Why is this important?

Degenerative spinal disorders are a diverse group of conditions that can cause chronic low back pain, leg pain and disability.1 Non-surgical treatments are mainly recommended as the first-line management because they help many people and the risk of harms is generally low.2

Spinal fusion surgery involves fusing two or more vertebrae using a bone graft. It has a role in treating a small minority of people with degenerative spinal disorders: where there is nerve or spinal cord compression³, or where there are severe nerve-related problems.4 Complication rates are higher for spinal fusion than for spinal decompression surgery.^{5,6}

Most people with chronic low back pain related to degenerative disorders do not have nerverelated symptoms. The role of spinal fusion in these circumstances is limited and controversial.4

The Second Australian Atlas of Healthcare Variation found marked differences in rates of lumbar spinal fusion. There has been little change to the evidence base for lumbar spinal fusion since publication of the second Atlas in June 2017.

What did we find?

In 2015–2018, the rate of hospitalisation for lumbar spinal fusion was 12.4 times as high in the area with the highest rate compared with the area with the lowest rate. Between 2012-2015 and 2015-2018, there was a small decline (4%) in the rate of lumbar spinal fusion, and a larger decline (25%) in the rate of lumbar spinal fusion excluding decompression.

What can be done?

Priority should be given to examining and improving access to services that provide multidisciplinary review and non-surgical treatments for chronic low back pain.

The substantial variation in rates of lumbar spinal fusion, a procedure recommended in limited circumstances, suggests an urgent need for high-quality evidence on who may benefit from this surgery and the degree of benefit.

Clinical trials are difficult to conduct for lumbar spinal fusion, so it is essential to improve collection of registry data on patient outcomes. The Australian Spine Registry should be developed to support data collection for all consenting patients having lumbar spinal surgery. Patients offered spinal fusion surgery should be fully informed of the potential benefits and risks for them. Surgeons should contribute data on all consenting patients, and regularly audit and review patient outcome data with their peers. Health services should include clinical audit as a credentialing requirement for surgeons who perform lumbar spinal surgery.

Context

Lumbar spinal fusion is a surgical procedure that uses a bone graft to permanently join (fuse) two or more vertebrae to stop them from moving against each other. The procedure can be done with or without the use of hardware (internal fixation), such as screws, cages or plates, which support the vertebrae while the bone graft is healing.

Spinal fusion can be performed on its own or with spinal decompression, a surgical procedure that increases the amount of space in the spinal canal to relieve pressure on nearby nerves and blood vessels.

This item examines lumbar spinal fusion with or without decompression. It excludes the use of spinal fusion for infection, tumours, injury and spinal deformities such as scoliosis, and therefore focuses on the use of spinal fusion for degenerative spinal disorders and associated chronic low back pain.

Degeneration of the lumbar spinal joints and intervertebral discs is part of ageing.⁵ In some people, it can cause low back pain, leg pain related to pressure on nerves (radicular pain), and reduced mobility.7 Common types of degenerative conditions include lumbar spinal stenosis (narrowing of the spinal canal), spondylolisthesis (where one vertebra slips over another) and herniated disc (where disc material protrudes into the spinal canal or outer nerves).5,8

Non-surgical measures are recommended as firstline treatment for most people with acute or chronic low back pain.^{7,9} These include exercise, weight loss, cognitive behavioural therapy and physiotherapy.9 Most people with acute pain will improve within six weeks, but some people have recurrences, and around 40% develop chronic low back pain (lasting for more than three months).10

Surgical intervention, including spinal fusion, is recommended for patients where nerve compression from spinal degeneration causes severe or progressive weakness, or bladder and bowel problems.4 It is also recommended in selected patients where instability (e.g. spondylolisthesis) causes nerve or spinal compression.3

Most people with chronic low back pain related to degenerative disorders do not have nerverelated symptoms. The role of spinal fusion in these circumstances is limited and controversial.4

Cochrane and other systematic reviews have reported inconclusive findings on the effectiveness of spinal fusion due to uncertainties in the available evidence, and have noted difficulties in conducting high-quality trials in this area.^{2,11-13}

Spinal fusion may be an option for people who have persistent (for more than one year) disabling low back pain and significantly impaired quality of life, and who have not responded to non-surgical treatment.4 However, most people with isolated low back pain without evidence of nerve compression are unlikely to benefit from spinal fusion.^{9,14}

