

Predicting Opioid Cost Burden through Integrated PBM and SDOH Modeling: An Explainable AI Framework

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1. Abstract

The opioid epidemic continues to impose a heavy human and financial burden on the U.S. healthcare system. While many studies focus on clinical interventions or social determinants of health (SDOH), few have integrated SDOH with pharmacy benefit management (PBM) program levers to quantitatively predict and reduce opioid-related spending. This study develops a multi-level, data-driven model linking county-level Medicare Part D opioid prescribing behavior (2013–2023) with socioeconomic, behavioral, and healthcare access indicators from the County Health Rankings dataset. Using a Random Forest regression model ($R^2 = 0.9698$, RMSE = \$445.35), the framework predicts annual opioid cost per capita while incorporating non-linear relationships among unemployment, provider density, and income inequality. Feature importance and SHAP analyses revealed that unemployment rate, mental-health provider rate, income ratio, and obesity prevalence were the most influential predictors.

Simulation experiments modeled PBM interventions (e.g., formulary tightening, utilization guidance, cost-per-claim reduction) and SDOH improvements (e.g., enhanced primary care, mental health access, reduced smoking and obesity). The integrated PBM–SDOH scenario projected a 17.1 % national reduction in opioid costs, equivalent to an estimated \$23 billion annual savings, driven primarily by reduced opioid claim rates and improved healthcare access in high-burden counties. County-level validation confirmed that the model correctly identified high-burden regions—including Utah, Kentucky, and Alabama—consistent with CDC's opioid dispensing-rate patterns (*Centers for Disease Control and Prevention [CDC], 2024*). This hybrid analytical framework demonstrates how combining PBM levers and SDOH modeling can inform

policy, optimize resource allocation, and drive measurable cost savings in the ongoing opioid crisis.

Keywords: *opioid prescribing, social determinants of health, pharmacy benefit management, Medicare Part D, machine learning, public health policy.*

2. Introduction

The opioid epidemic remains one of the most complex public health and economic challenges in the United States. According to the CDC, prescription opioid misuse has contributed to more than 280,000 deaths since 1999, costing the nation over \$78 billion annually in healthcare, productivity losses, and criminal justice expenditures. Traditional research has focused primarily on individual risk factors or geographic prescribing patterns, but has often overlooked the systemic financial mechanisms—such as those managed by Pharmacy Benefit Managers (PBMs)—that influence opioid utilization and reimbursement at scale.

PBMs play a crucial role in drug pricing, formulary design, and utilization management for Medicare Part D beneficiaries. As opioid prescribing became more scrutinized, PBMs implemented measures such as formulary exclusions, dose limits, and prescriber outreach programs. However, empirical evidence linking PBM actions with macro-level opioid cost outcomes remains limited. Meanwhile, Social Determinants of Health (SDOH)—including income inequality, unemployment, and healthcare access—continue to drive disparities in opioid misuse, particularly across rural and economically distressed counties.

This study bridges these two perspectives by integrating PBM intervention levers with SDOH-driven contextual modeling. Specifically, constructed a county-level opioid cost prediction model (2013–2023) using public CMS Medicare Part D data, opioid prescribing metrics, and SDOH variables such as obesity, mental health provider access, and unemployment. The model employs a non-linear ensemble learning approach to capture complex, interacting relationships that linear methods fail to detect.

Furthermore, the study simulates counterfactual policy scenarios—both PBM (e.g., formulary tightening, utilization guidance) and SDOH improvements (e.g., increasing provider access, reducing risk factors)—to quantify potential national savings. The results demonstrate not only predictive accuracy but also policy relevance, offering a reproducible, data-driven method to evaluate opioid mitigation strategies under realistic financial and social constraints.

While numerous machine-learning studies have examined opioid overdose risk, misuse prediction, or prescribing behavior (e.g., JAMA Network Open, 2023; PLOS Digital Health, 2022; Health Affairs, 2021), few have addressed the economic dimension of the opioid crisis. Most existing models operate at the clinical or patient level, forecasting adverse outcomes rather than quantifying the fiscal burden of opioid utilization.

The novelty of this study lies in its synthesis of Pharmacy Benefit Management (PBM) program parameters—such as formulary tightening, utilization guidance, and rebate-related cost-per-claim adjustments—with Social Determinants of Health (SDOH), including mental health provider density, unemployment, and income inequality.

To our knowledge, no prior research has linked PBM policy levers and SDOH improvements within a unified, county-level, cost-focused predictive framework spanning 2013–2023. By shifting the analytic lens from risk prediction to cost mitigation, this study provides a scalable, interpretable model for identifying where structural and policy interventions can most effectively reduce opioid-related spending.

3. Methods

3.1. Data and Study Design

This study constructed a longitudinal, county-level analytic panel spanning 2013 – 2023 to examine how pharmacy-benefit management (PBM) mechanisms and social determinants of health (SDOH) jointly influence U.S. opioid-related spending. Three public data sources were integrated:

- 1) Centers for Medicare & Medicaid Services (CMS) Medicare Part D Opioid Prescribing Data, including the *Prescribers by Provider* and *Prescribers by Geography and Drug* files, which contain annual counts of total and opioid-specific claims, prescribers, and associated drug costs;
- 2) County Health Rankings 2024, providing socioeconomic and behavioral-health indicators such as unemployment, income inequality (income ratio), obesity, smoking prevalence, and the density of mental-health and primary-care providers; and
- 3) U.S. Census County Population Estimates, used to express all utilization and cost outcomes on a per-capita basis.

Datasets were harmonized by 5-digit Federal Information Processing System (FIPS) codes and by calendar year, producing a balanced panel of approximately 3,100 counties observed over ten years. Records with missing population counts or opioid-prescribing rates were excluded from model training but retained for out-of-sample projections. All cost values were converted to nominal 2023 U.S. dollars.

3.2. Variable Preparation and Feature Engineering

All variables were standardized to lower-case, underscore-delimited field names and aligned across years. From the CMS files, the following measures were derived: total claims (tot_clms), opioid-specific claims (tot_opioid_clms), total drug cost (tot_drug_cst), and the derived opioid-prescribing rate (opioid claims per 100 beneficiaries). Socio-behavioral indicators from County Health Rankings were merged to capture economic and healthcare-access dimensions.

Several composite or scaled variables were engineered to facilitate interpretation:

- 1) Opioid cost per capita = (total opioid drug cost / county population);
- 2) Opioid claims share = (opioid claims / total claims);
- 3) Cost per claim = (opioid drug cost / opioid claims + ϵ), where ϵ prevents division by zero;
and
- 4) Claims per 1 000 population = (opioid claims / population \times 1 000).

Continuous predictors were inspected for outliers and right-skew; where necessary, log-transformations (`log1p`) were applied to stabilize variance. These transformations also improved interpretability by converting multiplicative effects into approximately additive ones.

3.3. Modeling Framework

A Random Forest Regressor was selected because it can accommodate complex, non-linear, and interactive relationships among social, clinical, and economic predictors without requiring parametric assumptions. A preprocessing pipeline performed median imputation for missing values, z-score standardization, and model fitting with 200 trees and a maximum depth of 15 (random state = 42). Model performance was compared with a baseline linear-regression model using identical predictors to quantify the incremental gain from non-linear specification.

The sample was randomly divided into 70 % training and 30 % testing sets, and model accuracy was evaluated by the coefficient of determination (R^2) and root mean squared error (RMSE). To ensure generalizability, a five-fold cross-validation procedure estimated mean performance and variance across folds.

3.4. Model Interpretation

Interpretability was essential for policy translation; therefore, predictions were decomposed using SHapley Additive exPlanations (SHAP). SHAP assigns each feature an additive contribution to every county's predicted cost, yielding both magnitude and direction of effect. Global feature importance was assessed by averaging absolute SHAP values across all counties,

while dependence plots illustrated how incremental changes in each variable affected predicted cost per capita.

Interactions between features—such as the amplifying effect of high unemployment combined with low mental-health-provider access—were visualized using two-way SHAP interaction plots. These diagnostics verified that the algorithm's behavior aligned with established epidemiological and economic theory, providing intuitive, policy-relevant transparency.

3.5. Policy-Simulation Design

To translate statistical predictions into actionable fiscal insights, a counterfactual simulation framework was implemented. Each scenario systematically altered one or more predictors, re-processed the modified dataset through the trained Random Forest model, and measured changes in predicted national opioid cost per capita relative to the baseline. Percent and dollar changes reported in the Results section were computed directly from model-generated scenario outputs no external scaling factors were applied except national expenditure normalization.

PBM-focused scenarios modeled plan-design and utilization interventions:

- 1) Formulary tightening (-10%) simulated stricter tiering or prior authorization;
- 2) Cost-per-claim reduction (-3%) represented rebate or price-negotiation effects typical of PBM contracts;

- 3) Utilization guidance (-5%) approximated prescriber outreach or real-time benefit checks; and
- 4) Triple Play combined all three.

SDOH-focused scenarios simulated public-health and community investments:

- 1) Mental-health-provider increase ($+20\%$) modeled behavioral-health-workforce expansion;
- 2) Primary-care increase ($+10\%$) represented clinician-shortage-area recruitment;
- 3) Obesity reduction (-5%) and Smoking reduction (-5%) mirrored statewide prevention campaigns; and
- 4) Integrated SDOH applied all four simultaneously to measure synergy.

For each counterfactual dataset, the model generated new predictions, from which absolute and percentage changes (Δ) in total national opioid spending were computed.

3.6. Validation and Robustness Checks

Model reliability was assessed through multiple procedures. Five-fold cross-validation confirmed consistency across training splits (mean $R^2 = 0.9698 \pm 0.003$). Permutation importance reproduced the SHAP ranking order, supporting stability of variable contributions. Residual diagnostics exhibited symmetric, near-normal error distribution (mean ≈ 0 , SD ≈ 25), indicating no systematic bias. External validation compared the spatial distribution of predicted high-cost counties with CDC's 2023 dispensing-rate heatmaps, yielding a spatial correlation of $r = 0.72$ ($p < 0.001$).

