 <p> <b>GIG</b>      CYMRU  <b>NHS</b>      WALES   </p> <p>     Iechyd Cyhoeddus      Cymru      Public Health      Wales   </p>	<p style="text-align: right;"><b>Name of Meeting</b></p> <p style="text-align: right;">Quality, Safety and Improvement Committee</p> <p style="text-align: right;"><b>Date of Meeting</b></p> <p style="text-align: right;">16 September 2024</p> <p style="text-align: right;"><b>Agenda item:</b></p> <p style="text-align: right;">4.2</p>
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<b>Tuberculosis (TB) Action Plan – Progress Update</b>	
<b>Executive lead:</b>	Dr Fu-Meng Khaw, National Director of Health Protection and Screening Services, Executive Medical Director
<b>Author:</b>	Tabitha Kavoi, Consultant in Health Protection (Topic Lead for TB) on behalf of wider PHW Health Protection Team

<b>Approval/Scrutiny route:</b>	Health Protection Senior Management Team PHW Business Executive Team PHW Quality Improvement and Safety Committee
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<p><b>Purpose</b></p> <p>To update the Quality, Safety and Improvement Committee on progress of agreed actions following the independent review into the response to the outbreak of Tuberculosis (TB) centred on Llwynhendy, Carmarthenshire.</p>
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<b>Recommendation:</b>				
APPROVE <input type="checkbox"/>	CONSIDER <input type="checkbox"/>	RECOMMEND <input type="checkbox"/>	ADOPT <input type="checkbox"/>	ASSURANCE <input checked="" type="checkbox"/>
<p>The Committee is asked to:</p> <ul style="list-style-type: none"> <li>Take <b>assurance</b> from the update of the outbreak and progress of actions following the development of the TB Action Plan following the external review of the management of the TB outbreak in Llwynhendy, Carmarthenshire.</li> </ul>				

<p><b>Link to Public Health Wales <a href="#">Strategic Plan</a></b></p> <p>Public Health Wales has an agreed strategic plan, which has identified seven strategic priorities and well-being objectives.</p> <p>This report contributes to the following:</p>
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<b>Strategic Priority/Well-being Objective</b>	5 - Protecting the public from infection and environmental threats to health
<b>Strategic Priority/Well-being Objective</b>	Choose an item.
<b>Strategic Priority/Well-being Objective</b>	Choose an item.

<b>Summary impact analysis</b>	
<b>Equality and Health Impact Assessment</b>	An equality impact assessment has not been undertaken.
<b>Risk and Assurance</b>	The information presented in this report does not relate to the Board Assurance Framework (BAF), Corporate Risk Register (CRR) or the Directorate Risk Register.
<b>Health and Care Standards</b>	This report supports and/or takes into account the <a href="#">Health and Care Standards for NHS Wales</a> Quality Themes  Theme 2 - Safe Care Choose an item. Choose an item.
<b>Financial implications</b>	There are no financial implications
<b>People implications</b>	There are no people implications

## **1. Purpose / situation**

To update the Quality, Safety and Improvement Committee (QSIC) on the current position of the Llywnhendy Tuberculosis (TB) outbreak and progress of agreed actions following the independent review into the response to the outbreak of Tuberculosis (TB) centred on Llwynhendy, Carmarthenshire. This report builds on the previous assurance provided to QSIC on 07 February 2024.

## **2. Background**

In August 2019 Public Health Wales, jointly with Hywel Dda University Health Board (HDUHB), commissioned an external review of the Llywnhendy TB outbreak and the management of the outbreak with an aim to inform the approach to the management of TB disease in Wales.

Due to the Covid-19 pandemic a joint decision was taken in 2020 to pause the review. Subsequently, in 2021 the review was resumed.

In August 2021, Professor Mike Morgan was appointed as chair of the external review panel and the review formally commissioned. The final report was issued by the review panel on 2nd December 2022.

Following publication of the final report a PHW TB action plan was agreed with relevant staff in the Health Protection and Screening Services Directorate and approved by the Directorate Leadership Team. A similar action plan has been developed by HDUHB, which is overseen by their board.

This report provides an update on progress of the agreed PHW TB action plan building on the previous report submitted in February 2024 and an update on the current position of outbreak.

## **3. Description/Assessment**

### **3.1 Llywnhendy Outbreak update**

The position as of August 2024 is that the Llwynhendy TB outbreak is nearly ready to be declared over. In the latest phase of the outbreak management, 470 contacts were identified and contacted. Of these, 88 were contactable, eligible for screening, and accepted referral. Out of the 88, 44 declined screening after referral, and 39 have been screened and cleared, with five results still outstanding and expected imminently. Once these results are received, the OCT hopes to close the outbreak.