People who have persistent radicular pain may benefit from surgery, but the evidence about who benefits and the degree of benefit is not clear. Adding spinal fusion to decompression has not been clearly shown to achieve better outcomes for patients with spinal stenosis.11 Added spinal fusion may result in better outcomes than decompression alone for spondylolisthesis.6

Sometimes spinal fusion is added to repeat decompression surgery to treat recurrent herniated disc, although this has not been shown to improve clinical outcomes compared with decompression alone.¹²

Adding fusion to decompression increases the risks of complications compared with decompression alone, and doubles the hospital costs. 5,11 Spinal fusion surgery is associated with a risk of serious complications; the risk increases with the age of the patient and complexity of the fusion procedure. 5,6 The risk of major complications with complex fusion procedures (joining of more than two vertebrae) is several times the risk of major complications of decompression alone.5

It is important that patients are informed about the possible complications of spinal fusion, particularly older people and Aboriginal and Torres Strait Islander people, who may have other medical conditions (comorbidity) that can increase the risk of complications.6

Reoperation because of continuing symptoms may also be needed. Rates of reoperation depend on the type of degenerative condition and type of surgery.¹⁵

Guidelines from the United Kingdom National Institute for Health and Care Excellence (NICE) recommend against spinal fusion to treat low back pain unless as part of a randomised controlled trial.9 Belgian guidelines recommend that spinal fusion for people with low back pain should only be considered after non-surgical interventions have failed as part of a multidisciplinary evaluation. The treatment should also preferably be recorded in a register.¹⁶

Why revisit variation in lumbar spinal fusion?

The first and second editions of the Australian Atlas of Healthcare Variation examined hospitalisation rates for lumbar spinal surgery in people aged 18 years and over.17,18

The first Atlas examined variation in lumbar spinal decompression and lumbar spinal fusion combined, and found that, over the three-year period 2010-11 to 2012–13, the rate was 4.8 times as high in the area with the highest rate as in the area with the lowest rate.¹⁷

The second Atlas separately explored variation in spinal decompression (without fusion) and lumbar spinal fusion (with or without decompression). It found that, over the three-year period 2012-2015, the number of hospitalisations for lumbar spinal fusion across 305 local areas (Statistical Area Level 3 -SA3) ranged from 10 to 69 per 100,000 people aged 18 years and over. The rate was 6.9 times as high in the area with the highest rate compared with the area with the lowest rate. Rates of surgery were higher in inner regional areas than in major cities or outer regional areas, and were lowest in remote areas.18

It is important to continue to monitor rates of spinal fusion for degenerative spinal conditions because of the low quality of the evidence on the effectiveness of this procedure.

About the data

Data are sourced from the National Hospital Morbidity Database, and include admitted patients in both public and private hospitals.

Rates are based on the number of hospitalisations for lumbar spinal fusion (with or without decompression) per 100,000 people aged 18 years and over in 2012-13 to 2014-15 and 2015-16 to 2017-18. Hospitalisations resulting from infection, tumours, injury and spinal deformities such as scoliosis are excluded from this analysis.

Because a record is included for each hospitalisation for the procedure, rather than for each patient, patients hospitalised for the procedure more than once in the financial year will be counted more than once.

It is not possible to estimate rates of staged surgery across separate hospitalisations from these data. Hospitalisations for the same patient have not been linked. Therefore, a patient who was hospitalised for spinal fusion without decompression may have had a hospitalisation for decompression in the same data collection period.

The analysis and maps are based on the usual residential address of the patient and not the location of the hospital.

Rates are age and sex standardised to allow comparisons between populations with different age and sex structures. Data quality issues – for example, the extent of identification of Aboriginal and Torres Strait Islander status in datasets – could influence the variation seen.

It is not possible to examine variation in fusion for chronic axial back pain at a small area level because of confidentiality reasons.

Principal diagnoses included and the percentage of hospitalisations for lumbar spinal fusion with or without decompression for 2015-2018* are:

- Spinal stenosis (lumbar and lumbosacral), 36%
- Lumbar and other intervertebral disc disorders with radiculopathy, 21%
- Spondylolisthesis (lumbar and lumbosacral), 25%
- Radiculopathy (lumbar and lumbosacral), 5%
- Low back pain, 5%
- Other specified intervertebral disc displacement, 5%
- Lumbago with sciatica, 1%
- Lumbar and other intervertebral disc disorders with myelopathy, 1%
- Unspecified dorsalgia (lumbar and lumbosacral) and other dorsalgia (lumbar and lumbosacral), 1%.

