthened national legal, regulatory and administrative frameworks related to resolution 1540;
- c) Strengthened institutional and technical capacities of PoCs and other relevant national stakeholders and enhanced inter-agency coordination;
- d) Increased quality, completeness, consistency and timeliness of national reports, voluntary action plans and related submissions to the 1540 Committee; and
- e) Enhanced coordination, complementarity and information-sharing among international, regional and subregional partners.

5. ACTIVITIES

Based on lessons learned from the ongoing grant cycle, this project focuses on targeted national and subregional activities, such as simulation exercises, rather than large-scale regional awareness events. This approach allows for more practical, focused support in response to specific requests from Member States. Regional Points of Contact trainings will continue to be delivered to facilitate coordination and knowledge exchange.

I. Enhanced capacity of Government officials to implement the obligations of resolution 1540

Activity 1A: Thematic Capacity-Building Workshops and Trainings

Thematic capacity-building workshops and trainings will be organised in response to up to five assistance requests from States, with priority given to countries in Africa, Asia-Pacific, Latin America and the Caribbean. These activities will complement the assistance-matching function of the 1540 Committee and will support States in taking practical and targeted steps to strengthen national implementation of resolution 1540. These workshops and trainings will enhance the capacity of Government officials and strengthen inter-agency coordination, contributing to more effective national implementation. International and regional organizations, as well as subject-matter experts, may be invited to provide training, present legislative tools and share relevant assistance programs.

Depending on national needs and contexts, workshops may aim to:

- Raise awareness about resolution 1540 and its subsequent resolutions;
- Review national legal and regulatory frameworks and enforcement measures to identify gaps and priority actions;
- Identify national entities involved and clarify roles and responsibilities;
- Provide tailored technical assistance to support sustainable national capacity-building; and
- Address emerging challenges and opportunities, including those related to technological developments, dual-use risks and intangible technology transfers, as appropriate.

Activity 1B: Regional Points of Contact Trainings

PoCs act as links between the Committee and national authorities and fulfil the role of national coordinators on issues related to the resolution. Targeted training programmes for 1540 PoCs are therefore a critical contribution to strengthening understanding of resolution 1540, its obligations for Member States, as well as implementation challenges and the capacities required to address them. In the meantime, given the frequency in POC rotations as well as the evolving operating environment concerning the implementation of resolution 1540, PoC training needs to be conducted in a regular and sustained manner. Support will be provided for four regional training courses for national PoCs nominated by States. The training will strengthen PoCs' knowledge of resolution 1540 and subsequent resolutions, clarify States' responsibilities, as well as available assistance opportunities and strengthen information-sharing, cooperation and collaboration among PoCs and between the 1540 Committee and PoCs.

Activity 1C: Simulation Exercises

Two table-top or simulation exercises (TTXs) will be conducted to provide participating States with hands-on, scenario-based training related to the implementation of resolution 1540. These exercises will support practical application and validation of national frameworks, inter-agency coordination and decision-making processes.

Simulation exercises may focus on scenarios involving proliferation-related risks associated with nuclear, chemical or biological materials, and look at illicit procurement activities and actors, cross-border transfers or export control challenges, depending on national and regional priorities. The exercises will strengthen operational readiness and reinforce lessons learned from capacity-building and training activities.

II. Enhanced opportunity for Member States requiring assistance to adequately address their needs

Activity 2: Support the development of national action plans and provide tailored support

Voluntary national action plans are an important tool to support the implementation of resolution 1540. They enable States to evaluate gaps, prioritise implementation measures, map national stakeholders and assess required resources and assistance needs. Through a tailored and phased approach, at least two States will be supported, upon request, in the development or updating of voluntary national action plans, including the identification and mapping of assistance needs. This support will include prioritising implementation measures, identifying required resources and drafting or refining assistance requests. Where relevant, it will also include analysis of existing national legal frameworks to identify gaps that may be addressed through new or additional legislation or regulations to fulfil obligations under resolution 1540. In addition, following the envisaged development and updating of any national action plans, sustained support is envisaged to ensure that the plans are implemented in a concrete and sustainable manner.

The activity will support States in developing voluntary national action plans with clear targets, timelines and coordinated efforts, facilitating effective partnerships between States and assistance providers for the comprehensive implementation of resolution 1540.

III. Enhanced awareness of national authorities, relevant audiences and civil society about the importance of fully implementing resolution 1540

Activity 3: Knowledge Generation and Dissemination:

Two knowledge-generating outputs will be produced, including publications, to explore key issues related to the implementation of resolution 1540. These outputs will aim to compile experiences and effective practices, provide insights into emerging trends and challenges, and support informed strategy and policy development. The activity will enhance knowledge among relevant stakeholders on issues related to the full and effective implementation of obligations under resolution 1540 and contribute to the work of the 1540 Committee in relevant fields. The themes of the knowledge-generating products will be informed by observation of implementation trends, gaps and needs, including those identified in the 2022 Comprehensive Review, and those to be identified in the 2027 Comprehensive Review.