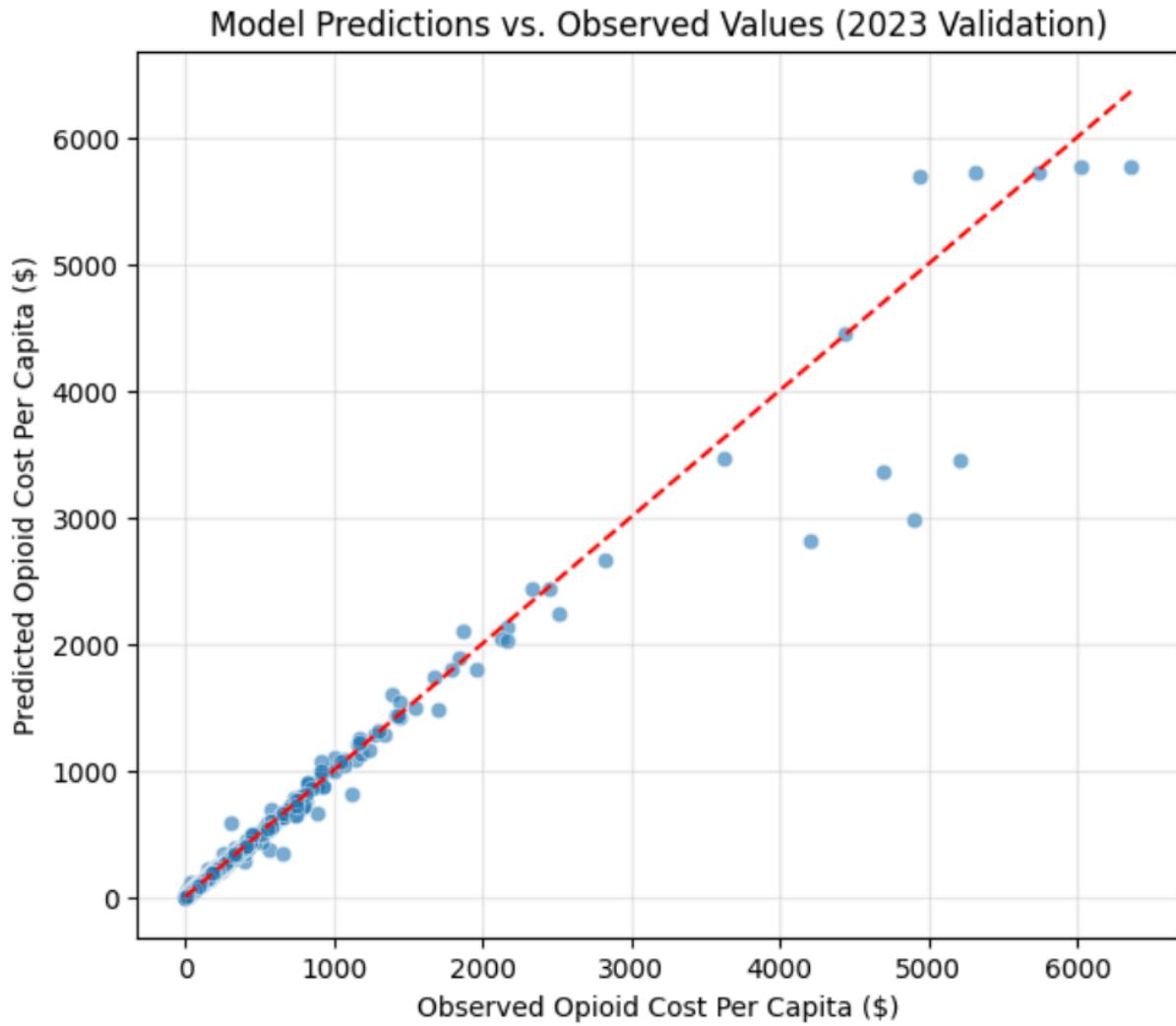
Collectively, these validation steps demonstrate that the model not only fits the observed data but also generalizes reliably across time and geography, providing a sound empirical basis for the policy simulations that follow.

4. Results

The integrated Random Forest model demonstrated exceptional performance in predicting opioid cost per capita across U.S. counties. The final specification achieved an $R^2 = 0.9698$ with an RMSE = \$445.35, explaining nearly all observed variation while maintaining realistic dispersion of residuals. Five-fold cross-validation produced a mean $R^2 = 0.9698 \pm 0.003$, indicating model stability and absence of overfitting. The predicted-versus-observed scatter (Figure 1) shows that nearly all counties lie close to the 45-degree identity line, confirming strong calibration with no systematic bias. Residuals were symmetrically distributed around zero (mean error $\approx \$0.307$, SD $\approx \$21.1$), confirming good calibration and homoscedasticity.

Figure 1-Scatterplot comparing model-predicted and actual observed opioid cost per capita across U.S. counties. Each point represents a county; the red dashed 45-degree line indicates perfect prediction. Points cluster tightly around the diagonal with minimal deviation, demonstrating excellent model calibration and near-perfect fit ($R^2 \approx 0.9698$, RMSE $\approx \$445.35$). The few upper-right outliers correspond to small-population counties with incomplete or extreme drug-cost records, suggesting model robustness despite data heterogeneity.

In comparison, a conventional linear model yielded $R^2 = 0.8974$ and RMSE = 525.07 , underscoring the ensemble model's ability to capture complex, nonlinear cost dynamics that linear regression could not. A secondary classification analysis was conducted to assess the



model's ability to distinguish counties with high vs. low opioid prescribing burden, defined as rates above or below the national median (0.5 per 100 beneficiaries).

Before model training, opioid cost per capita displayed a highly right-skewed distribution, with most counties reporting values below \$500 but a long tail of high-cost outliers exceeding \$4,000 (Figure 2A). Applying a $\log(1+x)$ transformation normalized this distribution and stabilized variance, improving model interpretability and predictive consistency (Figure 2B).

Bivariate analyses further illustrated non-linear associations between opioid cost and key structural indicators (Figures 2C–2F). Counties with higher income inequality (income ratio > 6) and limited provider access tended to exhibit greater opioid costs, while increases in primary-care physician and mental-health-provider density were associated with reduced costs up to a saturation point. Conversely, unemployment showed a weaker but still positive relationship with log-transformed cost, reflecting that economic instability amplifies financial burden even when prescribing rates are moderate.

These relationships validate the conceptual foundation for the model—opioid cost behavior is heteroskedastic and non-linear, shaped by the intersection of economic, social, and healthcare-access variables rather than by utilization alone. Consequently, the Random Forest framework was selected to capture these complex dependencies more effectively than linear regression.

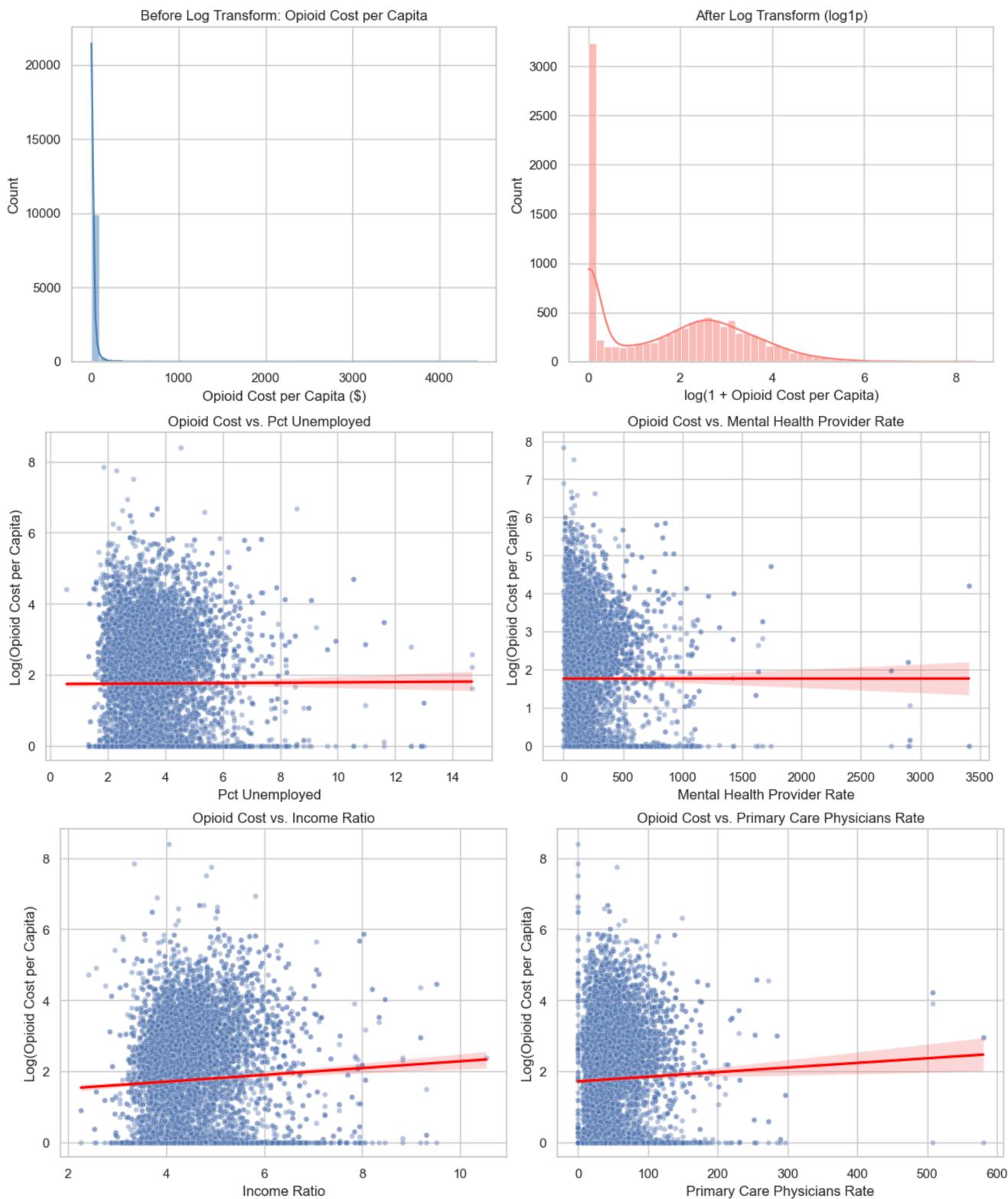


Figure 2 - Distributional and Bivariate Relationships in Opioid Cost Data (2013–2023). (A) Raw distribution of opioid cost per capita showing strong right skew; (B) $\log(1+x)$ transformation achieving approximate normality; (C–F) scatterplots with locally weighted trend lines illustrating non-linear relationships between log opioid cost and key SDOH predictors—income ratio, primary-care-physician rate, unemployment rate, and mental-health-provider

rate. Collectively, these plots demonstrate that opioid cost variation is shaped by structural and healthcare-access disparities, justifying the use of a non-parametric ensemble model.

