

# **Roadmap for Establishing an Independent Panel for Evidence for Action against Antimicrobial Resistance (IPEA)**

Quadripartite Joint Secretariat on AMR

---



Food and Agriculture  
Organization of the  
United Nations



World Health  
Organization



World Organisation  
for Animal Health  
Founded as OIE

## 1. Objective

The objective of this roadmap is to ensure that an Independent Panel for Evidence for Action against Antimicrobial Resistance (IPEA) is established and commences its work as soon as practicable in 2025. The roadmap outlines the steps necessary for establishing the panel, facilitated by the Quadripartite organizations, in response to the 79<sup>th</sup> United Nations General Assembly (UNGA) [Political Declaration on antimicrobial resistance \(AMR\)](#)<sup>1</sup>. Following the key principle of “form follows function” and drawing on past discussions<sup>2</sup> and lessons from other science-policy interfaces<sup>3</sup>, this document details an open and transparent process.

## 2. Background

AMR is a global, multifaceted threat that undermines the effectiveness of modern medicine, prolongs illness, reduces agricultural productivity, and disrupts economies. It is also linked to pollution and the environment, and hampers progress towards attainment of the Sustainable Development Goals. As a cross-sectoral challenge affecting human health, animal health, agrifood systems, and the environment, AMR requires a coordinated, science-driven, and global response.

In 2019, the [Inter-Agency Coordination Group on AMR \(IACG\)](#) recommended establishing an IPEA as part of AMR global governance structures alongside the [Global Leaders Group \(GLG\) on AMR](#) and the [AMR Multistakeholder Partnership Platform \(MSPP\)](#). While these two structures are already operational, IPEA remains to be established. The 2024 UNGA Political Declaration called on the Quadripartite organizations to establish IPEA by 2025, ensuring an inclusive, transparent, and consultative process with all Member States on its composition, mandate, scope and deliverables, and serves as the guide for this roadmap.

## 3. Rationale for establishing an IPEA

Effective AMR policymaking requires reliable and robust interdisciplinary scientific evidence, yet current data are often fragmented across sectors. This limits the ability of policymakers to evaluate, prioritize and implement high-impact interventions and act on proven solutions. Additionally, significant evidence gaps limit progress and weaken the case for essential and sustainable funding and interventions. Independent science panels, such as the Intergovernmental Panel on Climate Change and the Independent Panel for Pandemic Preparedness and Response, have successfully driven global consensus and fostered actions on complex issues. The IPEA will equip Member States with reliable evidence to inform policies, guide high-impact interventions, and help integrate social,

---

<sup>1</sup> Paragraph 30 “Invite the Quadripartite organizations to establish an independent panel for evidence for action against antimicrobial resistance in 2025 to facilitate the generation and use of multisectoral, scientific evidence to support Member States in efforts to tackle antimicrobial resistance, making use of existing resources and avoiding duplication of on-going efforts, after an open and transparent consultation with all Member States on its composition, mandate, scope, and deliverables.”

<sup>2</sup> References: Final revised terms of reference of the independent panel on evidence for action against antimicrobial resistance; GLG Secretariat (2024) Briefing note on the proposed Independent Panel on Evidence for Action Against Antimicrobial Resistance (AMR).

<sup>3</sup> References: Governance and Institutional Arrangements of Science-Policy Panels. UNEP (2017) *Strengthening the Science-Policy Interface: A gap analysis*; UNEP (2020) *Assessment of options for strengthening the science-policy interface at the international level for the sound management of chemicals and waste*; UNEP (2022) *Reflecting on the Past and Imagining the Future: A contribution to the dialogue on the Science-Policy Interface*.

economic, and behavioural sciences into strategies and funding decisions against AMR across diverse contexts.

**4. Consultative process for consensus building**

A broad, inclusive, and transparent consultative process is essential to ensure that Member States and stakeholders agree on the key elements for establishing IPEA. The process, to be undertaken jointly by the Quadripartite organizations, will include:

4.1 Landscape analysis

A comparative analysis of existing science-policy panels will be conducted to identify governance structures, functions, costs, and operational models relevant to the IPEA. The analysis will provide background on establishing, running, and providing secretariat services for independent, authoritative, and policy-relevant science-policy panels. The outcome of the assessment will guide development of foundational documentation for the IPEA and identify key elements that need to be the subject of consultation so that the IPEA is scientifically credible, policy-relevant, and politically legitimate.

Output	Report compiling and assessing the suitability and applicability of existing panels as models for the IPEA. The report will evaluate these existing panels based on their relevance to the IPEA's goals, the urgency of the topics they address, and the resources available for their implementation.
Timeframe: January - April 2025	

4.2 Developing stakeholder engagement strategies, mapping key stakeholders, and consultation with Member States

A comprehensive stakeholder engagement strategy will be developed to ensure inclusivity, particularly of the views and needs of low- and middle-income countries' (LMICs). Stakeholder consultations will be conducted including via the AMR Multistakeholder Partnership Platform based on its initial membership database, as a facilitating and hosting mechanism for these activities.

