

Community views on factors affecting medicines resource allocation

Chim, Lesley; Salkeld, Glenn; Kelly, Patrick; Lipworth, Wendy; Hughes, Dyfrig; Stockler, Martin

Australian Health Review

DOI: 10.1071/AH16209

Published: 01/01/2019

Peer reviewed version

Cyswllt i'r cyhoeddiad / Link to publication

Dyfyniad o'r fersiwn a gyhoeddwyd / Citation for published version (APA): Chim, L., Salkeld, G., Kelly, P., Lipworth, W., Hughes, D., & Stockler, M. (2019). Community views on factors affecting medicines resource allocation: Cross-sectional survey of 3080 adults in Australia. *Australian Health Review*, *43*(3), 254-260. https://doi.org/10.1071/AH16209

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1 Community views on factors influencing medicines resource allocation: A cross sectional

2 survey of 3080 adults in Australia

3 Abstract

4 **Objectives**: To determine Australian community views on factors that influence distribution of
5 health spending in relation to medicines.

6 Methods: Cross-sectional web-based survey of 3080 adults aged 18 years or older. Participants
7 were asked to rank, in order of importance, 12 criteria according to which medicines funding
8 decisions might be made.

9 Results: 1213 (39.4%) of respondents considered disease severity to be the most important 10 prioritisation criterion for funding a new medicine. This was followed by medicines treating a disease 11 affecting children (13.2%), and medicines for cancer patients (9.1%). Medicines targeting a disease 12 for which there is no alternative treatment available received highest priority from 8.6 % of 13 respondents. The remaining 8 prioritisation criteria were each assigned a top ranking by respondents 14 ranging from 6.6% to 1.7%. Medicines targeting a disease for which there is no alternative treatment 15 available were ranked least important by 7.7% of respondents compared to 2.4%, 1.9% and 1.0% for 16 medicines treating severe diseases, diseases affecting children and cancer, respectively. 'End-of-life 17 treatments' and 'rare disease therapies' received the least number of highest priority rankings (2.0% and 1.7% respectively). 18

19 **Conclusions:**

These results provide useful information about public preferences for government spending on prescribed medicines. Understanding of public preferences on funding of new medicines will help the PBAC/government determine circumstances where greater emphasis on equity is required and help inform medicines funding policy that best meets the needs of the Australian population.

What is known about this topic? There is increased recognition of the importance of taking into
account public preferences in the heath technology assessment (HTA) decision-making process.
What does this paper add? The Australian public view the severity of disease to be the most
important funding prioritisation criterion for medicines, followed by medicines used to treat children
or to treat cancer.
What are the implications for practitioners? The general public are capable of giving opinions on
distributional preferences. This information can help inform medicines funding policy and ensure

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34

32 Introduction

33 In Australia, the Pharmaceutical Benefits Advisory Committee (PBAC) is responsible for advising the

government as to which medicines should be subsidised on the Pharmaceutical Benefits Scheme

35 (PBS). In fulfilling this role, the PBAC is the steward of a large sum of public money: for the 12

36 months ending 30 June 2015, for example, total PBS spending amounted to \$9.07 billion ¹.

that it is consistent with the values of the Australian population.

37 The PBAC makes its recommendations primarily on the basis of evidence of clinical effectiveness,

38 safety and cost effectiveness derived from clinical trials and population-based observational studies.

39 The PBAC also takes into account other factors, such as equity, in its consideration of what does, or

40 does not, constitute "value for money". In this context, the term "equity" refers to access to PBS

41 listed drugs in a manner that takes into account the distribution of benefits and potential harms

42 based on factors such as prognosis, disease severity, age, distributional effect, context (eg.

43 emergency or prevention), socioeconomic and geographical status and other issues not typically

44 considered as part of quality of life measurements².

