**Improving the estimation of the global burden of antimicrobial resistant infections**

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Word count of summary: 200 (Unstructured: 150-200 words)

Word count of main text: 2,902 (limit 3000 words)

**Summary**

Estimating the global burden of disease from infections caused by pathogens that have acquired antimicrobial resistance (AMR) is critical for resource allocation and to inform AMR action plans at national and global levels. However, the lack of robust and accepted methodology to determine burden is widely acknowledged. Here, we discuss the underlying assumptions, characteristics, limitations and comparability of the approaches used to date to quantify mortality from AMR bacterial infections. We demonstrate that the global burden of AMR estimated in the O’Neill Review and the Global Burden Disease 2016 study are not comparable because of their different methodological approaches, assumptions and data used to generate them. Neither analytical framework is adequate, and we conclude that a new approach to the estimation of deaths caused by AMR infection is needed. This will require the development of mechanisms to systematically collect a clinical dataset of sufficient breadth and quality to support the accurate assessment of burden, combined with decision-making and resource allocation for interventions against AMR. We define key actions required and call for innovative thinking and solutions to address these.

**Text**

Antimicrobial resistance (AMR) occurs when microorganisms (including bacteria) change in ways that render the drugs used to treat the infections they cause ineffective.1 Estimating premature mortality and the burden of disease due to AMR is critical, both to decide on resource allocation for interventions against AMR2,3 and to inform the implementation of action plans at global and national levels.2 With robust methods and reliable estimates, individual countries could track trends, determine the impact of actions on AMR, and compare these with others. It is also crucial for policy makers to be able to compare the impact of AMR infections with other major communicable diseases such as HIV/AIDS, malaria and tuberculosis, as well as non-communicable diseases with a large global impact, including heart disease and cancer.

The Review on AMR chaired by Jim O’Neill estimated that around 700,000 deaths each year globally may be from infections with AMR bacterial infections, including multidrug-resistant and extensively drug-resistant tuberculosis.4 The Global Burden of Disease (GBD) 2016 study estimated that around 126,000 people died of multidrug-resistant and extensively drug-resistant tuberculosis in 2016, but the number of people who died of other drug-resistant bacterial infections, malaria and HIV were not estimated separately.5 National estimates of mortality from AMR bacterial infections have also been published for the United States (US),6 Europe7,8 and Thailand,9,10 among others. A direct comparison of these estimates is not possible because each used different approaches and data sources, including which types of infections were considered, when preparing the estimates.

Despite the importance of AMR as a public health threat, the lack of a robust and accepted methodological approach to assess its burden is widely acknowledged.2,11-14 The burden of AMR can be measured using many parameters, including mortality, morbidity, economic cost and resource utilization.1,12 Here, we limit discussion to mortality from AMR, drawing on a combination of published evidence and expert opinion. We compare and discuss general underlying assumptions, characteristics, limitations and comparability of the approaches that have been used to quantify mortality from AMR bacterial infections in a country or globally.4-10 We also propose general guiding principles and potential approaches for improving these estimates in the future. We focused on the approaches used by the O’Neill Review4 and the GBD study5 because of the availability of their estimates of global mortality from AMR and their high impact on national and international stakeholders.

**What is the cause of death?**

Determining the cause of death can be complicated. Patients often die from a combination of underlying conditions, co-morbidities, and acute complications, like a drug-resistant infection, that ultimately results in death.15,16 It is often hard to decipher which of these initiated the train of events that resulted in death. Put simply, did the patient die because of a drug-resistant infection or did the patient die while having a drug-resistant infection? The International Classification of Diseases (ICD)17 is the global standard that is widely used to promote international comparability in the collection, processing, classification and presentation of mortality statistics. Globally, healthcare systems document all of a patient’s medical conditions using ICD codes, and certifying physicians record the sequence on the International Medical Certificate of Causes of Death. This information is then coded by a trained ICD coder to select the underlying cause of death. Information about comorbidities, the presence of sepsis,18,19 etc, can be determined from the combination of underlying and non-underlying (i.e. immediate or intermediate) causes listed on the death certificate, which are collectively known as “multiple causes of death”.17 Sepsis is a life-threatening organ dysfunction caused by a dysregulated host response to infection, and the final common pathway to death from most infectious diseases.18,19 Nonetheless, the global standard for mortality statistics is to select only one main underlying cause of death as “a single cause of death”, regardless of how many conditions are reported in medical records or death certificates.