6. COORDINATION MECHANISM AND ROLES

UNODA will serve as the implementing entity and will liaise with the 1540 Committee and its Group of Experts on organising programme activities. As the implementing entity, UNODA will maintain close communications with the donor, convene coordination meetings, prepare regular narrative and financial reports, and provide political and organisational support to partner entities. All project funds will be disbursed and managed in accordance with the rules and regulations of the United Nations.

Through resolution 1977 (2011), the United Nations Security Council urged the 1540 Committee to continue engaging actively with States and relevant international, regional, and subregional organizations to promote the sharing of experiences, lessons learned and effective practices in areas covered by resolution 1540. In this context, UNODA's resolution 1540 regional coordinators in Addis Ababa and Bangkok have continued to provide robust support for the implementation of resolution 1540 across the African and Asian-Pacific regions to prevent WMD proliferation risks.

UNODA, including through its regional centers, has also maintained strong partnerships with international and regional organizations to ensure that Member States in need receive adequate support in implementing the resolution. UNODA will continue to cooperate with the OSCE, which will receive targeted funding to implement specific activities within its Participating States, in line with its mandate, geographic coverage and technical expertise. This cooperation will draw on the OSCE's strong regional presence and established partnership with national authorities, whereas overall project coordination, oversight and reporting will remain under UNODA's responsibility.

UNODA will ensure coherence and complementarity between activities implemented directly by UNODA and those carried out by the OSCE through regular coordination and information-sharing. UNODA will consolidate inputs from the OSCE into the overall programme reporting, including the annual financial and narrative reports submitted to the donor. These formal reports will be complemented by informal updates between the two entities through email correspondence, conference calls, and ad-hoc coordination meetings, as required. This enhanced regional implementation approach enables UNODA to ensure collective efforts and maximize opportunities for synergy.

UNODA will also liaise and coordinate with implementing entities of other relevant European Union-funded programmes and projects, notably the EU CBRN Centres of Excellence Initiative and the P2P Export Control Programme, as well as projects implemented under the following Council Decisions:

- Council Decision (CFSP) 2025/494 of 11 March 2025 in support of the Biological and Toxin Weapons Convention, its inter-sessional programme and the preparations for its Tenth Review Conference;
- Council Decision (CFSP) 2023/2705 of 30 November 2023 amending Decision (CFSP) 2019/1296 in support of strengthening biological safety and security in Ukraine in line with the implementation of United Nations Security Council Resolution 1540 (2004) on non-proliferation of weapons of mass destruction and their means of delivery;
- Council Decision (CFSP) 2024/645 of 19 February 2024 in support of strengthening biological safety and security in Latin America in line with the implementation of United Nations Security Council Resolution 1540 (2004) on non-proliferation of weapons of mass destruction and their means of delivery.

7. STAFFING

The implementation of this proposed Council Decision will require a dedicated staffing presence to ensure the effective, timely and coordinated implementation of all activities. The following roles are therefore envisaged:

- **One Political Affairs Officer based at UN Headquarters:**

The 1540 Support Unit, within the Weapons of Mass Destruction Branch of UNODA, will play the lead role in the implementation of the programme. The Political Affairs Officer within the Unit will support the overall management and oversight of the programme, including implementation of relevant activities, coordination with the OSCE for the delivery of specific activities, project monitoring and evaluation, preparation of donor reports, and regular communications with the donor.

- **One Regional Coordinator based in Addis Ababa, Ethiopia:**

The Regional Coordinator will be responsible for further generating political will, raising awareness, and building capacity among African States to enhance the implementation of resolution 1540, including through identifying and addressing remaining national implementation gaps. The coordinator will continue to ensure the dedicated capacity for resolution 1540 outreach and engagement in Africa, and provide primary support for the delivery of national and regional activities aimed at strengthening 1540 implementation in the region.

8. DURATION

The total estimated duration of the project implementation will be 36 months.

9. EU VISIBILITY

UNODA will take all appropriate measures to publicize the EU's financial support for the activities implemented under this proposed Council Decision, thereby ensuring full visibility of and awareness about the EU's contribution. Such measures will be implemented in accordance with the Commission Communication and Visibility Manual for EU External Actions published by the European Commission. To this end, UNODA will highlight the role of the EU through appropriate branding and outreach, ensuring transparency of action and raising awareness of the objectives of this Decision, as well as of the EU's support and the outcomes achieved. All materials produced in the context of activities implemented under this Decision will prominently feature the EU flag in accordance with EU guidelines on the accurate use and reproduction of the flag.

10. BENEFICIARIES

The beneficiaries of the programme will be United Nations Member States.

UNODA will strive to encourage beneficiary States to meaningfully engage women at all stages of the project.