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## 1 **Introduction**

2 Worldwide prevalence of prescription opioid use has tripled since 1991, the greatest  
3 increases occurring in the USA and Canada. <sup>1-3</sup> Recent UK studies have highlighted an  
4 increase in the prescribing of opioids in primary care, most prominent in areas of social  
5 deprivation.<sup>4-7</sup> These patterns have emerged despite lack of evidence of efficacy of  
6 opioids when used in the long-term but clear evidence of dose-dependent harmful  
7 outcomes for patients.<sup>8</sup>

8 Prescribing medication, regardless of the condition being managed, is a complex  
9 process as it requires the GP to consolidate evidence based recommendations with the  
10 patient's presenting complaint and co-morbidities to recommend a course of action  
11 having reached a consensus with the patient.<sup>9</sup> GP-patient encounters centred on the  
12 prescribing of opioids are particularly complex given the potential for adverse outcomes  
13 from these medications and the understandable concern about potentially inappropriate  
14 use and addiction. However, being overly-cautious can result in the under-prescribing of  
15 analgesics particularly in medically complicated patients. This can lead to uncontrolled  
16 pain with a negative impact on quality of life.<sup>10</sup>

17 Several qualitative studies have indicated that the prescribing of opioids for chronic  
18 non-malignant pain (CNMP) in primary care is influenced by the resources available to  
19 the GP in addition to knowledge, experience and beliefs of the prescriber. For instance,  
20 ease of access to physiotherapy or pain specialists, perceived or actual risk of opioid  
21 related side-effects, concerns about misuse of opioids and professional experience in  
22 the management of CNMP are factors that alone or in combination influence the  
23 prescribing decision-making process. <sup>11-13</sup> These issues may be further compounded by  
24 a sense of scrutiny from professional authorities which may further influence the GPs  
25 approach to opioid prescribing. <sup>14</sup>

26 As most opioids prescriptions are initiated by a patient's GP, it is essential that we  
27 understand the dynamics of a GP-patient consultation which leads to the prescribing  
28 decision. <sup>7</sup> The aim of this study is to identify and synthesize the qualitative literature on  
29 the factors influencing the nature and extent of opioid prescribing in CNMP by GPs in  
30 primary care. The secondary aim is to develop a theoretical model that describes the  
31 relationship between factors influencing prescribing of opioids for CNMP by GPs.

## 32 **Method**

33 A systematic search was conducted to identify eligible studies followed by a thematic  
34 synthesis of the included studies. Thematic synthesis involves the analysis of primary  
35 qualitative literature and provides a framework to integrate findings.<sup>15</sup> This is reported  
36 using the 'Enhancing transparency in reporting the synthesis of qualitative research: the  
37 ENTREQ statement', a 21 item checklist.<sup>16</sup> The systematic review was registered with  
38 the International Prospective Register of Systematic Reviews (PROSPERO),  
39 registration number CRD42017060017. Ethics approval was not required as the study  
40 did not involve human subjects. The completed ENTREQ and PRISMA statements are  
41 provided in Appendix 1 and 2 respectively.

