

Introductory notes by the Quadripartite Joint Secretariat on AMR

1. This document prepared by the Quadripartite Joint Secretariat on AMR, presents the zero draft of the founding document for establishing the Independent Panel on Evidence for Action against AMR (IPEA), as mandated by the [*Political Declaration of the High-level Meeting on Antimicrobial Resistance*](#) at the 79th Session of the UN General Assembly in September 2024.
2. This document is prepared based on the documents “[*Establishing an Independent Panel on Evidence for Action against Antimicrobial Resistance \(IPEA\)*](#)” and “[*Thought Starter on Key Elements for Establishing an Independent Panel on Evidence for Action against Antimicrobial Resistance \(IPEA\)*](#)”, take due consideration of the outcomes of the [*technical session*](#) of the Global Leaders Group on AMR that took place on 7 July 2025 and the feedback from the multistakeholder survey conducted between 4 July and 1 August 2025.
3. This document draws upon language and terminology that have been previously agreed upon within established mechanisms, including the AMR Multi-Stakeholder Partnership Platform (MSPP), as well as recognized science-policy panels such as the Intergovernmental Panel on Climate Change (IPCC), the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services (IPBES), and the International Resource Panel (IRP), where relevant and appropriate.
4. All the proposed institutional components, namely the Plenary, the Bureau, the Interdisciplinary Expert Committee, other subsidiary bodies such as *ad hoc* expert groups, and the Secretariat, collectively constitute the IPEA. The Plenary, the Bureau and the Interdisciplinary Expert Committee form the leadership of the Panel, providing strategic direction and oversight. Subsidiary bodies, including *ad hoc* expert groups and the Secretariat, support the implementation of the Panel’s work programme through scientific, technical and administrative contributions.
5. Furthermore, this founding document is intended to serve as a concise framework outlining IPEA’s key elements, including the scope and functions as well as the organizational and governance structure. Detailed provisions regarding the functioning of its constituent bodies—including procedures for the selection of members and admission of observers to the Plenary, decision-making processes, development of the work programme, preparation and approval of deliverables (including expert nomination and selection), and mechanisms for identifying and managing conflicts of interest—will be elaborated in separate documents. These documents, which will set out the panel’s rules, policies, processes, and procedures, are to be developed and formally adopted by the Panel itself.

Independent Panel on Evidence for Action against Antimicrobial Resistance (IPEA)

Founding Document, draft 0

19 August 2025

I. Scope, objective and functions of the Panel

1. The objective of the Panel is to assess and facilitate the generation and use of multisectoral, policy-relevant scientific evidence to support Member States at all levels in their efforts to tackle antimicrobial resistance (AMR) applying a One Health approach, making use of existing resources and avoiding duplication of ongoing efforts, with the following functions:
 - (a) **Horizon scanning**—undertaking “horizon scanning” to identify and prioritize overlooked or emerging issues of relevance to policymakers and, where possible, proposing evidence-based options to address them;
 - (b) **Assessment**—conducting assessments of current issues and identifying potential evidence-based options to address those issues, in particular where high impacts from antimicrobial resistance occur (e.g., low- and middle-income countries);
 - (c) **Knowledge management and information sharing**—Facilitating the sharing of up-to-date and relevant information, identifying and highlighting key gaps in scientific research and evidence base, fostering communication between scientists and policymakers, explaining and disseminating findings for different audiences, and raising public awareness;
 - (d) **Policy support**—Identifying, catalysing the development of, and promoting access to policy-relevant tools and methodologies to support policy formulation and implementation, such as those arising from assessments;

II. Institutional arrangements for the Panel

A. Governing and Decision-making Body of the Panel

2. The Plenary is the governing and decision-making body of the Panel.

Membership

3. The Plenary is composed of eight members from each of the five United Nations regional groups that are nominated by regions with representation of the agrifood, animal health, environment, and human health sectors, as provided for in the rules of procedure. These members collectively represent all United Nations Member States.