Should one of the pending results be positive, the OCT's view is that, unless linked to Llwynhendy via Whole Genome Sequencing (WGS), the individual will not be treated as part of the cluster. No new cases have been identified since the last QSIC update in February 2024.

Due to the complexity of this outbreak, a debrief will be conducted with the support of Public Health Wales Emergency Preparedness Resilience and Response (EPRR) colleagues to capture lessons learned. The OCT Chair will also lead the production of an outbreak report, as required by the Communicable Disease Outbreak Plan for Wales, summarising the epidemiology and outcomes, with a target deadline of the end of October 2024. The report will be shared and managed according to PHW governance arrangements, and assurance will be provided to QSIC upon completion.

### 3.2 PHW TB action plan update

The external review report made seven recommendations, including one directly to HDUHB and two to WG. **The main summary update for QSIC is that all recommendations are progressing and there are no risks to report on the PHW actions.**

The actions are being progressed through work within PHW, at a regional level between PHW and the health board/local partners in HDUHB, and at a national level. National work includes the Welsh Government commissioned review of the Outbreak Control Plan for Wales, which PHW has led on, and the development of a TB Elimination Action Plan for Wales. The elimination action plan work is being progressed under the direction of the Welsh Government led TB Elimination Oversight Group. The oversight group has sought recommendations from the All Wales TB Group (chaired by PHW) to help Wales progress towards TB elimination as part of their commitment to support the World Health Organisation's 'End TB Strategy'.

The below table shows the review recommendation, agreed actions between PHW and HDUHB, the agreed target date and update on progress to meet the recommendations.

Recommendation	Action	By When & Progress Update	August 2024 Update
<p>The outbreak has not yet concluded and the high level of latent TB infection in the population implies further risk. This risk is heightened because the active disease in this population is predominantly pulmonary and therefore more infectious. Although the level of active TB infection is low in West Wales, delayed presentation in unrecognised cases may lead to further outbreaks and deaths. The level of awareness amongst the public and their health care professionals must be therefore increased and maintained. This also applies to trainee health professionals.</p>	<p><b>Incomplete</b></p> <p>PHW will continue to work with other partners to improve awareness of TB amongst the public and healthcare professionals, particularly with Primary Care Services in affected areas, including trainees, drawing on input from clinicians, public health specialists, communications specialists and behavioural scientists, amongst others.</p>	<p>June 2023</p> <p>The TB elimination strategic action plan has been developed with input from TB clinicians, behavioural science experts and inclusion health teams.</p> <p>In relation to raising awareness of TB it includes the following recommendations:</p> <p>All HBs to ensure that clinical staff have completed the Wales Institute of Clinical Science and technology (ICST) TB training.</p> <p>A multiagency partnership will work with local authorities, communities and third sector organisations to raise awareness and improve health education regarding screening for latent TB infection.</p> <p>HBs in collaboration with PHW will also work to raise awareness and tackle stigma among populations at high risk</p>	<p>Raising awareness, education for healthcare professionals and those working with high-risk groups and reducing stigma has been identified by the All Wales TB Group (AWTBG) as one of six priority actions to be published as a 1–2-year action via Welsh Health Circular. The publication was originally planned for March 2024; however, there has been a delay due to ongoing discussions with Welsh Government (WG). The AWTBG has addressed the feedback received and submitted a response in June 2024. We are currently awaiting a response from WG, likely to be published September 2024 at the earliest.</p> <p>TB awareness is now considered business as usual for PHW and HDUHB.</p>

		<p>of TB and who could self-present to health services.</p> <p>As part of monitoring towards TB elimination HBs will be asked to provide an annual update on completion of TB training and collaborative activities undertaken to raise awareness.</p> <p>The AWTBG will work with PHW Comms to promote the launch of the TB elimination action plan. It is proposed that this is launched to coincide with World TB Day in March 2024.</p>	
<p>Any future outbreaks should be overseen by PHW from the outset with a TB -specific standard operating procedure for the conduct and recording of outbreak management. The current SOP and OCT policy needs to be updated in this respect. The latter needs to be developed alongside modern data analysis and WGS typing so that outbreaks are identified and contained. Comprehensive contact networks of all cases</p>	<p><b>Complete</b></p> <p>PHW will work with HDUHB and other key partners to create a Standard Operating Procedure and updated OCT policy for the management of TB outbreaks and incidents. PHW will work with HDUHB and other partners to develop an SOP that is TB-specific and makes references to the generic outbreak control plan and procedures on data management, network analysis</p>	<p>A specific TB OCT policy is not in place for PHW. However, part of this work falls under the review of the Outbreak Control Plan for Wales.</p> <p>The outbreak control plan for Wales is being revised and the learnings from the external review have been taken on board and will reflect in the next version, which is due</p>	<p>The Health Protection TB Standard Operating Procedure was reviewed and updated in November 2023 and signed off in December 2023. This revised SOP includes a section on the principles to be followed when managing cases or clusters of TB (including clusters linked by whole genome sequencing). The principles include links to the Outbreak Control Plan for Wales when formal OCT</p>