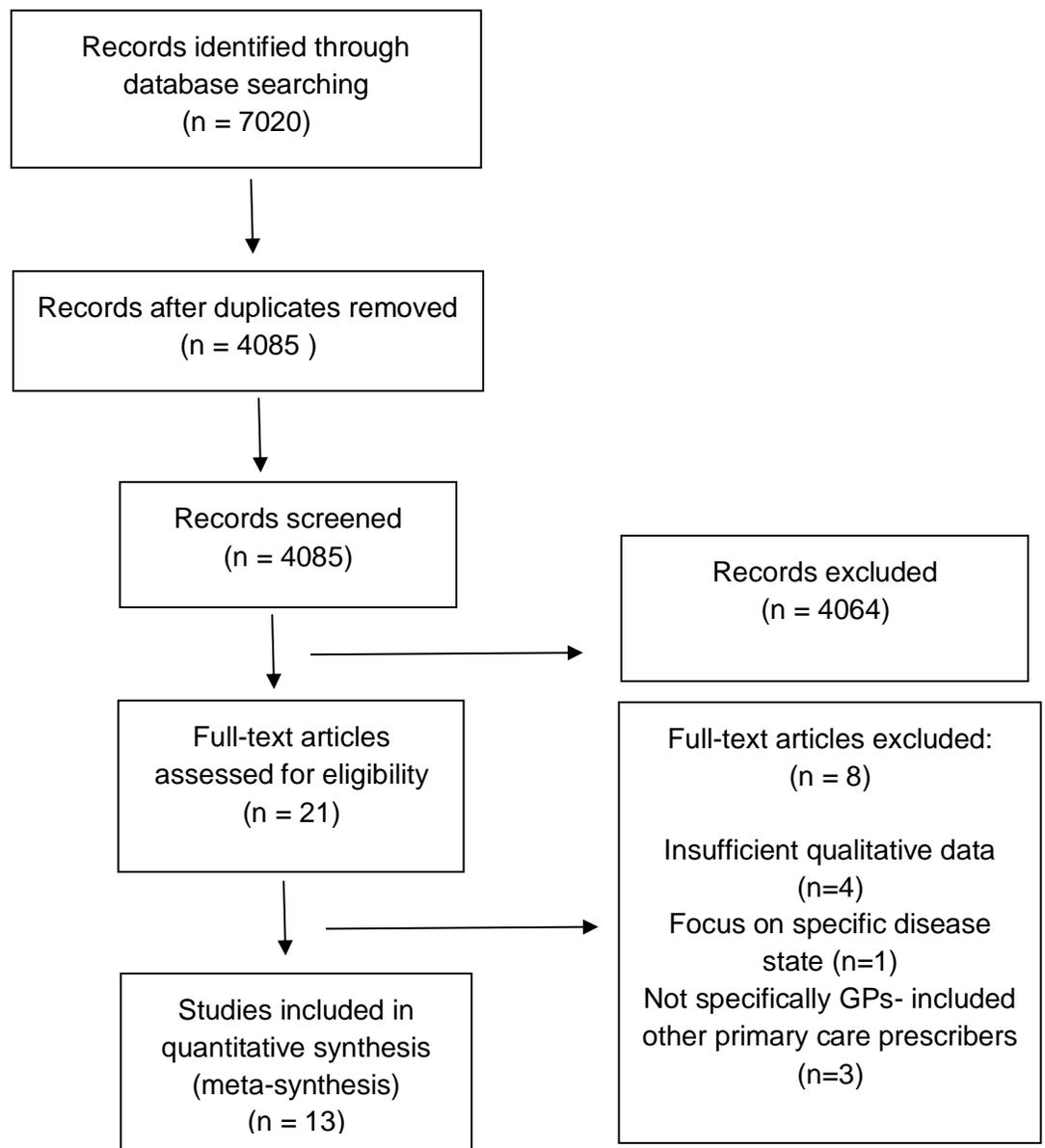
### 42 43 Search Strategy

44 A search strategy was devised to identify all available studies on the topic of GPs  
45 prescribing opioids for CNMP. The inclusion criteria for this review were that studies: a)  
46 document GP's experiences and behaviours relating to prescribing opioids for CNMP in  
47 a primary care setting; b) were published in peer-reviewed journals and indexed in key  
48 clinical and scientific databases; and c) used a qualitative or mixed-method  
49 methodology. Studies were excluded from the review if they were non-English  
50 language, theoretical or methodological articles, policy documents, conference  
51 abstracts or presentations.

52 The searches were conducted across the following databases including  
53 MEDLINE, Embase, PsychINFO, Cochrane Database, International Pharmaceutical  
54 Abstracts, Database of Abstracts of Reviews of Effects, CINAHL and Web of Science.  
55 These databases were systematically searched from 1986, the year of the development  
56 of the WHO analgesic ladder to January 2017, the search was repeated to identify any  
57 relevant papers published from January 2017 - February 2018. The search strategy is  
58 provided in Appendix 3. Search descriptors included chronic pain, opioid, attitude and  
59 general practice. Reference lists of included articles were searched however  
60 handsearching was not conducted. The PRISMA flowchart summarises the search,  
61 review and selection process (Figure 1).

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88 Figure 1: Search strategy

89

### 90 Study Selection

91 Two reviewers (REMOVED FOR ANONYMITY) independently screened titles and  
92 abstracts of all identified records to determine eligibility for inclusion in the review.  
93 Inconsistencies in selection were examined following review of titles and abstracts. The  
94 reviewers then independently assessed the full text of the articles. Disagreements were  
95 resolved by a third member (REMOVED FOR ANONYMITY) of the research team.

## 96 Quality Assessment

97 The quality of the studies was assessed using the Critical Appraisal Skills Programme  
98 (CASP) tool for qualitative research. <sup>17</sup> The CASP checklist highlights the information  
99 that should be included in a qualitative report and is widely used in qualitative reviews.  
100 <sup>18</sup> Two reviewers (REMOVED FOR ANONYMITY) assessed the quality of each study  
101 and a decision on the inclusion of studies was made with agreement of all authors.

102

## 103 Data synthesis and analysis

104 The results were organised using the process of Thematic Network Analysis (TNA). <sup>19</sup>  
105 TNA is a way of coding, organising and identifying emergent themes in a systematic  
106 way. All text in the included papers that were results or findings from the study were  
107 coded for basic themes by two researchers (MCK & PP) independently. Initial basic  
108 themes described the subject of the data extracted and did not attempt to interpret the  
109 data <sup>20</sup>. All data extracted from each paper was indexed and an overarching coding  
110 framework developed. All coded papers were then reviewed by two researchers  
111 (REMOVED FOR ANONYMITY) and where necessary re-coded. For example, some  
112 codes were merged and some were broken down into two or more codes as further  
113 data nuanced the emergent themes. A final check was completed to ensure codes were  
114 used consistently and exhaustively for all texts. Codes were then collated and each  
115 code was analysed to "identify the underlying patterns and structures" <sup>19</sup>. Memo's and  
116 journal entries written during the coding were included at this stage to examine the  
117 semantic features of each code; organising themes were developed through this  
118 process. The organising themes were then discussed by the two main researchers  
119 again (MCK & PP) and grouped into the global themes of the research. Data analysis  
120 was conducted using NVIVO Version 11 software.

121

## 122 Results

123 The search identified 7020 titles. Excluding duplicates (n=2935), 4085 titles were  
124 screened; 21 full text articles were reviewed. Thirteen articles were included in the  
125 review, the characteristics of these studies and associated CASP scores are presented  
126 in Table 1. Nine were from the USA, 3 from the UK and 1 from Sweden. The basic

127 codes underpinning the organising themes are presented in Table 2. Figure 2 provides  
 128 an overview of the organising and global themes. Some basic codes were incorporated  
 129 into more than one organising theme. Some organising themes are included in more  
 130 than one global theme. This intersection of themes is normal and is demonstrative of  
 131 both the close agreement of the papers as to the major issues and the complex nature  
 132 of GP-patient relationships and encounters thus described.  
 133