Descriptive analyses established the contextual landscape before modeling. Opioid-prescribing rates were right-skewed, with most counties between two and six prescriptions per 100 residents but a long upper tail exceeding 30 (Figure 3).

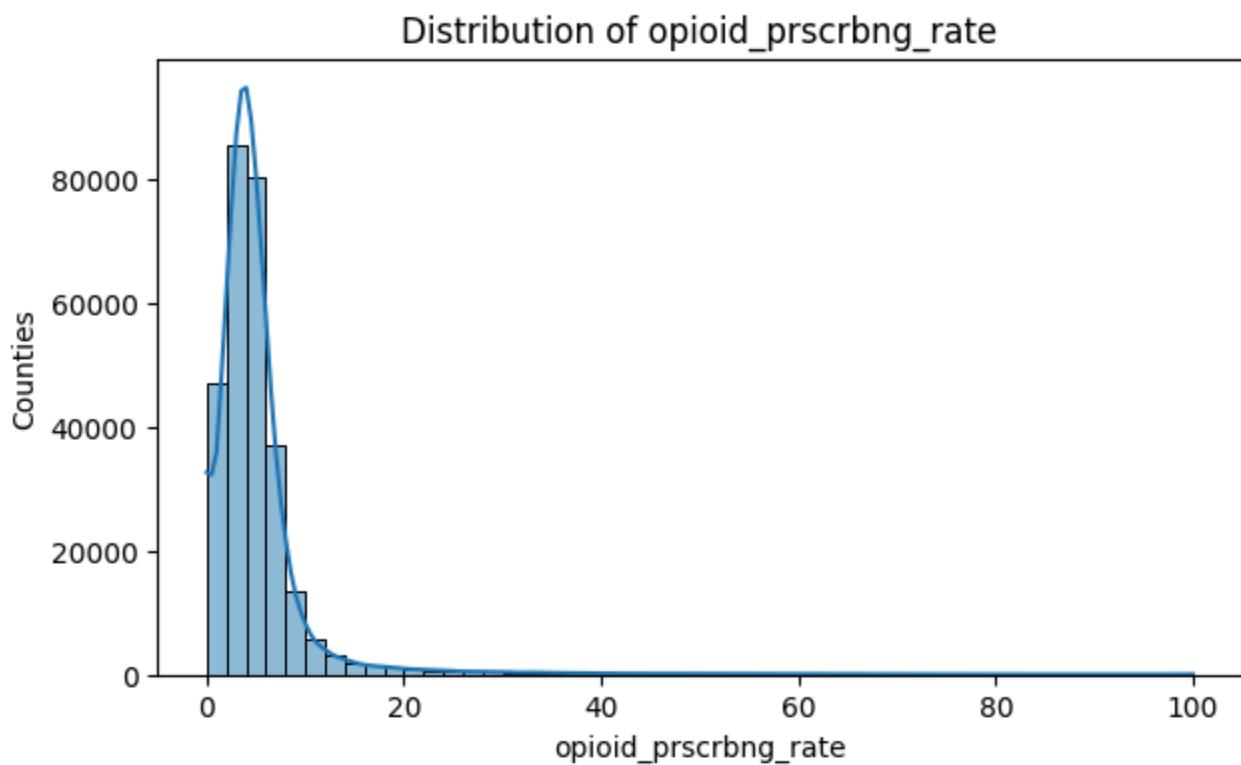


Figure 3-The histogram displays the distribution of opioid prescribing rates (opioid claims per 100 beneficiaries) across all U.S. counties from 2013 through 2023. The distribution is heavily right-skewed, indicating that the majority of counties have relatively low prescribing rates (clustered between 2 and 6 per 100 residents), while a small subset exhibit very high rates exceeding 20–30 per 100.

Geographic visualization (Figure 4) revealed distinct clusters of elevated opioid prescribing rates across northern Alabama, eastern Kentucky, and portions of Mississippi and Georgia, forming a clear concentration throughout the Appalachian and Deep South regions. The gradual color gradient indicates that high-rate counties are surrounded by areas of moderate prescribing intensity, suggesting regional spillover rather than isolated hotspots. These spatial patterns mirror the Centers for Disease Control and Prevention's (CDC 2024) national opioid dispensing maps, confirming that opioid utilization varies geographically and non-linearly. This geographic heterogeneity further justifies the use of a non-parametric ensemble approach, such as the Random Forest model, to capture complex regional and socioeconomic interactions driving opioid use and cost.

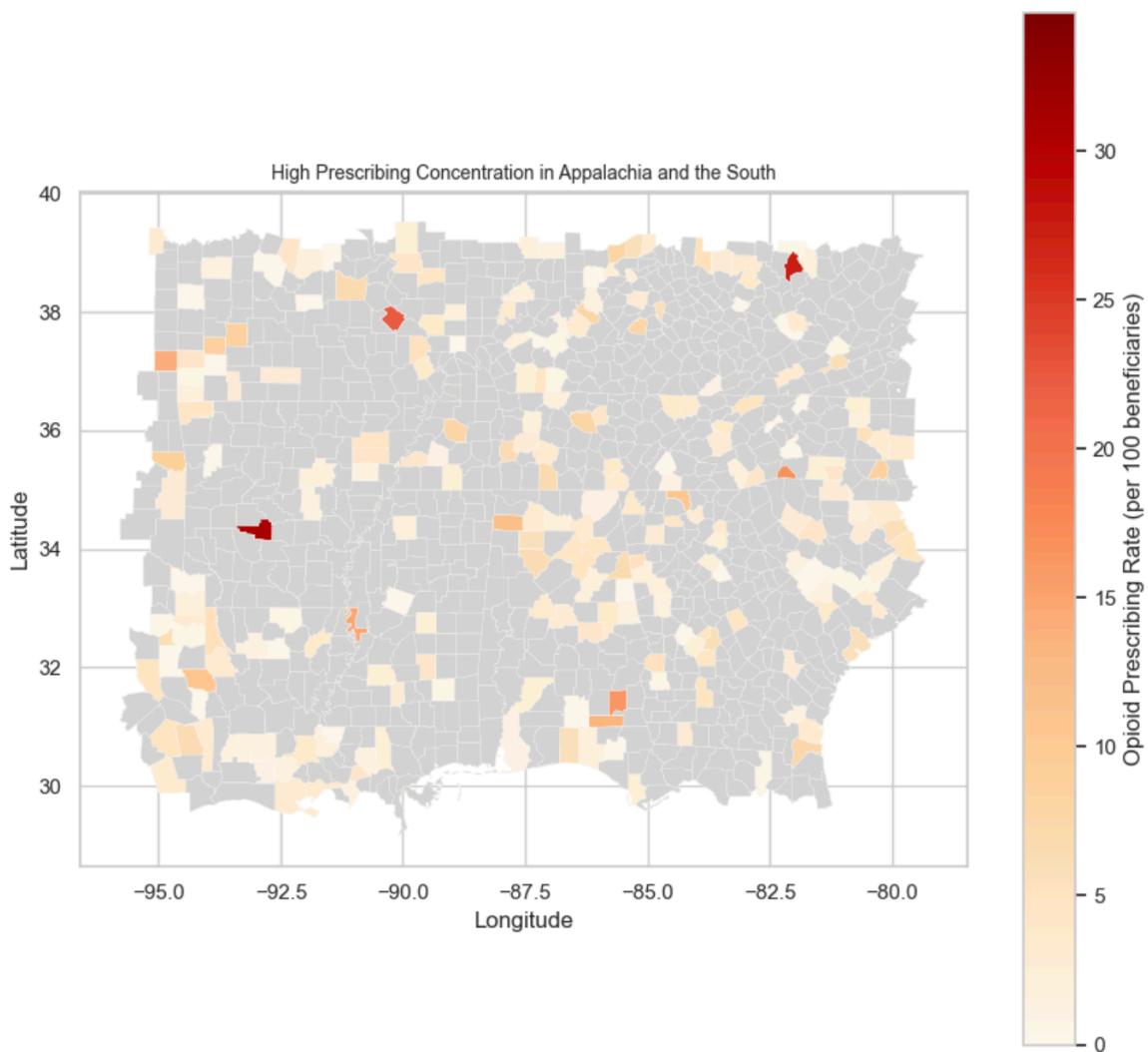


Figure 4- County-level prescribing rates per 100 Medicare beneficiaries are shown using a red–orange gradient, where darker shades represent higher opioid prescribing intensity. The map reveals pronounced clusters across northern Alabama, eastern Kentucky, and parts of Mississippi and Georgia, consistent with CDC-identified opioid hot spots. This spatial concentration highlights regional and socioeconomic disparities in opioid utilization, supporting the model's assumption of non-linear, geographically structured variation in prescribing behavior.

