

A MANIFESTO FOR

# PREPAREDNESS

THREE TESTS OF GLOBAL REFORMS



**If a new outbreak of a disease with pandemic potential occurred somewhere in the world today:**

Can we be confident that every country now has the capability to detect and contain it?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

Can we be confident that crucial information will be shared rapidly and transparently?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

Can we be confident that healthcare workers will have the resources and protections needed for their work?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

Can we be confident that personal protective equipment, diagnostics, therapeutics, and vaccines will be channelled first to those in need, rather than those who can afford to pay?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

Can we be confident that all nations will act promptly, effectively, and in concert to stop its further spread?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

Can we expect a different outcome to the next global health crisis?

Yes	No
<input type="checkbox"/>	<input checked="" type="checkbox"/>

This is why current global reforms of pandemic prevention, preparedness, and response (PPPR) are of historic importance. Through them, the world can transform preparedness in 2023, setting a course towards greater safety from pandemics, epidemics, and other health emergencies. Ensuring the success of reforms depends upon the ambition and sustained commitment of leaders, who must take collective action for the common good, which is essential to protect the health and well-being of their own people. As has often been said, 'No one is safe until all are safe.'

## Global reforms of pandemic prevention, preparedness and response

2023 reforms have the potential to address longstanding failings in PPPR that have resulted in botched responses to successive health emergencies and crises. The reforms can function together to strengthen the foundations for a robust global health architecture for PPPR, centred on the World Health Organization (WHO) and coordinated across regions, countries, sectors and stakeholders.

### Key 2023 initiatives and reforms

1. The United Nations General Assembly (UNGA) will hold a **High-level meeting on pandemic prevention, preparedness and response** in September 2023.
2. Negotiations on a zero draft will progress towards adoption of a WHO **Pandemic Agreement** in 2024.
3. The **Pandemic Fund**, launched by the World Bank in November 2022, will issue a first round of funding in 2023.
4. State Parties to the **International Health Regulations** (IHR) will work on proposed targeted amendments to the IHR (2005) for adoption in 2024.
5. Countries and other stakeholders will develop proposals for the governance and financing of an equitable **countermeasures platform**.
6. G7 countries are driving the **100 Days Mission** to accelerate development of diagnostics, therapeutics, and vaccines for pandemic preparedness.
7. G20 countries have established a **Task Force** to strengthen collaboration between Finance and Health Ministries on PPPR.
8. The **Universal Health and Preparedness Review** (UHPR) is being piloted as a peer review mechanism for strengthening accountability for preparedness.

These key reforms are synchronous with many others, including the Regional Vaccine Manufacturing Collaboration, the forthcoming World Organisation for Animal Health's Global Conference on Emergency Management, the International Pathogen Surveillance Network, and other initiatives to improve integrated surveillance, collective financing and equitable access to countermeasures.

## Leadership of global preparedness reforms

Leadership is essential for the success of reforms. Preparedness is a task for the whole of society, but history has accorded some countries and stakeholders particular influence, through their leadership and facilitation of reform processes. These include WHO and the World Bank; the Netherlands and South Africa as co-chairs of the Intergovernmental Negotiating Body; New Zealand and Saudi Arabia as co-chairs of the WHO Working Group on Amendments to the International Health Regulations; Israel and Morocco as co-facilitators of the High-level meeting on PPPR; Norway and South Africa as co-chairs of the ACT-A Facilitation Council; and Japan and India, which hold the 2023 presidency of the G7 nations and the G20 respectively. Their success can ensure the transformation of PPPR, providing the leadership the world needs. But it is not simply up to them. Leaders of all nations, heads of international and regional organizations, and leaders in civil society and the private sector all have a critical role.

**However, success is not guaranteed.** Growing nationalism has undermined the multilateral coordination that is urgently needed. The world is grappling with multiple crises with direct impacts upon health and health security, including wars, societal inequalities, natural disasters and an escalating climate crisis. There is a grave risk that the cycles of panic and neglect that have characterized global health crises in the past will continue.

We are encouraged that many of the reforms underway respond to [calls to action made by the Global Preparedness Monitoring Board \(GPMB\)](#) and other independent bodies. However, if reforms are inadequately designed, planned and implemented, they will not meet the growing challenges they are designed to address. In short, they will fail.