<b>Suspicion Axis</b>	<ul style="list-style-type: none"> <li>• Trust and mistrust</li> <li>• Importance of aetiology</li> <li>• Monitoring</li> </ul>
<b>Risk Axis</b>	<ul style="list-style-type: none"> <li>• Physical and psychological harm</li> <li>• The morality of addiction</li> <li>• Monitoring</li> </ul>
<b>Disagreement Axis</b>	<ul style="list-style-type: none"> <li>• Consult variables</li> </ul>
<b>System Level Factors</b>	<ul style="list-style-type: none"> <li>• Inadequate pain management</li> <li>• Systems</li> <li>• Monitoring</li> </ul>

134  
 135 **Figure 2:** Organising and global themes  
 136

137 **Suspicion Axis**

138 This global theme describes the patient, GP and context variables which raise or lower  
 139 a GP’s suspicion of addiction and dependency, substance abuse, criminal activity,  
 140 health system ‘gaming’ or other misuse of controlled prescription drugs. Factors such as  
 141 the long-standing relationship and continuity of care between a GP and patient,  
 142 demographic patient factors and the presence or absence of a definite diagnosis or  
 143 aetiology of pain all mediate the variables in this axis of decision making.

144  
 145 Trust and mistrust

146 This theme appeared frequently across papers and is about the work the GP and the  
 147 patient must do to gain and keep trust in each other. Characteristics, such as  
 148 expectations of patient’s behavior based on stereotypes, play a part, but so too does the  
 149 history between the patient and GP. Trust is a processual factor in this context, it is built  
 150 over time but can be eroded quickly if a GP feels that the patient is trying to manipulate

151 them. The attempt by a patient to obtain opioids is often automatically a suspicious act  
152 in the eyes of the GP. However, a patient in pain seeking relief in this respect will not  
153 necessarily present differently from one seeking opioids for addiction or dependence.

154

155 *'I think everybody's fingers get burnt with people who you give the opioids to with a*  
156 *more trusting attitude than maybe you should have and the problem has quickly come*  
157 *back to you with needing more and more opioids.'*<sup>21</sup>

158

159 GPs also doubted the patients' trust in both themselves and the risk-benefit analysis  
160 they made about opioid use. Further, the GPs noted that the stigma of opioids,  
161 especially in some communities, and that sometimes put patients off using them even  
162 when the GP's decision was that they would be helpful.

163

164 *"Patients hear the word codeine or some [other opioid] that they recognize and they*  
165 *think of it as a street drug, and don't want to be associated with that. I think in this*  
166 *population, when street crime is so rampant, and they have families who have been hurt*  
167 *by street crime or family members who are in jail because of selling, patients are very*  
168 *hesitant.'*<sup>22</sup>

169

170 The demographic factors of a patient often changed the doctor's suspicion that a patient  
171 might be abusing and/or selling prescription drugs. Generally, GPs reported that they  
172 were likely to have less suspicion of misuse in older patients and sometimes racial and  
173 socio-economic factors also influenced them.

174

175 *"I think if someone's history shows that they have an addictive personality, whether it be*  
176 *street drugs, alcohol, smoking pot, whatever that theoretical concern is, but the patients*  
177 *I've used opiates for in non-cancer are nearly always the elderly with joint pain and I*  
178 *don't have any concerns about them, no.'*<sup>21</sup>

179

180 However, many GPs were very aware of this tendency towards demographic  
181 stereotyping and actively reflected on this to avoid prejudice in their care giving,

182 although their assumption was usually towards the negative view that anyone would  
183 abuse prescription medication.

184  
185 *“That there’s a disconnect, saying, my brain wants to say...what we teach the*  
186 *residents... [that] anybody on narcotics [should have an Opioid Treatment Agreement],*  
187 *even if it’s the sweetest little 85-year-old woman who looks like your grandmother,*  
188 *versus, you know, some guy from the ghetto wearing his pants down at his knees... it*  
189 *shouldn’t really matter.”* <sup>23</sup>

190  
191 Importance of aetiology  
192 The recognition of the difficulties inherent in subjective pain assessment is at the heart  
193 of the GP decision making process. A diagnosed etiology helped a GP to feel more  
194 confident in the patient’s reports of pain, but even then, the extent of the pain was hard  
195 to gauge.

196  
197 *“Pain is so subjective and so that’s where the difficulty lies . . . I find it hard to say how*  
198 *someone’s pain can be judged by someone else.”* <sup>24</sup>

199  
200 The importance of an aetiology of the patient’s pain was a critical factor in the GP’s level  
201 of suspicion of abuse or aberrant prescription use. For patients who did not have an  
202 easily identifiable pathology, this led to difficulties for the GPs in managing their  
203 reported pain.

204  
205 *“I feel this as a physician, when I see a patient who has, you know, a pathological*  
206 *fracture on an X-ray... if there’s something objectively definable it does change the way*  
207 *that I approach the patient.”* <sup>25</sup>

208  
209 **Risk Axis**  
210 GPs conduct a risk-benefit analysis when deciding to initiate or continue a prescription  
211 for opioids. Three crucial elements in this decision making are the harm to the patient,

212 the harm to society and the harm to the GP themselves in terms of feelings of guilt and  
213 even the fear of professional sanctions should an incident occur.

214

215 Physical and psychological harm

216 Many of the GPs explicitly discussed the fact that they would prioritise risk avoidance  
217 over adequate pain relief. This is demonstrative of the ‘devil and deep blue sea’  
218 conundrum that GPs face: the potentially devastating effects of addiction mean that  
219 adequate management of pain, a key professional obligation, is not always possible.

