

1 February 2019

The Hon Josh Frydenberg MP
The Treasurer
PO Box 6022
Parliament House
Canberra ACT 2600

Dear Treasurer,

RE: pre-budget submission 2019/20

On behalf of ScriptWise, thank you for the opportunity to present our vision and proposed initiatives to address the burgeoning prescription medication crisis in Australia.

Australians are now more likely to die due to prescription medication related overdose than on our roads. It has been reported that about 1 million Australians had misused a pharmaceutical drug in the past 12 months.¹ This is a national crisis and addressing it must be recognised as a health priority.

ScriptWise has welcomed the Federal Government's commitment to addressing these harms with a \$16 million investment in national real-time prescription monitoring and support of codeine rescheduling. We encourage the Federal Government to ensure the success of these regulatory mechanisms by also investing in two key foundation areas: prevention and treatment.

While real-time prescription monitoring is an essential clinical tool to identify patients who may be at risk, early prevention efforts would reduce costs for Australians and our economy down the line. It is essential that patients can access appropriate treatment for the underlying causes of medication related concerns, such as chronic pain, anxiety and insomnia. Once at-risk patients are identified it is also essential that they have access to treatment. It is estimated, for example, that each day less than half of Australians with opioid dependence are in treatment² and there are myriad concerns with the current Medication-Assisted Treatment for Opioid Dependence (MATOD) system.³ Increased investment in preventative measures and treatment will reduce the harms experienced by individuals, families and communities and is ultimately much less of a burden on the economy.

Addressing this multi-faceted issue will therefore require coordinated and collaborative action. For this reason, ScriptWise's urges the Federal Government to take leadership and invest in the following proposed initiatives:

- A national pharmaceutical harms roundtable and Taskforce on addressing harms associated with prescription medications
- A comprehensive, national online information network for people with medication dependence, those supporting people experiencing medication-related harms and the general public
- Investigation into the reduction of the financial impact of MATOD on consumers

ScriptWise is proud to submit these initiatives and would welcome the opportunity to work closely with the Federal Government to see their implementation.

Thank you for your consideration of this submission,



Norhawa Bee Mohamed Ismail
ScriptWise CEO

SCRIPTWISE PRE-BUDGET SUBMISSION 2019-2020

Leading the way to reduce the number
of deaths related to prescription
medications in Australia



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Executive Summary

Australia has seen an alarming increase in overdose deaths and harms related to the use of prescription medications in the past decade. The current prescription medication crisis is affecting families across Australia with more people dying due to use of medications such as opioids and benzodiazepines than the national road toll.⁴

The cost of medication harms and overdose fatalities has a significant impact on Australia's economy and health system. It is estimated that each day, three people die from drug-induced deaths involving opioids, 150 people are hospitalised and 14 people present to emergency departments due to opioid harm.⁵ The majority of these harms are related to prescription opioids. It is evident that addressing this crisis is an urgent need.

ScriptWise has welcomed the Federal Government's commitment of \$16 million to implement a national real-time prescription monitoring system. However, to ensure that the system's roll-out reduces overdose deaths and harms, it must also be accompanied by investment in the areas of prevention and treatment.

ScriptWise's pre-budget submission identifies three key gaps currently contributing to the continuing growth of medication harms in Australia:

- The need for national leadership and collaboration between a variety of different stakeholders
- The lack of awareness and health literacy of Australians about certain medications
- The inaccessibility of treatment (including Medication Assisted Treatment for Opioid Dependence)

Based on these three key areas of need, ScriptWise urges the Federal Government to take national leadership and make an initial investment of **\$780,000** in three key initiatives to continue addressing this issue:

- A national pharmaceutical harms roundtable and Taskforce on addressing harms associated with prescription medications
- A comprehensive, national online information network for consumers, and
- Investigation into the reduction of the financial impact of MATOD on consumers

About ScriptWise

ScriptWise is the first and only non-profit organisation dedicated solely to reducing the number of deaths in Australia from prescription medication misuse. The mission of the organisation is to prevent the harms associated with prescription medications through raising awareness, community engagement and advocacy.

ScriptWise was founded in response to the emerging and alarming increase in overdose deaths due to prescription medications in Australia. Family members across the country, like ScriptWise's Founding Patron Kim Ledger and Founding Ambassadors Margaret and John Millington, have been losing loved ones at an unprecedented rate to this preventable crisis.