45 Previous analyses of PBAC recommendations demonstrated that the PBAC has been broadly

46 consistent in its use of economic efficiency as a key criterion for decision making ^{3, 4}. The probability

47 of a positive recommendation does increase with lower incremental cost effectiveness ratios but

48 there is no evidence of a fixed threshold for the value of a life year or a quality adjusted life year 49 (QALY)⁴. Importantly, the PBAC has been found to actualise equity considerations by accepting a 50 higher incremental cost effectiveness ratio (ICER) for medicines addressing a high unmet clinical 51 need ⁵⁻⁷ and/or greater uncertainty in the available clinical evidence for rare diseases⁸.

52 Further, the PBAC in its deliberation may consider the 'Rule of Rescue' (RoR). The consideration and 53 application of RoR allows the PBAC to potentially reverse a decision not to recommend listing on the because of its consideration of comparative cost-effectiveness (and any other relevant factors). 54 55 However, evidence (based on the published Public Summary Documents (PSDs) for past PBAC 56 recommendations) indicates that the RoR has been applied infrequently by the PBAC and that there 57 were few documented examples where application of the RoR has led to a positive PBAC 58 recommendation⁹. PBAC consideration of the RoR requires the following four factors to be met: (1) 59 no alternatives exist in Australia (2) the medical condition is severe, progressive and expected to 60 lead to premature death (3) the medical condition applies to only a very small number of patients and (4) the proposed medicine provides a worthwhile clinical improvement sufficient to qualify as a 61 rescue from the medical condition². However, the relative influence/weight of the RoR factors is not 62 63 quantitatively pre-defined. Importantly, the RoR as with other relevant factors supplements, rather 64 than substitutes for evidence based consideration of cost-effectiveness².

65 The PBAC also provides advice on the inclusion of medicines on the Life Savings Drugs program (LSDP)⁹. The LSDP sits outside the PBS to provide an alternate funding arrangement for access to 66 medicines that are not eligible for funding under the PBS due to unacceptable cost effectiveness. 67 68 While those making submissions to the PBAC occasionally include population survey data on 69 community preferences, assessments of equity are most commonly based on assumptions about 70 community priorities. Given the central role that the general public has in funding publicly 71 subsidised health technologies through taxes, and as beneficiaries of these technologies, it is 72 increasingly recognised that this is inadequate, and that more information is needed about public preferences when making decisions about the funding of new medicines¹⁰⁻¹². 73

74 Around the world, government agencies responsible for the selection and reimbursement of 75 prescribed medicines and other health technologies are increasingly concerned with how best to incorporate community preferences into their decision making^{13, 14}. In Australia, the PBAC currently 76 77 considers patients and the public views through consumer representation on the Committee, via an 78 online consumer input process, as well as through consumer hearings convened by the PBAC for 79 selected submissions. Recent examples of such hearings include those for lymphoma (brentuximab 80 vedotin, bendamustine, idelalisib and obinutuzumab), which were considered at the March 2015 PBAC meeting ¹⁵, and for ovarian cancer and Morguio A syndrome (olarparib and elosulfase alfa 81 respectively) which were considered at the March 2016 PBAC meeting ¹⁶. 82

83 Another important approach to eliciting consumer preferences, which supplements more direct 84 forms of consumer engagement, is to conduct surveys of representative samples of the community. 85 These have been used previously to support policy concerning the funding of cancer drugs in the UK¹⁷, to assess the preferences for the funding of orphan drugs¹⁸ and to understand public 86 agreement with policies aimed to facilitate access to life-extending drugs used at the end of 87 patients' lives¹⁹. To date, however, no representative community survey has explored how members 88 89 of the Australian community rank various criteria according to their importance to funding decisions for prescribed medicines. We therefore conducted an on-line survey of 3080 Australians aged 18 90 91 years or older in order to measure community preferences for the distribution of the benefits and 92 costs of PBS listed drugs.