What do the data show? Magnitude of variation

Over the three-year period 2015–2018, there were 14,608 hospitalisations for lumbar spinal fusion (with or without decompression), representing 24 hospitalisations per 100,000 people aged 18 years and over (the Australian rate). The median age for patients was 64 years, and varied across states and territories, from 55 in the Northern Territory to 67 in South Australia.

The number of hospitalisations for lumbar spinal fusion (with or without decompression) across 307[†] local areas (Statistical Area Level 3 – SA3) ranged from 7 to 87 per 100,000 people. The rate was **12.4 times as high** in the area with the highest rate compared with the area with the lowest rate. The number of hospitalisations for lumbar spinal fusion (with or without decompression) varied across states and territories, from 11 per 100,000 people in the Northern Territory to 50 in Tasmania (Figures 4.3–4.6).

After the highest and lowest 10% of results were excluded and 249 SA3s remained, the number of hospitalisations per 100,000 people was 2.7 times as high in the area with the highest rate compared with the area with the lowest rate.

There were 1,860 hospitalisations for lumbar spinal fusion excluding decompression for people aged 18 years and over during this three-year period. This equates to an Australian rate of 3 hospitalisations per 100,000 people. The graph for this analysis is available at safetyandquality.gov.au/atlas

Analysis by remoteness and socioeconomic status

Rates for lumbar spinal fusion (with or without decompression) hospitalisations were generally higher in inner regional areas than in outer regional areas or major cities, and were lowest in remote areas. In major cities and remote areas, rates decreased with socioeconomic disadvantage, but this pattern was not evident for other categories of remoteness (Figure 4.7).

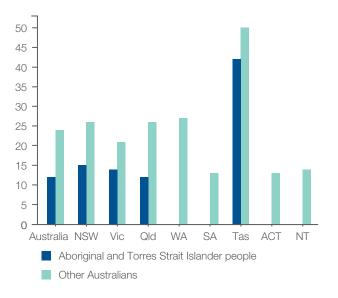
^{*} Australian Commission on Safety and Quality in Health Care analysis of Admitted Patient Care National Minimum Data Set, 2015–16 to 2017–18.

[†] There are 340 SA3s. For this item, data were suppressed for 33 SA3s due to a small number of hospitalisations and/or population in an area.

Analysis by Aboriginal and Torres Strait Islander status

The rate for Aboriginal and Torres Strait Islander people (12 per 100,000 people) was 50% lower than the rate for other Australians (24 per 100,000 people). This difference was most pronounced in Queensland, where the rate for Aboriginal and Torres Strait Islander people was 54% lower than the rate for other Australians (Figure 4.1).

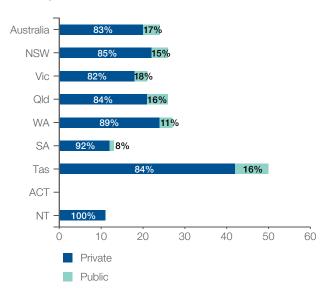
Figure 4.1: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by state or territory of patient residence, by Aboriginal and Torres Strait Islander status, 2015-16 to 2017-18*



Analysis by patient funding status

Overall, 83% of hospitalisations for lumbar spinal fusion (with or without decompression) were for privately funded patients. This proportion varied from 82% in Victoria to 100% in the Northern Territory (Figure 4.2).†

Figure 4.2: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by state or territory of patient residence, by patient funding status, 2015-16 to 2017-18[†]



The data for Figures 4.1 and 4.2 are available at safetyandquality.gov.au/atlas

Notes:

Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December.

For further detail about the methods used, please refer to the Technical Supplement.

Data for some states and territories (Aboriginal and Torres Strait Islander people) have been suppressed. Data by Aboriginal and Torres Strait Islander status should be interpreted with caution as hospitalisations for Aboriginal and Torres Strait Islander people are under-enumerated, with variation among states

[†] Data for the Northern Territory (public patients) are not published for reliability reasons. The 100% private patients are a result of rounding. For 2016–17, there were data quality issues related to the recording of patient funding source for patients admitted to ACT private hospitals. ACT private hospitals for 2016-17 are excluded from the analysis and data for the ACT are not published. Hospitalisations for public patients do not incur a charge to the patient or a third-party payer (for example, a private health insurance fund), unlike hospitalisations for private patients.