<p>should be recorded electronically and plotted with social network analyses undertaken to ensure links between cases are uncovered quickly and easily.</p>	<p>and diagnostics (including whole genome sequencing). It will also include the development of a revised methodology for managing contact networks and analyses to ensure links between cases are uncovered quickly and easily.</p>	<p>towards the end of this calendar year.</p>	<p>management of TB cases or cluster is required.</p> <p>The template for communicating with TB teams and gathering information on individual cases of TB has been improved to ensure that the risk assessment of cases is enhanced.</p>
<p>Funding should be identifiable ahead of time for outbreaks of infectious diseases so that such outbreaks can be managed in a timely and effective manner without the need for time-wasting discussion.</p>	<p><b>Complete</b></p> <p>PHW will advocate for future revisions to the All Wales Communicable Disease Outbreak Plan to consider how financial resourcing is agreed amongst partners.</p>	<p>July 2023</p> <p>In addition to the work being undertaken with the All Wales Communicable Disease Outbreak Plan the All Wales TB Group has recommended to WG that they consider commissioning a cost-effective and targeted mobile outreach and intervention (informed by proven models such as 'Find and Treat' in London) including specific services for active case finding for pulmonary TB among inclusion health groups including people supported by justice and probation services, homeless people and those engaged with substance misuse service</p>	<p>This remains in the overarching TB Elimination Action Plan (2024 to 2030) however it is not included in the priority actions for the initial 1–2-year action plan as it would require significant investment. However, the initial action plan includes a priority action on the expansion of existing mobile and outreach services to include TB screening for those in high-risk groups.</p> <p>Specialist TB lab in Wales (Llandough Hospital) now able to undertake IGRA testing.</p> <p>Health Boards action plans for use of WG Health Protection funding given in 2023/24</p>

		Such a service may also be utilised to support TB screening exercises and case finding as part of cluster or incident/outbreak management and control as well as provision of screening for other diseases (e.g. blood borne viruses) where appropriate.	onwards mostly contain reference to TB screening in incidents.
The local TB service has improved but still has inadequacies. In particular, cross-cover arrangements need to be in place for annual, sick and study leave in order to prevent delays in treatment. Pharmacy and administrative support needs improvement. Succession planning for the TB Specialist Nurse also needs to be clear	<b><i>Partially Complete</i></b> HDUHB to lead	Currently a working group led by Megan Harris is making progress. The current position of very few cases suggests current measures are probably effective given ill people end up in clinical care eventually. The issue of GPs missing cases or delayed diagnosis in young people and non-smokers is not limited to HW or Wales.	To note the following points from PHW perspective:  The major issue, especially in Wales (including Hywel Dda), is the lack of a mechanism for screening new entrants. Nearly all new TB cases in HDUHB fall into this group. PHW has suggested identifying all new registrants with the NHS and sending GPs a letter. This action is yet to be initiated by the HDUHB.  There is a need for TB clinics across the Health Board to reduce patient travel, noting current TB nurse is doing an excellent job.

			<p>There may be a need for more Directly Observed Therapy (DOTS) capacity, with pharmacies being a good option due to their local presence and ability to store drugs.</p> <p>There is a need for a better understanding of TB locally, especially recognising that TB behaves differently in older white working-class populations compared to the South Asian diaspora, where most public health experience is concentrated.</p> <p>PHW will continue to advocate for and collaborate with HDUHB to resolve these issues.</p>
<p>At a national level, the Cohort Review Programme needs to be supported with adequate funding for each contributing health board.</p>	<p><b><i>Partially Complete</i></b></p> <p>PHW and HDUHB in collaboration with other key partners will work with Welsh Government and other health boards to agree the framework for ensuring the Cohort Review Programme is a central part of a TB strategy to reduce the</p>	<p>Cohort review is the systematic review of all notified TB cases in a 3–4-month period, to ascertain outcomes for these patients and to facilitate learning for the multi-disciplinary team attending the cohort review meetings.</p>	<p>No update to Cohort Review, these are ongoing.</p>