93 Methods

We undertook a cross sectional web based survey of 3080 adult Australians aged 18 years or older.
This paper focuses on the findings from the ranking exercise conducted as part of the present study.
SSI, a market research company with a large online panel (~ 409,000 registered members) was used
to recruit survey participants. Recruitment was controlled by gender, age and geographical area

98 (state of residence) in order to ensure that the sample was representative of the general adult 99 Australian population. Participants were compensated for their time and received 'reward points' 100 averaging \$1.40 from the panel provider. Selection of the 12 prioritisation criteria was informed by 101 both the published literature and criteria currently used by the PBAC when assessing new medicines for public subsidy. ^{5,6,7,8,9,10} The 12 prioritisation criteria, were: (1) severity of disease (2) availability 102 103 of alternative medicine (3) significant innovation (4) carer burden (5) disadvantaged populations (6) 104 children (7) end-of-life treatments (8) cancer treatments (9) rare disease therapies (10) cost to the 105 PBS and savings to patient (11) medicines that help patients return to work (12) Life-style related 106 diseases and individual responsibility.

The survey asked respondents which criteria they believed were the most important in healthcare spending and resource allocation. Respondents were asked to rank the 12 prioritisation criteria from one to 12, with one being the most important criterion. The survey was pilot tested with 111 participants in August 2015. An additional question regarding the state of residence was added after pilot testing. The full survey was administered during October 2015 and closed when our target of 3000 complete responses was achieved. Socio-demographic data were collected to test associations between respondents' views on the prioritisation criteria and demographic characteristics.

114 Ethics approval

This study was approved by Human Ethics Research Committee at Sydney University (protocolnumber: 2014/906).

117 Statistical analysis

Descriptive statistics were used to summarize demographic variables. Empirical studies have found
 that willingness to pay and funding preferences are influenced by respondents' personal
 circumstances such as age, income, health status, household composition^{17, 20}. Multinomial logistic
 regression modelling was used to assess whether gender, age, marital status, education , health
 status, cancer history, country of birth, private health insurance, employment status, household

- income, and dependent children were associated with the top ranking of the 12 prioritisation
- 124 criteria. The model included all explanatory variables listed.

125 **Results**

126 A total of 3080 adult members of the general public in Australia completed the on-line survey. The

- 127 3080 respondents broadly reflected the Australian population in terms of age, gender and
- 128 geographical area (Table 1). 39.4% of respondents considered disease severity to be the most
- important prioritisation criterion (Table 2). This was followed by medicines for diseases affecting
- 130 children (13.2%). Cancer medicines came third and were ranked most important by 9.1% of
- 131 respondents, while medicines targeting a disease for which there is no alternative treatment
- available received highest priority from 8.6 % of respondents. The remaining 8 prioritisation criteria
- 133 were each assigned a top ranking by respondents ranging from 6.6% to 1.7%.
- 134 The four prioritisation criteria that were assigned the highest priority, also received the largest
- number of top 3 rankings: disease severity (n= 1966, 21.3%), medicines for children (n= 1260,
- 136 13.6%), cancer medicines (n= 1112, 12.0%), and medicines targeting a disease for which no other
- 137 medicine is available (n= 957, 10.4%).
- 138 Medicines targeting a disease for which there is no alternative treatment available were ranked least
- important (i.e. with a respondent's assigned rank order of 12) by 7.7% of respondents compared to
- 140 2.4%, 1.9% and 1.0% for medicines treating severe/life threatening diseases, treating a disease
- 141 affecting children and medicines for cancer patients, respectively.
- 142 'End-of-life treatments' and 'rare disease therapies' received the least number of highest priority143 rankings (2.0% and 1.7% respectively).