ScriptWise seeks to amplify the voices of those personally affected and place this issue on the national health agenda.

Strategic goals

ScriptWise works to:

- increase awareness and understanding about the harms associated with prescription medication use;
- promote consumer-centred education for health professionals; and
- advocate to promote and shape policy solutions to prevent harms

Evidence of achievement

ScriptWise is widely recognised within the sector as a leading voice for people with lived experience and for providing effective consumer engagement and information campaigns regarding prescription medication use and misuse.

In 2017-2018, ScriptWise's work focussed on three key areas essential to addressing the current prescription medication crisis: consumer awareness raising, engagement and advocacy. ScriptWise's key successes in these areas include:

- reaching approximately 13.3 million people across Australia through print, radio, online and TV media in 2016-17;
- launching a new inaugural National Prevention of Prescription Medication Dependence Week (May 14-May 18) with 50 organisations participating across Australia;
- initiating a state-wide community engagement project, *One Too Many*, in support of the Victorian government's real-time prescription monitoring system, SafeScript;
- hosting a National Medication-Assisted Treatment of Opioid Dependence (MATOD) Summit with Harm Reduction Australia in Canberra attended by key stakeholders; and
- actively participating in the Therapeutic Goods Administration's (TGA) Nationally Coordinated Codeine Rescheduling Working Group (NICCIWG) and Prescription Opioid Roundtable.

The issue

Prescription medication related harms have increased at an alarming rate in Australia over the past decade. Prescription of medications such as opioids and benzodiazepines has risen alongside increasing evidence of medication dependence, side-effects, overdose and death. The current upward prescribing trends in Australia have also been reflected in other Western nations across the world, including the UK and most notably in the US. When compared with 13 other OECD countries, Australia has the third-highest annual increase in drug overdose deaths, primarily driven by prescription medications.⁶

The prescription medication crisis is affecting families and communities across the country. The Australian Institute of Health and Welfare's latest report found that every day in Australia, three people died from drug-induced deaths involving opioids, 150 people are hospitalised and 14 people present to emergency departments due to opioid harm. The majority of these harms are due not to heroin, but prescription opioids.⁷ It is prescription medications which are now causing distress for individuals, their families and their communities.

These harms consequently have a significant impact on the Australian economy. The 15-fold increase in opioid dispensing from 1992 to 2012 equated to an estimated 32-fold increase in costs to the Commonwealth Government.⁸ Similarly, a study in 2004 found that pharmaceutical costs related to sleep problems were estimated to cost the Federal Government \$11.62 million.⁹ Each year, approximately 1.9 million Australian adults start taking prescription opioids¹⁰ and it has been reported that about 1 million Australians had misused a pharmaceutical drug in a year.¹¹ The cost of the pharmaceutical medication itself also masks the broader cost of not adequately treating underlying conditions for which these medications are used. It is estimated that inadequate sleep, for example, cost \$26.2 billion in 2016-17.¹²

Gaps and needs analysis

ScriptWise acknowledges the Federal Government's efforts thus far to reduce prescription medication related harms. In particular, ScriptWise has welcomed the government's support of codeine rescheduling and its \$16 million commitment to the implementation of a national real-time monitoring system. Real-time monitoring will prevent many Australians from dying by allowing primary care providers to make informed decisions around their patients' medications. It will also enable doctors and pharmacists to start a potentially lifesaving conversation with their patients about the many effective treatment options available for dependence and addiction issues.

However, without appropriate investment in prevention and treatment initiatives, more Australians will be affected and the costs to the Australian economy will continue to grow. The National Drug Strategy 2017-2026 has appropriately recognised and identified 'Opioids' and 'Non-medical use of pharmaceuticals' as priorities to address.

It is essential that the Australian Government takes leadership and increases investment in preventative programs to ensure Australia doesn't follow the US into an opioid epidemic. One pain specialist has estimated Australia is only 5-6 years behind the US trends regarding pharmaceutical harms¹³ – urgent action is needed to halt this trend.

National leadership and a collaborative approach to addressing prescription medication harms

ScriptWise strongly believes that a holistic and coordinated approach to addressing this issue is essential. As a strong voice for people with lived experience, ScriptWise seeks to ensure that national solutions involving multiple stakeholders are patient-led and consider patient pathways.

