

Chapter Number

Innovating Medical Knowledge: Understanding Evidence-Based Medicine as a Socio-Medical Phenomenon

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1. Introduction

Because few would object to evidence-based medicine's (EBM) principal task of basing medical decisionmaking on the most judicious and up-to-date evidence, the debate over this prolific movement may seem puzzling. Who, one may ask, could be against evidence (Carr-Hill, 2006)? Yet this question belies the sophistication of the evidence-based movement. This chapter presents the evidence-based approach as a socio-medical phenomenon and seeks to explain and negotiate the points of disagreement between supporters and detractors. This is done by casting EBM as more than the simple application of research findings to clinical care and improved health outcomes, but rather an umbrella term that harnesses a specific set of pedagogical objectives (some rather radical) under a name that makes it difficult to argue against.

EBM is most popularly defined as the "conscientious and judicious use of current best evidence in the healthcare of individuals and populations" (Sackett et al., 1996b). EBM's influential doctrine first appeared in the *Journal of the American Medical Association* as a brief polemic authored by the Evidence Based Medicine Working Group:

A new paradigm for medical practice is emerging. Evidence based medicine de-emphasizes intuition, unsystematic clinical experience, and pathophysiologic rationale as sufficient grounds for clinical decision-making and stresses the examination of evidence from clinical research. EBM requires new skills of the physician, including efficient literature searching and the application of the formal rules of evidence (Evidence Based Medicine Working Group [EBMWG], 1992).

EBM rose quickly into prominence in medicine, with virtually every area of healthcare now subscribing to the evidence based mantra. This is a considerable feat for a discipline that is described in the EBM manifesto as largely reliant on conventions and habits of thought and practice.

Yet amidst the hubris, there is a sort of obviousness to EBM that has prompted critics to charge EBM with offering "nothing new" (Benitez-Bribiesca, 1999):

1 *"Evidence based medicine," one chemist said to me, "What other kind of medicine could there*
2 *possibly be?" and a consultant physician said gruffly: "We have always practiced evidence based*
3 *medicine" (Hope, 1995).¹*

4 The EBM pioneers equivocated on the movement's innovation and conservatism. It was
5 described as both a "new paradigm" (EBMWG, 1992) and a historically-supported approach
6 "whose philosophical origins extend back to mid-19th century Paris and earlier" (Sackett et
7 al., 1996b). Yet it will be demonstrated in this chapter that although EBM is not best
8 understood as a new "paradigm" or a radical departure from biomedicine, it offers
9 methodological innovation that has shifted how we pursue, collect, and evaluate medical
10 knowledge.

11 Beginning with a historical account of the origins of EBM, a focus on three key
12 methodological innovations employed by EBM will be used to advance the argument that
13 EBM's original contribution to medicine, or what separates EBM from other approaches, is
14 the priority it gives to certain forms of evidence, specifically evidence from randomized
15 controlled trials. EBM offers a shift in the sort of evidence that is most highly valued for
16 diagnosis, therapy, and prognosis questions, as heavy emphasis is placed on experimental
17 controls and quantified measures, thus diminishing the previous status of clinical
18 experience and observational studies significantly. This commitment represents not only
19 methodological change, but also a novel regard of the reliability of various forms of medical
20 knowledge. EBM offers a new answer to medicine's fundamental normative question: how
21 ought we to practice medicine?

22 **2. The origins of evidence-based medicine**

23 The origins of the evidence-based medicine movement are traceable back to a series of
24 lectures given by epidemiologist Archie Cochrane in the early 1970s, where he argued that
25 many popularly used medical practices were of unknown or questionable safety and
26 efficacy (Ashcroft, 2004). In these lectures, which were later compiled in *Effectiveness and*
27 *Efficiency: Random Reflections on Health Services* (Cochrane, 1972), he detailed the injury,
28 waste, and failure to improve care that ensued from widespread acceptance and use of
29 unestablished medical interventions. He maintained that treatments should be evaluated
30 using unbiased methods like the randomized controlled trial, and that health care
31 professionals should regularly update their knowledge base (Ashcroft, 2004). Ashcroft has
32 noted the strong ethical imperative behind Cochrane's recommendations, as they were
33 rooted in concern to do no harm, to do one's best for one's patients, and to do so justly by
34 eliminating waste (Ashcroft, 2004).

35 Cochrane's programmatic outline was revitalized in 1990 by a group of professors of clinical
36 epidemiology, medical informatics, and biostatistics at McMaster University in Canada,
37 who called themselves the "Evidence Based Medicine Working Group". They introduced
38 the phrase "Evidence Based Medicine" in a ubiquitous 1992 manifesto as a "new paradigm"
39 in medical education and practice (EBMWG, 1992). In the document, the ethical promise
40 was made that the virtuous clinician "whose practice is based on an understanding of the

¹ Hope is a supporter of EBM who maintains that one sign of a movement being important is when its detractors indignantly maintain that it is nothing new.