144 Relationship between respondent characteristics and prioritisation

145 preferences

146 Country of birth (p=0.04), employment status (p=0.04) and having dependent children (p=0.0001) 147 were associated with funding preferences (see Supplementary file). Respondents who were born 148 overseas were significantly more likely to assign a top priority to medicines that help patients return 149 to work (OR= 1.57, 95% CI= 1.06 to 2.32, p= 0.02), and to medicines targeting life style unrelated 150 diseases (OR= 1.57, 95% CI= 1.01 to 2.42, p= 0.04) than to prioritise disease severity, compared to 151 those born in Australia. Respondents with dependent children were significantly more likely to 152 assign a top ranking to medicines targeting diseases affecting children (OR= 2.04, 95% CI= 1.52 to 153 2.78, p<0.0001), and to cancer medicines (OR= 1.45, 95% CI= 1.01 to 2.04, p= 0.04). Respondents 154 who are in part time employment were significantly less likely to assign a top finding priority to 155 medicines targeting rare diseases than those working full time (OR= 0.19, 95% CI= 0.05 to 0.66, p= 156 0.01). Compared to respondents who were in full time employment, respondents who were neither 157 in employment nor unemployed (i.e. 'other' category, for example those who were looking after a 158 home or studying full time) were significantly more likely to assign a top ranking to medicines 159 targeting diseases that affect patients who are not financially well off (OR= 1.72, 95% CI= 1.02 to 160 2.87, p= 0.04). Further, these respondents were significantly less likely to allocate the highest 161 funding priority to medicines targeting life style unrelated diseases (OR= 0.15, 95% CI= 0.03 to 0.63, 162 p=0.01) compared with those in full time employment.

There was also some evidence that health status (P= 0.06) and private health insurance (P= 0.06) were associated with funding preferences. Compared with respondents rating themselves as in very good health, respondents who rated themselves as in good, average, or poor/very poor health were significantly more likely to assign a top ranking to medicines targeting diseases that affect patients who are not financially well off (OR= 1.90, 95% CI= 1.13 to 3.20, p= 0.02; OR= 2.33, 95% CI= 1.35 to 4.01, p= 0.002; OR= 2.40, 95% CI= 1.20 to 4.79, p= 0.01 respectively), and to medicines that cost the government more and thereby save patients more in out-of-pocket costs (OR= 2.25, 95% CI= 1.19 to

4.26, p= 0.01; OR= 2.18, 95% CI= 1.11 to 4.28, p= 0.02; OR= 3.12, 95% CI= 1.39 to 7.02, p= 0.006
respectively). Respondents who do not have private health insurance were significantly more likely
to allocate the highest funding priority to medicines that cost the government more, thereby saving
patients more in out-of-pocket costs compared to those with private health insurance (OR= 1.58,
95% CI= 1.07 to 2.31, p= 0.02).

175 **Discussion**

176 The results of our study give a clear picture of public preferences regarding resource allocation for 177 medicines. The targeting of severe or life threatening diseases is clearly and by far the most 178 important prioritisation criterion, followed by medicines targeting diseases affecting children, 179 cancer medicines and medicines targeting diseases for which no treatment alternative is available. 180 Whilst the first three top ranking prioritisation criteria were assigned a least important ranking by a small proportion of respondents (1 to 2.4%). Medicines targeting a disease for which no alternative 181 182 treatment exists were ranked most and least important by a similar proportion of respondents (8.6% 183 and 7.7%, respectively). One possible explanation for this variation is that societal opinion on the use 184 of this as a prioritisation criterion for new medicines funding may be divided and 'polarised'.

185 Further, findings from this study resonate with previous studies^{11, 17, 19, 21, 22}, which have shown that members of the general public give higher priority to medicines used for the treatment of severe 186 187 illness and for those with no available alternatives. The finding of support for prioritising anti-cancer medicines is also generally consistent with existing evidence^{23, 24}, and could explain the current focus 188 both in Australia and internationally on achieving timely access to such treatments²⁵. However, as 189 190 cancer medicines are the only disease specific medicines explored in this study, this finding should 191 be interpreted with caution. We found no compelling evidence for prioritising end-of-life treatments. This is consistent with a study by Linley et al¹⁷, which examined the views of the UK 192 193 general public about the current and proposed medicines prioritisation criteria used by the UK 194 National Institute of Health and Care Excellence (NICE) and government.