220

221 *“For chronic pain in someone with a non-terminal type of illness you’ve got to weigh up*  
222 *what you are giving them in the long term, what are the potential side effects, is there an*  
223 *issue with addiction and you’re not going to just be increasing ... For chronic pain, non-*  
224 *malignant pain, I think there has to be an acceptance that you are not necessarily going*  
225 *to get them pain free because they’ve got the rest of their lives to live as well ...”*<sup>21</sup>

226

227 Related to the fear of causing harm was the guilt some GPs experienced, or might  
228 experience, due to opioid-related adverse events, causing them to think carefully before  
229 issuing a prescription:

230

231 *“If something does happen to them, you feel guilty and want to crawl under a table when*  
232 *they’re in the emergency room and you get the call that they fell while on the fentanyl*  
233 *patch you gave them. That kind of experience is powerful and definitely factors into the*  
234 *equation.”*<sup>22</sup>

235

236 Many GPs worried about the effect of frailty in their elderly patients, because of the  
237 much higher risks of side-effects or accidental injury. However, they also worried less  
238 about addiction in much older patients so the risk axis is complex to negotiate for frail  
239 patients.

240

241 *“I just have a hard time prescribing opioids in my older patients. I get frightened with 80+*  
242 *year olds; how are they going to respond? Am I going to absolutely drop them to the*  
243 *floor even with a small dose?”*<sup>22</sup>

244

245 Patients with physical and mental illnesses in addition to their chronic pain were seen as  
246 particularly hard to prescribe for because of the difficulties in predicting their likely  
247 response to opioids and also their risk of becoming addicted. Some GPs saw addiction  
248 as a psychiatric co-morbidity in and of itself, and the resultant confusion about how to  
249 both manage pain with addictive substances and treat the addiction itself were very  
250 apparent.

251

252 **Morality of addiction**

253 The nature of the drug itself, its addictive qualities but also its situation in the moral and  
254 legal ambiguity as a controlled substance given for a more or less valid reason,  
255 changed the nature of the GP-patient relationship. GPs view themselves as  
256 gatekeepers, charged with determining the appropriateness of an opioid prescription for  
257 their patient. However, this is not merely informed by an objective clinical assessment  
258 but consideration of personal motivations in the context of current or previous  
259 psychosocial concerns. Implicit in the prescribing decision is a moral judgement.

260

261 *“In most doctor–patient relationships we learn to listen to the patient and accept their*  
262 *testimony ... in some instances [in opioid prescription consults], to be quite honest, we*  
263 *are interviewing the patient as if we are a police officer or a lawyer and we’re trying to*  
264 *find flaws in their story ... So, there is a different relationship here.”*<sup>25</sup>

265

266 **Disagreement Axis**

267 This global theme concerns the level of agreement between patient and physician about  
268 the prescribing outcome from the consultation. Whether the patient is given opioids or  
269 not is not relevant to this axis, it is more concerned with the patient and GPs’ mutual  
270 acceptance or conflict about the final management plan. Factors such as previous  
271 relationship with the patient as well as the factors discussed above in the suspicion axis,

272 influence the likelihood of GP-patient agreement but it is worth noting that the necessity  
273 to preserve trust itself did often lead GPs to make prescriptions that they were otherwise  
274 concerned about. Trust in a GP-patient relationship is crucial to any effective  
275 management plan, but all the GPs who discussed it hinted that it was easily disrupted.  
276 Again, this also links back to the importance of an identified aetiology, which at least  
277 gave the GP confidence that a prescription was necessary.

278

279 *“I don’t know what the pain is like. They really might be in pain. I don’t want to challenge*  
280 *them and have them think that I don’t trust them. I don’t want to make them any more*  
281 *miserable.”*<sup>26</sup>

282

283 It is perceived as difficult for a GP to distinguish between drug seeking behaviour and  
284 pain relief seeking behaviour and this is at the core of the anxiety and conflict in the use  
285 of opioids for pain management. The way in which a patient presents has a huge  
286 influence on how much trust there is during the consultation and therefore on how likely  
287 the patient and GP are to agree on a management plan. Some of the physician’s  
288 demonstrated much empathy for a patient in pain, but this empathy when coupled with a  
289 lack of options for managing CNMP means that inappropriate prescriptions are more  
290 often given. This is not to suggest that the pain shouldn’t be treated but that the limited  
291 options for CNMP available in most primary care settings leave physicians with few  
292 options.

293

294 *“You have to show a patient you you’re empathetic to him. There is a pain. Pain is real”*

295 <sup>24</sup>

296

297 However, by displaying empathy, trust is developed and it may perhaps be easier to  
298 reach treatment agreements when such avenues of therapy are appropriate and  
299 available.

300

301 *“There are people who have expressed an interest to me in not wanting to be on the*  
302 *medication any more. Some have admitted that they’re probably at some level of*

303 dependence or addiction and we have had open discussions about not wanting to need  
304 *this medication anymore.*”<sup>26</sup>

305

### 306 **System Level Factors**

307 This global theme describes the context and influences on the GP, patient and clinic.  
308 Whilst these variables change over time, they do not change in the duration of the  
309 consult itself and are therefore the static parameters in which the consultation occurs.  
310 Some of the basic themes within this were universal, that is they applied to all countries  
311 and types of practice setting, such as the GP identified need for education and training  
312 on opioid prescribing. Some were specific to certain models of healthcare, for example,  
313 in the USA only certain patients who had the correct type of insurance could reliably  
314 attend a pain clinic, which made patients without such insurance more problematic for  
315 GPs to manage as there was no external support.

316

317 Across all countries, GPs worried that their prescribing practices were based on an  
318 **unsystematic** conglomeration of their previous experiences without any external  
319 guidelines on which to base their decisions.