Challenges with applying the ICD principle (using a single cause of death for mortality statistics) is best illustrated with examples.

1) An elderly patient is admitted to hospital due to ischaemic heart disease and cardiogenic shock. The patient has a history of chronic kidney failure. During hospitalization, the patient is intubated and develops a hospital-acquired pneumonia and sepsis. Blood cultures are positive for carbapenem-resistant *Acinetobacter baumannii.* The patient dies of multiple organ failure, including acute on chronic kidney failure.One doctor might conclude that the cause of death in this case was infection with a carbapenem-resistant *A. baumannii*, while another might conclude that the underlying cause of death was chronic kidney disease, not the infection or heart disease. However, using the ICD principle,17 the cause of death recorded in the national mortality statistics would be “heart disease” (Figure 1A).

2) A patient with HIV/AIDS and community-acquired multidrug-resistant non-typhoidal *Salmonella* (NTS)infection; they would be recorded in national statistics on causes of death as having died from “HIV/AIDS” (Figure 1B).

To put it simply, the ICD principle relies on the assumption that there is only one cause of death,17 when particularly for complex illnesses, the cause of death is often the interplay between two or more major morbid conditions. Assigning a single cause of death according to the ICD principles means that the majority of hospital-acquired infections and an unknown proportion of community-acquired bacterial infections do not feature in statistics as a cause of death because of the presence of an underlying condition that led to the original hospital admission.

The application of rules and procedures of the ICD to certify and code causes of death data may still be diagnostically inaccurate due to the subjective nature of ICD certification practices, the limited training provided to physicians or medical coders, and cultural differences that can influence their judgement even after the training.20,21 Death certificates, which collectively form the basis of a nation’s civil registration and vital statistic system, are frequently filled in by non-medical staff or by medical officers who did not participate in direct patient care, and who often have received little if any formal training in how to correctly fill in a death certificate.22,23 Not surprisingly, the diagnostic accuracy of death certificate data is often very poor and inadequate to guide public policy.24 Improving accuracy requires uniform application of the ICD principles in force by well-trained physicians or medical coders.

As the ICD principle is not perfect, some countries have been improving mortality statistics for specific infectious diseases using different approaches. For example, the increasing incidence of serious infections due to methicillin-resistant *Staphylococcus aureus* (MRSA) and *Clostridium difficile* in England and Wales led the Department of Health and Social Care to mandate that deaths caused by MRSA or *C. difficile* should be recorded as text on the death certificate. The Office for National Statistics (ONS) has been storing the text of death certificates together with ICD codes on a database since 1993.25 Mention of MRSA or *C. difficile* as text anywhere on the death certificate was classified as deaths involving MRSA or *C. difficile*.25 The ONS could therefore access and publish data on deaths involving MRSA and *C. difficile* stratified by sex, age group and whether the death occurred in hospital or elsewhere.26,27

**What is all-cause mortality and attributable mortality?**

Another approach is to measure mortality from AMR infections in a representative population and then use that measurement to estimate mortality in a larger population. Two such approaches are measurements of all-cause mortality and attributable mortality.

All-cause mortality (e.g. in-hospital mortality, 30- or 90-day mortality) is frequently used to quantify the burden of specific diseases and AMR infections.9,12,13,26,27 Measuring all-cause mortality is objective because the measurement does not involve determining what the single main underlying cause of death for each patient is. In addition, all-cause mortality can be categorized by resistant pathogens and infection type. It is challenging to collect these data from ICD coded death certificates, as described above; rather, this is best studied in representative populations to determine all-cause mortality and then apply these mortality to established infection rates.9 It is important to note that this measure of mortality includes deaths caused or contributed by other underlying and intermediate causes. To take account of this potential error, all-cause mortality is noted as ‘deaths involving AMR infection’ by ONS, UK.26,27

Attributable mortality (generally assessed by the counterfactual approach)28 can be used to estimate how many deaths would not have occurred in the absence of the disease or condition of interest. Counterfactual, as the term suggests, is an artificial (i.e. not factual) distribution of exposure of the population to a certain hazard that would result in the theoretical minimum disease burden from that exposure. So for tobacco smoking, for example, the counterfactual approach would assume that 100% of the population had never smoked.

