

1 **Sales of over-the-counter products containing codeine in 31 countries,**
2 **2013-2019: a retrospective observational study**

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30

31

32 **ABSTRACT**

33 **Introduction**

34 Opioid prescribing trends have been investigated in many countries. However, the
35 patterns of over-the-counter purchases of opioids without a prescription, such as
36 codeine combinations, are mostly unknown.

37

38 **Objective**

39 We aimed to assess national sales and expenditure trends of over-the-counter codeine-
40 containing products purchased in countries with available data over six years.

41

42 **Methods**

43 We conducted a retrospective observational study using electronic point-of-sale data
44 from the human data science company, *IQVIA*, for countries that had such data,
45 including Argentina, Belgium, Brazil, Bulgaria, Canada, Croatia, Estonia, Finland,
46 France, Germany, Greece, Ireland, Italy, Japan, Latvia, Lithuania, Mexico, The
47 Netherlands, Poland, Portugal, Romania, Russia, Serbia, Slovakia, Slovenia, South
48 Africa, Spain, Switzerland, Thailand, the UK, and the USA. We calculated annual mean
49 sales (dosage units per 1000 of the population) and public expenditure (GBP, £ per
50 1000 population) for each country between April 2013 and March 2019 and adjusted for
51 data coverage reported by *IQVIA*. We quantified changes over time and the types of
52 products sold.

53

54 **Results**

55 31.5 billion dosage units (adjusted: 42.8 billion dosage units) of codeine, costing £2.55
56 billion (adjusted: £3.68 billion), were sold over-the-counter in 31 countries between
57 April 2013 and March 2019. Total adjusted sales increased by 11% (3911 dosage
58 units/1000 population in 2013 to 4358 in 2019) and adjusted public expenditure
59 increased by 72% (£263/1000 in 2013 to £451/1000 in 2019). Sales were not equally
60 distributed; South Africa sold the most (36 mean dosage units/person), followed by
61 Ireland (30 mean dosage units/person), France (20 mean dosage units/person), the UK
62 (17.2 mean dosage units/person), and Latvia (16.8 mean dosage units/person). Types of
63 products (n=569) and formulations (n=12) sold varied.

64

65 **Conclusion**

66 In many parts of the world, substantial numbers of people may be purchasing and
67 consuming codeine from over-the-counter products. Clinicians should ask patients
68 about their use of over-the-counter products, and public health measures are required to
69 improve the collection of sales data and the safety of such products.

70

71 **Study protocol pre-registration:** <https://osf.io/ay4mc>

72

73 [The pre-print version of this work is available on medRxiv:](#)

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75

76 **Key points**

- 77 • Codeine is one of the most accessible pain medicines available worldwide, yet
78 data on its use as an over-the-counter drug has been limited.

- 79
- We found that total sales and expenditure of over-the-counter products
- 80
- 81
- 82
- 83
- 84
- In countries with access to over-the-counter codeine products, sales data should
- 85
- 86
- 87

88 **1 Introduction**

89 Prescribing patterns of opioids are documented in many countries [1–4]. However,
90 opioids such as analgesic combinations containing codeine can be purchased over-the-
91 counter (OTC) without a prescription or consultation with a doctor or prescriber in most
92 countries. As the access to data on sales of OTC medicines has been limited, previous
93 research on the use of non-prescribed codeine has relied on case reports [5,6], self-
94 reported questionnaires [7–10], qualitative studies [11–13], and data from poisons
95 centres, hospital admissions, or coronial systems [14–16]. Since codeine is one of the
96 most accessible opioids worldwide, an analysis of its use is needed to gauge a more
97 robust understanding of opioid use globally.

98

99 Codeine (3-methylmorphine) is used for its analgesic, antidiarrheal, and antitussive
100 effects [17–19]. It is often combined with other analgesics, such as paracetamol, and
101 non-steroidal anti-inflammatory drugs (NSAIDs), such as ibuprofen. These
102 combinations have greater efficacy than codeine alone [17,20,21]. But most clinical
103 trials testing the efficacy of codeine have used high doses (25–90 mg), which are not
104 available OTC [20–22]. A Cochrane overview of systematic reviews on oral OTC
105 analgesics for acute pain found no studies or data that could be extracted on
106 combinations of analgesics containing low doses of codeine [22]. A systematic review
107 of the efficacy and safety of low-dose (≤ 30 mg) codeine included ten RCTs [23]. It
108 reported low- to moderate-quality evidence that combination products of low-dose
109 codeine provided little to moderate pain relief for acute and chronic pain conditions in
110 the short term [23]. In observational studies, products containing codeine have been