320

321 *‘I suppose, the way I behave now prescribing for everything is a sort of rather woolly,  
322 nebulous product of everything I’ve done, particular experiences of dealing with pain.’*<sup>21</sup>

323

324 Some GP’s had specialist training in pain management as part of their initial training,  
325 but many felt like they were inadequately prepared and questioned the wisdom of  
326 leaving generalist primary care specialists to negotiate such a complex and potentially  
327 risky prescription management.

328

329 *“It’s a mistake promoting doctors like me to [treat pain and addiction]. It would be a  
330 societal mistake to have addiction and pain medicine be managed without other support  
331 services... Most of us in primary care end up [doing it] by default. But that’s not good.  
332 That’s not something to be promoted.”*<sup>26</sup>

333

334 Another reason for the perceived inadequate preparation of GP's for opioid prescription  
335 management is the scarcity of time and resources as the health systems of the USA  
336 and the UK become ever more stretched. A lack of training was identified across all  
337 settings, with many of the GP's feeling that they had training needs in opioid and pain  
338 prescription management.

339

340 *"I think it's [anxiety about what to prescribe] just due to lack of experience with using*  
341 *opioids for non-malignant pain... and because I haven't really done a lot of palliative*  
342 *care either."*<sup>27</sup>

343

344 A lack of time to properly assess a patient and their pain needs were identified by GPs.

345

346 "The biggest problem in the whole thing is lack of time. Typically, these are complex  
347 people with multiple problems, and you really could spend the whole appointment, more  
348 than 1 whole appointment, just talking about this [opioid agreement]... and you need to  
349 *really sit down and go through a person's record, and really try to make a more rational*  
350 *decision. I take it very seriously. It's serious business. What if you do create an opiate*  
351 *problem for somebody? Because you're not being careful enough about it?"*<sup>28</sup>

352

353 Further, a lack of specialist and joined-up support for both addiction and pain  
354 management was identified as a failure of the systems, again in all settings.

355

356 *"There is a really big access issue with the pain clinics right now...So, while I can refer*  
357 *them, their likelihood of getting an appointment, even with strong advocacy from me, is*  
358 *very low."*<sup>26</sup>

359

360 Many of the discussions about individual prescriptions also opened out to consideration  
361 of the wider issues in prescription opioid dependence and societal harm. Opioid  
362 prescriptions are subject to specific legislation, in most countries strong opioids are a  
363 controlled substance, primarily due to their association with misuse. Due to these tight

364 controls on their availability, opioids, particularly the more potent drugs, can have a high  
365 monetary value in illegal sale and usage.

366

367 “We have a responsibility to be careful with prescribing these medications, so when we  
368 get burned, society gets burned, patients get burned.”<sup>25</sup>

369

370 Monitoring appears in all four global categories and is such a cross cutting theme as  
371 GPs attempt to improve their management of CNMP and to ameliorate harm at both the  
372 patient and societal levels. GPs used contracts, sometimes to support their  
373 management and other times because they felt it was expected of them. There was  
374 much ambiguity around the use of contracts and a recognition that, whilst they could be  
375 useful, they also had the potential to damage the fragile patient-GP trust relationship.

376

377 “*The contract I really use so that it formalizes our relationship.it makes it easier if you*  
378 *have to take it to the next step and make this referral [to substance use disorder*  
379 *treatment].”<sup>26</sup>*

380

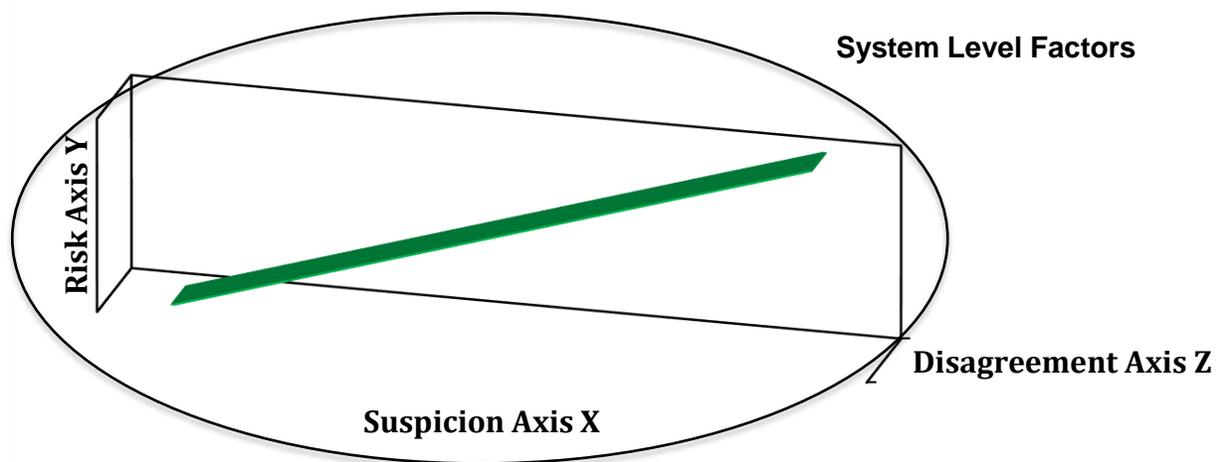
381 Many GPs thought that this change to the relationship was not productive and felt that it  
382 ran counter to the trust-based nature of their roles.

383

384 “*I think [drug screening is] destructive to a basic patient-doctor relationship. You’re there*  
385 *to help them and they can tell you their deepest, darkest secrets, but yet you’re policing*  
386 *them.* <sup>28</sup>”

387

388



389  
 390 **Figure 3:** Theoretical framework: Risk, suspicion and disagreement axes interact to shape the  
 391 opioid prescribing decisions. These are also influenced by system level factors which are seen  
 392 to encompass these other variables.