It is probably true that if the hypothetical patient described in Figure 1A did not have ischemic heart disease, they would not have died. If, however, they still had ischemic heart disease but the hospital-acquired infection had been prevented, or the causative bacterium had not been resistant, they might not have died. Likewise, the second patient (Figure 1B) might not have died if their bacterial infection had been prevented or if the bacterium had not been resistant.

The mortality attributable to AMR can be calculated based on the (counterfactual) assumption that deaths would not have occurred if the AMR infection had not occurred or if the causative organisms had been antimicrobial-susceptible.6,8,29 Specifically, the attributable mortality (mortality difference) is the comparison of mortality between patients with the respective AMR bacterial infection and patients without the infection or patients infected with a susceptible infection, factoring out the risk of death resulting from the underlying co-morbidity. Figure 2 shows a simple diagram of how mortality attributable to AMR was calculated in the O’Neill Review and the US CDC Antibiotic Resistant Threats Report based on this assumption.6,29 Specifically, an attributable mortality was applied to estimates of the number of bacterial infections in order to estimate the number of excess deaths due to AMR. The appendix of a recent publication estimating attributable deaths caused by AMR bacterial infections in the EU in 2015 provides a review of research articles estimating attributable mortality in different clinical settings worldwide.8

**Characteristics, limitations and underlying assumptions of different approaches**

Characteristics of the models used for estimating the global burden of AMR in the O’Neill Review and by the GBD 2016 study are shown in Table 1. Because of the principle of a single underlying cause embodied in the ICD, AMR could be part of many different causes of death, including almost all infectious diseases.5 The assumptions used for the AMR Review4 by KPMG29 and RAND30 and to estimate the future burden of AMR infections with HIV, malaria, tuberculosis and other bacterial infections are not discussed here.

The most important limitation of the O’Neill Review and the GBD 2016 study is the lack of data from both high-income countries and lower and middle-income countries (LMICs). For the O’Neill Review,4,31 the estimated 700,000 deaths attributable to AMR infection was based on the attributable mortality for bacterial infections reported from the US CDC,6 and the European Centre for Disease Prevention and Control (ECDC) and the European Medicines Agency (EMEA),7 and attributable mortality for multi and extensively drug-resistant tuberculosis reported from WHO estimations.32 This is mainly because surveillance data on outcomes of AMR and mortality attributable to AMR are close to non-existent. For the GBD 2016 approach, mortality from AMR was calculated only for multi and extensively drug-resistant tuberculosis, and not for any other pathogen. Moreover, the quality and availability of mortality data used in the GBD was often very poor, with vital registration data from many countries being less than 70% complete and a high proportion of ‘garbage codes’ (ICD codes that cannot be main or underlying causes of death), such as ‘heart failure’ or senility.5 These data were shown in the data visualization but were not used in the model estimation.5

Other major limitations are not separating the burden of community-acquired and hospital-acquired AMR infection (infection origin), and limiting the range of organisms and antibiotics to which they have become resistant. Separating infection origin is important for policy makers since prevention and interventions to reduce the burden of AMR in these two settings are different. For example, controlling AMR in hospitals would require improved hospital hygiene, hand hygiene, patient screening, decontamination, isolation and antibiotic stewardship to reduce colonization pressure and cross-transmission of AMR organisms in the hospitals.33,34 Controlling AMR infection in the community is multifaceted and could involve improved community hygiene, water and sanitation, improved care of chronic conditions such as ulcers and the presence of long-term urinary catheters, reduced overuse and misuse of antibiotics in both humans and animals in the community, control of antibiotic waste in the environment, etc.35,36

The advantages and disadvantages of three different approaches (the underlying cause of death, all-cause mortality and attributable mortality) to estimate the burden of AMR are summarized in Table 2. The reliability of the attributable mortality approach used by the O’Neill Review has been widely debated.37,38 Concerns include the assumptions made, data availability, use of data that are biased towards tertiary care hospitals, data extrapolation, and the potential that their calculated attributable mortality is poorly estimated in the source data.37,38 In addition, the use of complex terminology such as attributable mortality creates a barrier to understanding by healthcare providers, stakeholders and the wider public. It is also unclear whether attributable mortality should be compared with drug-susceptible infection or patients without infection. This relates to the current debate and on-going research on whether or not actions on AMR would result in an overall reduction in burden rather than simply be replaced with antimicrobial-susceptible infections.39-42

**What would be required to solve the problem?**

A new, more inclusive approach to estimate deaths caused by AMR infection is needed (Table 3). While the burden of AMR as estimated by disability-adjusted life-years (DALYs) using the GBD DALY model is more appropriate to measure the full health (fatal and non-fatal) consequences of AMR, estimating deaths caused by AMR infection is still likely to be better understood by policy makers and healthcare providers for purposes of quantification and monitoring intervention impact. Drug-resistant tuberculosis is already in the GBD 2016. To describe the impact of AMR infection more accurately and comprehensively, adding drug-resistant bacterial infections should be considered, possibly using the attributable mortality approach as applied more generally for risk factors such as tobacco smoking43 or alcohol use44 in the GBD.

