



Second meeting of the  
open-ended Intergovernmental Working Group on the WHO  
Pandemic Agreement (resolution WHA78.1)

Provisional agenda item 7

A/IGWG/2/X

19 September 2025

## **Draft Report of the meeting**

1. The open-ended Intergovernmental Working Group (IGWG) on the WHO Pandemic Agreement held its second meeting from 15 to 19 September 2025 under the leadership of Ambassador Tovar da Silva Nunes of Brazil and Mr Matthew Harpur of the United Kingdom of Great Britain and Northern Ireland as Co-Chairpersons, with Ambassador Vuyile Dlamini of the Kingdom of Eswatini, Dr Hanan Mohamed Al Kuwari of the State of Qatar, Dr Viroj Tangcharoensathien of Thailand and Ms Madeleine Heyward of Australia as Vice Chairpersons of the IGWG. During the opening session, the meeting elected, by acclamation, Ms Madeleine Heyward of Australia as Vice Chair to replace Ms Fleur Davies of Australia, and expressed appreciation for the work of Ms Davies and welcomed Ms Heyward as Vice Chair.

2. The Director-General, in his opening remarks, congratulated Member States on the imminent entry into force on Friday 19 September 2025 of the amendments to the International Health Regulations adopted by the Seventy-seventh World Health Assembly. He recalled that the responsibility of the IGWG is to finalise the PABS Annex for adoption by the World Health Assembly in May 2026, in order to facilitate the subsequent signature and ratification of the WHO Pandemic Agreement. He expressed appreciation for the commitment of Member States and their willingness to work towards consensus.

3. Discussions on Agenda Items 1 (Opening of the session and adoption of the agenda and programme of work), 7 (Report of the meeting) and 8 (Closure of the session) were publicly webcast with the participation of Relevant Stakeholders. Agenda Items 2 (Draft outline of the Annex to the WHO Pandemic Agreement described in Article 12 of the WHO Pandemic Agreement), 3 (Scope and use of terms related to the Annex to the WHO Pandemic Agreement described in Article 12 of the WHO Pandemic Agreement), 4 (Broad list of experts), 5 (Proposals from Member States of entities to be included in Annex D and/or Annex E of document A/IGWG/1/4 (if any)) and 6 (Next steps) were held in closed session with the participation of IGWG Members (i.e. Member States, Associate Members, and regional economic integration organizations) and the observer delegations of Palestine and the Holy See only. Relevant stakeholders (Annexes A–E) were invited to join for open sessions at the beginning of each day where they were updated on progress and provided their views.

4. Following the adoption of the agenda and programme of work, the IGWG discussed and provided comments on the draft outline of elements to be addressed by the Pathogen Access and Benefit-Sharing (PABS) System as an Annex to the WHO Pandemic Agreement (document A/IGWG/2/3), including on operation, access, benefit-sharing and governance, and in addition there was discussion on scope and use of terms. The IGWG agreed that, following the informal meetings in October, the IGWG Bureau, with support from the WHO Secretariat, will prepare draft

PABS Annex text, taking into account all elements, building on the draft outline of elements and taking into consideration written submissions by IGWG Members, inputs received during the second meeting of the IGWG (IGWG2), and informal discussions, for consideration by the IGWG at its third meeting in November, with a view to supporting text-based negotiation of, and agreement on, the draft PABS Annex, as agreed in the Timeline and deliverables of the IGWG (document A/IGWG/1/3 Rev.1). The draft PABS Annex text would be circulated to the IGWG prior to the third meeting in the six official WHO languages.

5. The IGWG also requested the Bureau, with the support of the Secretariat, to organise informal meetings during the week of 6-10 October 2025, including dedicated sessions with relevant experts and open to Relevant Stakeholders. The IGWG discussed an approach for the informal meetings in October based on a proposal by the Bureau and provided comments and suggestions. The Bureau was requested to update and circulate the proposed approach and work program for the informal meetings at the earliest, as well as a list of relevant experts to support the informal meetings keeping in view any conflict of interest. The Secretariat would also consult Relevant Stakeholders and relevant experts, and request the latter to disclose any conflict of interest, regarding the use of terms in Article 12 of the WHO Pandemic Agreement, as a pilot and without prejudice to further consultations on other elements in due course.

6. In relation to the broad list of experts, the Secretariat would continue to consolidate the list based on submissions from Member States, noting that the list would continue to be a living document. The Secretariat was requested to identify any gaps in expertise, as well as experts covering specific areas requested by IGWG Members and consult with Member States for additional experts in relation to this. The Bureau was requested to continue to select experts with relevant expertise in line with paragraph 13 of the Methods of work of the open-ended Intergovernmental Working Group (document A/IGWG/1/2 Rev.1) and the report of the first meeting of the IGWG (document A/IGWG/5) to support informal meetings of the IGWG, as appropriate, drawing from the WHO preliminary list and additional experts provided by Member States.

7. The IGWG agreed to proposals from Member States for four additional relevant stakeholders to be included in Annex E of document A/IGWG/1/4, on the understanding that the document continued to be a living document. The IGWG further agreed, subject to further consultation and confirmation at the opening of the IGWG3, with regard to its method of work, to invite Relevant Stakeholders (Annexes A-E) to observe discussions of the IGWG3, as a pilot, in relation to the drafting and negotiation of the PABS Annex.

8. The IGWG adopted its report, and the co-Chairpersons closed the meeting.