Analysis by age group

Rates for lumbar spinal fusion (with or without decompression) hospitalisations were higher for patients aged 75–84 years (73 per 100,000 people) and 65-74 years (70 per 100,000 people) than for patients aged 18-64 years (16 per 100,000 people) or 85 years and over (17 per 100,000 people).

The data and graphs for analysis by age group and by Primary Health Network are available at safetyandquality.gov.au/atlas

Trends over time

Between 2012-2015 and 2015-2018, the rate of hospitalisations for lumbar spinal fusion (with or without decompression) decreased by 4% (from 25 per 100,000 people to 24 per 100,000 people) in the Australian population as a whole (Figure 4.8).

The rate for Aboriginal and Torres Strait Islander people increased by 50% (from 8 per 100,000 people to 12 per 100,000 people) over the same period.

Over the same period, the rate of hospitalisations for lumbar spinal fusion excluding decompression decreased by 25% (from 4 per 100,000 people to 3 per 100,000 people) in the population as a whole.

The data for analysis over time for Aboriginal and Torres Strait Islander people, and analysis by Primary Health Network are available at safetyandquality.gov.au/atlas

Interpretation

Variation in rates of lumbar spinal fusion surgery is likely to be due to geographical differences in the factors discussed below.

Variations between areas may not directly reflect the practices of the clinicians who are based in these areas. The analysis is based on where people live rather than where they obtain their health care. Patients may travel outside their local area to receive care.

Clinical decision making

Problems with the current evidence base may contribute to variation in rates of spinal fusion. In the absence of good evidence and clearly established guidelines, differing perceptions among spinal surgeons about the benefits that some patients derive from spinal fusion will lead to variation in practice.

Patients' expectations

Patients' expectations about the need for spinal surgery to deal with chronic low back pain may drive variation. These expectations may be affected by psychosocial factors, such as dependence on alcohol or other drugs (e.g. opioids), depression and job loss.

Access to services

One reason for the very high variation in the rates of spinal fusion may be lack of access to affordable and accessible alternatives to surgery, such as physiotherapy with cognitive behavioural therapy, multidisciplinary back pain assessment clinics and pain clinics. People who are unable to access these types of care and who have persistent disabling pain may be referred for surgical opinion in the absence of other options for management of pain.

Having private health insurance allows affordable and timely access to spinal fusion in private hospitals. Atlas data found that most (83%) hospitalisations for lumbar spinal fusion (with or without decompression) were for privately funded patients.

Also, private health insurance may not cover the cost of non-surgical treatments for degenerative spinal conditions.

Workforce issues

Workforce factors may influence the overall rates of spinal surgery and geographic variation in rates, and this should be explored further. One possible reason for high rates in some areas is an undersupply of health practitioners who provide alternatives to surgical intervention. Differences in geographical access to spinal surgeons will also influence the use of these interventions. An oversupply of surgeons may lead to increased rates of surgery.

Addressing variation

Considering the burden of disease, the costs associated with low back pain and the number of spinal operations occurring in Australia, priority should be given to ensuring that there are appropriate services for multidisciplinary review and non-surgical management of chronic back pain in health services throughout the country.

Because of uncertainty in the evidence base and the risks of spinal fusion surgery, high-quality research is needed to identify whether there are subgroups of patients who would benefit from the surgery, and what degree of benefit might be gained compared with use of more conservative treatments. Better information on surgery outcomes, including patientreported outcomes in the medium to longer term, is also required.

Given the burden of disease, and numbers of spinal operations occurring in Australia, priority should be given to further developing the Australian Spine Registry so that it can capture information on all eligible patients, provide information for effective peer review of spinal surgery and add to the knowledge base about outcomes for specific groups of patients.

Patients with degenerative spinal conditions who are offered the option of spinal fusion surgery should be fully informed of the potential benefits and the risk of complications for them.

All patients who decide to have surgery should be informed about the Australian Spine Registry and, if they fulfil the registration criteria, should be asked if they are willing to be included. Surgeons undertaking this procedure should contribute data on all eligible patients to the Australian Spine Registry and participate in routine peer review.