**We have therefore identified three tests of global PPPR reforms** – tests of the fundamental requirements for global preparedness. It will take commitment and coordination from leaders to meet these tests, but the prize merits every effort: a safer world for present and future generations.

## Three tests of global preparedness reforms

### 1. Are reforms powered to address the catastrophic threat of pandemics?

COVID-19 destroyed millions of lives and upended societies, but the next pandemic could be worse. Transformational change requires bold ambition, unwavering commitment, and a willingness to work collectively and inclusively. Key to this success is strong political leadership at the highest level to build consensus around bold reforms, whole-of-society, whole of government and multisectoral involvement, and strong global, regional and national health institutions. We depend on leaders to act decisively, based on evidence, and to build trust between countries and with communities.

Consensus does require compromise. But compromise that results in weak ambition, inadequate solutions and ineffective outcomes is often worse than no solution. Ambition must match the scale of the threat posed by pandemics. Design and planning must match the ambition, and resources must match the design.

#### Indicators of success

- Political commitment.** The High-level meeting elevates PPPR to the highest priority, with participation and commitments from heads of state and government of every country. It engages all relevant stakeholders, including civil society and the private sector, across the prevention, One Health, R&D, socioeconomic, and financing sectors.
- Strength in action.** Reforms are fit for purpose, sufficient to deliver their desired outcomes, and adequately and sustainably resourced. They create concrete commitments and strengthen governance mechanisms, to ensure effective leadership and coordination and to oversee enforcement mechanisms. They ensure adequate and sustainable resources for all aspects of PPPR, including the facilitation of emergency response. They ensure early and effective national responses in health emergencies. The Pandemic Agreement includes mechanisms to ensure that international financing from all sources is prioritized, coordinated and allocated based on agreed national priorities and global common goods.
- Leadership.** WHO is empowered with the responsibility, authority and accountability to fulfil its leadership role at the centre of health emergency preparedness.
- Collective responsibility.** All countries share responsibility for and benefit from PPPR. Reforms actualize this principle through collective financing, access- and benefit-sharing and review mechanisms, and mechanisms to lift barriers to timely health emergency response. Roles and responsibilities are clarified for all national governments and other global stakeholders from the private sector, finance and development sectors, and the social and philanthropic sectors.

## 2. Are reforms designed to deliver equity in access and outcomes, and to ensure coherence within the ecosystem of PPPR?

PPPR currently fails those most at risk and with that, us all. The ecosystem of national governments, international and regional organizations, disparate and disjointed financing mechanisms, and diverse stakeholders and preparedness initiatives is complex and fragmented, creating inefficiencies and squandering scarce resources.

Inequitable and incoherent systems cannot deliver global health security. The world needs systems that are well coordinated, agile and that deliver resources based on need. It is in every country's interest to ensure all countries can prevent or manage threats from emerging pathogens and can protect their population.

The design process for reforms is also prone to incoherence, as the urgent need to develop solutions often leads coalitions of like-minded countries and stakeholders to instigate new initiatives, sometimes in isolation from more inclusive groupings and the multilateral system. The multilateral system is not perfect but does provide legitimacy and inclusivity of all countries.

Coherence requires that reforms address the interlinked crises that the world faces and build broader societal resilience. This means addressing the full cycle of PPPR – from prevention through to response and recovery – in an integrated way, including action on the fundamental causes of pandemics.

### Indicators of success

- **Equitable PPPR.** Reforms ensure that access to medical countermeasures is based on need; resources, information and data are accessible to all; priorities are driven by the needs of people and communities and address gender equity; investments serve to build capacity and transfer knowledge.
- **A focus on healthy societies.** Reforms support sustained investment in health systems and other socioeconomic systems that are key to resilience and engage communities. They integrate prevention, the One Health approach to PPPR, and broader social and economic factors that impact on PPPR.
- **Equitable processes for equitable outcomes.** Reforms are adopted through democratic processes, ensuring ongoing participation of and benefits for all countries, relevant sectors and stakeholders.
- **Complementary processes.** Each reform elevates and addresses distinct priorities for PPPR, but efforts are coordinated to maximize efficiency of effort and coherence of outcomes. The High-level meeting on PPPR works with the High-level meetings (HLMs) for Tuberculosis and Universal Health Coverage to further shared agendas while maintaining the distinctive multisectoral needs of PPPR.
- **A coherent ecosystem.** The Pandemic Agreement is recognized as the primary and overarching vehicle for reforming health emergency preparedness. The High-level meeting on PPPR complements the Pandemic Agreement, strengthening the whole of society, whole of government and multisectoral preparedness and response to health emergencies, from prevention to recovery. The HLM addresses linkages with relevant agreements in human rights, TRIPS, the UN Framework Convention on Climate Change and the impact of trade agreements and partnerships on pandemic prevention, preparedness and response, especially in relation to access to essential medical goods, countermeasures and technologies.