Whatever approach is adopted, the analysis should clearly separate the burden of community-acquired infections from hospital-acquired infections, and include the global priority list of antibiotic-resistant bacteria reported by the WHO.45 Health systems around the world will need to have the capability and capacity to reliably detect these priority pathogens, and link microbiological data to clinical outcome data in order to inform the model. This will mean boosting both diagnostic and clinical bacteriology capacity globally, particularly in resource-limited settings where routine testing is underused or unavailable, and links between laboratory and clinical services and information systems are weak. This will in turn have the added benefit of enhancing local, national and global surveillance for resistance.

Availability of data describing incidence and prevalence of AMR infections in LMICs will be improved over time as more countries enroll and submit data to the WHO Global Antimicrobial Resistance Surveillance System (GLASS), which is collecting and reporting data on AMR globally.46 It is important to note that the initial phase of GLASS did not include the routine collection of mortality outcomes and other parameters required for modeling AMR burden. The data required for estimating the burden of AMR will need to be generated for the next phase of AMR surveillance and other mechanisms, including research and the pharmaceutical industry. In addition, training for physicians in how to correctly certify causes of death, and a better understanding of how infectious diseases, sepsis18,19 and AMR infection have been recorded as the main or intermediate causes of death in LMICs are needed.

Quality and availability of data on ICD coded causes of death from national vital registration systems also need to be improved to support the more reliable estimation of the burden of infectious diseases, sepsis and AMR. Training in correct certification of causes of death using the ICD rules should be prioritized by policy makers. The current version of the ICD in use (ICD-10) does not have specific codes for all priority antibiotic-resistant bacterial infections, and hence the burden of these pathogens requires a counterfactual approach, implying the availability of prevalence data on resistance and data and approaches to measure excess mortality risks in resistant versus susceptible cases. The 11th Revision of the ICD released in 2018 does include a wide range of codes to describe AMR infection, and the use of the new codes complementary with multiple approaches (Table 3) could assist in improving estimations of the burdens of AMR infection.47

In conclusion, the global burden of AMR estimated in the O’Neill Review and the GBD 2016 study cannot be compared due to the very different methodological approaches, assumptions and data used to generate them. Neither analytical framework is adequate. A new, more inclusive approach to estimate deaths caused by AMR infection is needed. In addition, a systematic and comprehensive approach is required to gather data of sufficient breadth and quality to support the accurate assessment of burden, combined with decision-making and resource allocation for interventions against AMR both at national and global levels. This requires renewed efforts to stimulate innovative thinking and solutions.

**Acknowledgements**

We thank Carmem L. Pessoa Da Silva and Jean Patel for comments on the manuscript. We thank Anthony McDonnell and Jeremy Knox for comments and reviews on the models used by the AMR review. We thank Ghada Zoubiane, Francesca Chiara and Wellcome Trust Drug-resistant infections team for their technical and administrative support. SEDRIC is supported by the Wellcome Trust Drug Resistant Infection Priority Programme. The funders had no involvement in the content, writing or submission of the paper.

**Contributors**

DL and SJP prepared the initial draft of this Viewpoint, which SD, KF, NAF, INO, AHH, CEM, CD, HRVD, NS and AL revised.

**Conflicts of interests**

We declare that we have no conflicts of interest.