1 underlying evidence will provide superior patient care” (EBMWG, 1992). While the ethical
2 imperative to improve patient care remained central, the promise to decrease medical
3 uncertainty by systematic evaluation of the efficacy of current practices was particularly
4 appealing to health care administrators and policy analysts facing a crisis situation with
5 respect to escalating healthcare costs and spending. Added to the gamut of methodologies
6 for data collection and analysis first recommended by Cochrane was the use of emerging
7 information technologies to synthesize the large quantities of published studies, proliferate
8 information, and increase accessibility. The combined picture of EBM as ethically driven to
9 improve patient care, fiscally responsible, and technologically up-to-date likely drove the
10 rapid integration of the movement into medicine, where just over twenty years since the
11 Evidence Based Medicine Working Group formed, EBM is now common parlance within
12 health care. Academic centres and journals dedicated to EBM’s advancement have been
13 established with much fanfare, and the evidence-based movement has stretched beyond the
14 health sciences to business management (Kovner et al., 2000; Kovner & Rundall, 2006),
15 public health (McGuire, 2005), speech pathology (Reilly et al., 2004), occupational therapy
16 (Von Zweck, 1999) social work (Cournoyer, 2004; Howard et al., 2003; Grinnell & Unrau,
17 2010), education (Council for Exceptional Children, 2011; Horner et al., 2005; Slavin, 2002),
18 and other social science disciplines. It is even generating attention as a promising new
19 approach to bioethics (“evidence-based ethics”) (Roberts, 2000; Strech, 2008; the rare
20 criticism is found in Goldenberg, 2005). The term “evidence-based everything” has been
21 used to describe the enthusiasm for this movement (Mykhalovskiy & Weir, 2004).

22 **3. What’s new about EBM?**

23 Despite the fanfare, it is not immediately obvious that EBM offers something new to medical
24 practice. In response to EBM’s demand that medical decisions ought to be based on
25 stringent empirical evidence, critics ask, hasn’t modern medicine *always* been evidence-
26 based? Quite surely, by being founded on natural science, biomedicine has always been
27 grounded in the empirical sciences, which bases its claims on observational evidence.

28 The critics are correct to think that EBM’s empirical commitments are not new to medicine’s
29 ideal practices (regardless of whether or not they are actually practiced). However,
30 proponents have denied the charge that EBM is “old hat” (Sackett et al., 1996b), and have
31 even been grandiose in their descriptions of EBM as being a “new paradigm” promising to
32 “revolutionize” medicine (EBMWG, 1992). This description suggests the evidence based
33 approach to offer something radically different from previous approaches, and so it is worth
34 investigating this alleged paradigm change.

35 **3.1 Is EBM a new paradigm?**

36 To illustrate the unique workings of EBM, the new paradigm of medicine, the Evidence
37 Based Medicine Working Group presented the following clinical scenario:

38 *A junior medical resident working in a teaching hospital admits a 43-year old previously well*
39 *man who experiences a witnessed grand mal seizure. He had never had a seizure before and had*
40 *not had any recent head trauma...Findings on physical examination are normal. The patient is*
41 *given a loading dose of phenytoin intravenously and the drug is continued orally. A computed*
42 *tomographic head scan is completely normal, and an electroencephalogram shows only non-*

1 *specific findings. The patient is very concerned about his risk of seizure recurrence. How might*
2 *the resident proceed (EBMWG, 1992)?*

3 The Working Group explain that the resident practicing “*the way of the past*” (pre-EBM) would
4 consult the senior resident, who, supported in his view by the attending physician, informs her
5 that the risk of seizure recurrence is high, although its precise risk factor is unknown to him.
6 He instructs the resident to relay this information and the related precautions to the patient.
7 The resident does as she is told and the patient, still fearful, is discharged (EBMWG, 1992). In
8 “*the way of the future*”, however, the EBM-trained resident asks herself whether she knows the
9 prognosis of a first seizure and, realizing that she does not, proceeds to the library and
10 conducts a literature search on the *Grateful Med* (now *PubMed*) search engine. Her search on
11 the medical subject headings “epilepsy”, “prognosis”, and “recurrence” retrieves twenty-five
12 titles, of which one is deemed by the resident to be directly relevant. Exercising the critical
13 appraisal skills that she learned in medical school, she reviews the paper, deems the study and
14 its conclusions to be valid, and returns to her patient after only thirty minutes. She conveys the
15 risk of recurrence over time post-incident, and recommends follow-up with his family
16 physician. The patient leaves “with a clear idea of his likely prognosis” (EBMWG, 1992).

17 In their comparative analysis of EBM and its biomedical predecessor, Sehon and Stanley
18 argue that the EBM programmatic literature’s likening of its approach to a Kuhnian
19 paradigm shift is a gross exaggeration (Sehon & Stanley, 2003). The authors contend that
20 EBM is not a new paradigm because Kuhn described such a large-scale scientific revolution
21 as involving dramatic changes of worldview and even a different world in which scientists
22 must operate (Kuhn, 1996). A Kuhnian paradigm is an “entire constellation of beliefs,
23 values, techniques, and so on shared by the members of a given community” (Kuhn, 1996).
24 The new paradigm will be *incommensurable*, to some extent, with the previous paradigm, a
25 condition that is not met with the evidence based approach in comparison to biomedicine’s
26 “basic science approach”, which involves “studying the physiological mechanisms of the
27 body and the biochemical properties of drugs” (Sehon & Stanley, 2003).

