AMR Indicators and their relevance to the global indicator framework for the SDGs and targets for the 2030 Agenda for Sustainable Development – a Background Paper

Analytic support provided by McKinsey & Company, funded by the Wellcome Trust, to inform the United Nations Inter-Agency Coordination Group (IACG) on Antimicrobial Resistance.

05 November 2018
This piece of work was conducted in response to a commission of the UN Interagency Coordination Group (IACG) on Antimicrobial Resistance and funded by the Wellcome Trust. Analytic support was provided by McKinsey & Company. This work heavily relies on expert interviews and some of the content directly reflects information received from these experts. It is a contribution to IACG deliberations and does not provide a definitive view or recommendation.

This is a short background paper and is accompanied by a large document with further details.

NOTE: Numbers in the blue box refer to exhibits in the annex of this paper, those in the grey box to page numbers in the appended full analysis

Introduction

1. Monitoring and Evaluation (M&E) frameworks are an important tool for all results-based approaches. In line with the IACG’s mandate to ensure effective global action against the threat of Antimicrobial Resistance (AMR), the inclusion of AMR in development M&E frameworks such as the Sustainable Development Goals (SDGs) is key to promoting global accountability and measuring progress. The IACG therefore explores how to place AMR within the SDG framework as the most prominent global framework for tracking universal goals and targets across sectors.

2. The SDGs aim to mobilize the global community to end all forms of poverty, fight inequalities and tackle climate change. The SDG framework contains a preamble, a declaration, 17 goals with 169 targets as well as 232 distinct indicators (244 in total across SDGs). The result is a comprehensive framework to stimulate action in all countries over 15 years, supported by indicators that provide a robust review mechanism.

3. Several reports have already described the link between SDGs and AMR, e.g., ReAct, WHO EURO. The specific purpose of this work is to explore concrete opportunities to better anchor the measurement of AMR on a global level, principally in the SDG indicators but also beyond.

4. It should be noted that AMR-related actions or indictors can have varying degrees of AMR-specificity. AMR-specific measures focus on reducing AMR; AMR-sensitive measures primarily pursue other objectives (e.g. improving health through prevention of infections), but also affect AMR.

Objectives and Scope

5. This note informs the UN Interagency Coordination Group on Antimicrobial Resistance (IACG) about potential opportunities to better anchor measurement of Antimicrobial Resistance (AMR) in the global indicator framework for the SDGs – with a secondary focus on efforts beyond the SDGs.

6. This research addresses the following objectives:
   - Gain a comprehensive understanding of the extent SDG indicators touch on AMR, including identification of gaps where AMR is not reflected in SDGs
   - Develop a long-list of potential opportunities to better anchor the measurement of AMR, with a focus on SDG indicators
- Prioritize opportunities from a technical perspective based on relevance and feasibility, with a focus on SDG indicators but also beyond SDGs

**Key findings**

7. The SDG indicators indirectly cover many aspects of AMR. This assessment found that 90 of the 244 indicators (~40%) are relevant for AMR. These 90 indicators are found across 12 SDGs, with 6 SDGs being of particular relevance (SDG 2, 3, 6, 9, 12 and 17).

8. However, SDG indicators are only AMR-sensitive and not AMR-specific, as defined in the IACG Framework for Action. AMR is only mentioned directly in the text of the SDG framework declaration. Many indicators cover aspects of AMR broadly and lack specificity. Critical gaps remain, e.g., regarding human use, biosafety/biosecurity and animal use. From a One Health perspective, human health is two to three times more frequently represented in SDG indicators than the other dimensions (i.e., plant, animal, environment).

9. To better anchor AMR within the SDG indicators, three main options exist:
   - Anchor AMR in the implementation of existing indicators by engaging with custodial agencies (e.g., engage FAO on SDG indicator 2.4.1 to define “sustainable agriculture” in an AMR-sensitive way)
   - Call-out AMR-related aspects in existing indicators (e.g., explicitly mention effective sanitation, hygiene and infection prevention measures in SDG indicator 3.8.1, or flagging the percentage of resistant cases in SDG indicators 3.3.1 to 3.3.4)
   - Add new, AMR-specific indicators to the framework (e.g., antimicrobial use in food producing animals by biomass, see Exhibit 7)

10. In addition, it is possible to consider other options beyond the SDG indicators, i.e., consolidating existing information, adding indicators to other frameworks, or creating new independent or country-driven mechanisms.