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**Table 1: Characteristics of models used by the Review on AMR and the GBD 2016**

|  |  |  |
| --- | --- | --- |
|  | **Review on AMR 4 \*** | **GBD study 2016 5** |
| Main principle | Counterfactual analysis or attributable mortality (i.e. estimating how many deaths would not have occurred if all causative pathogens were not antimicrobial resistant) | International Classification of Diseases (ICD) principle17 (there can only be a single cause of death for each case). |
| Main assumptions used in the model estimating the current burden of antimicrobial resistance (AMR) \*\* | * Attributable mortality was estimated by comparing case fatality rate of people with infections caused by pathogens with AMR characteristics versus those with non-AMR characteristics or versus patients without infections. * Attributable mortality for drug-resistant bacterial infections in the US and the Europe was based on a report of US CDC6 and a report of ECDC/EMEA,7 respectively. Attributable mortality for drug-resistant bacterial infections per 100,000 population in all other countries is assumed to be equal to that observed in the US,6 except for tuberculosis, where global resistance estimates were used. | * Total number of deaths from each cause in each country was estimated using the Cause of Death Ensemble model (CODEm).5 * Sepsis and unspecified infections were considered as intermediate causes of death and garbage codes, respectively, and cannot be the true cause of death * Data from countries with a high percentage of garbage codes as causes of death were not represented in the model * Data from countries with completeness lower than 70% were not represented in the model |
| Source of data | Reports from WHO,32 ECDC/EMEA7 and US CDC.6 | Vital registration (including ICD code data or death certification), national and subnational verbal autopsy and surveillance systems for specific causes |
| Studied AMR pathogens | Tuberculosis (multidrug-resistant and extensively drug-resistant) and other bacterial infections included in a report of US CDC6 and a report of ECDC/EMEA.7 | Tuberculosis (multidrug-resistant and extensively drug-resistant) |

**\*** The model used for the Review on AMR4 by KPMG29 and RAND30 to estimate the future burden of AMR infections with HIV, malaria, tuberculosis and other bacterial infections are not discussed here. The 700,000 deaths every year were estimated from deaths attributable to AMR infections with tuberculosis and other bacterial infections.4

**\*\*** AMR is defined as the ability of a microorganism (including bacteria, viruses, fungi and parasites) to stop an antimicrobial (such as antibiotics, antivirals and antimalarials) from working against it where it normally would have. As a result, standard treatments become ineffective against AMR infection and associated with a higher risk of complications and death.

**Table 2. Advantages and disadvantages of different data sources and approaches used to estimate burden of AMR**

|  |  |  |  |
| --- | --- | --- | --- |
|  | Advantage(s) | Disadvantage(s) | Example \* |
| **Data sources** |  |  |  |
| International Classification of Diseases (ICD) code data | * A common source of data in high-income countries * Can be applied more rigorously with better codes | * Requires judgement in applying * Non-trained medical staff often apply ICD codes | GBD study 2016,5 and reports from The Office for National Statistics (ONS), the United Kingdom26,27 |
| Death certificate data from vital registration systems | A common source of data worldwide | * Difficulties in implementing standardized reporting resulting in variable validity * May be applied by someone without direct care of patients | GBD study 20165 |
| National and international reports (such as WHO, ECDC and UNAIDS) | Official data from the countries where data is available | * May need to extrapolate data available from high-income countries to low and middle-income countries (LMICs) due to data unavailability in LMICs * Data available may be biased towards tertiary-care hospitals | O’Neill Review on AMR4, GBD study 20165 and a report of ECDC/EMEA7,8 |
| Research data | * Can have Good Laboratory Practice (GLP)48 * Can have pre-defined study design, collect required data and comply with reporting guidelines49 | * May need to extrapolate data available from high-income countries to LMICs * Data available may be biased towards tertiary-care hospitals | O’Neill Review on AMR,4 GBD study 2016,5 a report of US CDC,6 a report of ECDC/EMEA7,8 and two studies from Thailand9 10 |
| **Approaches** |  |  |  |
| Estimating a single cause of death using the ICD principle | * Can cover all diseases evaluated (e.g. 246 causes of death in GBD 2016)5 * Consistent methods applied to all diseases evaluated | Majority of hospital-acquired infections and an unknown proportion of community-acquired bacterial infections may not be counted as cause of death | GBD study 20165 |
| Estimating all-cause mortality (e.g. in-hospital mortality, 30-day mortality and 90-day mortality) | Easy to standardize | Other causes of death may be included | A study from Thailand,9 and reports of The Office for National Statistics (ONS), the United Kingdom26,27 |
| Estimating attributable mortality | * Specific to AMR * Can be used to directly estimate the economic cost of AMR | * Hard to accurately measure * Hard to understand; for example, what does attributable to AMR mean (e.g. comparison of drug-resistant infection versus drug-susceptible infection, or drug-resistant infection versus patients without infection)?\*\* | O’Neill Review on AMR,4 a report of US CDC,6 a report of ECDC/EMEA7,8 and a study from Thailand10 |