111 associated with dependence, misuse, death, and collateral toxicity from combinations
112 with paracetamol and ibuprofen [15,24].
113
114 Regulation of codeine-containing products varies worldwide, making it difficult to
115 estimate how much they are used [25]. Under the 1961 Single Convention on Narcotic
116 Drugs, codeine is a Schedule III drug [26]. Drugs in this Schedule reportedly "are not
117 liable to abuse and cannot produce ill effects", and thus it is not mandatory to report
118 data on their consumption to the International Narcotics Control Board (INCB). In a
119 report presented at the WHO's Expert Committee on Drug Dependence in October
120 2019, reviewing codeine formulations listed in Schedule III, the INCB reported a 64%
121 increase in demand for codeine in the last decade [25]. Governments can also regulate
122 codeine; for example, France (July 2017) and Australia (February 2018) have
123 reclassified codeine to prescription-only [27,28]. A review of OTC codeine regulations
124 in the European Union showed that more than half of member countries did not permit
125 OTC sales of codeine as of March–August 2014 [29]. Studies have analysed the
126 consumption of OTC cough syrup containing codeine in Taiwan [30] and the impact of
127 rescheduling codeine to prescription-only in Australia [31,32], but the sales of OTC
128 codeine products in other countries remains unknown. We aimed to assess trends in the
129 sales and expenditure of products containing codeine sold OTC in countries with
130 available data.

131

132 **2 Methods**

133 **2.1 Design and data source**

134 We conducted a retrospective observational study using consumer health sales data
135 from *IQVIA* in the UK [33], which has previously been used in observational research
136 on a range of medications [34–36]. The data included products sold OTC that contained
137 codeine for adults, classified by *IQVIA* as pain relief or cough products. The data were
138 collected using scan track barcodes from electronic point-of-sale (EPoS) store data in 31
139 countries: Argentina, Belgium, Brazil, Bulgaria, Canada, Croatia, Estonia, Finland,
140 France, Germany, Greece, Ireland, Italy, Japan, Latvia, Lithuania, Mexico, The
141 Netherlands, Poland, Portugal, Romania, Russia, Serbia, Slovakia, Slovenia, South
142 Africa, Spain, Switzerland, Thailand, the UK, and the USA. The authors did not select
143 these countries; they requested global sales data from *IQVIA* and received data for “all
144 countries for which data is available” according to *IQVIA* at the time of data extraction
145 (16 September 2019).

146
147 We received information about *IQVIA*’s coverage of data (Table S1 in Supplement 1)
148 and quarterly sales from 1 April 2013 to 31 March 2019 in three types of measurements
149 (1) numbers of packs and bottles (liquids) sold; (2) number of tablets or millilitres (mL)
150 of liquids sold; and (3) dosage units. For our analysis, we used dosage units as this
151 allows liquid and solid forms to be combined. Dosage units were calculated and defined
152 by *IQVIA* as “the smallest common doses for a product form”, which “equates the
153 number of mL of liquid preparations, such as 5 mL of codeine, to the standard solid
154 dosage of one tablet”. *IQVIA*’s sample of data is based on audits, but their method of
155 collection and coverage varies from country to country. Annual population statistics for
156 each calendar year (2013 to 2018) were sourced from the World Bank [37].

157

158 **2.2 Data analysis**

159 We extracted details from the pack information and used descriptive statistics to
160 determine the numbers and types of products sold across the 31 countries. Data on
161 dosages were missing from the pack information for most countries, so we could not
162 calculate oral morphine equivalents (OME), as this conversion would vary for the
163 different products in each country. We combined the quarterly data to calculate the total
164 dosage units sold over the study period and the totals for each year (e.g. from quarter
165 two in 2013 to quarter one in 2014). We also calculated the mean number of dosage
166 units sold over six years, adjusted for population. We created an annual rate of dosage
167 units sold per 1000 of each year's population for each country to examine trends over
168 time. To adjust for the heterogeneity of *IQVIA*'s coverage by dividing the reported sales
169 by the percentages in Table S1 of Supplement.

170

171 For public expenditure, *IQVIA* converted sales to pounds sterling (GBP, £) for each
172 country on the date of data extraction (16 September 2019). Public expenditure refers to
173 the money spent on OTC products by citizens directly from their pockets and was
174 defined by *IQVIA* as the "pharmacy selling price or consumer purchase price or price to
175 the public". We calculated annual totals, mean public expenditure for each country,
176 adjusted for population, and a rate of GBP per 1000 population to assess changes over
177 time. We also adjusted for the heterogeneity of *IQVIA*'s coverage by dividing the
178 reported expenditure by the percentages in Table S1 of Supplement.