Initiatives to address variation could include the following:

High-quality research and outcome monitoring

- Undertake high-quality research to resolve uncertainties about benefit for patients with degenerative spinal conditions
- Ensure resourcing to support widespread use of the Australian Spine Registry
- Develop agreed measures for audit

Clear information for patients

Ensure that all patients have clear information about treatment options, likely risks and benefits, and the uncertainties about the evidence base before and after specialist referral

Access to services

- Increase access to healthcare services that provide alternatives to surgical intervention, particularly physiotherapy services with cognitive behavioural therapy and specialist pain management services, especially for those with opioid dependence
- Ensure that psychosocial factors are part of any assessment for axial chronic low back pain before referral for surgery
- Establish a targeted strategy to improve access to spinal surgery for Aboriginal and Torres Strait Islander people

Training and professional development

- Improve fellowship training through ongoing curriculum review
- Improve post-fellowship training and possibly develop a qualification
- Focus on continuing professional development, mentoring and peer review
- Educate clinicians about the benefits, costs and complications of surgery compared with other options

Credentialing and scope of practice

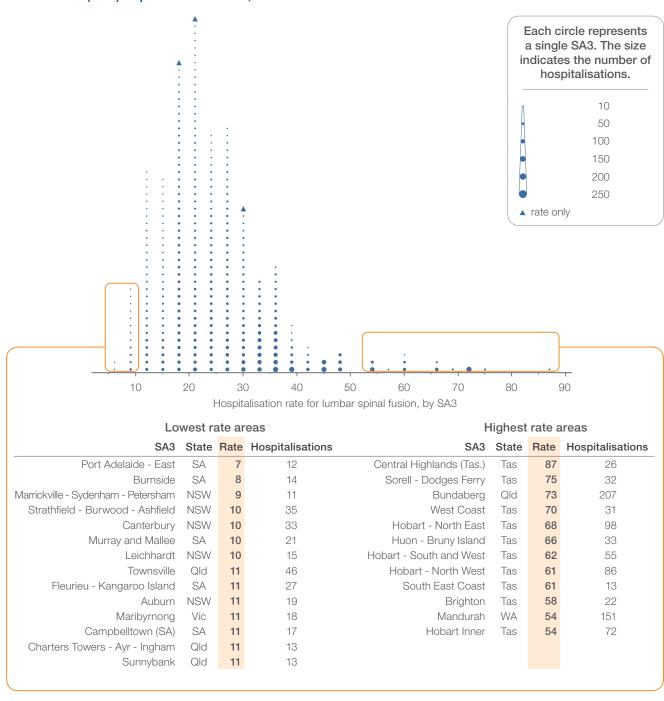
- Develop appropriate credentialing and definition of scope of practice in all hospitals
- Develop best-practice guidelines, especially in complex surgery

Care pathways

- Implement multidisciplinary clinical pathway and multidisciplinary preoperative review
- Develop evidence-based care pathways, including referral guidelines for general practitioners

Rates by local area

Figure 4.3: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by Statistical Area Level 3 (SA3) of patient residence, 2015-16 to 2017-18



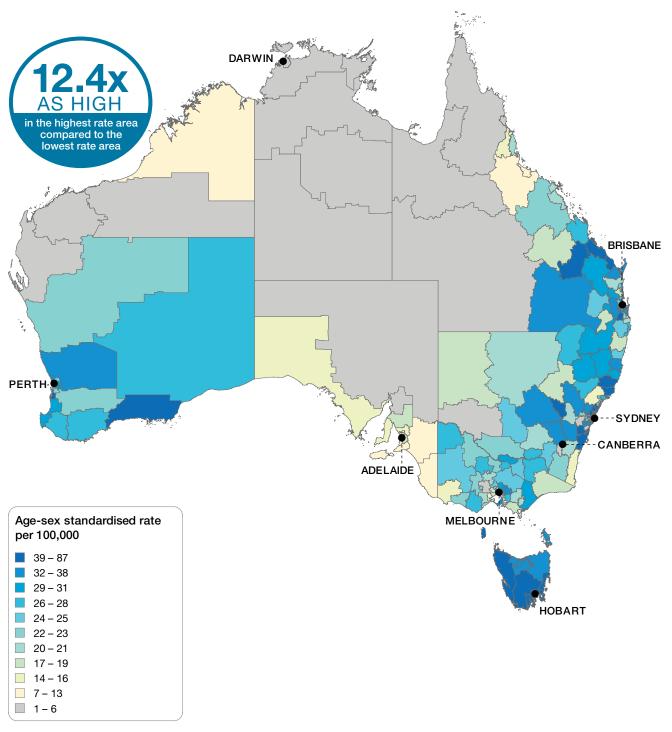
Triangles (A) indicate SA3s where only rates are published. The numbers of hospitalisations are not published for confidentiality reasons.

Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December.

For further detail about the methods used, please refer to the Technical Supplement.

Lumbar spinal fusion, 18 years and over Rates across Australia

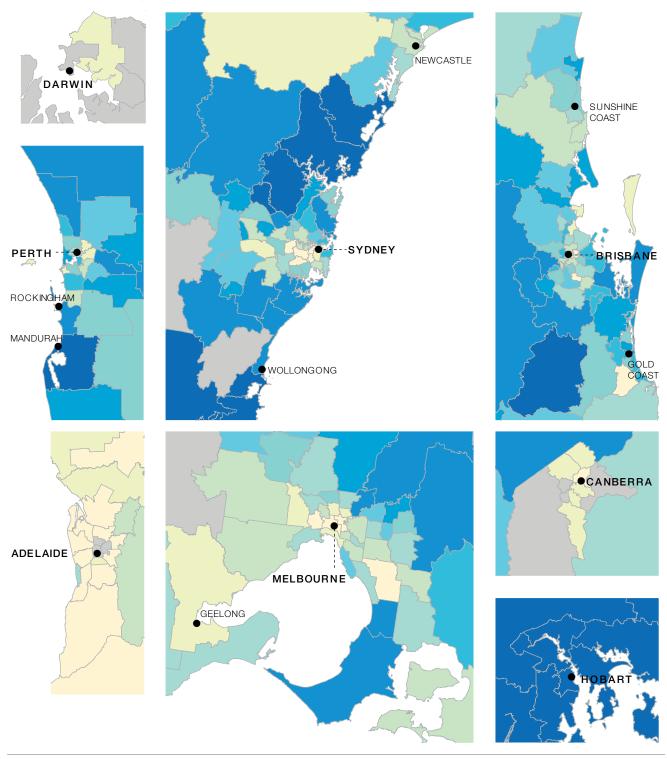
Figure 4.4: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by Statistical Area Level 3 (SA3) of patient residence, 2015-16 to 2017-18



Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December. For further detail about the methods used, please refer to the Technical Supplement.

Rates across capital city areas

Figure 4.5: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by Statistical Area Level 3 (SA3) of patient residence, 2015-16 to 2017-18

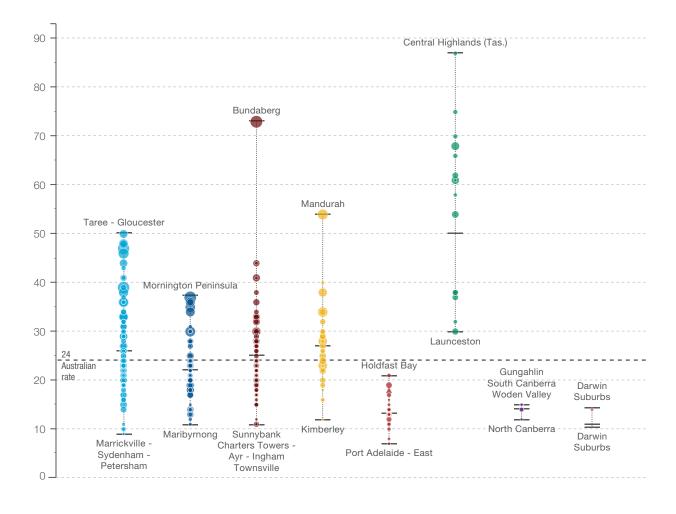


Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December. For further detail about the methods used, please refer to the Technical Supplement.

Lumbar spinal fusion, 18 years and over Rates by state and territory

Figure 4.6: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by Statistical Area Level 3 (SA3) of patient residence, 2015–16 to 2017–18

	NSW	Vic	Qld	WA	SA	Tas	ACT	NT
- Highest rate	50	37	73	54	21	87	15	14
- State/territory	26	22	25	27	13	50	14	11
- Lowest rate	9	11	11	12	7	30	12	14
No. hospitalisations	5,121	3,320	3,008	1,662	615	699	123	50





Notes:

Triangles (A) indicate SA3s where only rates are published. The numbers of hospitalisations are not published for confidentiality reasons.