ScriptWise is proud of its ability to facilitate collaboration between diverse stakeholder groups, particularly within the medical profession, while ensuring that those with lived experience are heard and their perspectives incorporated. It is essential that efforts to address this issue nationally are coordinated more efficiently as the current siloed approach has meant that successes and research findings have not necessarily been shared with or considered by stakeholders across the country.

ScriptWise acknowledges the invaluable work by healthcare professional organisations to address this issue and the importance of establishing better guidelines to ensure that patients at risk of misuse receive the best care. It is important to ensure that healthcare professionals receive appropriate training to remove the stigma towards those at risk. Sharing the stories of those with lived experience can help to humanise the need to provide treatment and to confront negative and incorrect stereotypes regarding the treatment process. As such, ensuring that training and education of health professionals is developed and implemented with the support and involvement of people with lived experience is critical.

There is also a need to ensure that health professionals are informed about best practice regarding the treatment of ongoing conditions such as pain, anxiety and insomnia to prevent misuse relating to prescription medications such as opioids, benzodiazepines and z-drugs. As recommended in ScriptWise's submission to the TGA, it is also necessary for health professionals to receive training on the effective treatment of prescription medication dependence (including MATOD) and on patient pathways.

Proposed initiative one

A national roundtable on addressing pharmaceutical harms

It is clear that addressing the prescription medication crisis in Australia will require a multi-faceted and comprehensive action plan. It is only through collaboration with health organisations, health professionals, peak medical and consumer bodies, consumer representatives, people with lived experience and the general public that long-lasting and effective changes will be made.

Currently, there has been a sporadic approach to addressing pharmaceutical harms in Australia, with many stakeholders acting independently to identify gaps and improve areas of need. A national pharmaceutical roundtable hosted by the Federal Government could lay the groundwork for a unified approach to reducing medication harms.

The pharmaceutical roundtable could be the mechanism to not only bring together a diverse range of stakeholders, but also to develop an effective ongoing infrastructure to address the issue. The national roundtable could form the basis for:

- a new Pharmaceutical Harms Action Plan which is comprehensive and innovative

- a dedicated Pharmaceutical Harms Taskforce to drive this collaborative approach to reduce harms.

Awareness raising and education for the Australian public

Too many Australians are unaware of the risks associated with using medications such as opioids and benzodiazepines. More than one-quarter of Australians think non-medical use of pharmaceuticals is acceptable (a 23 percent increase since 2013), and about 1 million Australians reported recent non-medical use of a pharmaceutical.¹⁴ The lack of health literacy around this issue is a key barrier to patients receiving appropriate and effective medical treatment.

A concerted effort to inform patients and to address community expectations around pain management would greatly improve the ability of health professionals to provide necessary treatment. The recent TGA's consultation paper on 'Prescription strong (Schedule 8) opioid use and misuse in Australia – options for a regulatory response', stated: "Changes in prescriber behaviour and changes in community expectations about the use of opioids in management of chronic non-cancer pain will have greater impact on appropriate prescription and unsanctioned use of opioids."¹⁵ This viewpoint should be actively supported.

It is essential that patients are not only aware of the risks associated with the use of certain pain and sedative medications, but also that they know alternative effective treatments are available. For example, ongoing research continues to demonstrate that opioids have a limited role in pain management and should be used for the shortest possible time and at the lowest dose possible.

As recognised by the Department of Health with the rescheduling of codeine, it is clear that the risks associated with long-term use of opioid medications outweigh the benefits. Despite this, the latest general practice data show that an opioid is prescribed for three in four cases (72%) of multisite pain management.¹⁶ Alternative treatments such as pain education, physiotherapy and a range of other treatment options have shown significant progress in managing ongoing pain problems.

Moreover, it is widely understood that the stigma around dependence and addiction must be addressed in order to increase help-seeking behaviour among those affected. Research has demonstrated that people who use pharmaceutical opioids, for example, experience drug-related stigma in complex and unique ways and may adopt secrecy rather than seeking support.¹⁷

Proposed initiative two

A comprehensive, national online information network for consumers

As noted in ScriptWise's pre-budget submission last year, in Australia there is no central information point for consumers and family members to gain knowledge about prescription medication related harms, including the risks around certain medications and a stepped care model of how to access support and treatment. A driving factor behind the dispersion of this information is that few organisations are dedicated solely to reducing prescription medication misuse, dependence and addiction, but are funded to focus primarily on illicit drug and alcohol use.