179

180 **2.3 Software and data sharing**

181 We used Stata v16 and Python v3 in Jupyter Notebooks with pandas [38], seaborn [39],
182 and matplotlib [40] libraries for analysis and figures. The information provided by
183 *IQVIA* is considered commercial and requires a fee to access. Thus, we cannot openly
184 share the data owing to contractual agreements with *IQVIA*. However, we have openly
185 shared our statistical code at GitHub [41], preregistered [42] and published [43] our
186 study protocol, and shared all our study materials via the Open Science Framework
187 (OSF) [44].

188

189 **3 Results**

190 31.5 billion dosage units of codeine reportedly sold OTC across 31 countries over the
191 six-year study period (April 2013 to March 2019). After adjusting for *IQVIA*'s data
192 coverage, this equated to 42.8 billion dosage units. However, the distribution of
193 reported sales was not uniform. Five countries represented 90% of OTC codeine sales
194 reported by *IQVIA*; South Africa accounted for the greatest volume of sales data (34%),
195 followed by France (20%), Japan (16.5%), the UK (14.5%), and Poland (5%).

196

197 South Africa sold the most OTC codeine products (mean of 36 dosage units/person;
198 Figure 1 and Table 1), followed by Ireland (30 dosage units/person), France (20 dosage
199 units/person), the UK (17.2 dosage units/person), and Latvia (16.8 dosage units/person).

200

201 [Figure 1 near here]

202

203 [Table 1 near here]

204

205 Over the six-year study period, total reported sales increased by 2.8%, from 3025
206 dosage units/1000 population in 2013–14 to 3111 dosage units/1000 in 2018–19. After
207 adjusting for *IQVIA*'s data coverage, total sales increased by 11.4%, from 3911 dosage
208 units/1000 population in 2013–14 to 4358 dosage units/1000 in 2018-19. Nationally,
209 most (52%, n=16) countries had decreased OTC codeine sales, but this varied widely
210 (Figure 2, and Figure S1 and S2 in Supplement 1).

211

212 [Figure 2 near here]

213

214 The public spent £2.55 billion on OTC codeine-containing products in 31 countries over
215 six years; after adjusting *IQVIA*'s percentage coverage, this equated to £3.68 billion.

216 Reported public expenditure increased by 54%, from £196/1000 population in 2013–14
217 to £301/1000 population in 2018–19. Adjusting for *IQVIA*'s percentage coverage,
218 public expenditure increased by 72%, from £263/1000 population in 2013–14 to
219 £451/1000 population in 2018–19.

220

221 Ireland had the largest mean public expenditure of £7.18 per person, followed by the
222 UK (mean of £2.39/person), Croatia (£1.87/person), Japan (£1.55/person), and South
223 Africa (£1476/person) (Figure 3).

224

225 [Figure 3 near here]

226

227 Most countries (58%, 18/31) had increased public expenditure over time. There were
228 simultaneous increases (45%, 14/31) and decreases (39%, 12/31) in both sales and

229 expenditure in most countries, while other countries (16%, 5/31) had a discordance in
230 the direction of their sales and expenditure (Figure 4).

231

232 [Figure 4 near here]

233

234 There were 569 products and 12 formulations sold across 31 countries (Figure S3 in
235 Supplement 1). Tablets (40%) were the most common formulations sold, followed by
236 syrups (22%), soluble tablets (9%), and coated tablets (8%). Seven countries, including
237 Argentina, Finland, Greece, Italy, Mexico, The Netherlands, and The USA, reportedly
238 sold no codeine products in any tablet formulations OTC; instead, they sold codeine in
239 liquid, syrup, lozenge, drop or powder formulations (Table S2 in Supplement 1).

240 Products contained a median of three substances per combination (IQR: 2–4, range: 1–
241 16). Limited details were available in the pack information: the dosages of codeine were
242 available in 17% of products (98 of 569) in 15 countries.

243

244 **4 Discussion**

245 Many people have purchased non-prescribed codeine in several parts of the world.

246 Overall, total sales and public expenditure of OTC codeine products increased over
247 time. However, sales and expenditure were not equally distributed across the 31
248 countries.