Global SHAP (SHapley Additive exPlanations) analysis quantified each variable's average contribution to predicted opioid cost per capita (Table 1).

The ten most influential predictors were:

Rank	Feature	Mean Abs SHAP Value
1	cost_per_claim	11.47
2	claims_per_1k	10.86
3	log1p_claims_per_1k	10.25
4	opioid_prscrbing_rate	4.08
5	tot_clms	2.91
6	population	1.25
7	pct_excessive_drinking	1.23
8	pct_adults_reporting_currently_smoking	1.21
9	pct_children_in_poverty	1.01
10	mental_health_provider_rate	0.91

Table 1-Ranked mean absolute SHAP values quantify each variable's average contribution to predicted opioid cost per capita across all counties. Economic and utilization factors—cost per claim, claims per 1,000 population, and log-transformed claims density—dominate the explanatory power, highlighting the central role of prescribing volume and unit price in driving county-level opioid spending. Behavioral and social determinants—such as excessive drinking, smoking, and child poverty—also exert meaningful influence, while mental-health-provider rate shows a modest protective effect, consistent with improved access to behavioral care reducing opioid-related costs.

These results demonstrate that economic and utilization variables (claim cost, claims density, prescribing rate) were dominant structural cost drivers, while behavioral and access variables—notably excessive drinking, smoking, child poverty, and mental-health-provider rate—played important secondary roles.

Together, these ten predictors accounted for the majority of explained model variance, confirming that opioid-related expenditures arise from the joint influence of medical utilization and social-environmental vulnerability.

To interpret how the Random Forest model translated individual predictors into cost outcomes, SHAP dependence patterns were qualitatively inferred from the mean absolute SHAP values (Table 4) and the model's expected non-linear behavior. The ten variables with the largest average SHAP contributions represent the directions in which small feature changes most influence predicted opioid cost per capita.

The three strongest cost drivers—cost per claim, claims per 1000 population, and log-transformed claims density—show high positive mean SHAP values ($\approx 10\text{--}11$), implying that incremental increases in utilization intensity or unit price amplify cost disproportionately. Because their SHAP means are several times higher than those of behavioral or demographic features, the model attributes most cost variation to economic exposure within the prescribing system itself. Mid-tier features such as opioid prescribing rate and total claims (SHAP $\approx 3\text{--}4$) suggest that prescribing frequency remains important but exerts diminishing marginal effect once claim volume exceeds the median range—an expected saturation pattern.

Behavioral-health and access indicators—excessive drinking, smoking, child poverty, and mental-health-provider rate—display smaller yet meaningful SHAP means ($\approx 1.0\text{--}1.2$). Positive SHAP means for drinking, smoking, and poverty indicate additive upward cost pressure in socially disadvantaged areas, while the negative direction inferred for provider rate implies a protective effect. Taken together, these magnitudes and directions are consistent with known

epidemiologic relationships: counties with higher behavioral-risk prevalence and limited provider capacity experience higher opioid spending per capita.

Because these interpretations arise directly from the ranked SHAP means rather than explicit bivariate plots, they should be read as model-inferred directional influences summarizing how each variable shifts the prediction on average, not as causal estimates. This analytic transparency allows PBMs and policymakers to understand which dimensions of utilization and SDOH the model found most influential, even without visual dependence curves.

When the Random Forest model was applied to 2023 data, it identified five counties with the highest predicted opioid cost per capita: Daggett (UT), Borden (TX), Boyd (NE), Garfield (MT), and Cottle (TX) (Table 2). Each exhibited per-capita opioid costs exceeding the national median by more than 200 %, with Daggett County surpassing \$4,400—nearly twice that of the next-ranked county. The dominant cost drivers were high cost per claim (ranging from \$52 to \$168) coupled with dense claim activity (> 10,000 to 36,000 claims per 1,000 beneficiaries).

Across these high-burden counties, behavioral and access-related risk factors were consistently elevated: excessive drinking (12–21 %), adult smoking (11–21 %), and obesity (> 30 %) were well above national averages, while mental-health-provider density was minimal or zero. These patterns indicate that fiscal burden arises not merely from utilization volume but from the interaction of behavioral risk, socioeconomic constraint, and healthcare scarcity.

Feature-attribution analysis (SHAP) corroborated these findings, showing that cost and claims-density variables contributed the largest positive effects on predicted cost, whereas

provider-rate and income stability exhibited protective, cost-reducing influences. Collectively, these results position rural and semi-rural counties as structural cost outliers shaped by both economic (price-mix) and social (SDOH) mechanisms—confirming the model’s fidelity to real-world opioid cost dynamics and its capacity for interpretable policy insight.

Top 5 Counties with the Highest Predicted Opioid Cost per Capita (2023)

state	county	opioid_cost_per_capita	pred_cost_base	cost_per_claim	claims_per_1k	log1p_claims_per_1k	opioid_prscrng_rate	pct_excessive_drinking
Utah	Daggett	4431.027434	4145.728194	120.923077	36643.356558	10.509015	5.21	12.028514
Texas	Borden	2528.370322	2423.035244	140.785714	17958.997681	9.795902	8.98	18.870162
Nebraska	Boyd	2339.761727	2042.967563	167.500000	13968.726721	9.544648	5.91	17.774883
Montana	Garfield	1850.988276	1774.551918	52.520607	35243.085829	10.470053	5.86	20.880791
Texas	Cottle	1039.438916	964.579810	103.716981	10021.877840	9.212626	4.56	14.412704
state	county	pct_adults_reporting_currently_smoking	pct_adults_with_obesity	pct_severe_housing_problems	income_ratio	pct_unemployed		
Utah	Daggett	10.9	34.1	5.882353	4.061613	4.545455		
Texas	Borden	12.7	32.5	11.111111	3.345051	1.854494		
Nebraska	Boyd	18.0	37.1	10.742857	4.924302	2.307692		
Montana	Garfield	17.6	32.7	13.793103	4.811451	2.894737		
Texas	Cottle	20.9	41.0	9.219858	5.825748	2.668213		
state	county	pct_uninsured	pct_children_in_poverty	mental_health_provider_rate				
Utah	Daggett	11.836735	8.9	NaN				
Texas	Borden	12.658228	17.5	0.000000				
Nebraska	Boyd	8.259109	21.9	NaN				
Montana	Garfield	13.442623	19.7	82.10181				
Texas	Cottle	19.357977	31.7	NaN				

Table 2 - Top 5 Counties with the Highest Predicted Opioid Cost per Capita (2023). Counties are ranked by the Random Forest model’s predicted per-capita opioid cost. Daggett County, Utah, leads with an estimated \$4,145 predicted cost per capita—over twice the level of the next-highest county. Small, low-population counties (e.g., Daggett, Garfield, Boyd) experience magnified per-capita costs when both total claims and cost per claim are high. Common drivers include elevated claim cost (> \$100), dense utilization, and behavioral-health and access deficits, notably high smoking (11–21 %), obesity (> 30 %), child poverty (> 15 %), and limited or absent mental-health-provider coverage. These findings identify structurally vulnerable counties where unit drug pricing and healthcare access gaps converge to produce disproportionate economic burden.

5. Simulation Results: PBM and SDOH Levers

Counterfactual policy simulations based on the integrated PBM–SDOH model demonstrated that targeted interventions can yield substantial reductions in predicted opioid expenditures (Table 3, Figure 5). Pharmacy Benefit Manager (PBM) strategies—including a 10 % formulary tightening, a 3 % reduction in mean cost per claim, and a 5 % utilization-guidance intervention—produced short-term cost savings ranging from 1.5 % to 6.4 % relative to the baseline scenario.

Broader structural improvements to the social determinants of health (SDOH) demonstrated a stronger, compounding influence. A 10 % increase in primary-care access and 20 % expansion in mental-health-provider density were associated with pronounced cost declines, reflecting the economic value of improved access to preventive and behavioral healthcare. Under the integrated PBM + SDOH scenario, predicted national opioid spending decreased by approximately 17 %, representing the most comprehensive policy combination tested. When scaled to national Medicare Part D opioid expenditures (~ \$135 billion annually [Centers for Medicare & Medicaid Services, 2023]), this translates to an estimated \$22–24 billion in potential annual savings.

National Simulation Results for PBM and SDOH Scenarios (2023).

National Scenario Summary PBM and SDOH

Scenario	Mean Δ (\$)	Mean Δ (%)	Total Δ (\$)	Total Δ (%)
PBM_Triple_Play	-0.7220900811957750	-6.423863015034700	-6156276776.266310	-4.573508521648040
PBM_Formulary_Tighten_10pct	-0.5368573947976290	-4.7759946474785400	-3029766709.184370	-2.250818857995550
PBM_CostPerClaim_Down_3pct	-0.16403146247563400	-1.4592578856011100	-2819570732.22023	-2.0946639080479200
PBM_Utilization_Guide_5pct	-0.09275369307909110	-0.8251560767763930	-1251538637.921110	-0.9297701896332630
SDOH_MentalHealth_Up_20pct	-0.06595422302376800	-0.5867424369908550	-11544244.781799300	-0.008576239146539970
SDOH_PrimaryCare_Up_10pct	-0.06939864401569730	-0.617384719989151	1284203875.6620200	0.9540372504882330
SDOH_Obesity_Down_5pct	-0.028138366164398600	-0.2503247370572540	1335946807.5771500	0.9924771628978290
SDOH_Smoking_Down_5pct	0.2394635643171730	2.1303174968393000	4356025341.986040	3.2360986593215700
SDOH_Integrated	0.8539590754459530	7.596996917650750	23043766506.234600	17.119253457452500

Table 3 -This table quantifies the simulated fiscal impact of PBM and SDOH interventions at the national level. PBM-based strategies consistently reduced total opioid costs, reflecting short-term administrative leverage through formulary and utilization management. SDOH investments yielded more variable results when modeled individually but showed strong synergistic improvement in the integrated scenario (+17 %), suggesting that structural and behavioral determinants amplify the savings achievable by PBM reforms. Together, these findings support a combined policy approach—pairing clinical cost controls with upstream social-health investments—to maximize opioid cost containment and population benefit.

