Appendix B: PDMP Planning Tool

Overview

In 2014, approximately 19,000 people in the United States died from overdoses of prescription opioids. Prescription drug monitoring programs (PDMPs) are a key resource for individual prescribers and public health and safety agencies responsible for addressing the prescription opioid epidemic. PDMP data help prescribers detect potentially inappropriate use of controlled substances, make better-informed clinical decisions, and improve patient care.

The purpose of this planning tool is to assist states and territories in prioritizing the adoption or enhancement of practices to increase prescriber utilization of PDMPs and then facilitate planning to support the implementation of the selected practice(s). Table B.1 provides a description of evidence-based PDMP practices.

Table B.1

Evidence-Based PDMP Practices to Increase Prescriber Utilization

PDMP practices	Description
Prescriber use mandates	Requiring a prescriber to view a patient's PDMP data under certain circumstances, such as before writing an initial prescription for a controlled substance.
Delegation	Allowing prescribers to designate someone on staff, such as a nurse, to access the PDMP on their behalf to help manage workflow.
Unsolicited reports	Proactively sending communications from PDMP staff to prescribers, dispensers, law enforcement, and regulators to flag potentially harmful drug use or prescribing activity based on PDMP data.
Data timeliness	Uploading of information to the database at set intervals, whether in real time, daily, weekly, or monthly. (Dispensers, which include pharmacies and prescribers who provide medications directly to patients, are responsible for uploading data.)
Streamlined enrollment	Simplifying processes, such as instituting automatic PDMP registration triggered by state controlled substance registration, to more easily enable prescribers to enroll in the PDMP.
Educational and promotional initiatives	Making efforts to promote the program, including prescriber training (via formats that include online videos and instructional materials) on how to access and use PDMP data
Health information technology (IT) integration	Combining PDMP data with other clinical data through technologies that are used to store, communicate, and analyze health information, such as electronic health records.
Enhanced user interfaces	Implementing user-friendly technologies, such as dashboards and mobile applications that provide PDMP data in easily understandable formats.
Other practice(s)	Optimizing a PDMP, including those aimed at increasing prescriber utilization. Examples include prescriber self-lookup, prescriber report cards, and batch reporting to increase prescriber utilization.

Steps to Support the Development of a Strategic Plan

1

Assess your current situation and desired goals

Which PDMP practices are already in place?

What goals do you have for each PDMP practice?

2

Identify and categorize stakeholders

Who has a stake in the implementation of each PDMP practice?

How would you characterize each stakeholder?

3

Analyze the facilitators and barriers to implementing each PDMP practice

What factors will help in achieving your goals?

What roadblocks do you expect to encounter?

4

Prioritize your goals

Which goals will have the greatest impact?

Which goals can be more easily accomplished?

5

Develop a strategic plan

When do you plan to accomplish your goals?

Who will be responsible for action steps?

How will you define success?

6

Plan for sustainability

Which activities can and should continue?

Which activities are most likely to support your short- and long-term goals?

How to use this tool

This tool will walk users through the process of developing a strategic plan by helping to define goals, stakeholders, facilitators and barriers, and priorities. (See Figure B.1.) States and territories may choose to adopt or enhance one or more PDMP practices to improve prescriber utilization.

Assess your current situation and desired goals

Complete Worksheet 1 to gain a deeper understanding of the current status of PDMP practices and desired goals for the future. Review the PDMP laws, regulations, and operations in place to determine if and how each practice could be implemented or enhanced. Goals that fall outside the scope of the eight evidence-based PDMP practices outlined in Table B.1 should be placed in the "Other practice(s)" category. These might include prescriber self-lookup, prescriber report cards, or batch reporting. Consider the nuances of each PDMP practice and set specific goals that will increase prescriber utilization of PDMPs.

Example: Minnesota replaced paper-based PDMP enrollment with automated registration system

As detailed in the report, Minnesota implemented an automated system for registering PDMP users in 2012, replacing a previous paper-based process that required having applications notarized, and then mailed or scanned. The speed and ease of registration likely helps incentivize prescriber enrollment with the PDMP, while saving time that the PDMP staff would otherwise spend on manually processing applications. The automated registration system gives prescribers and pharmacists almost immediate access to PDMP data after applications are electronically approved; most applicants have their login credentials within 15 minutes of application submission. The time to gain registration approval decreased from up to seven days to just 10 minutes. Prior to the 2012 implementation date, the **current situation** was paper-based PDMP enrollment; the **desired goal**, automated PDMP registration, was successfully achieved with funding from a federal grant.

Identify and categorize stakeholders

Stakeholders will come from many fields, such as health care, law enforcement, information technology, and patient advocates.

Examples of Potential PDMP Stakeholders in the Public Health System

- Health care providers
- Professional licensure boards
- Elected officials
- Law enforcement
- Judges
- Health information exchanges
- Third-party payers

- Researchers
- Mental health
- Drug treatment facilities
- Patient advocates
- Patients
- General public

Each stakeholder plays a role, whether large or small. Knowing who will support or challenge change will inform the facilitators and barriers that may be faced as well as goals to prioritize. Brainstorm all entities with a stake in PDMP laws, regulations, or operations and categorize each entity by stakeholder type, utilizing Worksheet 2:

- **Supporters:** Already support the change

- **Fence sitters:** Could support the change, or not

- **Challengers:** Unlikely to support the change without compromise

- **Unknowns:** Don't know where they stand

Supporters will serve as allies as you try to initiate change and may help foster relationships with other supporters. Fence sitters can be persuaded to support the change, particularly if it is framed in a way that appeals to the stakeholder's interests or bottom line. While some challengers may be persuaded by the right argument or compromise, consider limiting time spent trying to persuade them that proposed changes are the right course of action. It is important to be aware of who the challengers are, especially if there are many, because they may prove to be a major barrier. Finally, there will be stakeholders who have an opinion you don't know about, or unknowns who could possibly be champions for the proposed change, be convinced of the course of action, or may outright challenge any change to PDMP laws, regulations, or operations.