\* GBD study 2016 used ICD code data, death certificates and data from international reports and surveillance systems for specific causes.**5**

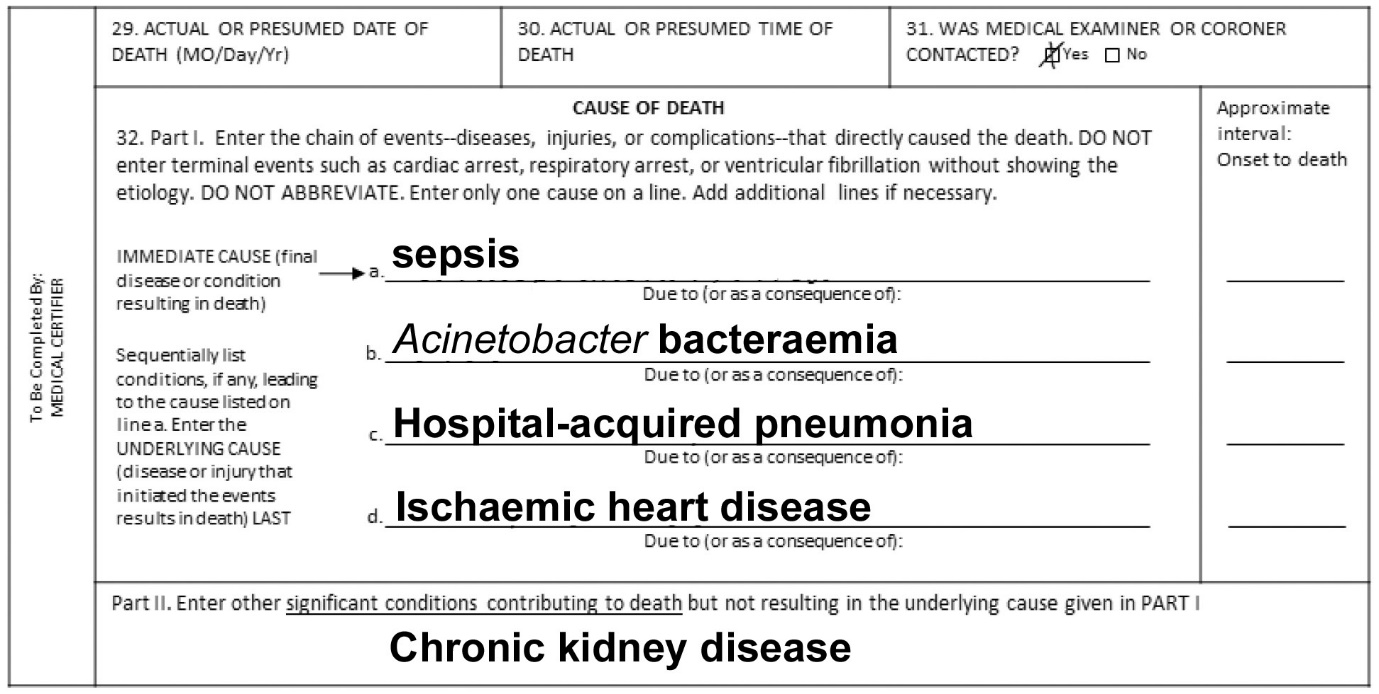
**\*\*** The mortality attributable to AMR represents the total number of deaths that would not have occurred if all causative organisms had been antimicrobial-susceptible.