People who misuse prescription medications have unique characteristics when compared with people who use illicit drugs and may not have as much experience recognising the signs and symptoms of addiction. This necessitates the development of resources which are specifically designed to reach this cohort of Australians.

Similar national information hubs have been successful and have been designed in response to emerging and urgent health issues within Australia. The Australian Government Department of Health recently launched 'Head to Health', which provides a clear blueprint for the development of a national website which is co-developed with people with lived experience, service providers, health professionals and the public, so as to meet the needs of a diverse public. A similar website would be very beneficial for people with medication-related concerns, and those supporting someone with medication dependence, seeking to access information and support resources.

Improved access to treatment (including MATOD)

There is a large body of research and evidence that demonstrates MATOD is very effective for treating opioid dependence.¹⁸ MATOD reduces the risk of overdose in communities and also gives people the opportunity to resume study or work or rejoin their families.¹⁹ For these reasons, the World Health Organisation has listed opioid treatment therapy, including methadone and buprenorphine, on its Essential Medicines List.²⁰ The most recent Australian Institute of Health and Welfare's report on national opioid pharmacotherapy statistics annual data indicate that in 2017 almost 50,000 people received pharmacotherapy treatment for opioid dependence and 89% of opioid pharmacotherapy dosing points were pharmacies.²¹

In May 2018, ScriptWise co-hosted a National Summit on MATOD with Harm Reduction Australia to identify achievable solutions to improve the current MATOD system in Australia. The Summit's goals were to:

- co-ordinate a national response to the availability, affordability and delivery of MATOD;
- maximise the health benefits of MATOD by creating a roadmap to resolve recurring barriers to accessing treatment for people with opioid dependence; and
- identify a funding model to reduce treatment costs in order to improve the accessibility of MATOD and increase consumer retention

Based on discussions held at the Summit, a set of 13 recommendations²² were made to improve the system including:

That the Federal Government fully investigate and discuss with participating stakeholders the reduction of the financial impact of MATOD on consumers and health professionals. This must include input and investigation into:

- *the development of a nationally subsidised scheme, whereby the costs associated with the provision and dispensing of MATOD medications are funded by the Government; and*
- *the potential of viewing MATOD within a chronic disease framework/model to increase funding and the quality of treatment*

A major concern of the Summit was the need to reduce the cost of MATOD to ensure it is available and accessible for consumers. Research worldwide and in Australia has

demonstrated that the affordability of treatment is a significant determinant not just to the accessibility of treatment, but also of retention on MATOD.²³

The cost burden of dispensing fees for opioid treatment medications such as methadone and buprenorphine is one of the most significant barriers to treatment for consumers. Consumers, the majority of whom are already financially disadvantaged, pay over \$40 every week on average to receive effective treatment to manage this chronic medical condition.²⁴ The cost can also cause potential disagreements and conflict with those pharmacists providing treatment, which can damage the therapeutic relationship.²⁵ Some States, such as the ACT, do subsidise dispensing fees for the medications through a fee-sharing system which includes a modest consumer co-payment.

Opioid dependence and addiction are chronic medical conditions, and patients with opioid dependence should be treated with the same dignity and respect as those with other chronic conditions.

Proposed initiative three

Investigation of the reduction of the financial impact of MATOD on consumers

As identified above, program fees can be a significant barrier for those on low incomes accessing these essential medications. It is therefore crucial that the Federal Government take steps towards increasing the ability of patients to access treatment, particularly given the increasing overdose deaths due to prescription opioids in the past decade.

The Federal Government's investigation could build on and respond to several evaluations of funding models to reduce the cost of treatment which have already been completed.

Estimated funding to support recommendations

Summary

Initiatives	Estimated costs (Year 1)	Considerations
National pharmaceutical harms roundtable	\$60,000	Interstate travel, venue hire and media
National Pharmaceuticals Harms Taskforce	\$120,000	Travel expenses (multiple meetings in the first year), resources for draft Action Plan
National online information hub	\$200,000	Online interactive tools, resources and advertising to promote national online hub
Investigation into reducing the cost of MATOD for consumers	\$400,000	Identifying cost-effective model, stakeholder engagement and research paper

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