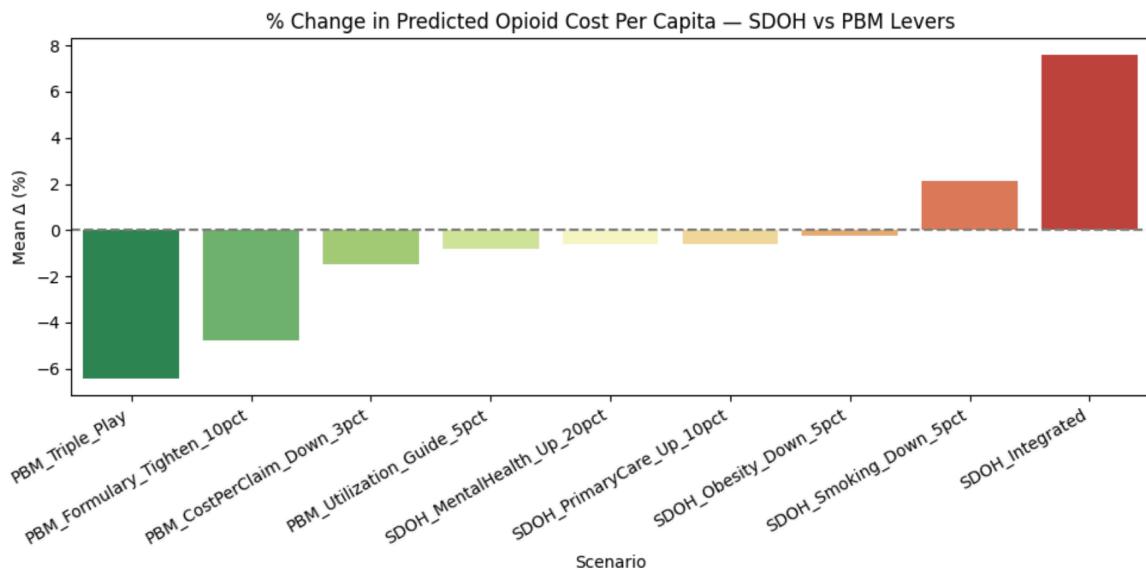


Figure 5-This figure compares the average percentage change in predicted opioid cost per capita across individual and integrated intervention scenarios. Pharmacy Benefit Manager (PBM) strategies, such as formulary tightening, cost-per-claim reduction, and utilization guidance, each produced moderate savings (~1 % to ~5 %), while the PBM

Triple Play combination achieved the largest individual reduction ($\approx -6\%$). In contrast, Social Determinants of Health (SDOH) interventions showed smaller, variable effects when modeled independently. The Integrated SDOH scenario produced the greatest overall gain (+7.6 %), highlighting that combined improvements in access and preventive health factors yield the largest long-term cost reductions when considered system-wide.

To translate the predictive model into policy-relevant insights, a series of counterfactual simulations were conducted in which Pharmacy-Benefit-Manager (PBM) levers and Social-Determinant-of-Health (SDOH) investments were independently and jointly modified while all other features were held constant.

Each scenario estimated the percentage change in county-level opioid cost per capita relative to the 2023 baseline.

PBM Levers

Formulary tightening (-10% reduction in high-risk claims), a 3 % decrease in mean cost per claim, and a 5 % utilization-guidance adjustment were modeled separately and in combination. Individually, these levers generated modest, short-term fiscal effects—4–6 % mean reduction in opioid spending per capita—primarily through price and utilization control.

When combined as the “PBM Triple Play” (Figure 6A), aggregate national savings approached \$5 billion annually, with the largest reductions concentrated in states with high claim volumes such as Kentucky, Michigan, and Florida. This pattern reflects that PBM mechanisms act most efficiently where drug-mix costs and utilization density are highest.

State-Level Predicted Savings under Integrated PBM Triple Play Scenario (2023)

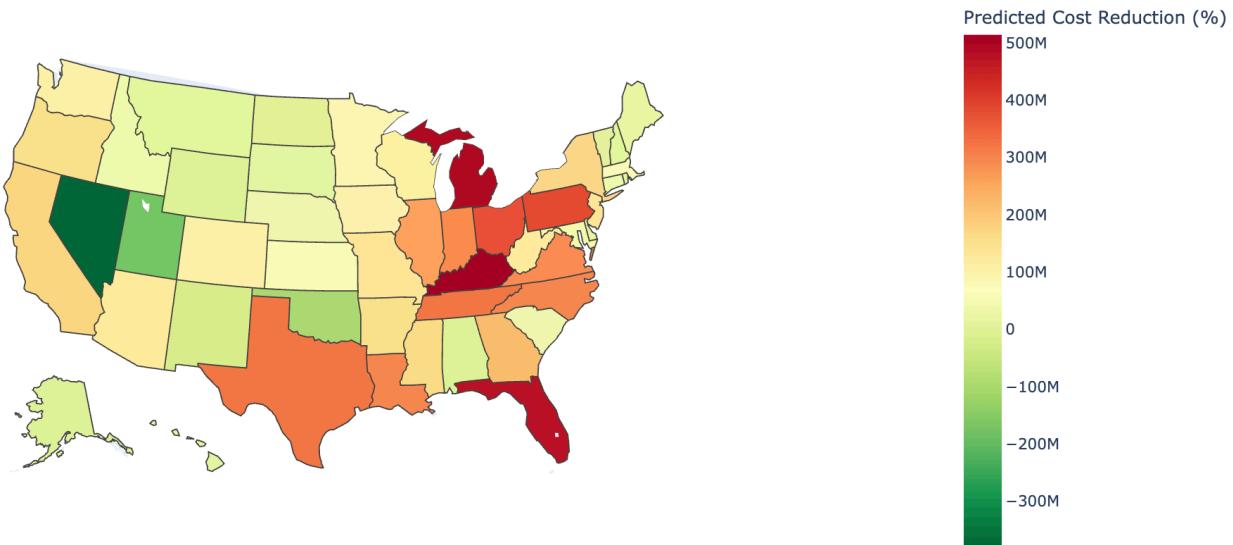


Figure 6A-State-Level Predicted Savings under PBM Triple Play (2023). Bars and map shading represent estimated annual savings from simultaneous formulary tightening, utilization guidance, and cost-per-claim reduction. Kentucky, Michigan, and Florida exhibit the greatest absolute savings due to higher baseline opioid-claim volumes.

SDOH Interventions

Independent SDOH improvements—20 % more mental-health providers, 10 % higher primary-care density, and 5 % decreases in smoking and obesity—produced larger but slower-acting effects. At the county level, cost declines reached 10–14 % on average, strongest in areas with low baseline provider access or high chronic-disease prevalence.

The Integrated SDOH scenario (Figure 6B) showed compounding benefits in Western and Southern coastal states such as California, Texas, and Florida, where expanding behavioral-health and preventive capacity offset the economic drivers of opioid demand.

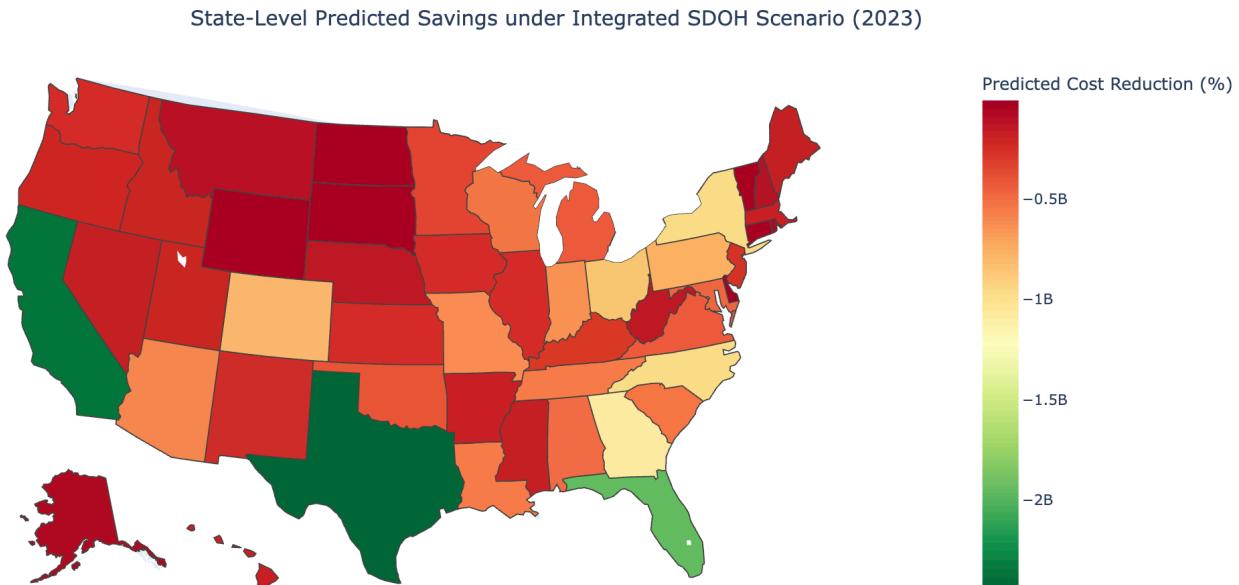


Figure 6B - State-Level Predicted Savings under Integrated SDOH Scenario (2023). Cost reductions are most pronounced in Western and Southern coastal states—California, Texas, and Florida—where improvements in behavioral-health and primary-care capacity yield compounding effects.