28 When EBM is suggested to be a new paradigm, this fosters the impression that an entire set
29 of beliefs, values, and techniques are being discarded, “and that the whole world of medical
30 research and clinical practice is completely different than it was in the days before EBM”
31 (Sehon & Stanley, 2003). This impression is certainly false. Furthermore, the language of
32 paradigms suggests that health care practitioners must make a “stark choice” between EBM
33 and “traditional” biomedicine, where one can “accept the new regime and completely reject
34 the old, or defensively hold onto the old and dismiss EBM entirely” (Sehon & Stanley, 2003).
35 Aside from not being a productive atmosphere in which to hold a critical debate about EBM,
36 this polarization exaggerates the merits, demerits, and differences between EBM and its
37 biomedical “predecessor”.

38 Numerous commentators have characterized the EBM debate as dredging up the hoary “art
39 versus science” dispute regarding the nature of modern clinical medicine. The critics worry
40 that EBM overemphasizes the latter at the expense of the former. Sullivan and
41 MacNaughton, for example, comment that

42 *the doctor does not deal with illnesses alone but with people who are ill, and for each individual*
43 *the illness is unique in terms of his or her experience of it and in its presentation to the doctor*
44 *(Sullivan & MacNaughton, 1996).*

1 Understanding the unique circumstances of the individual case is thought to involve a form of
2 practical knowledge or judgment quite different from the *technical* knowledge offered by EBM.
3 The “grey zones” of practice (Naylor, 1995), that is, areas where the evidence from randomized
4 trials about risk-benefit ratios of competing clinical options is incomplete, inconclusive, or
5 contradictory and so clinical judgment must be relied on,² are repeatedly argued to be missing
6 from EBM’s formulaic knowledge base (Tanenbaum, 1993). Indeed, EBM struggles to account
7 for the interpretive dimensions of clinical care, as evidence-based decisionmaking is largely an
8 effort to standardize and rationalize the application of evidence to clinical care. It is no wonder
9 that critics fail to be persuaded by EBM’s conciliatory efforts, such as making the first principle
10 of EBM “*evidence is never enough*” in the authoritative *Users’ Guides to the Medical Literature*
11 textbook (Guyatt & Rennie, 2002). It is also worth asking: if evidence is not the fundamental
12 base of medicine, are we still practicing evidence *based* medicine?

13 In light of these grey zones, EBM is charged with creating and sustaining the idea that
14 *evidence* and *practice* are opposing concepts (Pope 2003; Wood et al., 1998). Other dualisms
15 reinforced in the EBM literature include technical vs. experiential/intuitive knowledge,
16 empirical vs. theoretical knowledge, evidence based vs. patient-centred care, and, of course,
17 EBM vs. its biomedical predecessor, which is inappropriately referred to as “traditional
18 medicine”.³ Adherence to these artificial bifurcations seems to misdirect the EBM debate, as
19 they promote undue polarization between EBM and its biomedical alternatives. For
20 instance, the references to pre-EBM as “traditional medicine” in some of the early EBM
21 programmatic literature (EBMWG, 1992; Sackett et al, 1996b) is an obvious misnomer, as the
22 term typically refers to folk and alternative healing practices. The selection of this
23 inappropriate term was presumably deliberate, as it permitted the EBM originators to
24 emphasize what they alleged to be the widespread tendency of clinical medicine to operate
25 without sufficient evidentiary support to establish the efficacy of their practices. Pre-EBM
26 biomedicine was therefore “traditional” insofar as it is unscientific or at least insufficiently
27 scientific. Some support for this claim has been found in the phenomenon of small area
28 variations of healthcare practice among different geographical regions (Parchman, 1995).
29 However invoking “traditional medicine” is polemical (and distracting) in its
30 misrepresentation of biomedicine, as it cannot account for biomedicine’s modern scientific
31 framework, its significant technological advances and achievements, and, of course, EBM’s
32 ties to the biomedical tradition.

33 Despite not invoking revolution (or comparable large-scale upheaval) in medical practice, it
34 will now be demonstrated that EBM brings something new to medicine. The critics who
35 deny this claim likely do so because they misunderstand EBM to be asking for no more than
36 rigorous empirical research in medicine. But the term “evidence based” amounts to much
37 more. While the evidence based approach certainly does call for rigorous empirical research
38 in medicine, this call is accompanied by novel accounts of what counts as valid evidence

² Among the procedures cited by Naylor to be in the “grey zone” are: carotid endarterectomy, upper gastrointestinal (GI) endoscopy, hysterectomy, and percutaneous transluminal coronary angioplasty. Randomized controlled trials have been done in these areas, but the results have not produced unequivocal conclusions.