**Table 3. Key actions to improve the estimation of the global burden of AMR infections**

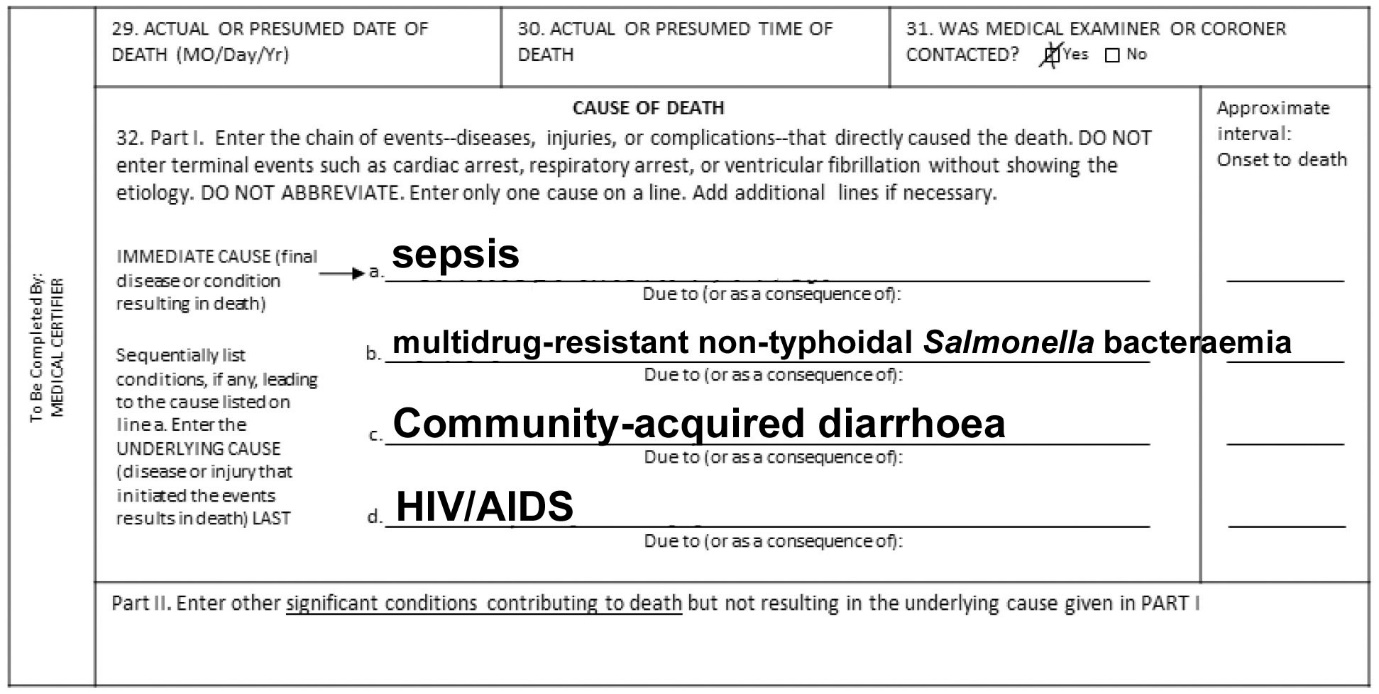
|  |  |
| --- | --- |
| Strengthen health systems | * Increase country capability and capacity to:   1. reliably detect the global priority list of antibiotic-resistant bacteria reported by the WHO45  2. document clinical outcomes and link to laboratory data  3. train in correct certification of causes of death using the ICD rules  4. improve the quality and availability of ICD coded mortality data from vital registration systems, and the data required to determine attributable mortality (including prevalence of resistance and excess mortality risks)  5. systematically utilize data generated within country  6. share the data required to estimate the burden of AMR infections with international organizations or make the data open-access   * Consider mandatory notification (similar to statutory notifiable diseases) for AMR infection |
| Increase confidence in the quality of data used to estimate burden of AMR infections | * Develop and use standardized guidelines for data capture and reporting of AMR infections, together with details on those collecting data (e.g. clearly describe population being sampled and laboratory practice being performed) * Improve understanding of how infectious diseases, sepsis18,19 and AMR infection are recorded as the main, immediate or intermediate causes of death in LMICs * Design and implement prospective studies to generate parameters to inform AMR burden estimation (e.g. AMR attributable mortality) |
| Improve the methodological approaches used to estimate burden | * Develop improved methodological approaches to estimate deaths caused by AMR infection * New methods need to be robust, reliable, sustainable and plausible to policy makers and healthcare providers * Include the burden caused by the global priority list of antibiotic-resistant bacteria reported by the WHO45 * Consider separating the burden of community-acquired infections and hospital-acquired infections |

**Figure 1.** Hypothetical death certificate for a deceased patient (1A) with ischaemic heart disease, hospital-acquired pneumonia, carbapenem-resistant *Acinetobacter baumanii* bacteraemia*,* and sepsis-related organ failures, and a deceased patient (1B) with HIV/AIDS and multidrug-resistant non-typhoidal *Salmonella* infection.

**1A**



**1B**

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**Figure 2.** Diagram showing how to calculate mortality attributable to drug-resistant infection