393  
 394 **Theoretical Model**

395 Through synthesis of basic themes to organising themes then global themes, an  
 396 overarching theoretical model was developed (Figure 3). The model proposes that when  
 397 faced with a decision to prescribe an opioid for a patient with CNMP, the GP, operates  
 398 within this framework. The decision to prescribe is informed by the perceived or actual  
 399 risks associated with prescribing an opioid for the patient, both physical and  
 400 psychological, the risk axis (Y-axis). This is balanced with the credibility of the pain  
 401 complaint combined with the likelihood of developing aberrant drug behaviours, the  
 402 suspicion axis (X-axis). At the centre of the decision-making process therefore is  
 403 ingrained the GPs understanding of the physical, psychological and moral qualities of  
 404 the patient, the credibility of their pain condition and potential for opioid misuse offset  
 405 against the therapeutic appropriateness of the prescription. This is further balanced with  
 406 the expectations of both parties in the consultation, the GP and the patient, the  
 407 disagreement axis (Z-axis). If both parties agree about the desired outcome of the  
 408 consultation, the issuing of an opioid prescription, is a *fait accompli* in that consultation.  
 409 The healthcare system and legislative requirements relating to opioid prescriptions  
 410 provide an inflexible environment in which the consultation takes place, the system level

411 factors. System level factors will not only differ for GPs internationally but on a regional  
412 and practice level basis.

413

#### 414 **Discussion**

415 This study has reviewed the factors affecting the prescribing of opioids for CNMP by  
416 GPs in primary care. By integrating the findings of the qualitative literature and deriving  
417 a theoretical model, we hope to progress the discussion on this subject, from one which  
418 seeks to map factors related to opioid prescribing to one which seeks to provide  
419 practical solutions. As GPs are responsible for the burden of care, it is imperative that  
420 the dynamics of opioid prescribing specific to primary care are mapped in order to  
421 identify practice changes that are of direct relevance to GPs.

422 The theoretical model that has been derived from the metasynthesis proposes  
423 that the factors underpinning the decision to prescribe are not weighted against each  
424 other in a risk/benefit equation as previously hypothesised in the literature.<sup>29</sup> Rather, it  
425 is proposed, that factors, in this case modelled as global themes, interact to affect the  
426 likelihood of a safe and effective prescribing outcome. For example, a young healthy  
427 patient with no co-morbidities presents less risk than a multimorbid older patient.  
428 However, the younger patient may trigger concern for the GP if actively requesting a  
429 prescription for an opioid particularly in the absence of a defined aetiology. Therefore,  
430 the younger patient, while low on the risk axis will be higher on the suspicion axis. The  
431 likelihood of being prescribed an opioid will be further diminished if the patient and GP  
432 are unable to reach a shared understanding of the analgesic management plan for the  
433 patient.

434 Opioids, although a highly effective family of analgesics, have a unique set of  
435 considerations that inform their use, the legal constraints surrounding their prescription  
436 and supply due to their potential for abuse and misuse, the side-effects of these  
437 medications together with their ill-defined benefits when used in the long-term.<sup>30</sup> These  
438 issues attach an element of stewardship to the prescribing of these agents, shifting the  
439 task to the more complex end of the prescribing spectrum. The public health and  
440 societal risks guiding the prescribing of opioids are akin to antibiotic stewardship; we  
441 propose that the policy recommendations and practice guidance should also follow this

442 model. However, at present, while we seek to manage antibiotic resistance on a public  
443 health level, the very real issues of mortality and morbidity with endemic opioid misuse  
444 is usually discussed as it pertains to an individual's behaviour. In practice, this moral  
445 construct obfuscates the real core of the current opioid crisis, which is that of a very  
446 small number of widely available options in CNMP management and adequate pain  
447 control. The morality which is embedded within discussion of opiate use, but rarely  
448 acknowledged, also leaves little room for discussion of the non-pathophysiological  
449 dimensions of pain and the complex relationship between mental health and CNMP.

450 A more objective and holistic view of patients with CNMP, especially that pain  
451 which does not have an identified aetiology, would perhaps lead to more psychological  
452 and physiotherapeutic interventions. These types of interventions are currently  
453 endorsed by the literature and within guidelines and are undoubtedly are of benefit to  
454 patients in the management of their pain condition.<sup>30-32</sup> However, at present access to  
455 these treatment pathways can be difficult for patients with CNMP.<sup>33</sup> Integrating  
456 psychological interventions into GP consultations is one strategy for overcoming the  
457 challenge relating to the limited access to such services.<sup>32</sup> For such interventions to be  
458 incorporated into any patient-physician encounter, it is obviously essential that the  
459 patient's pain experience is believed and accepted by the GP in the first place. Disbelief  
460 is often cited within the literature as a significant barrier for patients in accessing the  
461 supports they require.<sup>34</sup>

462 There is no doubt from the literature that pain control is a life changing  
463 intervention for many patients, but the risk benefit analysis of using opioids to this end is  
464 not often done in an objective way because of the attendant moral concerns around this  
465 class of drugs. Further, issues of health inequality are also often obscured by the  
466 morally loaded discussions around the opioid crisis. Patients who are of low  
467 socioeconomic position are at once more likely to experience untreated physical injuries  
468 and illnesses, more likely to have mental illnesses which contribute to or cause  
469 presentations of CNMP and are less likely to be managed in specialist facilities.<sup>35</sup> Thus,  
470 the burden of mortality is skewed towards the most vulnerable, towards those most  
471 likely to have pain and to be poorly managed within that pain. This fact needs to be part  
472 of the discussion too, as it is in and of itself an issue of morality and without a

473 consideration of this in planning novel strategies for stewardship, we will not target the  
474 people most in need.