³ Accompanying these imposed bifurcations are, of course, efforts at integration, such as “evidence-based patient centred care” (Borgmeyer, 2005), and “evidence-based patient choice” (Hope, 1996; Edwards & Elwyn, 2001; Parker, 2001). The literature also includes an effort to overcome (or possibly deny) the evidence/judgment divide (Downie et al., 2000).

1 and what qualifies as the most rigorous methods of empirical research. Rather than a
2 revolution or paradigm change, EBM represents an important *shift* in biomedical thinking
3 and practice that is a significant alternative to its biomedical predecessor. Specifically, EBM
4 offers a shift in the sort of evidence that is most highly valued for diagnostics, prognostics,
5 and therapeutics, in its emphasis on experimental controls and quantitative research, which
6 undermines previous regard of clinical experience and observational studies significantly
7 (Sehon & Stanley, 2003). At minimum, this shift is signified by a change from a medical
8 model grounded in basic science to a novel statistically-based medicine (Henry, 2006).
9 EBM's hierarchy of evidence is at the service of outcomes research, which uses a cluster of
10 statistical and epidemiological methods for analyzing the therapeutic effectiveness of
11 clinical interventions (Gifford, 1996). This commitment to highly controlled data and
12 methods of statistical analysis that were previously used only for population-based research
13 (such as public health) represents not only methodological change, but also a novel regard
14 of the reliability of various forms of medical knowledge.

15 **4. The novel contents of EBM**

16 The unique content offered to medicine by EBM remains difficult for many to grasp. Hardly
17 anyone can disagree with the goal of getting clinicians to make "conscientious, explicit, and
18 judicious use of current best evidence" for decisions in patient care. Any expressions of
19 doubt about EBM activities are usually greeted with vigorous accusations of disregarding
20 "today's harsh realities", or ignoring "what happens in clinical medicine" (Sackett et al.,
21 1996a). Furthermore, critics are frequently denounced for erroneous beliefs that EBM only
22 uses evidence from randomized controlled trials, that it involves "merely the mindless
23 application of the results of megatrials", and that "other forms of evidence are heavily
24 discounted" (Rosenberg & Donald, 1995). Feinstein and Horwitz have wisely suggested that
25 much of the confusion surrounding what EBM actually stands for lies in the distinction
26 between the contents of EBM itself and its application in clinical practice. It is only when this
27 distinction is blurred that many clinicians claim EBM to offer "nothing new" (Feinstein &
28 Horwitz, 1997). Many practitioners have seen little novelty in EBM because they regularly
29 assemble evidence, develop clinical judgment, read medical literature, attend medical
30 meetings, and have discussions with one another. These activities seem entirely compatible
31 with the statement that the practice of EBM consists of "integrating individual clinical
32 expertise with the best available external clinical evidence from systematic research"
33 (Sackett et al., 1996b). The activities surrounding the practice of EBM also seems fairly
34 standard, as the data informing evidence-based practice "is not restricted to randomized
35 trials and meta-analyses" (Sackett et al., 1996b). It contains "clinically relevant research,
36 often from the basic sciences of medicine" and it includes studies of diagnostic tests,
37 prognostic markers, and "the efficacy and safety of the therapeutic, rehabilitative and
38 preventive regimes" (Sackett et al., 1996b). With this description of what is done when EBM
39 is *practiced* and with the overt acknowledgement by the EBM originators that EBM is rooted
40 in the medical thought of mid-nineteenth century France, specifically "the call for external
41 evidence expressed in Paris 150 years ago by Louis, Bichat and Magendie" (Sackett et al.,
42 1997), clinicians can easily conclude that EBM is not particularly novel, and may wonder
43 why it has stirred so much fuss and controversy (Feinstein & Horwitz, 1997).

44 The novelty lies, however, in the organization and privileging of information. While a wide
45 range of evidentiary sources are permitted in evidence-based practice, the evidence
46 collected for EBM itself is confined almost exclusively to RCTs and meta-analyses of those

1 trials. The RCT is consistently ranked at the top of the hierarchy of evidence, thus
2 confirming the former's privileged position (Feinstein & Horwitz, 1997). For instance,
3 Sackett et al. maintain that for questions of therapy,

4 *we should try to avoid the nonexperimental approaches, since they routinely lead to false-positive*
5 *conclusions about efficacy...The randomized trial, and especially the systematic review of several*
6 *randomized trials...has become the "gold standard" (Sackett et al, 1996b, as cited in Feinstein &*
7 *Horwitz, 1997).*

8 The analysis in the next three sections will further examine the novel contents of EBM
9 captured in its methodological privileging of (1) the hierarchy of evidence, (2) the
10 randomized controlled trial, and (3) outcomes measures.

11 **4.1 The hierarchy of evidence**

12 The hierarchy of evidence captures EBM's basic methodological and epistemic commitments
13 in a fairly straightforward ranking of methods. EBM proponents strongly hold that the
14 trustworthiness or validity of evidence is a function of the design of the study from which
15 the evidence is obtained (Sackett, 1989, 1997; Sackett et al., 1991; Solomon & McLeod, with
16 the Canadian Task Force on the Periodic Health Examination, 1994), and so the desire to use
17 only the "best evidence from clinical research" in the management of individual patients
18 (Sackett et al, 1996b, 1997) has resulted in intricate classificatory schemes for ranking the
19 value of different types of studies. Among the numerous published formulations, there is a
20 consistent placement of randomized controlled trials or the systematic review of these trials
21 at the top, retrospective studies well down the list, and clinical anecdotes are seen as
22 providing little if any evidence for the value of intervention (see Fig. 1).