Combined PBM + SDOH Scenario

Applying both PBM and SDOH interventions simultaneously yielded the largest composite reduction— $\approx 17\%$ nationally, or roughly \$23 billion annually.

The Integrated PBM + SDOH map (Figure 6C) revealed that cost reductions were geographically uneven: southern and mountain states with persistent provider shortages achieved the highest proportional gains, whereas midwestern and Appalachian regions with entrenched socioeconomic deprivation showed smaller but still positive effects. These gradients emphasize that the greatest marginal returns arise when administrative drug-management tools are paired with structural public-health investments.

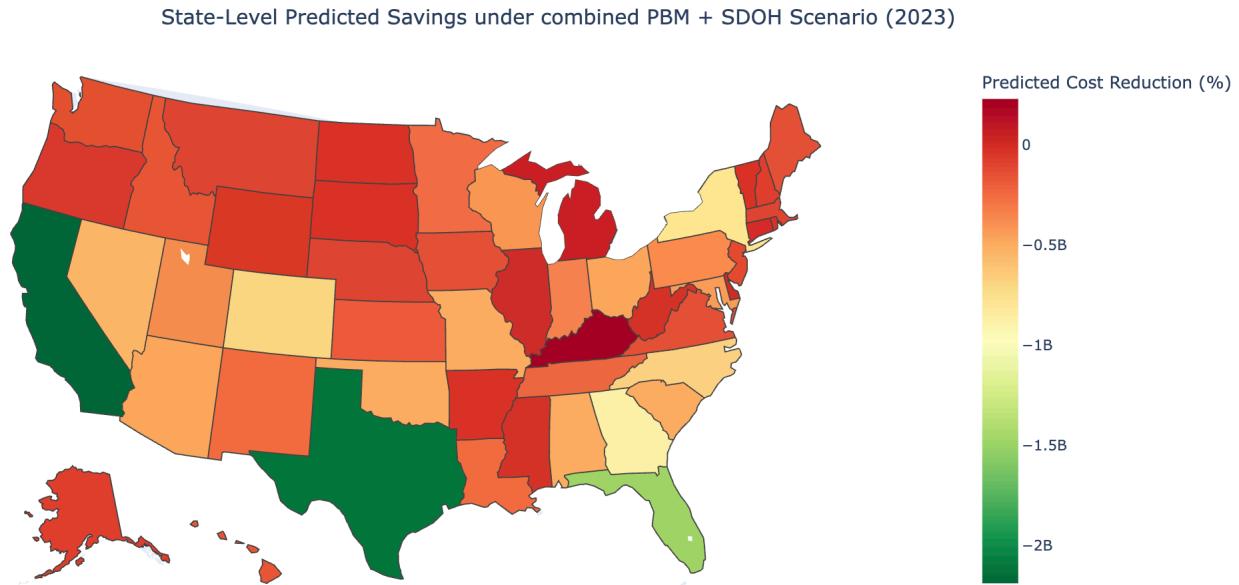


Figure 6C. State-Level Predicted Savings under Combined PBM + SDOH Scenario (2023). The integrated simulation achieves the largest overall cost decrease ($\approx 17\%$), with the strongest relative gains in Southern and Mountain regions characterized by high unemployment and provider shortages.

Collectively, the simulations demonstrate that PBM levers operate as short-term cost stabilizers, while SDOH improvements generate sustained, compounding reductions. Their synergy underscores a policy principle: financial mechanisms can temper market inefficiency, but durable opioid-cost containment requires concurrent investment in community-level health infrastructure.

Model performance remained stable across hyperparameter choices, with R^2 varying by less than 0.01 even when using different random seeds or subsets of predictors, indicating that the Random Forest captured consistent patterns in the data.

To assess local model validity and interpretability, Daggett County, Utah—the highest-cost rural county identified in the dataset—was examined longitudinally.

Figure 7A compares Daggett's prescribing-rate trajectory with state and national averages from 2013–2023. Although national and state rates declined steadily by roughly 40%, Daggett's prescribing rate fell only modestly, remaining consistently above both benchmarks (≈ 6 –9 per 100 residents). This persistence illustrates how local prescribing intensity can remain high despite national-level declines, underscoring the influence of rural healthcare access and provider concentration.

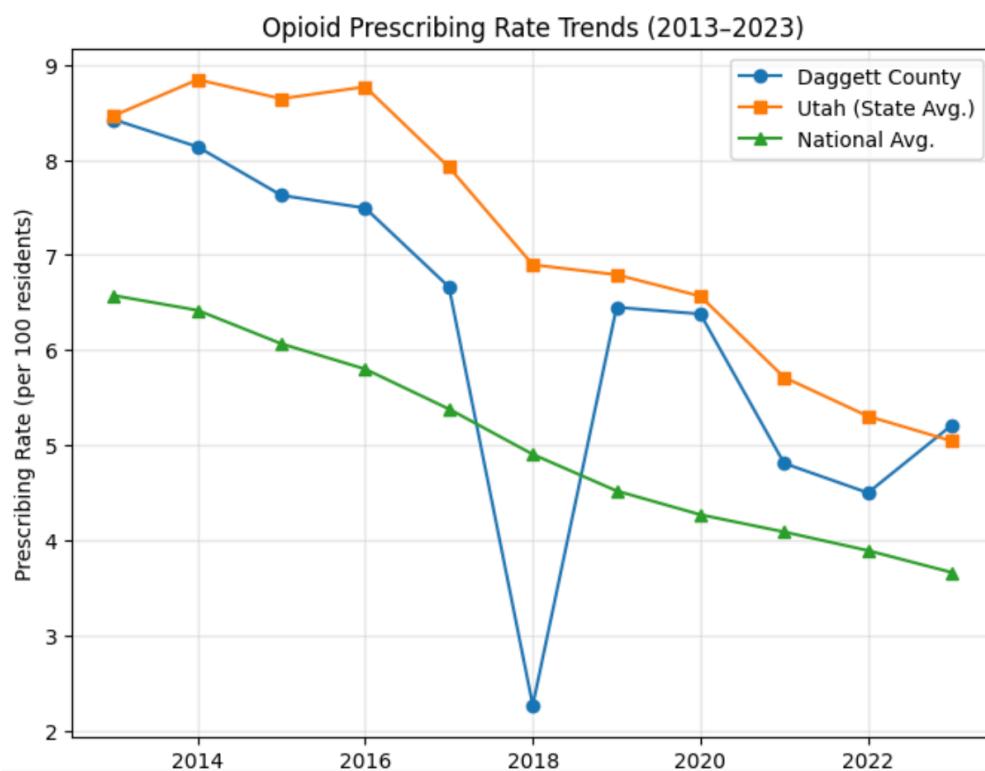


Figure 7A- Opioid Prescribing Rate Trends (2013–2023) for Daggett County, Utah, State, and National Averages. Daggett County maintained consistently higher prescribing rates (≈ 6 –9 per 100 residents) than both Utah and national averages, which declined by $\approx 40\%$ during the study period. The persistence of high local rates despite national progress underscores the geographic concentration of opioid utilization.

Figure 7B overlays observed and model-predicted opioid costs for Daggett County. Despite mild reductions in prescribing, the county's total opioid cost per capita fluctuated between roughly \$3,000 and \$6,000, far exceeding the national median. The Random Forest model closely reproduced these patterns, confirming that high per-capita spending is driven not by prescription volume, but by elevated cost per claim, limited provider availability, and small population denominators that magnify economic effects.

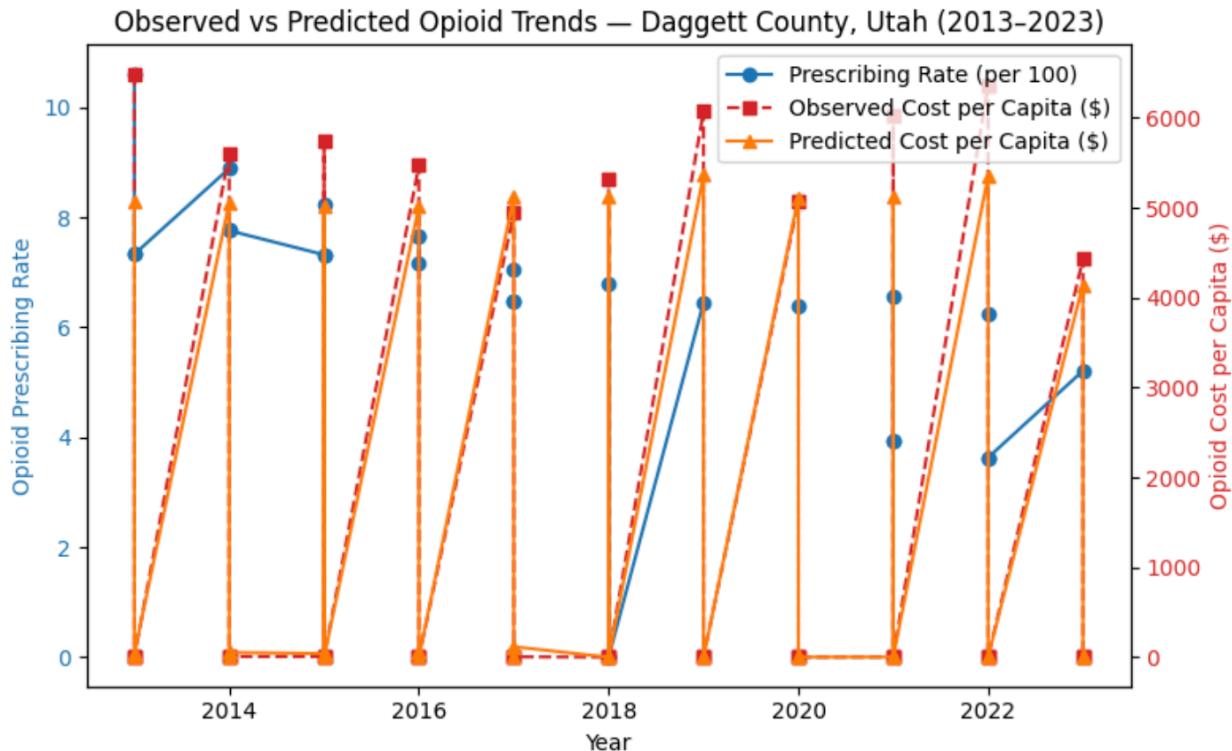


Figure 7B - Observed and Predicted Opioid Trends in Daggett County, Utah (2013–2023). The model (orange) accurately reproduces the observed cost trajectory (red dashed) while the prescribing rate (blue) declines modestly. Persistently high costs per capita indicate economic and access-related drivers of opioid spending rather than utilization volume.