Participation of observers

4. The Plenary is open to observers from any United Nations entity, as well as any other body, organization or agency, whether national or international, governmental, intergovernmental or non-governmental, Indigenous Peoples, local communities, and groups in vulnerable situations, qualified in matters covered by the Panel, and which has informed the Secretariat of the Panel of its wish to be represented, subject to the rules of procedure.

Functions

5. The functions of the Plenary include:
 - (a) Approving the Panel’s work programme, based on requests, inputs and suggestions from governments, multilateral agreements, United Nations entities, other intergovernmental bodies and international instruments, and other relevant stakeholders;
 - (b) Approving the Panel’s budget, overseeing the allocation of the resources, and providing recommendations for the mobilization of resources;
 - (c) Establishing and closing subsidiary bodies, including *ad hoc* expert groups, as appropriate, in accordance with the rules of procedures;

- (d) Electing the Bureau, Interdisciplinary Expert Committee, and other relevant subsidiary bodies, in accordance with the rules of procedures as well as processes and procedures set out in relevant documents;
- (e) Ensuring the active and efficient participation of observers in the Plenary, and the effective participation of experts in the Panel's work such as through capacity building, in close cooperation with the AMR Multi-Stakeholder Partnership Platform (MSPP);
- (f) Accepting, adopting, or approving any deliverables produced by the Panel, in accordance with processes and procedures set out in relevant documents;
- (g) Fostering the dissemination of any deliverables produced by the Panel at all levels to enhance impact on policy-making processes;
- (h) Reviewing and approving the Panel's rules, policies, processes, procedures, and their amendments, including the rules of procedures, financial procedures, and a periodic, independent evaluation process of the Panel's efficiency and effectiveness.

B. Bureau

- 8. A Bureau is established.

Membership

- 9. The Bureau will be comprised of two members from each of the five United Nations regional groups, nominated by regions and elected by the Plenary, including one chair and nine vice chairs—one of whom acts as rapporteur, as provided for in the rules of procedure.
- 10. The Bureau will also include one representative of each of the Quadripartite organizations—Food and Agriculture Organization of the United Nations (FAO), United Nations Environment Programme (UNEP), World Health Organization (WHO), and World Organisation for Animal Health (WOAH)—as *Ex Officio* members.
- 11. Members of the Bureau are selected for their expertise relevant to the functions of the Bureau.
- 12. The Bureau may invite the Interdisciplinary Expert Committee members and other individuals to participate as observers to a meeting of the Bureau. Such invitation of the Bureau is subject to the rules of procedures.

Functions

- 13. The functions of the Bureau include, but are not limited to:
 - (a) Providing advice on the administrative aspects of implementing the Panel's work programme, including on communication and outreach, the preparation of deliverables, and resource mobilization;
 - (b) Providing advice on the organization and conduct of the Plenary sessions;
 - (c) Reviewing and reporting to the Plenary on progress in the implementation of decisions of the Plenary, including the work programme, and the management of resources;
 - (d) Reviewing the observance of the Panel's rules, policies, processes and procedures;
 - (e) Carrying out any other functions assigned to it by the Plenary.

C. Interdisciplinary Expert Committee

- 14. An Interdisciplinary Expert Committee is established.

Membership

- 15. The Interdisciplinary Expert Committee will be comprised of six experts representing the agrifood, animal health, environment, and human health sectors as well as economic and social sciences, nominated by the Quadripartite organizations (FAO, UNEP, WHO and WOAH) and elected by the Plenary, as provided for in the rules of procedure.

16. The Interdisciplinary Expert Committee may invite the Bureau members, representatives of other science-policy bodies, and other individuals to participate as observers to a meeting of the Committee. Such invitation of the Interdisciplinary Expert Committee is subject to the rules of procedures.

Functions

17. The functions of the Interdisciplinary Expert Committee include, but are not limited to:
- (a) Providing advice on scientific and technical aspects of implementing the Panel's work programme, including on communication and outreach and on the preparation of deliverables;
 - (b) Engaging the scientific community and other knowledge holders with the work programme, as well as selecting experts for *ad hoc* expert groups that will prepare the Panel's deliverables as needed, considering the balance of expertise, types of knowledge and gender, striving for geographical representation, and in accordance with processes and procedures set out in relevant documents;
 - (c) Developing and managing a transparent peer-review process, with the support of the secretariat, to ensure the highest levels of scientific quality, independence, inclusivity, integrity, and credibility for the Panel's deliverables;
 - (d) Carrying out any other functions assigned to it by the Plenary.