249

250 South Africa consistently sold the greatest volume of OTC codeine each year. This
251 demand for OTC codeine could be driven by the incidences of painful conditions in
252 South Africa and the growing concern of opioid misuse and dependence [45,46]. In the

253 2016 South African Demographic and Household Survey [45], the prevalence of
254 chronic pain in the adult population was 18.3% (95% confidence interval: 17.0-19.7%).
255 A study of admission for substance abuse treatments in South Africa found that 2.5%
256 (n=435) of all admissions in 2014 were for codeine misuse or dependence [47]. In a
257 2014 survey of prescribers in South Africa, concerns were expressed about the
258 availability of codeine OTC and the lack of data sources to examine its use [46]. The
259 availability of non-prescribed codeine in South Africa may also have ramifications for
260 neighbouring countries that restrict access. For example, reports in Zimbabwe suggest
261 that codeine-containing cough syrup was being illegally smuggled in from South Africa
262 and sold on the streets after being outlawed in 2015 [48]. However, there are limited
263 data in many countries on the prevalence of such activities and the extent of codeine use
264 and misuse.

265

266 The public in Ireland spent the most on OTC codeine products and had the second-
267 largest sales volume. Concerns regarding public access to codeine and its misuse are
268 well reported in Ireland [49,50]. However, a study examining hospital presentations
269 involving intentional drug overdoses between 2007 and 2013 in Ireland reported a 20%
270 decrease in codeine-related overdoses following new guidance for pharmacists in 2010
271 [51]. Despite this guidance, the sales of codeine in Ireland remained high in our study.

272

273 According to *IQVIA*'s data, Japan had the largest increase in sales, which may have
274 been partly driven by Japan's reclassification process for OTC medicines in 2015 [52].
275 In contrast, sales fell considerably in France, which can be attributed to the decree
276 signed by the French government in July 2017 that made codeine prescription-only with

277 immediate effect [27]. In South Africa, Canada, Switzerland, Ireland, and the UK,
278 governments have proposed or are considering plans to do likewise [53–56], but in the
279 meantime, many people in these countries may be self-medicating and unknowingly
280 developing codeine dependency or addiction. Studies assessing the effect of
281 rescheduling codeine to prescription-only in Australia showed a reduction in all
282 codeine-related poisonings and no change in calls to poisons centres or sales of high-
283 strength (>15 mg) prescribed codeine after reclassification [31,57]. The success of
284 Australia’s rescheduling suggests that governments worldwide should make codeine
285 prescription-only. However, since many low- and middle-income countries experience
286 barriers to accessing opioids [58–60], the WHO recommends that codeine should not be
287 rescheduled and for codeine to be included in essential medicines lists [61]. If a
288 consensus on the status of OTC codeine products cannot be reached, data should be
289 collected globally to monitor its use and harms.

290

291 Changes to regulations of OTC codeine and differences in trade exemptions,
292 agreements, and disclosures of commercial interests at the country level may explain
293 some of the variations in sales and expenditure [25]. For example, the public in Ireland,
294 the UK, Croatia, and Japan spent more on OTC codeine products than South Africa
295 despite their large sales volume. In countries such as Germany and the USA, which had
296 high rates of prescribed opioids [60], mean sales of OTC codeine products were low.
297 However, our figures included various formulations of codeine available OTC and
298 depended on the coverage of data from *IQVIA* during the study period. Thus, it is
299 difficult to determine whether the variation in sales represents real differences between
300 countries.

301

302 **Strengths and limitations**

303 We preregistered our study protocol and shared our statistical code and study materials
304 where possible [41,42,44]. We used dosage units to combine liquid and solid forms,
305 accounted for population increases over the study period and adjusted for *IQVIA*'s
306 coverage of data. The figures represent population-level sales and expenditure of OTC
307 codeine in 31 countries, providing the best available proxy for actual use. However,
308 many other countries sold codeine OTC during our study period, including Australia
309 [32], which was not provided by *IQVIA* when we requested the data. Due to such data's
310 commercial nature, *IQVIA* also withheld methodological information about the data,
311 such as their formulation for calculating dosage units and conversion to GBP for other
312 currencies. *IQVIA*'s coverage and the completeness of data may have also affected
313 trends; the percentages on data coverage was provided at single time points, which may
314 not accurately represent changes over time. Sales represented products for adults,
315 although we calculated rates using population statistics for all age groups, including
316 children. Codeine-containing products may also be purchased in large quantities from
317 online pharmacies or the black market [62], not captured in these data.

318

319 **Implications**

320 Since access to data on OTC codeine sales has previously been difficult to assess, our
321 study provides one of the first estimates of the amount of codeine sold OTC in the 31
322 included countries. This information could inform future reviews of codeine by the
323 WHO's Expert Committee on Drug Dependence [25] and international policies such as
324 the rescheduling of codeine in the 1961 Single Convention on Narcotics Drugs.