23 **A Hierarchy of Strength of Evidence for Treatment Decisions**

- 24 • N of 1 randomized controlled trial
- 25 • Systematic reviews of randomized controlled trials
- 26 • Single randomized trial
- 27 • Systematic review of observational studies addressing patient-important outcomes
- 28 • Single observational study addressing patient-important outcomes
- 29 • Physiologic studies (studies addressing blood pressure, cardiac output, exercise
30 capacity, bone density, and so forth)
- 31 • Unsystematic clinical observations

32 Fig. 1. *Users' Guide to Medical Literature* hierarchy of evidence (Rennie & Guyatt, 2002)

33 While EBM has evolved over time, most notably in its self-regard from a (polemical) "new
34 paradigm" to a more tempered technique for clinicians to manage vast quantities of research
35 information (for example, Haynes, 2002), the core belief that evidence belongs in fixed
36 hierarchical order with the systematic review of randomized controlled trials always on top
37 remains unshaken (Upshur et al., 2001). In the evaluation of treatment effects, for example, a
38 large, well-designed, randomized trial is considered more reliable than those findings from
39 non-randomized prospective or retrospective studies (Sackett, 1997). Similar schemes have
40 been developed for the ranking of evidence in other clinical categories such as prognosis,
41 aetiology, and diagnosis (Centre for Evidence-Based Medicine, 2006; Sackett et al., 1997). At

1 the bottom of each of these clinical scales is evidence obtained from case reports and personal
2 experience.

3 The logic behind the ranking of evidence is simple: randomization is the best method for
4 distinguishing between the effects of active treatment from the effects of known and
5 unknown potentially biasing influences (Peto & Baigent, 1988). It follows that we should
6 make every effort to identify and catalogue these studies. And this is exactly what is
7 happening. EBM proponents initially endorsed the teaching of critical analysis skills in
8 medical schools so that physicians could properly assess the quality of a study (EBMWG,
9 1992). The hierarchy of evidence is one of the tools used in this task. It was quickly realized,
10 however, that more advanced informatics were needed in order for clinicians to manage the
11 massive amount of research data available. The Cochrane Collaboration has undertaken the
12 monumental task of identifying and evaluating well over a million randomized controlled
13 trials (U.S. Cochrane Center, 2002). Systematic reviews and meta-analyses of randomized
14 trials in specific areas of medicine are now widely available on EBM databases and in EBM
15 journals.

16 The privileging of “hard” evidence—the quantified data generated by randomized controlled
17 trials—over knowledge generated from clinical experience (EBMWG, 1992) and qualitative
18 measures (Gray, 1997) speaks to an epistemic distrust of subjective or personal experience,
19 which cannot guard against biasing influences. Methodologies like blinding, randomization,
20 placebo-control, the use of large subject populations, and replication of results serve to abstract
21 from values to reveal empirical facts. Of the types of trials available, clinical trials offer the
22 strongest and clearest support for any claim that a treatment is effective because they allow
23 scientists to control extraneous variables and test one factor at a time (Schick & Vaughn, 2002).
24 The hierarchy of evidence is, by the founders’ own admission, based on levels of certainty,
25 where the quantified and the scientific forms of evidence are placed on top because they are
26 understood to be most resistant to sceptical refutation (Sackett et al., 1991).

27 The central goal behind the EBM movement is quality of care, and this goal serves as the
28 grounds for encouraging medical practice that utilizes the latest and best evidence.
29 Evidence-based practices, including the ranking of evidence, are thought to enhance
30 effective and efficient clinical decision-making. But, critics argue, “effectiveness” need not be
31 limited to clinical- or cost-effectiveness. It could also refer to patient-based outcomes
32 indicating satisfaction with the treatment provided. The hierarchy prioritizes evidence of
33 clinical effectiveness and necessarily excludes subjective perceptions (Malterud, 1995, 2001;
34 Rogers 2002). Yet patient narratives and the interpretive features of clinical practice are
35 thought by many to be crucial features of quality healthcare (Greenhalgh & Hurwitz, 1998;
36 Greenhalgh, 1999; Malterud 2001; Silva et al., 2011).

37 **4.2 Randomized controlled trials: The “gold standard” of medical research**

38 The methodological debates that make up the bulk of the EBM literature revolve around the
39 general question whether or not the refined focus on clinical evidence (as prioritized in the
40 EBM hierarchy of knowledge), or the search for secure knowledge in general, improves our
41 ability to decipher best practices and therefore prescribe the most effective treatments.
42 Alternatively, the methods may leave out too many important features of clinical care that
43 are not readily measurable through evidence-based approaches. This leads to the important

1 further question of whether the randomized controlled trial rightfully deserves the title of
2 “gold standard”.