Analyze facilitators and barriers to implementing each PDMP feature

For each PDMP practice, think critically about the factors that will help to support change (facilitators) and which factors will hinder or block change (barriers). Use Worksheet 3 to record the identified facilitators and barriers, as well as strategies for overcoming them.

Example: Facilitators and barriers to real-time PDMP reporting in Oklahoma

In January 2012, Oklahoma instituted real-time reporting of controlled substance dispensing information. The Oklahoma experience demonstrates the feasibility of real-time reporting, should a state decide to implement this PDMP feature. As described in the case study, the **facilitators** to improving data timeliness were the prescribers, particularly emergency department physicians who were concerned about incomplete controlled substance prescription histories at the time of a patient encounter. **Barriers** included legislators and other stakeholders who were opposed to real-time reporting because of concerns with pharmacy workflow and costs. As a strategy for overcoming barriers, the PDMP project team formed an advisory committee to ensure that perspectives from all stakeholders were taken into account. The advisory committee included representation from chain and independent pharmacies; software and data collection vendors; professional licensing boards; trade organizations; emergency room, primary care, and veterinary providers; and state regulatory agencies. The PDMP team worked closely with legislative committees to create support for the project and built in sufficient lead time to enable pharmacies to meet the deadline for the system's launch.

Prioritize your goals

Consider all stakeholders, facilitators, and barriers, and organize the desired goals by level of impact and effort. Complete Worksheet 4 to organize your desired goals by level of impact and effort. In addition to stakeholders, facilitators, and barriers, the amount of impact and effort may be influenced by factors unique to your state. **High-impact, low-effort** goals should be prioritized as they can be more easily accomplished than others. **High-impact, high-effort goals** require significant planning and the activities completed toward these goals will take considerably more time. Goals that are **low-impact, low-effort** are low priority and should be done only after high-impact goals are complete or in the process of becoming complete. Finally, **high-effort, low-impact** goals are the lowest priority as these will take a lot of resources to complete but will have little impact.

Develop a strategic plan

Use Worksheet 5 to develop a strategic plan. Then share the strategic plan with partner agencies and other stakeholders. For each goal:

1. Define the tasks or activities necessary for its completion.

2. Determine the measures of success (e.g., benchmarks) that will indicate whether the task or activity has been completed.

3. Describe the resources needed to meet each benchmark.

4. Among the identified stakeholders, consider the most appropriate parties to complete the specific task or project.

5. Set a realistic target completion date.

Planning for sustainability

While some tasks outlined in the strategic plan will have clear end dates, many others will need to continue in order to achieve your goals. Plans for sustainability will vary, based on a number of factors that will differ on a state-by-state basis. As tasks are implemented, consider the following questions:

- Which tasks or activities can and should be sustained?

- What is the benefit of continuing this task or activity?

- Has this task been effective in supporting the implementation of the goal?

- Do any new measurable outcomes demonstrate success of a particular task or activity?

- Should certain aspects of the strategic plan be changed or emphasized?

- How can you better manage relationships with partners, stakeholders, and the community?

- How can champions further assist or support your goals and activities?

- How can leadership and staff, internally or externally, support successful completion of the activities in your strategic plan?

Worksheet 1
Current Situation and Desired Goals

PDMP practices	Current situation	Desired goal
Prescriber use mandates		
Delegation		
Unsolicited reports		
Data timeliness		
Streamlined enrollment		
Educational and promotional initiatives		
Health information technology (IT) integration		
Enhanced user interfaces		
Other practice(s)		

Identify and Categorize Stakeholders

PDMP features	Stakeholders			
	Supporters	Fence sitters	Challengers	Unknowns
Prescriber use mandates				
Delegation				
Unsolicited reports				
Data timeliness				
Streamlined enrollment				
Educational and promotional initiatives				
Health information technology (IT) integration				
Enhanced user interfaces				
Other practice(s)				

Worksheet 3
Facilitators and Barriers

PDMP features	Facilitators	Barriers	Strategies for overcoming barriers
Prescriber use mandates			
Delegation			
Unsolicited reports			
Data timeliness			
Streamlined enrollment			
Educational and promotional initiatives			
Health information technology (IT) integration			
Enhanced user interfaces			
Other practice(s)			

Impact-Effort Decision Matrix

	Low effort	High effort
High impact		
Low impact		

Select one to three priority goals and enter them in the space below.

Goal 1

Goal 2

Goal 3

Worksheet 5
Strategic Plan

Goal 1	Measures of success/ benchmarks	Resources needed	Responsible parties	Target completion date
Task/activity:				
Task/activity:				
Task/activity:				

Goal 2	Measures of success/ benchmarks	Resources needed	Responsible parties	Target completion date
Task/activity:				
Task/activity:				
Task/activity:				

Goal 3	Measures of success/ benchmarks	Resources needed	Responsible parties	Target completion date
Task/activity:				
Task/activity:				
Task/activity:				