325 However, better access to OTC sales data is still required. Amendments to medicines
326 legislation in the UK shows how such data could be collected. The Misuse of Drugs
327 Regulation 2001, the Medicines for Human Use (Administration and Sale or Supply)
328 (Miscellaneous Amendments) Order 2007, and the Medicines (Sale or Supply)
329 (Miscellaneous Provisions Amendment Regulations 2007) were updated to require
330 pharmacies to submit counts of private prescriptions for Schedule 2 and Schedule 3
331 controlled drugs to the National Health Service (NHS) Prescription Services for
332 analysis, audit, and monitoring [63,64]. A similar system could be enforced through a
333 public health organisation such as the WHO or the International Narcotics Control
334 Board (INCB), which already collects governments' annual drug statistics on codeine
335 [65]. Such data could then be used by governments and researchers to monitor sales of
336 OTC codeine and measure the impact of regulatory changes.

337

338 **Conclusions**

339 Codeine is one of the most widely accessible and used opioids worldwide. However,
340 monitoring its use and preventing its misuse as an OTC product is a public health
341 challenge. Healthcare professionals should ask their patients about their use of OTC
342 products. Public health measures are needed to identify and prevent codeine misuse and
343 increase awareness and education of the harms of codeine, particularly in young adults.
344 Governments should review policies to improve the collection of sales data, and the
345 safety of products sold OTC containing codeine.

346

347 **Supplementary material**

348 Supplement 1: Supplementary tables and figures

349 Supplement 2: STROBE reporting checklist

350

351 **Declarations**

352 **Funding**

353 This research was supported by the Primary Care Research Trust of Birmingham and

354 Midlands Research Practices Consortium who provided the funding to purchase the

355 sales data from IQVIA.

356

357 **Competing interests**

358 GCR was financially supported by the National Institute for Health Research (NIHR)

359 School for Primary Care Research (SPCR), the Naji Foundation, and the Rotary

360 Foundation to study for a Doctor of Philosophy (2017-2020), but no longer has any

361 financial COIs. GCR is an Associate Editor of BMJ Evidence Based Medicine. JKA has

362 published articles and edited textbooks on adverse drug reactions and interactions and

363 has often given medicolegal advice, including appearances as an expert witness in

364 coroners' courts, often dealing with the adverse effects of opioids. BM works for NHS

365 England as a pharmacist adviser. BG has received research funding from the Laura and

366 John Arnold Foundation, the NIHR, the NIHR SPCR, the NIHR Oxford Biomedical

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373 Oxford Thames Valley, and the NIHR Oxford OUH BRC. CH is an NIHR Senior
374 Investigator and has received expenses and fees for his media work, expenses from the
375 WHO, FDA, and holds grant funding from the NIHR SPCR and the NIHR SPCR
376 Evidence Synthesis Working Group [Project 380], the NIHR BRC Oxford and the
377 WHO. On occasion, CH receives expenses for teaching EBM and is also paid for his GP
378 work in NHS out of hours (contract with Oxford Health NHS Foundation Trust). CH is
379 the Director of the CEBM. The views expressed are those of the authors and not
380 necessarily those of the NHS, the NIHR or the Department of Health and Social Care.

381

382 **Availability of data and material**

383 Study materials are available on an open repository [44] (<https://osf.io/yt6bf/>). We
384 cannot openly share the data owing to contractual agreements with *IQVIA*, but the data
385 can be accessed directly from *IQVIA*, which will require a fee.

386

387 **Code availability**

388 Our statistical code is openly available at GitHub [41]
389 (https://github.com/georgiarichards/otc_codeine).

390

391 **Authors' contributions**

392 GCR devised the research question, designed the methods, wrote the protocol,
393 conducted a literature search, sourced the data, cleaned, managed, and analysed the
394 data, created the figures, and wrote the first draft of the manuscript. JKA and CH

395 reviewed the protocol and preliminary findings and provided supervisory support.
396 FDRH reviewed the protocol and facilitated the grant application. BM reviewed
397 preliminary findings and contributed to the interpretation of data. BG provided
398 supervisory support. All authors read and approved the final version.

399

400 **Ethics approval**

401 Not applicable

402

403 **Consent to participate**

404 Not applicable

405

406 **Consent to publication**

407 All authors read and approved the final manuscript and consent to submit the
408 manuscript for publication.

409

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