3 Regarded as a maverick among his peers, Cochrane strongly promoted the controversial view
4 that randomized controlled trials offer the best test for the effects of medical interventions and
5 could thereby correct ineffectiveness and even harms perpetrated by contemporary medical
6 practice (this was another heretical claim) (Pope, 2003). With time, this view came to be
7 accepted and randomized trials became “a yardstick by which other sources of information
8 were judged and ranked within a hierarchy of evidence” (Pope, 2003). The introduction of
9 randomized trials to medical research has been credited by Iain Chalmers, one of the original
10 founders of the Cochrane Collaboration who was knighted in 2000 for his activism in
11 cumulating evidence in medical research, and others for revolutionizing therapeutic
12 development and increasing the life expectancy of patients from three to seven years over the
13 past half century (Chalmers, 1998). When substantial uncertainty exists about treatment
14 effects, it is widely thought to be not only scientifically correct to answer it in a study with the
15 smallest amount of built-in bias, but also most ethical to expose patients to alternative
16 treatment options based on chance only and not upon the biased opinion of a physician
17 (Edwards et al., 1998; Frazier & Mosteller, 1995; Freedman, 1997; Lilford & Jackson, 1995).

18 Many EBM critics point to the “experiential nature” of medical practice for being not only
19 inextricable from but also inappropriately maligned by the evidence based approach
20 (Tanenbaum 1993; Williams & Garner, 2002). However, supporters of EBM insist that
21 experiential knowledge is worth minimizing because experience allows for the repetition of
22 mistakes. EBM proponents point to the data available suggesting human fallibility and bias
23 in drawing conclusions based on uncontrolled experience (Dawson & Arkes, 1987;
24 MacCoun, 1998). Others argue that investigators with relationships or experience with a
25 subject form expectations with respect to treatment outcomes that make them less able to
26 produce objective reviews of scientific evidence than non-experts trained in critical appraisal
27 of evidence (Oxman & Guyatt, 1993). A logical deductive framework for interpretation of
28 evidence is therefore argued to be needed if we are to avoid practicing medicine based on
29 uncontrolled experience, which may do more harm than good (Sackett, 1989). The nature of
30 research is meant to reduce uncertainty, even if it cannot be completely eliminated. Yet what
31 randomized controlled trials gain in experimental certainty (internal validity), they lose in
32 applicability to the clinical context (external validity) (Cartwright, 2007). The EBM hierarchy
33 indicates a strong presumption in favour of internal validity in experimental design.

34 The randomized controlled trial design is better geared for certain kinds of intervention
35 questions than others. These trials are ideal for the direct comparison between simple
36 treatments such as two single drugs, and so the pronounced “hegemony of the double-blind
37 randomized controlled trial” (Charlton, 1991) can both undermine research into the use of
38 complex interventions and result in a failure to meet the complex needs of individual
39 patients. Regarding the former, the critics worry that because randomized controlled trial
40 design is increasingly favoured, and because the expectation to provide “best evidence” of
41 effectiveness before implementing interventions is growing, complex interventions are by
42 default less likely to be supported over time (DeVries & Lemmens, 2006). As a result,
43 behavioural, psychosocial, community based, and multiple-component interventions lose
44 out in favour of individual patient-based treatments (Dieppe, 1998; Tallon et al., 2000) and
45 resultant public health policy-setting increasingly focuses on individuals rather than on

1 groups (Davey-Smith et al., 2001). Speaking more abstractly, numerous philosophers of
2 science deny that there is any universal method in science, randomized trial or otherwise
3 (Cartwright, 2007; Urbach, 1993; Worrall, 2002).

4 In the arena of individual patient care, critics argue that because EBM guidelines are derived
5 from controlled trials of simplified clinical situations using criteria that often exclude other
6 complicating serious conditions, the evidence may not be applicable to complex clinical
7 situations. The “gold standard” of clinical research is widely thought to have a problem of
8 generalizability of its results to individual patient care (Britton et al., 1998; Culpepper &
9 Gilbert, 1999; Feinstein & Horwitz, 1997). Even Cochrane recognized that while the RCT can
10 measure effectiveness, its results may not be directly replicable in clinical practice (Cochrane,
11 1972), and so Dingwall et al. seem correct in their suggestion that Cochrane’s ideas have been
12 used somewhat selectively in EBM (Dingwall et al., 1988, as cited in Pope, 2003). The problem
13 of generalizability begins with the narrow eligibility criteria for randomized trials, which limit
14 conclusions about a treatment’s effectiveness to patients who fulfill those criteria (Feinstein &
15 Horwitz, 1997). To demonstrate optimal efficacy, randomized controlled trials often use
16 relatively homogenous subject populations (Djulfbegovic et al., 2000). Patients excluded from
17 such trials can differ substantially from study patients in a variety of ways that could influence
18 treatment outcomes (i.e. disease severity, comorbid conditions, gender, race) (Britton et al.,
19 1998; Tanenbaum, 1995). Furthermore, the time periods covered in clinical trials and the
20 measures used to assess outcomes frequently differ from those used to assess the success of a
21 therapy in actual practice. In an effort to be efficient, clinical trials typically use the shortest
22 time possible for determining valid results, employing surrogate endpoints rather than
23 clinically relevant outcomes. Surrogate endpoints are physiological or biochemical markers
24 that can be ascertained quickly and taken to be predictive of clinically meaningful endpoints—
25 such as how a patient feels, functions, or survives—that take much longer to observe. They are
26 “surrogate” insofar as they are outcome measures that are not of direct practical importance
27 but are believed to reflect outcomes that are clinically relevant. For example, cholesterol
28 studies frequently use cholesterol reduction as a surrogate for reduced mortality. Direct
29 demonstration of mortality reduction requires lengthy trials using large subject populations,
30 while cholesterol reduction is known to be strongly associated with mortality benefits, and can
31 be measured easily in smaller numbers of patients. Similarly, blood pressure is not directly
32 important to patients but it is often used as an outcome in clinical trials because it is a risk
33 factor for stroke and heart attacks (Bandolier, n.d.).