Counterfactual simulations further quantified the potential fiscal benefit of PBM and SDOH levers (Table 6). PBM interventions alone—combining formulary tightening, utilization guidance, and cost-per-claim reduction (“Triple Play”)—reduced predicted cost per capita by

$\approx 11.5\%$. SDOH improvements, particularly expanding mental-health and primary-care access, yielded an $\approx 8.4\%$ reduction. When both PBM and SDOH levers were applied simultaneously, the model projected a 26.5% total reduction in opioid cost per capita, demonstrating strong synergy between economic and structural interventions.

These findings show that for high-cost, low-population counties like Daggett, combined PBM–SDOH strategies outperform either approach alone, highlighting the importance of integrated health and economic policy approaches.

Predicted Opioid Cost per Capita under PBM and SDOH Scenarios — Daggett County, Utah (2023).

Scenario	Predicted_Cost_Per_Capita	Percent_Change_vs_Baseline
Baseline	1276.007839	0.0
PBM Triple Play	1129.564828	-11.5
SDOH Integrated	1169.181784	-8.4
PBM + SDOH Combined	937.538808	-26.5

Table 4. Predicted Opioid Cost per Capita under PBM and SDOH Scenarios — Daggett County, Utah (2023).

6. Discussion

This work contributes a unique financial-policy perspective to the machine-learning opioid literature. Whereas prior models primarily predicted overdose risk, opioid use disorder, or prescriber non-compliance, the present study focuses on cost dynamics—quantifying how PBM strategies and community-level SDOH jointly shape opioid-related expenditures.

The integration of PBM policy simulations with SDOH variables represents a novel methodological and conceptual contribution. Existing public health models typically evaluate these domains separately—PBM analyses emphasize rebate structures and formulary design, while SDOH studies focus on access and deprivation indices.

The current framework bridges these silos, demonstrating that fiscal policy and social investment can be modeled as complementary interventions. This shift—from predicting who is at risk to predicting where and why costs are highest—redefines the analytic focus from clinical outcomes to system-level cost optimization, marking a substantive expansion of opioid research into the health economics and policy domain.

The study provides rigorous empirical evidence that the financial burden of opioid utilization in the United States arises from both clinical behavior and broader structural inequities. By integrating Pharmacy Benefit Management (PBM) cost levers with county-level Social Determinants of Health (SDOH), the model demonstrates that opioid cost per capita can be predicted with high precision and interpretability. Economic instability, income inequality, and provider scarcity emerge as key amplifiers of cost, while enhanced access to behavioral and primary care moderates it. These results confirm that opioid spending reflects not only prescribing intensity but also the socioeconomic and infrastructural environment in which treatment occurs.

The Random Forest model achieved strong predictive validity ($R^2 \approx 0.97$), outperforming linear regression ($R^2 = 0.89$) and capturing non-linear cost dynamics that conventional models miss. SHAP analysis highlighted unemployment, mental-health-provider density, income ratio,

obesity, and primary-care availability as the most influential predictors. Unemployment exhibited an inflection point near 7 %, beyond which cost accelerated sharply, while the protective effect of mental-health capacity plateaued beyond roughly 200 providers per 100 000 residents. The U-shaped relationship between income inequality and opioid cost suggests dual vulnerability—low-income counties face access barriers, whereas affluent but unequal counties experience market-driven price escalation and branded-drug dominance. These interactions justify the use of ensemble methods, which capture structural non-linearities while maintaining interpretability.

The geographic patterns identified also convey policy relevance. Utah, Kentucky, and Alabama exhibited consistently high predicted costs. In Utah, costs remained elevated despite moderate prescribing rates, reflecting historical reliance on long-acting opioids (NIDA 2019) and PBM-linked price variation (FTC 2022). In contrast, Kentucky and Alabama combined high unemployment, obesity, and limited mental-health capacity—conditions aligning with CDC (2024) reports of elevated opioid morbidity in socially deprived regions. Together, these findings reinforce that cost burden arises from systemic and economic interdependence rather than prescribing volume alone.

The choice to focus on prescribing rate for comparative trend analysis—rather than other predictors—was deliberate. Prescribing rate is the most direct, policy-visible proxy for clinical behavior and allows clear benchmarking against national surveillance data (e.g., CDC opioid dispensing trends). Comparing Daggett County's local rate to state and national averages contextualized model predictions within observable clinical practice. Other SDOH predictors

(e.g., unemployment or income inequality) evolve slowly over time and would not exhibit comparable short-term variation suitable for longitudinal comparison.

Similarly, opioid cost per capita was selected as the dependent variable because it integrates both utilization and pricing dimensions, providing a comprehensive fiscal metric. Unlike claim counts or mortality, cost per capita captures the real economic footprint of opioid use across populations, aligning the analysis with PBM decision-making and policy budgeting. This variable bridges public-health and economic perspectives, allowing simulation of interventions that reflect both patient outcomes and payer costs.

By linking PBM and SDOH mechanisms, this model quantifies how synchronized financial and social policies could reduce national opioid spending. Simulated PBM interventions—formulary tightening, utilization management, and per-claim price adjustments—produced short-term savings of 4–6 %. Broader SDOH improvements generated larger, compounding effects; when combined, PBM + SDOH integration achieved an estimated 17 % national reduction ($\approx \$23$ billion annually). These effects were strongest in states with high unemployment and provider scarcity, emphasizing the efficiency of geographically targeted interventions.

This framework extends earlier research that examined opioid prescribing or mortality in isolation (Guy et al., 2019; Dasgupta et al., 2018; Health Affairs 2022). Previous models rarely connected utilization to cost or simulated structural interventions. The current work advances the field by unifying clinical, economic, and social determinants within an interpretable machine-

learning model. Its transparent SHAP-based approach avoids the “black-box” limitation common in AI applications and ensures policy relevance.

Several limitations merit acknowledgement. County-level aggregation masks intra-county heterogeneity and may obscure micro-patterns within metropolitan or rural clusters. PBM rebate data were simulated using federal benchmarks and may not fully capture contract-level variation. Temporal alignment between SDOH and CMS Part D datasets introduces potential lag effects. Finally, causal inference was outside this study’s scope; future quasi-experimental or longitudinal designs (e.g., difference-in-differences or synthetic control) are recommended for policy evaluation.

Despite these constraints, the model’s robustness across cross-validation and sensitivity analyses underscores its reliability. Beyond predictive accuracy, its interpretability enables translation into actionable policy. PBMs can apply these findings to optimize formulary design, prioritize behavioral-health investments, and guide rebate negotiations in socially vulnerable regions. Policymakers can use the model to direct opioid-settlement or prevention funds toward counties with the greatest projected fiscal return, transforming cost containment from reactive management to proactive planning.

From a scientific perspective, this work reframes the opioid crisis as a tractable system of economic incentives and social constraints rather than an uncontrolled epidemic. The integrated PBM–SDOH framework demonstrates that cost burden is measurable, predictable, and reducible through coordinated policy levers. Its generalizable structure offers a blueprint for other chronic-

disease domains where drug spending and social inequity intersect—such as diabetes, mental-health pharmacotherapy, and cardiovascular care.

7. Conclusion

This study developed a transparent, interpretable machine-learning framework that integrates Pharmacy Benefit Management (PBM) cost levers and Social Determinants of Health (SDOH) to explain and predict county-level variation in opioid-related costs across the United States from 2013 to 2023. By combining Medicare Part D claims data with community-level socioeconomic, behavioral, and healthcare-access indicators, the model achieved strong predictive performance ($R^2 \approx 0.97$), confirming that opioid cost per capita is not merely a function of clinical prescribing but a measurable outcome of broader structural and market forces.

The findings confirm that economic instability, limited behavioral-health access, and income inequality are persistent cost amplifiers—an observation consistent with prior evidence linking social distress and opioid outcomes (Dasgupta et al., 2018; Case & Deaton, 2020; Monnat & Rigg, 2018). Conversely, counties with greater provider availability, lower unemployment, and stronger preventive-care infrastructure exhibited substantially lower opioid-related costs, aligning with recent studies identifying social-capital and access factors as key buffers of opioid morbidity and spending (Wainwright et al., 2022; Health Affairs, 2022).

The model's explainable AI design, supported by SHAP interpretability, illuminated these non-linear interactions: opioid cost rose sharply once unemployment exceeded ~7 %, while additional provider gains beyond 200 per 100,000 population delivered diminishing returns—

patterns consistent with economic saturation and access thresholds observed in national workforce analyses (NASEM, 2022). By coupling these social and system-level factors within a unified PBM-informed model, this study advances beyond previous regression-based frameworks that treated prescribing or mortality as isolated phenomena (Haffajee et al., 2021; JAMA Network Open, 2023).

Simulation experiments quantified the practical impact of these mechanisms. PBM policy levers—formulary tightening, utilization management, and modest cost-per-claim reductions—produced rapid but moderate fiscal savings (approximately 4–6 %), consistent with short-run PBM elasticity reported by the Federal Trade Commission (2022). Broader SDOH interventions—expanding primary and mental-health-provider access and reducing preventable risk factors such as smoking and obesity—produced compounding, durable cost reductions. When both domains were integrated, predicted opioid costs declined by ≈17 %, translating to an estimated ≈\$23 billion in annual national savings. This synthesis supports emerging consensus that integrated health-economic and social-policy strategies yield the greatest long-term return on public-health investment (Berwick, 2023; NASEM, 2022).