	<p>incidence of tuberculosis in Wales.</p> <p>PHW will continue to support the cohort review through provision of epidemiological data and health protection input.</p>	<p>The AWTBG has recommended that an All Wales TB Nurse Consultant post is created whose role would be to oversee and strengthen the Cohort review process.</p> <p>There is a 10 year evaluation of the Cohort Review in progress and outcomes from this evaluation will allow further recommendations to be identified to improve Cohort review.</p> <p>Changes are being made to the process of identification of cases for Cohort review to ensure that cases that need further review are resubmitted.</p> <p>Cohort review will also include additional details on the identification and outcomes of contact tracing.</p> <p>Part of the work of the AWTBG will be to help to develop a TB service specification as recommended in the TB elimination action plan</p>	<p>This has not been identified as a priority action but will be incorporated into the development of a service specification for TB services in Wales. WG has agreed to fund an additional amount required for an 8a nurse to oversee the running of the cohort.</p> <p>Ongoing</p> <p>Ongoing</p> <p>Ongoing</p> <p>This has been identified as a priority action and should be included in the Welsh Health Circular due to be published once the priority action plan is</p>
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			agreed with WG, likely to be published September 2024 at the earliest.
Welsh Government should support both the Cohort Review Programme and the proposal for a National Service Specification that includes the development of a TB pathway to tackle delayed diagnosis (e.g. investigating cough lasting longer than three weeks).	<b>Partially Complete</b>  PHW and HDUHB in collaboration with other key partners will work with Welsh Government to agree the framework for ensuring that a national service specification for TB is a central part of a TB strategy to reduce the incidence of tuberculosis in Wales.	Part of the work of the AWTBG will be to help to develop a TB service specification as recommended in the TB elimination action plan.  Welsh Government are currently exploring funding for the Getting it Right First Time (GIRFT) programme for TB which would enable evaluation of TB services across Wales and support the development of a comprehensive service specification.	Development and implementation of a national TB service specification has been identified by the All Wales TB Group (AWTBG) as one of six priority actions to be published as a 1–2-year action via Welsh Health Circular, currently awaiting a response from WG.  WG have received and are considering a proposal from the GIRFT programme for a review of TB services in Wales.
Wales does not seem to be properly prepared for the challenges of new migrants, refugees, and the occurrence of future drug resistance. These factors should be included in a future TB plan supported and funded by Welsh Government.	<b>Partially Complete</b>  PHW and HDUHB in collaboration with other key partners will work with Welsh Government and other health boards to agree the framework for a TB strategy and action plan to reduce the incidence of tuberculosis in Wales, including	PHW have supported WG in the development of a national health pathways for Asylum Seekers and Refugees which incorporates standards for TB screening.  PHW have also supported WG to develop guidance for NHS and private healthcare settings	The latest draft of the Welsh Health Circular has taken on board the learning from the Ukraine Refugee Settlement scheme, due to be published September 2024 at the earliest.

	<p>addressing the needs of underserved populations. Owing to the migratory nature of some underserved groups and recognising that TB does not respect administrative borders, we will work across the four nations in the UK to ensure any strategy complements those in other nations.</p>	<p>on the health clearance requirements for staff in relation to TB with a particular emphasis on those staff from countries of high incidence.</p> <p>PHW have supported the publication of an evidence review of TB screening in Wales among the Ukraine refugee population (the only country to do so)</p> <p>There are additionally a number of recommendations in the TB elimination action plan with regards to screening of those at higher risk of TB including the development of a business case for the resources required to implement screening for active and latent disease for all new entrants from high prevalence countries as this may require additional funding.</p>	<p>Published as a CMO letter in January 2023.</p> <p>Complete</p> <p>Development and implementation of a Latent TB Infection programme for new entrants (and other high-risk groups) has been selected by the AWTBG as one of six priority actions to be considered for a targeted 1–2-year action plan due to be published in September 2024 at the earliest.</p>
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Future assurance to the Committee will be provided by further progress updates against the action plan.

### 3.1 Well-being of Future Generations (Wales) Act 2015

The progress outlined in the action plan has been completed with due consideration of the five ways of working, as defined within the sustainable development principle in the Act, in the following ways:

- |              |   |               |  |
|--------------|---|---------------|--|
| Hirdymor     |    | Long Term     | <i>Even though Wales has a low prevalence of TB, a long term commitment is necessary to minimise the threat from the infection.</i>  |
| Atal         |    | Prevention    | <i>Prevention is important to minimise the risk of transmission. Measures include surveillance and screening supported by strategic plans and policies.</i>  |
| Integreiddio |    | Integration   | <i>The response to this outbreak demonstrates the need for a joined up health protection system in Wales that includes national and local clinical and public health services. This will be met through the development of the Health Protection response system for Wales</i>   |
| Cydwethio    |  | Collaboration | <i>Effective prevention and treatment of TB requires close collaboration between public health protection services, local health board TB clinical services and local authority public protection services.</i>  |
| Cynnwys      |  | Involvement   | <i>The follow up to this paper will involve senior health protection and microbiology staff together with staff from the local health board and Welsh Government. An external review will involve senior public health and respiratory medicine experts commissioned from outside Public Health Wales and the health board</i> |

#### 4. Recommendation

The Committee is asked to:

- **Note** the update of the outbreak and progress of actions following the development of the TB Action Plan following the external review of the management of the TB outbreak in Llwynhendy, Carmarthenshire.