475 Increasingly, recommendations within the literature is for GPs to not prescribe  
476 any opioids except for palliative care.<sup>30, 36</sup> Such a change in prescribing strategies is a  
477 significant shift from current practice and perhaps oversimplifies the solution to the  
478 opioid epidemic and, as above, will further exacerbate the inequalities in pain  
479 management. Furthermore, this advice is not helpful for those GPs caring for patients  
480 already established on an opioid regimen with opioid tapering a resource intensive and  
481 challenging process. Such a stance is also challenging in the context of a healthcare  
482 system with limited access to specialised care and where the cost of non-  
483 pharmacological interventions is not subsidised by the healthcare system or cannot be  
484 met by the individual alone.

485

#### 486 **Strengths and Limitations**

487 The thematic review was conducted systematically and methodically, with each stage of  
488 the research being validated by at least two authors however, it is possible that other  
489 interpretations may be derived from the papers included in the review. A systematic  
490 approach was taken to identify papers and the search was conducted by an  
491 experienced librarian. However, only papers that were published in peer-reviewed  
492 journals were identified as the search did not extend to grey literature. Methodologically  
493 the papers were similar, most utilised unstructured or semi-structured but in-depth  
494 interviews with GP's within a standard non-theory based qualitative approach.

495

#### 496 **Conclusion**

497 The prescribing of opioids for CNMP by GPs is influenced by factors relating to the  
498 specific patient, the consultation, experiences and perceptions of the prescriber as well  
499 as the healthcare system in which the GP operates. Rather than a relatively linear risk-  
500 benefit relationship, there is a complex interaction within the consultation between these  
501 various factors which affect the likelihood of a prescription being issued. The implicit  
502 morality judgment that is associated with the use of opioids is a key factor that is  
503 perhaps unique to this class of drugs. Current policy recommendations directed at GPs

504 oversimplify the complex process underpinning the initiation or continuation of opioids in  
505 primary care, it is therefore unsurprising that increasing trends in opioid prescriptions  
506 have remained stubbornly consistent. Further research and development of strategies  
507 based on overarching models of stewardship and specific tools for consultation need  
508 urgently to be developed.

509

510 **Declaration of Conflicting Interests**

511 The Authors declare that there is no conflict of interest

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**Table 1: Characteristics of included studies**

Study	Geographical Location	Methods	Participants	Data Collection	Aim	Key Themes	CASP score (max 10)
Barry et al., 2010	USA	Grounded theory using constant comparative method for systematic inductive analysis	23 office based physicians (13 women, 10 men)	Semi-structured interviews	Identify barriers and facilitators to opioid treatment of chronic non cancer pain patients by office based medical providers	Three key themes which were further subdivided into subthemes: Physician factors Patient factors Logistical factors	8
Bendtsen et al., 1999	Sweden	Critical incident technique	114 physicians (general practitioners and general practice registrars)	Semi-qualitative: questionnaire	Explore the qualities of dilemmas and considerations among physicians prior to deciding whether or not to prescribe opioid analgesics to patients in a primary care healthcare setting	Concern about abuse and addiction with no proper indication for the drug  Indication for the drug – acute or chronic pain	8
Bergman et al., 2013	USA	Inductive thematic analysis	14 Primary care practitioners 26 patients with chronic pain	One-time in depth interviews	Develop a better understanding of the respective experiences, perceptions and challenges that patients with chronic pain and PCPs face communicating with each other about pain management	Role of discussing pain versus other primary care concerns Acknowledgement of pain and the search for objective evidence Recognition of patient individuality and consideration of relationships	9
Esquibel and Borkan, 2014	USA	Immersion/crystallisation process generate a thematic codebook	16 physicians	Patient-physician dyads (interviews)	To explore the ways in which opioids medication influence the doctor-patient relationship	Pain considered as a biopsychosocial model Challenges to legitimise and treat non-objective pain Chronic opioid therapy is not the preferred pain management modality Feeling inadequate as a care	10

						provider in treating pain Pain relief many not be a top health priority	
Gooberman-Hill et al., 2011	UK	Thematic analysis	27 GPs (13 men, 14 women)	Semi-structured interviews	To explore GPs' opinions about opioids and decision-making processes when prescribing 'strong' opioids for chronic joint pain	Are opioids the best option Managing adverse effects and assessing vulnerable patients Views about opioid addiction, withdrawal and misuse Importance of previous experience	10
Harle et al., 2015	USA	Open coding thematic analysis	15 family medicine and general medicine physicians (7 men, 8 women)	In-depth interviews	To understand how primary care physicians perceive their decisions to prescribe opioids in the context of chronic noncancer pain management	Physicians' information needs and use <ul style="list-style-type: none"> <li>- Importance of objective and consistent information</li> <li>- Importance of identifying 'red flags' related risks to prescribing opioids</li> <li>- Importance of information about physical function and outcome goals</li> <li>- Importance of tacit knowledge and trust in patients</li> </ul> Other decision making challenges related to opioids <ul style="list-style-type: none"> <li>- Weighing potential therapeutic benefits against opioid risks</li> <li>- Time and resource constraints</li> <li>- The role of primary care specialties in managing pain</li> </ul>	10