11. The SDG indicator framework is set up as a living document. Adjustments and changes are explicitly endorsed by resolution A/RES/71/313. The 2020 and 2025 comprehensive reviews provide the opportunity to add new indicators. Currently, the IAEG-SDG (Inter-agency and Expert Group on SDG Indicators) is considering over 35 new indicators for inclusion. Timelines for consideration of new indicators in the 2020 comprehensive review are not fully fixed, although the IAEG suggests that proposals for new indicators should optimally be submitted in 2018 for an expected subsequent open consultation in 2019.
This effort explores opportunities to better anchor measurement of AMR globally, primarily in the SDG indicators and secondarily beyond.

### Opportunities to better anchor AMR measurement

#### SDG indicators
- Overarching global development framework 2015-30
- Universal call to action
- Set of clear guidelines and targets for all countries to adopt in accordance with their own priorities and challenges

#### Global efforts beyond SDGs
- Entirety of frameworks, mechanisms, and guidelines that promote, track, and evaluate AMR relevant outcomes, e.g., WHO GPW, 10YFP, WHO 100, WAHIS, GAP M&E approach
- Different scope, priorities and custodians

#### Regional/national efforts
- Country-level frameworks and reporting mechanisms, e.g., UK “Fingertips”

### Rationale to better anchor AMR

#### Primary focus of this effort
- Leverage SDG platform to give AMR high-level visibility and promote advocacy
- Seize synergies with SDG systems and mechanisms

#### Secondary focus of this effort (opportunistic)
- Enhance and leverage individual efforts, e.g., add AMR specific indicator into WHO 100
- Coordinate efforts horizontally (i.e., achieve full coverage without duplications) and vertically (i.e., aligned reporting logics)
- Translate efforts for specific audiences/stakeholders
- Broaden geographic coverage
- Build in-country capacity/capabilities to improve data collection, reporting, and quality for AMR

### What this effort does not aim to do

- Make normative assessment of linkages between SDG indicators and AMR
- Define target-state coverage of AMR in SDG indicators
- Establish comprehensive menu of changes to fully capture AMR in the SDG indicators and beyond
- Identify target-state dashboard of indicators
- Give political advice on whether or not any option should be pursued
- Make assessment of chances for success
- Elaborate and further assess options beyond SDG indicators

### Prioritize shortlist of indicators/components to be considered by IACG SG 5
- Prioritize ‘best possible’ opportunities for each option in the SDG indicators based on relevance and feasibility
- Identify other opportunities beyond SDGs, incl. options and key considerations
### EXHIBIT 3

**The SDG indicators are very relevant to AMR and cover AMR broadly**

<table>
<thead>
<tr>
<th>SDGs</th>
<th>AMR-relevant indicators, #, all sensitive (no AMR-specific indicators in SDGs)</th>
<th>Key AMR sensitive topics, Selected</th>
</tr>
</thead>
</table>
| 1 No poverty                  | 13                                                                             | - Poverty and poverty reduction programs  
                                |                                  | - Access to basic services and infrastructure  
                                |                                  | - Food security and effects thereof  
                                |                                  | - Mortality and morbidity  
                                |                                  | - Healthcare coverage  
                                |                                  | * n/a  
| 2 Zero hunger                 | 12                                                                             | - Infrastructure in schools  
                                |                                  | - Health of children  
                                |                                  | * n/a  
| 3 Good health & well-being   | 19                                                                             | - Water and sanitation (from ambient water quality to water efficiency)  
                                |                                  | * n/a  
| 4 Quality education          | 2                                                                              | * n/a  
| 5 Gender equality            |                                                                                 | * n/a  
| 6 Clean water & sanitation   | 11                                                                             | * n/a  
| 7 Affordable & clean energy  |                                                                                 | * n/a  
| 8 Access to basic services & |                                                                                 | * n/a  
|   infrastructure            |                                                                                 | - GDP growth  
| 9 Industry, innovation &     |                                                                                 | - R&D capacity, expenditures, and official international support  
|   infrastructure            |                                                                                 | - Poverty rates  
| 10 Reduced inequalities      | 3                                                                              | - Resource flows for development  
| 11 Sustainable cities &      | 5                                                                              | - Access to basic services and infrastructure  
|   communities               |                                                                                 | - Sanitation  
| 12 Responsible consumption   | 8                                                                              | - Sanitation and waste  
| 13 (Sustainable) agriculture |                                                                                 | - * n/a  
|   & food production          |                                                                                 | - * n/a  
| 14 Climate action            |                                                                                 | - * n/a  
| 15 Life below water          | 2                                                                              | - Fishing and fish stocks  
| 16 Life on land              |                                                                                 | - * n/a  
| 17 Peace & justice straining |                                                                                 | - * n/a  
|   situations                |                                                                                 | - * n/a  
| 18 Partnerships for the goals| 10                                                                             | - SDG governance (monitoring and reporting)  
| 19 Life on land              |                                                                                 | - * n/a  
| 20 Peace & justice straining |                                                                                 | - * n/a  
|   situations                |                                                                                 | - * n/a  
| 21 Partnerships for the goals|                                                                                 | - * n/a  