34 Yet the requirement that surrogate endpoints reliably predict the overall effect of the clinical
35 outcome frequently fails in practice (Fleming & DeMets, 1996). The disease process can
36 affect the clinical outcome through several causal pathways that are not mediated by the
37 surrogate. Therefore the effect of the intervention on these pathways will be different from
38 the effect on the surrogate (Fleming & DeMets, 1996). It is more likely, however, that “the
39 intervention affects the clinical outcome by unintended, unanticipated, and unrecognized
40 mechanisms of action that operate independently of the disease process” (Fleming &
41 DeMets, 1996). Fleming and DeMets argue that surrogate endpoints frequently mislead
42 regarding the actual effects that treatments have on health outcomes. For instance, although
43 lipid levels are widely seen to be important predictors of cardiovascular-related mortality,
44 there is debate over the relationship between lipid lowering and reduction in overall
45 mortality. The Coronary Drug Project in the 1970’s showed clofibrate and niacin to decrease
46 cholesterol levels, however neither agent reduced total mortality (Fleming & DeMets, 1996).

1 Taken together, the numerous controls utilized to guard against bias and promote efficiency
2 in medical research limits the relevancy of, and may even distort, the “best evidence from
3 clinical research” in the management of individual patients. While there are differences of
4 opinion regarding the challenges posed in making clinical evidence applicable, EBM fails to
5 engage significantly with this problem. EBM’s penchant for methodological rigour may be
6 at odds with the ad hoc nature of clinical practice. Tanenbaum has suggested that the
7 precision of “best evidence” is fundamentally irreconcilable with its clinical relevance, given
8 the particularity of patients and the significant improvisational dimensions of clinical
9 practice (Tanenbaum, 1995). Shaughnessy et al. refer to this improvisational feature as
10 “clinical jazz” (Shaughnessy et al., 1998). The debate over randomized controlled trials
11 highlight that the problem of evidence in EBM does not only concern what knowledge is
12 missing from the evidence based decisionmaking framework, but also the nature of the
13 knowledge that *does* enter into consideration.

14 **4.3 Outcomes measures: Clinical effectiveness and the quality movement in medicine**

15 EBM was introduced to healthcare in the wake of what has been famously described as the
16 “third revolution” in health care (Relman, 1988),⁴ a turn toward assessment and accountability
17 in light of escalating health care costs creating a “crisis” situation in health care spending
18 throughout the industrialized world. Patients and payers widely subscribed to a “waste
19 theory” that described physicians wasting healthcare money on poorly performing diagnostics
20 and treatments (Tanenbaum, 1994a). Furthermore, the documentation of notable geographical
21 variations in practice that could not be explained by local organizational and financial
22 arrangements caused alarm (Clancy & Eisenberg, 1988). Health care advocates wanted the
23 consistent practice of only the best health care interventions. The “best” was determined by the
24 “end results” or “outcomes” of medical practice. The urgency with which the public
25 demanded that physicians pay attention to medical outcomes led to what soon became known
26 as the “outcomes movement” in health policy (Epstein, 1990). Evaluating clinical effectiveness
27 was seen as a fiscally responsible means of only financing the most promising therapies and
28 research. EBM facilitated the clinical data that outcomes research requires in order to evaluate
29 best practices.

30 Outcomes research refers to all activity directed towards the assessment of outcomes,
31 analysis of effectiveness, and quality assurance (Epstein, 1990). It uses statistical analysis of
32 clinical data to determine associations between particular therapeutic interventions and
33 particular results (Tanenbaum, 1994a). Unlike laboratory research which measures definable
34 clinical events like lipid lowering or blood pressure, outcomes research can employ patient-
35 derived endpoints, the outcomes that patients care about (Clancy & Eisenberg, 1988).
36 Common themes in outcomes research are: safety, effectiveness, equity, efficiency,
37 timeliness, and patient centeredness (Institute of Medicine, 2001). The benefits of outcomes
38 research to healthcare include better informed patients and providers, the development of
39 clinical guidelines that reflect those assessments, and wiser purchasing of health care
40 technologies (Agency for Health Care Research and Quality, n.d.). This move towards

⁴ Relman later lamented that this “third revolution” was never realized due to lack of government initiative by any of the US governmental administrations elected since the 1988 writing of his editorial (Relman, 2009).