D. Other subsidiary bodies

18. The Plenary may establish and close other subsidiary bodies under the Panel, such as *ad hoc* expert groups for preparing specific deliverables, in accordance with the rules of procedure. The terms of reference of such subsidiary bodies will be defined at the time of establishment.

E. Secretariat

19. The Panel will be supported by a Secretariat with the following functions:
- (a) Providing technical and administrative support to the Plenary, Bureau, Interdisciplinary Expert Committee, and other subsidiary bodies to undertake their respective functions as needed, including facilitating communication and coordination among members of the Plenary, bodies under the Panel, observer organizations, and other stakeholders;
 - (b) Drafting the work programme for approval by the Plenary, as well as coordinating and supporting its implementation in accordance with the Panel's rules, policies, processes, and procedures, in consultation with the Bureau and Interdisciplinary Expert Committee;
 - (c) Monitoring and reporting progress to the Bureau and Plenary on implementation of the approved work programme and budget, and assisting in the evaluation of the Panel's work;
 - (d) Mobilizing and managing the financial resources in accordance with the financial procedures, and managing contractual and legal matters related to the Panel;
 - (e) Disseminating the Panel's deliverables and conducting outreach activities, including producing relevant communication materials, in consultation with the Bureau and Interdisciplinary Expert Committee;
 - (f) Organizing meetings and providing support for meetings, including the preparation of documents and reports to the Plenary and its subsidiary bodies as needed, in consultation with the Bureau and Interdisciplinary Expert Committee;
 - (g) Enabling stakeholder participation, in accordance with processes and procedures set out in relevant documents, in a streamlined, efficient manner, based on the Multi-stakeholder Partnership Platform;

- (h) Proposing, in consultation with the Bureau, partnerships for consideration of the Plenary, and supporting the implementation of any partnerships as guided by the Plenary, including reviewing and reporting on the contribution of partnerships to the Bureau and Plenary;
 - (i) Carrying out any other functions assigned to it by the Plenary, Bureau, or Interdisciplinary Expert Committee.
20. The Panel's Secretariat is jointly facilitated by the Quadripartite organizations (FAO, UNEP, WHO and WOA) and is hosted by UNEP. While the rules, policies and procedures of UNEP will apply to any administrative matters, all four organizations will coordinate and support the Panel's Secretariat. The Plenary will decide on the location of the Secretariat at its first meeting.

III. Financial Arrangements

21. A dedicated financial mechanism will be made available at the request of the Plenary to:
- (a) Be allocated by the Plenary in an open and transparent manner;
 - (b) Collect voluntary contributions to support the work of the Panel;
 - (c) Be governed by the financial rules and procedures adopted by the Plenary.
22. The contributions to the financial mechanism:
- (a) Will come without conditionalities;
 - (b) Will not orient the work of the Panel;
 - (c) Cannot be earmarked for specific activities, unless otherwise decided by the Plenary in accordance with the financial rules and procedures.
23. In-kind contributions will come without conditionalities from Governments, the scientific community, other knowledge holders and stakeholders, and will be key to the success of the implementation of the work programme.

IV. Partnerships

24. The Panel may decide to pursue partnerships with relevant United Nations entities, multilateral agreements, other intergovernmental organizations, and governance structures, instruments and bodies, as well as other selected stakeholders to support the delivery of its functions and implementation of its work programme, in accordance with processes and procedures set out in relevant documents.
25. The Secretariat, in consultation with the Bureau, may propose for consideration of the Plenary the establishment of possible partnerships, including their contribution to the work of the Panel.
26. The Secretariat will regularly inform the Bureau and Plenary about the formal partnerships and their contribution. Partnerships are subject to periodic review.

V. Evaluation of the effectiveness of the Panel

27. The Panel's efficiency and effectiveness will be independently and externally reviewed and evaluated on a periodic basis, based on the Terms of Reference as decided by the Plenary.