### 3. Is monitoring and accountability embedded in the reforms?

Monitoring is needed to track the causes of health emergencies, to identify gaps and weaknesses in the capacity and performance of systems and their financing and governance, to identify solutions to ensure equity, effectiveness and efficiency of PPPR, and to encourage implementation of obligations and pledges. The results of objective, evidence-based monitoring support countries, international organizations and other stakeholders in their decision-making and actions to strengthen PPPR and can be linked to accountability mechanisms to ensure that commitments are met.

Effective forms of monitoring include self-assessment, peer review and independent monitoring. The last of these, independent monitoring, provides the most accurate, fair and transparent assessment of progress.

We need assurance that the right actions are being taken by all countries, international and regional organizations, financial institutions, the private sector and other key stakeholders in PPPR, with One Health collaboration. We also need assurance that all stakeholders follow through on the commitments they make. Global PPPR efforts have foundered in the past because promises are easily made yet broken with impunity.

A key priority of PPPR reforms should therefore be strengthening accountability and monitoring to track progress. Both are essential. Without monitoring, accountability is compromised and does not lead to the corrective actions required. Equally, monitoring without accountability has little impact. Accountability mechanisms are needed to clarify obligations, facilitate implementation, and address non-compliance within reforms.

#### Indicators of success

- **Design for accountability.** The draft Pandemic Agreement prioritizes accountability and monitoring. Strong language specifies legally binding obligations, and compliance mechanisms are incorporated, ensuring that countries can be held accountable for these obligations. Monitoring, including independent monitoring, is incorporated, to verify accountability.
- **High level commitment to monitoring and accountability.** The Political Declaration of the High-level meeting on PPPR drives consensus around the importance of objective, evidence-based and multisectoral monitoring of PPPR, including independent monitoring.
- **Specified responsibilities.** Within and across reforms, the role of different actors in delivering outcomes is clearly defined.

## Monitoring the tests of global preparedness reforms

The GPMB is the independent monitoring and accountability body tasked with providing independent and comprehensive appraisals on progress towards strengthening preparedness for global health crises. In support of these crucial global preparedness reforms, the GPMB commits to the following actions:

- The GPMB will use these tests to assess progress in each of these reforms and others as they emerge, highlighting successes and gaps, further articulating the outcomes that each reform must bring and advocating to ensure they have the impact the world needs and seeks.
- The GPMB will publish its Monitoring Framework in April 2023, as a tool to strengthen and deepen the Board's assessment of progress, and to help guide priority setting for PPPR. The Framework will take a forward-looking, risk-based approach to tracking multisectoral preparedness, and will assess whether global preparedness is grounded in the essential principles of equity and coherence.
- The GPMB will use this Framework to assess the state of the world's preparedness and will publish its report ahead of the High-level meeting on PPPR in September 2023.
- The GPMB will advocate for stronger monitoring and accountability of preparedness and will advocate for independent monitoring to be an integral element of these reforms, providing measures of progress, highlighting the most important needs for PPPR, building trust, and supporting accountability.

### About the GPMB

The Global Preparedness Monitoring Board (GPMB) is an independent monitoring and accountability body to ensure preparedness for global health crises. Co-convened by the Director-General of the World Health Organization and the President of the World Bank, the GPMB comprises of globally recognized leaders and experts from a wide range of sectors, including health, animal health, environment, human rights, economics, law, gender, and development.

It is tasked with providing an independent and comprehensive appraisal for policy makers and the world about progress towards increased preparedness and response capacity for disease outbreaks and other emergencies with health consequences. In short, the work of the GPMB is to chart a roadmap for a safer world.





#### CONTACT INFORMATION

Global Preparedness Monitoring Board Secretariat  
c/o World Health Organization  
20, Avenue Appia  
1211 Geneva 27 | Switzerland  
gpmbscretariat@who.int | <https://www.gpmb.org/>

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