**Activities:**

- **Stakeholder mapping:** Identification and mapping of key stakeholders, including governments, international organizations, scientific bodies, civil society, private sector, indigenous groups, and regional organizations.
- **Engagement strategy:** A structured approach will be developed that ensures the engagement and participation of diverse voices and sectors, particularly the broad scientific community, LMICs and underrepresented groups.
- **Strategic partnerships:** Collaboration and partnerships with organizations and agencies across sectors that are actively working on AMR.

Output	<ol style="list-style-type: none"> <li>1. A comprehensive stakeholder mapping report, a stakeholder engagement strategy, and identification of key organizations towards establishing partnerships and avoiding duplication.</li> <li>2. First draft of documents for consultation.</li> </ol>
Timeframe: January - May 2025	

#### 4.3. Soliciting written inputs and developing documents for the establishment of the IPEA

Broad consultations will be held to gather written input from Member States, stakeholders, and experts on priorities, the IPEA's governance model, and scope of work.

##### **Activities:**

- **Consultation through a Call for Written Submissions:** Issue an open call for written submissions from governments, experts, and stakeholders on key AMR priorities and gaps.
- **Development of documents based on inputs:** Analyze submissions and prepare all documents needed, including on the panel's governance structure (e.g., the membership and functions of the governing body), and modalities for developing its first work programme, including prioritization.

Output	<ol style="list-style-type: none"> <li>1. Compilation and analysis of written submissions</li> <li>2. Document for establishment of the panel.</li> <li>3. A multi-year work programme.</li> </ol>
Timeframe: February – September 2025	

#### 4.4 Developing guidance documents for the Panel's operations.

The successful operation of the panel will require clear and detailed guidance on how assessments and other deliverables are produced. This activity will involve supporting the panel in developing key guidance documents for its work, ensuring scientific rigor, transparency, and inclusiveness.

##### **Activities:**

- **Methodology Framework:** Develop standardized rules, processes and procedures for conducting scientific assessments, including guidelines on data collection, analysis, and reporting.
- **Policy Recommendations Framework:** Create a framework for developing and communicating policy-relevant actionable recommendations for policymakers and decision-makers, including identifying advocacy champions and networks.

Output	Guidance documents for the operations of the panel on scientific assessment rules, processes and procedures, policy recommendation framework and other deliverables.
Timeframe: May – September 2025	

#### 4.5. Launch of the panel and final consultation process

Upon refining all relevant documents, the resulting draft framework will be published to obtain stakeholders and Member States' final feedback. based on consultations. The IPEA establishment framework will then be finalized and the panel will be launched at a high level, preferably on the sidelines of a high-level event of UN Member States, such as the [United Nations Environment Assembly \(UNEA\)](#) or a similar occasion, to be held in December 2025.

##### **Activities:**

- **Final consultation:** Consult key elements and documents for the establishment and for the operations of the panel.
- **Launch of the IPEA:** Organise a high-level event for the official launch of the IPEA and the first meeting of the governing body.

Output	<ol style="list-style-type: none"> <li>1. Key elements and documents for the establishment and operations of the panel consulted on and finalized.</li> <li>2. Launching of the Panel at a high-level event and the first meeting of the governing body.</li> </ol>
Timeframe: May – December 2025	

#### 4.6. Resource mobilization

Sustained financial and in-kind resources are essential for the long-term success of the Panel. Resource mobilization efforts should focus on securing contributions from a variety of sources, including governments, international organizations, philanthropic foundations, and the private sector. The Quadripartite organizations will incorporate resource mobilization efforts as part of their resource mobilization strategy, including through the AMR Multi-Partner Trust Fund.

##### **Activities:**

- **Donor engagement:** Develop a resource mobilization strategy and engage with key donors.
- **In-kind contributions:** Explore opportunities for in-kind contributions, such as hosting of meetings or provision of technical expertise from Member States and partner organizations.

Output	Resource mobilization strategy, funding commitments from key donors and partners, including development banks, the private sector and governments through new and innovative policies and regulations.
Timeframe: July – December 2025	

#### 4.7. Communication, outreach and launch of the Panel

To raise awareness and ensure that policymakers are engaged and ready to own the mission and deliverables of the Panel, it is essential to engage stakeholders, including the public, through an effective communication and outreach strategy. This will include engaging with the media, civil society, and other relevant actors and platforms.

##### **Activities:**

- **Communication strategy:** Develop and implement a comprehensive communication and outreach strategy, ensuring that the panel's mission and work are accessible and understandable to non-expert audiences.
- **Media engagement:** Organize press briefings, media partnerships, and public events to disseminate findings and raise awareness about AMR, including the Panel's work.
- **Digital outreach:** Establish and maintain a dedicated website and social media presence to share updates, publications, and stakeholder engagement opportunities.

Output	Communication materials, outreach strategy document, launch of communication channels (website, social media), and regular updates and engagement with the media.
Timeframe: March – December 2025	