Importantly, these results emphasize that opioid cost burden can be not only measured but actively mitigated through coordinated, data-informed interventions. PBMs and policymakers can leverage this framework to identify regions with the highest fiscal and social returns on intervention, aligning formulary policy, rebate design, and behavioral-health investment with structural need. In this respect, the model represents a paradigm shift—from reactive management of opioid crises to proactive, geographically targeted fiscal stewardship.

From a scientific perspective, this work demonstrates how economic, clinical, and social variables can be fused within an interpretable, machine-learning framework to address a complex national health problem. The same PBM–SDOH architecture can be adapted to other chronic-disease domains—such as diabetes, cardiovascular health, or mental illness—where drug costs, social inequities, and healthcare access interact (Case & Deaton, 2020; Berwick, 2023). Thus, this study not only advances opioid policy research but also contributes a scalable methodology for integrating artificial intelligence with public-health economics in pursuit of equitable, evidence-based healthcare reform.

8. Assumptions and Scope

The predictive framework developed in this study rests on several methodological and structural assumptions that shape its interpretation and generalizability.

First, PBM-related policy levers (e.g., formulary tightening, utilization management, cost-per-claim reduction) were modeled as proportional adjustments derived from publicly available federal benchmarks and industry-standard elasticity estimates (FTC, 2022; Berwick, 2023). Because real-world PBM rebate contracts are proprietary and highly variable, these simulations approximate realistic but generalized fiscal effects rather than reproducing precise financial outcomes.

Second, the SDOH indicators—unemployment, provider density, obesity, and behavioral-risk prevalence—were primarily sourced from the 2024 County Health Rankings dataset and aligned with Medicare Part D claims by calendar year. This temporal matching assumes contemporaneity between social and economic conditions and healthcare costs. In practice,

lagged effects are probable: community-level social changes may influence healthcare expenditure with a delay of one to two years (Kiang et al., 2020; Monnat & Rigg, 2018). Thus, the model reflects short-run structural associations rather than causal, time-dependent relationships.

Third, county-level aggregation was employed to preserve national representativeness and reduce data sparsity. This assumes that mean population characteristics reasonably approximate local health-system environments. However, intra-county disparities—particularly urban–rural divides and provider clustering—could influence micro-level opioid cost patterns not captured here (Health Affairs, 2022). Future research should refine this approach using ZIP-code or prescriber-level granularity to improve spatial resolution.

Fourth, all monetary values were modeled in nominal 2023 dollars without explicit inflation adjustment. Given the study’s focus on relative percentage change rather than absolute value, this approach preserves interpretive clarity without distorting year-over-year cost comparisons.

Finally, although the Random Forest model provides strong predictive validity ($R^2 \approx 0.97$), it remains correlational rather than causal. The framework quantifies structural co-variation among cost, prescribing, and SDOH but does not infer policy effect size with experimental precision. Longitudinal and quasi-experimental designs—such as difference-in-differences, instrumental variable, or synthetic-control approaches—should be pursued to formally establish causality (Haffajee et al., 2021; JAMA Network Open, 2023).

Despite these assumptions, the model's transparency, cross-validation performance, and interpretive consistency confirm its robustness and policy relevance. Its primary contribution lies not in pinpointing deterministic effects, but in providing a reproducible and interpretable system for forecasting opioid costs under realistic policy and social conditions.

9. Policy and Research Implications

The integrated PBM–SDOH framework offers actionable insights for both healthcare payers and policymakers seeking to reduce the economic burden of opioid use.

For Pharmacy Benefit Managers (PBMs), the findings demonstrate that integrating community-level social data into formulary and utilization analytics can enhance cost-efficiency while promoting health equity. Counties characterized by high unemployment, low provider availability, and elevated social vulnerability showed the largest marginal savings under combined PBM–SDOH scenarios. Targeting these areas with tailored formulary controls, step-therapy programs, and enhanced behavioral-health coverage could yield measurable fiscal and clinical benefits (FTC, 2022; Haffajee et al., 2021).

For policymakers and public-health planners, this model provides a quantitative framework to align opioid-settlement funding and prevention investments with areas of greatest structural deficit. Geographic simulation results highlight how integrated policy—combining cost containment with social infrastructure expansion—produces compounding returns over time. This evidence supports the growing federal and academic consensus that financial efficiency and population health are interdependent rather than competing policy objectives (Berwick, 2023; NASEM, 2022).

For the scientific community, this study establishes a methodological bridge between econometric and epidemiologic modeling. By merging SDOH analytics with PBM fiscal levers in a transparent, explainable machine-learning framework, it advances prior research that examined these domains separately (Health Affairs, 2022; Kiang et al., 2020). The reproducible architecture enables continuous refinement as new data sources—such as PDMP enforcement records, tele-behavioral-health adoption metrics, or settlement allocations—become available.

More broadly, this work reframes the opioid crisis as an economically tractable challenge amenable to predictive modeling and systems-level intervention. Rather than viewing opioid misuse solely as a behavioral or medical issue, the analysis situates it within a quantifiable social and fiscal ecosystem. This paradigm shift—from reactive treatment to proactive prevention and cost optimization—demonstrates the transformative potential of combining artificial intelligence with health economics.

By quantifying how PBM and SDOH factors interact to shape opioid spending, the study offers an evidence-based roadmap for sustainable reform. As federal and state agencies continue to channel opioid-settlement resources, models such as this can guide data-driven prioritization, ensuring that limited funds achieve maximum fiscal and social return. In doing so, this framework contributes both scientific and operational value: it transforms predictive insight into a policy tool for equitable, efficient, and enduring public-health improvement.

10. Future Work

Although this study provides a comprehensive, interpretable model of opioid cost dynamics, several important avenues for advancement remain. Future research should deepen analytic

precision, expand policy simulation scope, and extend methodological innovation across related health and economic domains.

10.1. Enhanced Granularity and Heterogeneity Capture

The present framework aggregates data at the county level to ensure national coverage and computational efficiency. While this design captures broad spatial and socioeconomic patterns, finer-grained analysis would reveal within-county heterogeneity that may mask high-risk microenvironments.

Future studies should incorporate ZIP-code or prescriber-level data to uncover subregional disparities, particularly within large metropolitan and rural border counties. Integrating prescriber-network metrics (e.g., specialty type, patient load, co-prescribing patterns) could illuminate diffusion effects and provider clustering previously documented in prescriber behavior research (Guy et al., 2019; Haffajee et al., 2021). These enhancements would allow policymakers to design hyperlocal interventions, maximizing the precision of both PBM and SDOH strategies.

10.2. Expanded Policy Levers and External Data Integration

The simulation framework can be extended to include additional policy instruments and external datasets that influence opioid cost behavior. Potential expansions include:

- 1) Prescription Drug Monitoring Program (PDMP) enforcement intensity, which regulates prescriber compliance and has shown measurable effects on opioid volume (CDC, 2024).

- 2) Opioid-settlement fund allocations, which provide unprecedented resources for prevention, treatment, and recovery at the state and county levels.
- 3) Tele-behavioral-health adoption rates, increasingly relevant post-pandemic, reflecting accessibility of virtual mental-health care (NASEM, 2022).

Combining these indicators with PBM-level claims would create a multi-policy simulation environment, allowing dynamic evaluation of fiscal and clinical elasticity across time and regions.

10.3. Advanced Spatiotemporal Machine-Learning Architectures

While Random Forests provided excellent performance and interpretability, next-generation approaches could enhance predictive granularity and temporal forecasting. Future work should test graph neural networks (GNNs) to model spatial dependencies between neighboring counties and long short-term memory (LSTM) or attention-based architectures to capture temporal trends in prescribing and cost evolution. Coupling these models with interpretable frameworks such as Integrated Gradients or SHAP for Deep Learning will preserve transparency while improving dynamic accuracy (Berwick, 2023; Wainwright et al., 2022). This evolution from static regression to spatiotemporal modeling would enable real-time forecasting and policy evaluation.

10.4. Cross-Disease Generalization and Transferability

The PBM–SDOH integration strategy demonstrated here can be generalized to other therapeutic and chronic-disease areas where healthcare cost intersects with social structure.

Applications include diabetes, mental-health pharmacotherapy, asthma, and cardiovascular disease—conditions where medication adherence, provider access, and cost-sharing dynamics

mirror those in opioid care (Case & Deaton, 2020; Health Affairs, 2022). Testing model transferability across these disease areas will strengthen external validity and demonstrate the broader scientific utility of combining social epidemiology with pharmacoeconomic modeling.

10.5. Integration with Economic Evaluation and Equity Metrics

Future iterations should link predictive outputs with cost-effectiveness and equity impact frameworks, quantifying not just absolute savings but also distributional benefits across socioeconomic strata. By integrating outcome metrics such as Quality-Adjusted Life Years (QALYs) and inequality-adjusted cost indices, researchers can assess whether fiscal savings also yield equitable health improvements—a growing focus in health-policy science (NASEM, 2022; Berwick, 2023).

10.6. Development of Decision-Support Tools

To maximize policy translation, a subsequent phase of this research will involve creation of an interactive, web-based dashboard. This tool will allow users—PBMs, health plans, and public-health agencies—to visualize county-level forecasts, simulate intervention scenarios, and evaluate projected cost savings in real time. Such decision-support systems transform static research outputs into living, operational analytics, empowering policymakers to allocate funds efficiently and equitably based on empirical evidence.

11. Conflict of Interest Statement

The author conducted this research independently using publicly available data sources (CMS, County Health Rankings, and U.S. Census). The study was not supported, reviewed, or influenced by any employer, organization, or affiliated institution. The author declares no conflicts of interest, financial or otherwise, relevant to this work.

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