195 Our study suggests that rare disease therapies per se are not a strong driver for public funding 196 preferences. Although this is consistent with other research^{17, 18}, it is nonetheless a somewhat 197 surprising finding given that rarity of disease is one of the four criteria that form the basis of the 'rule 198 of rescue' (RoR) PBAC claim². A RoR applies in exceptional circumstances for drugs that provide a worthwhile benefit for a severe and rare condition for which there is no alternative treatment^{2, 9, 26}. 199 200 The results of our study suggest that the use of rarity of the disease as an inclusion criterion for LSDP 201 or as a basis for a RoR claim does not appear to be supported by the Australian public. One possible 202 interpretation of this result is that rarity is not a shared prioritisation criterion between the general 203 public and the PBAC. Given that rarity of the disease is linked to the total number of eligible patients 204 and cost for funding a medicine, it is, and may need to remain, an important prioritisation criterion 205 from the PBAC/government perspective, especially for high cost medicines.

206 An important strength of our study is that it included a large, broadly representative sample of 3080 207 adult Australians. However, due to the design of our study, non-completion rates and details of non-208 responders were unavailable for analysis or assessment for potential non-responder bias. Another 209 potential limitation relates to framing effects. It has been found that the choice of wording in 210 surveys is very important²⁷. The results for the prioritisation criterion relating to life-style unrelated 211 diseases appear to be somewhat surprising, with the largest proportion of respondents ranking this 212 criterion last. It is possible that respondents' preferences may have been confounded by the 213 labelling choice used in the survey. Despite these limitations, our study has important implications 214 for health policy development with respect to the funding of new medicines in Australia.

Further, our research shows that respondents' funding preferences for access to new medicines are influenced by their personal characteristics and circumstances. Therefore, if the general public's views and preferences are to be included in the PBAC decision making process, a representative sample is required.

In summary, the findings of this study provide assurance that the Australian public support some of
the currently used prioritisation criteria. However, quantification of criteria weights and equity
issues relative to other factors will require further research in order to provide guidance to the PBAC
on the cardinality of equity preferences and quantification of ICER increase to account for the
specific equity issues/criteria identified.

224 **Conclusions**

225 The reimbursement of prescribed medicines should reflect both evidence of safety and 226 effectiveness, and social values²⁸. As such, it is important to understand societal views and 227 preferences for the distribution of healthcare spending. Results of this study provide useful 228 information on public preferences related to the equity aspects of government spending on 229 prescribed medicines in Australia. Understanding of public preferences on funding of new medicines 230 could help the PBAC/government determine circumstances in which greater emphasis on equity is 231 required, and how equity might be defined and achieved in a manner that is congruent with the 232 values of the Australian population. To ensure that public preferences are reflected in the PBAC's 233 assessments and recommendations, there is a need for further research to determine the best way to incorporate these preferences into PBAC decision making processes. This will, in turn, improve 234 235 alignment between government and societal preferences for funding of new medicines^{29, 30}.

236 Table 1: Characteristics of respondents (N=3080)

			Australia ²
Characteristics	Ν	%	%
Gender			
Male	1502	48.8	48.9
Female	1578	51.2	51.1
Age (years)			
18-24	374	12.1	12.2
25-34	542	17.6	18.0
35-44	596	19.4	18.5
45-54	553	18.0	17.9
55-64	481	15.6	15.2
65+	534	17.3	18.2
Marital status			
Married/de facto	1832	59.5	
Separated/divorced/widowed	406	13.2	
Never married	842	27.3	
Education	_	_	
Never attended school/ primary/ some high	444	14.4	
school/ preferred not to answer			
Completed high school	627	20.4	
University, TAFE etc.	2009	65.2	
Cancer history			
Cancer history with death	1175	38.1	
Cancer history with no death/death unknown	489	15.9	
No cancer history	1376	44.7	
Prefer not to answer	40	1.3	
General health			
Very good	544	17.7	
Good	1481	48.1	
Average	842	27.3	
Poor/ very poor	213	6.9	
Country of birth			
Australia	2285	74.2	
Overseas	795	25.8	
Private health insurance			
Yes	1814	59	
No	1266	41	
Employment status			
Working full time	1082	35.1	
Working part time	622	20.2	
Currently not working, but looking for work	376	12.2	
Retired	669	21./	
Otner	331	10.7	
Household annual income	240	0.1	
\$U TO 20,000	249	ŏ.⊥ 10.0	
\$20,001-40,000	610	19.8	