- Prevalence of human vs. other dimensions (based on # of indicators applicable per dimension); 100% = all indicators only apply to human dimension; 25% = equitable share among 4 dimensions

**SOURCE**: SDG indicator framework; Team analysis

### EXHIBIT 4

**SDG indicators are not AMR specific, and there remain critical blindspots**

<table>
<thead>
<tr>
<th>Type of blindspots</th>
<th>Observations</th>
<th>Sample areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>No major</td>
<td>- Relatively strong coverage of water/sanitation, from ambient water to waste water and water use/efficiency (as clean water/sanitation is not AMR specific per se)</td>
<td>AMR FFA</td>
</tr>
<tr>
<td>Generally covered,</td>
<td>- Areas are generally covered, but indicators are unable to capture AMR specific outcomes due to too broad scope (e.g., development assistance to medical research, which could but not necessarily does encompass medical research for AMRs)</td>
<td>GAP</td>
</tr>
</tbody>
</table>
|   but lacking      | - Key areas where coverage is too broad are  
|   specificity      |   - Surveillance and R&D (broad indicators not channeling resources to AMR)  
|                   |   - Environmental contamination (either specific (water) protection or general sustainable production/consumption indicators without mention of AMR)  
|                   |   - Enablers (SDG 17 governance mechanisms currently don’t cover AMR as AMR is not an explicit part of SDGs)  
|                   |   - Access to therapeutics (broad indicator on essential medicines) | |
| Partial            | - Areas are in large parts covered, but key elements necessary for AMR are neglected, e.g.:  
|   blindspots       |   - Human use, lacking stewardship and prevention of misuse/waste use  
|                   |   - Infection prevention and control, neglecting healthcare associated infections  
|                   |   - Vaccine development and access, not including veterinary immunization | |
| Large              | - Areas are neglected overall: Large parts are not covered, and those elements captured lack often specificity, e.g.,  
|   blindspots       |   - Animal biosafety and biosecurity  
|                   |   - Animal/agricultural use  
|                   |   - Food safety (SDG indicators predominantly cover food from an access perspective)  
|                   |   - Quality (SDG indicators predominantly cover medicines from an access perspective) | |

**SOURCE**: AMR, A Threat to the World’s Sustainable Development (ReAct), SDG indicator framework; Expert interviews; Team analysis
EXHIBIT 5

Within the 2 approaches in scope, there are 4 complementary options to better anchor AMR with specific profiles

<table>
<thead>
<tr>
<th>Approach</th>
<th>Options to better anchor AMR</th>
<th>Description</th>
<th>Assessment Opportunities</th>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within SDG indicator use</td>
<td>Anchor AMR in implementation</td>
<td>▪ Do not change text of framework — Engage with custodial agency — Include AMR in metadata</td>
<td>▪ Informal process</td>
<td>▪ Dependency on custodial agency</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ Explicitly call out AMR in existing indicators</td>
<td>▪ ‘Back door’ option for AMR into SDGs</td>
<td>▪ Fit with indicator, e.g., purpose and rationale</td>
</tr>
<tr>
<td></td>
<td>Add AMR to existing indicator(s)</td>
<td>▪ Add new AMR specific indicator(s) to framework</td>
<td>▪ Provision of explicit mention of AMR and specific AMR indicator</td>
<td>▪ Implications of inclusion of AMR for data collection/indicator tier status</td>
</tr>
<tr>
<td></td>
<td>Add new AMR indicator(s)</td>
<td>▪ Look at vehicles beyond SDGs to anchor AMR, e.g., in exiting other framework like WHO 100</td>
<td>▪ Provision of explicit mention of AMR and specific AMR indicator</td>
<td>▪ Lengthy and formal inclusion process</td>
</tr>
<tr>
<td></td>
<td></td>
<td>▪ More degrees of freedom for normative shaping of AMR outcomes</td>
<td>▪ Varying reach and relevance</td>
<td>▪ Highly political process, and limited willingness to re-engage</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>▪ Different requirements (depending on framework)</td>
<td>▪ Limited room for additions</td>
</tr>
</tbody>
</table>

Beyond SDGs

Explore options beyond SDGs

- ▪ Add new indicators
- ▪ Use of antimicrobial agents in animals, adjusted for animal biomass
- ▪ Use of antimicrobial agents in animals, adjusted for animal biomass
- ▪ Coverage of essential health services (defined as the average coverage of essential services based on infectious diseases (incl. effective sanitation, hygiene and infection prevention measures) (%) ...
- ▪ Level of resistance for top 3 drug/bug combinations
- ▪ Access/Watch Index of AMC by country/region
- ▪ Extent to which (i) global citizenship education and (ii) education for sustainable development (including climate change and AMR education) are mainstreamed (%) ...