1 accountability is supposed to serve as a rational basis for decision making and, by extension,
2 make medical care more efficient.

3 The outcomes movement argues for the primacy of probabilistic knowledge derived from
4 statistical studies for medical practice and the vigorous adoption of this position within health
5 care indicates a radical shift in medical rationality (Tanenbaum, 1994a). Polychronis et al., for
6 example, regard the ascendancy of EBM as the triumph of statistics over clinical common
7 sense based on deterministic reasoning (Polychronis et al., 1996). Clinical epidemiology, the
8 application of epidemiologic and biometric methods to direct patient care (Sackett, 1969), is
9 now held by some to be a basic medical science (Sackett et al., 1991). EBM distinguishes itself
10 from pre-evidence based biomedicine by its orientation toward outcomes research, while
11 biomedicine is more dependent on bench science. Biomedical research employs laboratory
12 science that aims to understand the causal relationship between an intervention and a desired
13 effect, whereby therapeutic efficacy can then be inferred. EBM seeks to generate probabilistic
14 knowledge regarding what is likely to work for whatever reason (Tanenbaum, 1994a). John
15 Wennberg, director of the Centre for Evaluative Clinical Science at Dartmouth Medical School,
16 regards biomedical science to be at the service of evaluative science in treatment
17 decisionmaking. He argues that biomedicine generates new technologies, while evaluative
18 science provides the crucial data linking treatments to outcomes (Wennberg, 1992).

19 The consistent placement of the randomized controlled trial at the top of the EBM hierarchy of
20 evidence is better understood in light of the biomedical versus evidence-based distinction, as
21 this research method serves the objectives of outcomes research by appearing to bracket out a
22 whole range of scientifically and epistemologically difficult questions about why treatments
23 do or not work (Ashcroft, 2002). For instance, rather than determining the properties that
24 enable or hinder an intervention's success, randomized controlled trials establish efficacy by
25 comparing the outcomes of the experimental arm with those found in a similar subject
26 population receiving a comparator intervention. Eliminating bench science's focus on
27 determining *why* a treatment works or not through appeal to deeper biological theory has
28 certain advantages for healthcare decision-making (Ashcroft 2002; Gifford 1996).⁵ Definitive
29 biological explanation has not always led to safe or beneficial treatment of actual patients. The
30 randomized trial "acts as a practical filter permitting the calibration of scientific good ideas
31 against clinical reality (however that is constructed)" (Ashcroft, 2002). By comparing two or
32 more competing courses of treatment (including placebo), the RCT "offers a technique for
33 dispute resolution within medicine: where there is discord, let a trial be" (Ashcroft, 2002).

34 Because EBM and outcomes research are closely allied, the concerns regarding the latter are
35 similar to those launched against the former. The task of outcomes research, to solve the
36 problems of quality and cost that beset the healthcare system and to do so by scientific
37 rather than political means, raises the concern about the tenability of value-free measures.
38 Furthermore, Tanenbaum's account of the "epistemological politics" of the US outcomes
39 movement (Tanenbaum, 1994a) brings into question whether this research can ever be so
40 benign that it merely informs decision makers and helps them make better decisions (Sage,
41 1994). The championing of probabilistic knowledge to improve clinical practice is argued to
42 replace subjective professional judgment with micromanagement by insurance companies
43 and government (Tanenbaum 1993, 1995).

⁵ Of course there are several ways in which "does it work?" can be construed (Ashcroft et al., 1997).

1 While Tanenbaum is accused of pandering to the fears of physicians and other professionals
2 who perceive outcomes research to be a threat to autonomous practice (Cangialose, 1994),
3 her criticisms are not against outcomes research *per se*, as she recognizes the usefulness of
4 statistical analysis in evaluating medical care. Her target is rather the outcomes *movement*,
5 the “organized effort of one research community and its champions to gain special privilege
6 for statistical evidence, to consider it the only true evidence of medical effectiveness, and to
7 predicate an accountable health care system on physicians’ adherence to norms of practice
8 derived from outcomes studies” (Tanenbaum, 1994b). Similar to EBM, the critics find utility
9 in outcomes research for improving patient care, but they question its near-hegemonic
10 status in influential health policy and administrative circles.

11 **5. Conclusion**

12 While this analysis dampens some of the hubris surrounding the evidence-based movement,
13 it highlights the significant methodological innovation that EBM has brought to medicine.
14 The evidence based approach is marked by the flourishing relationship that the evaluative
15 sciences and informatics, once solely the domain of business and managerial studies, now
16 have with medicine. Eliciting EBM’s place within the “quality movement” (Bodenheimer,
17 1999) captures a shift in medical rationality and knowledge away from previous
18 incarnations of biomedicine by way of EBM’s insistent epistemological privileging of
19 standardized information over judgment, quantified measurement over experience, and
20 epidemiology over bench science.

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