\$40,001 to 80,000	863	28.0	
\$80,001 and over	1008	32.7	
Prefer not to answer	350	11.4	
Personal annual income			
\$0 to 20,000	754	24.5	
\$20,001- 40,000	711	23.1	
\$40,001 to 80,000	792	25.7	
\$80,001 to 180,000	422	13.7	
\$180,001 and over	47	1.5	
Prefer not to answer	354	11.5	
Household composition			
With financially dependent children	927	30.1	
Without financially dependent children	2153	69.9	
State			
Australian Capital Territory	47	1.5	1.7
New South Wales	985	32.0	32.2
Northern Territory	10	0.3	0.9
Queensland	587	19.1	19.9
South Australia	236	7.7	7.6
Tasmania	70	2.3	2.3
Victoria	745	24.2	25.1
Western Australia	289	9.4	10.4
Unknown ¹	111	3.6	-

¹The pilot survey did not include this demographic question (n= 111)

238 ² Australia demographics (gender, age and state of residence) are for persons aged 18 years and over, sourced

from the TableBuilder available from the Australian Bureau of Statistics based on the 2011 Census data.

240 (http://www.abs.gov.au/websitedbs/censushome.nsf/home/tablebuilder?opendocument&navpos=240).

241 Abbreviation: TAFE= Technical and Further Education

242 Table 2: Number of times a prioritisation criterion was assigned the top priority, lowest priority (i.e. with a ranking order of 1 and 12 respectively), and top 3 rankings by respondents 243

Prioritisation criteria	Rank 1 (most	Rank 12 (least	Top 3
	important)	important)	rankings
	n (%)	n (%)	n (%)
	N= 3080	N=3080	N= 9240
Severity of disease	1213	73	1966
Preference for funding should be given to new medicines	(39.4)	(2.4)	(21.3)
that treat severe or life threatening conditions			
Children	405	57	1260
Preference for funding should be given to new medicines	(13.1)	(1.9)	(13.6)
targeting diseases that typically affect children			
Cancer treatments	280	30	1112
Preference for funding should be given to new medicines	(9.1)	(1.0)	(12.0)
targeting cancer patients			
Availability of alternative treatment options	266	236	957
Preference for funding should be given to new medicines	(8.6)	(7.7)	(10.4)
that target diseases for which no other treatments are			
available			
Disadvantaged populations	204	161	760
Preference for funding should be given to new medicines	(6.6)	(5.2)	(8.2)
targeting diseases that typically affect disadvantaged			
patients e.g. low income families			
Cost to the PBS and savings to patient	139	288	474
Preference for funding should be given to new medicines	(4.5)	(9.4)	(5.1)
that cost the government more and thereby save patients			
more in out-of-pocket costs			
Medicines that help patients return to work	133	200	508
Preference for funding should be given to new medicines	(4.3)	(6.5)	(5.5)
that help patients return to work			
Carer burden	110	146	594
Preference for funding should be given to new medicines	(3.6)	(4.7)	(6.4)
targeting diseases that, if untreated, cause patients to be			
reliant on carers			
Life style related diseases and individual responsibility	109	1041	296
Preference for funding should be given to new medicines	(3.5)	(33.8)	(3.2)
targeting diseases that are not considered to be a life-style			
related disease i.e. diseases that could not be avoided			
through individual life style changes	107		
Significant innovation	107	221	569
Preference for funding should be given to new medicines	(3.5)	(7.2)	(6.2)
that work in a new and different way to existing treatments	62	476	262
End-of-life treatments	63	4/6	363
Preference for funding should be given to new medicines	(2.0)	(15.5)	(3.9)
that prolong life –even for a few months- at the end of life			
i.e. for patients with a life expectancy of less than 2 years			224
Kare alseases	51	151	381
Preference for funding should be given to new medicines	(1./)	(4.9)	(4.1)
targeting rare diseases i.e. diseases affecting less than 2000			
patients in Australia	1		

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