Prioritized opportunities in SDG 2, 3, and 12 aim to better cover AMR

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<td>3 Good health &amp; well-being</td>
<td>▪ Engage with WHO to disaggregate resistant cases in communicable diseases (3.3.1, 3.3.2, 3.3.3, 3.3.4)</td>
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</tr>
</tbody>
</table>

SOURCE: Expert interviews; Team analysis
Example for proposal for a new indicator: 2.4.X Use of antimicrobial agents in animals

### Background
- OIE has received a mandate from its 182 member countries to collect and report data on AM use in animals.
- The methodology is established through OIE’s international standards and annual data collection and reporting.
- A training system has been established for Member Countries to support their data collection and reporting.

### Data availability
As in OIE 2017 document based on country reported 2014 data:
- 107/146 (73%) countries reported quantitative data for one or more years between 2013 to 2016.
- Data based on different sources, mostly import and sales.
- Possibility to analyze AM quantities reported adjusted by a denominator (animal biomass).

### Initial results
As in OIE 2017 document based on country reported 2014 data:
- Global estimate of AM use in animals of 98.97 mg/kg (best estimate).
- Includes data from 60 countries during the first two phases of data collection.

### Other options beyond the SDGs can be further explored

#### Inputs from this effort
- Leverage existing efforts to better communicate and consolidate.
- Developed tool of potential opportunities (prioritized and non-prioritized).
- Drop feasibility constraints for inclusion in SDG indicators.

#### Other options beyond SDGs
- Use existing reporting and consolidate to achieve specific targets.
- Leverage existing efforts to better anchor AMR.
- Create new effort through independent actor.
- Create new reporting logic through country-driven data.

#### Opportunities Selected
- Define key stand-alone composites/spiders drawing on, e.g., SDG indicators and M&E work.
- Identify ‘neglected audiences’ and create tailored communication.
- Add AMR to existing reporting, e.g., AMR indicator into WHO 100, GAP M&E approach, WHO GPW, 10YFP.
- Design normatively targeted mechanism.
- Design normatively targeted mechanism.

#### Key considerations
- Requires understanding of landscape of available data.
- Offers limited degrees of freedom for target-driven shaping of efforts.
- Requires mapping of current efforts, incl. timelines for changes.
- Needs building of targeted stakeholder community and support with political clout.
- Requires balance between what should be and what is already there in terms of data.

There are 4 options to make identified opportunities not prioritized not adopted by IACG come alive beyond the SDG indicators.
SDG indicators are a living document – comprehensive reviews offer technically the possibility to make changes to SDG indicators

SDG indicator framework inclusion process

1. Draft by IAEG-SDG
2. Adoption by ECOSOC
3. Adoption by GA
4. Impact

Timeline

2015-17
- Establishment of IAEG-SDG by UN Statistical Commission
- Development of draft resolution, incl. indicators and classification by IAEG-SDG

June 2017
- Adoption for submission to UN GA

July 2017
- Adoption through resolution A/RES/71/131
- Endorsement of “initial set of indicators to be refined annually and reviewed comprehensively” by the Statistical Commission

2017-2030: annual reviews 2020, 2025: comprehensive review

- Annual reviews
  - Bi-annual meetings
  - Only editorial (no substantive) changes

- Comprehensive reviews
  - Two times, 2020 and 2025
  - Substantive changes possible, e.g., potentially 35 new indicators suggested by IAEG in 2017 currently in consultation
  - Open consultation of changes to framework in 2019

Window for substantive changes to the indicators

Final report by IAEG to UNSDG end of 2019

2030
- Follow up and review of sustainable development along indicator framework (resolution 70/1)
- Annual progress report on the SDGs
- Delivery by 2030

NOTE: (UN)GA: United Nations General Assembly; ECOSOC: United Nations Economic and Social Council; IAEG-SDG: Inter-agency Expert Group on SDG indicators