Krebs et al., 2014	USA	Qualitative immersion/crystallisation approach	14 primary care physicians (recruited from 5 primary care clinics)	Semi-structured interviews	Understand physicians' and patients' perspectives on recommended opioid management practices and to identify potential barriers to and facilitators of guideline-concordant opioid management in primary care	Three barriers to use of recommended opioid management practices: Inadequate time and resources for opioid management Relying on general impressions of risk for opioid use Viewing opioid monitoring as a law enforcement activity	10
Matthias et al., 2010	USA	Thematic analysis	20 (10 men, 10 women from 5 outpatient primary care clinics)	Semi-structured interviews	To elicit provider's perspectives on their experiences in caring for patients with chronic pain	Providers emphasised the importance of the patient-provider relationship asserting that productive relationships with patients are essential for good pain care Detailed difficulties they encounter when caring for patients with chronic pain including feeling pressurised to treat with opioids	10
Matthias et al., 2013	USA	Emergent thematic analysis	5 (3 female, 2 male)(veteran affairs primary medical centre)	Recording of consultations with patients	Understand how physicians and patients with chronic musculoskeletal pain communicated about issues related to opioids	Uncertainties about opioid treatment for chronic pain, particularly addiction and misuse	10
McCrorie et al., 2015	UK	Grounded theory approach	15 GPs (11 women, 4 men)	Focus groups	Understand the processes which bring about and perpetuate long-term prescribing of opioids for chronic, non-cancer pain	Organisation of UK general practice Available therapeutic options Expertise in managing chronic pain	10
Seamark et al., 2013	UK	Thematic analysis	17 (interviews) 5 (focus group)	Semi-structured interviews Focus group	To describe the factors influencing GPs' prescribing of strong opioid drugs for chronic non-cancer pain	Chronic non-cancer pain is seen as different from cancer pain Difficulties in assessing pain Effect of experience and events	9
Spitz et al., 2011	USA	Directed content analysis	23 physicians	Six focus groups	Describe primary care providers' experiences and attitudes towards, as well as perceived barrier and facilitators to prescribing opioids as a treatment for chronic pain among older adults	Fear of causing harm Pain subjectivity Concerns about regulatory and/or legal sanctions Perceived patient- level barriers to opioid use Greater comfort in using opioids in palliative care	9

						Frustration treating pain in primary care	
Starrels et al., 2014	USA	Grounded theory approach	28 primary care providers (18 women, 10 men)	Semi-structured telephone interviews	To determine primary care providers' experiences, beliefs and attitudes about using opioid treatment agreements for patients with chronic pain	Perceived effect of OTA use on the therapeutic alliance Beliefs about the utility of OTAs for patient or providers Perception of patients' risk for opioid misuse	9

**Table 2 Basic codes, organising and global themes**

Suspicion Axis	Risk Axis	Disagreement Axis	System Level Factors
<p><b>Trust and mistrust</b>                      I'm not abusing anything – the fine line between pain control and abuse                      Medical or psychiatric comorbidity                      Undiagnosed focus or cause                      Disruptive influence of substance use disorder                      Psychological or non-pain reasons to take opioids                      Health system gaming – benefits insurance and selling prescriptions                      If you can't see the dilemma in this situation                      Patient asking for opioids and losing physicians respect                      Demographics, stigma and stereotyping                      Aberrant medication use</p> <p><b>Importance of aetiology</b>                      Objective pain assessment                      Appropriate indication – arising from objective evidence                      Medical or psychiatric comorbidity                      Undiagnosed focus or cause assumption of abuse</p> <p><b>Monitoring</b>                      Assessment                      Patient frustration with inadequate pain management                      Drug testing and contracts                      Monitoring                      Physicians concerns for side-effects and addiction                      Follow up and review                      Adverse effects                      Disruptive influence of substance use disorder                      Aberrant medication use</p>	<p><b>Physical and psychological harm</b>                      Physicians concern for side effects and addiction                      If you can't see a dilemma in this situation                      Aberrant medication use                      Medical or psychiatric comorbidity</p> <p><b>The morality of addiction</b>                      If you can't see the dilemma in this situation                      I'm not abusing anything – the fine line between pain control and abuse                      Health systems gaming – benefits, insurance and selling prescriptions                      Patient asking for opioids and losing physician respect                      Drug testing and contracts</p> <p><b>Monitoring</b>                      Assessment                      Patient frustration with inadequate pain management                      Drug testing and contracts                      Monitoring                      Physicians concern for side-effects and addiction                      Follow up and review                      Adverse effects                      Disruptive influence of substance use disorder                      Aberrant medication use</p>	<p><b>Consult variables</b>                      Managing pain and opioid conversations                      Physician guilt and maintaining trust                      Physician frustration with patient                      Patient influences                      Prescribing practices                      Empathy                      Consultation                      Assessment                      Patient frustration with inadequate pain management                      Adverse effects                      Physician concern for side-effects and/or addiction                      Patient asking for opioids and losing patient respect                      Demographics, stigma and stereotyping                      Disruptive influence of <b>Substance Use Disorder</b>                      Knowledge and training                      Lack of clinical guidelines – <b>vague</b>                      Service limitations, time and resources</p>	<p><b>Inadequate pain management</b>                      Patient frustration with inadequate pain management                      I'm not abusing or anything – the fine line between pain control and abuse</p> <p><b>Systems</b>                      Lack of clinical guidelines – <b>vague</b>                      Service limitations, time and resources                      Cost and expense                      Law enforcement and rationing                      Lack of training                      Knowledge and training                      Health system gaming – benefits, insurance and selling prescriptions                      If you can't see the dilemma in this situation                      Patient asking for opioids and losing physician respect                      Disruptive influence of substance use disorder</p> <p><b>Monitoring</b>                      Drug testing and contracts                      Disruptive influence of substance use disorder                      Aberrant medication use</p>