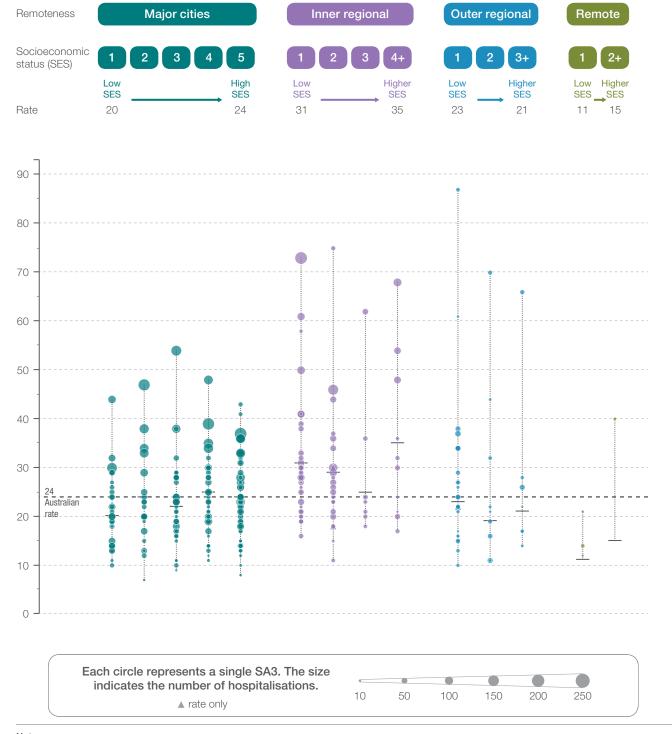
For the NT, the territory rate is lower than the minimum SA3 rate as it includes SA3 rates that are not published for reliability reasons. Only Darwin suburbs is publishable

Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December.

For further detail about the methods used, please refer to the Technical Supplement.

Rates by remoteness and socioeconomic status

Figure 4.7: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by Statistical Area Level 3 (SA3) of patient residence, 2015-16 to 2017-18



Triangles (A) indicate SA3s where only rates are published. The numbers of hospitalisations are not published for confidentiality reasons.

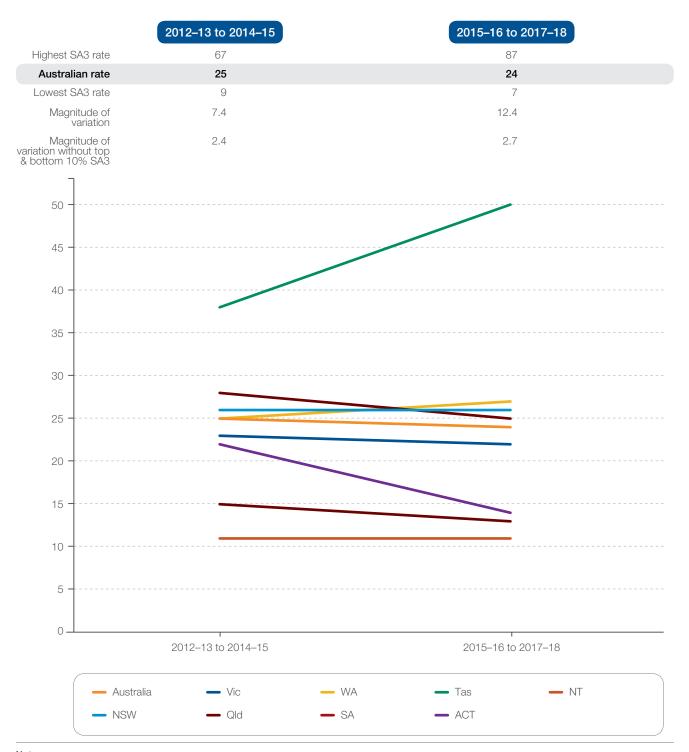
For Remote (SES of 1 and SES of 2+), the remoteness and SES rate is lower than the minimum SA3 rate as it includes SA3 rates that are not published for

Denominator populations are the sum of the population estimates as at 31 December of 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December.

For further detail about the methods used, please refer to the Technical Supplement.

Lumbar spinal fusion, 18 years and over Rates across years

Figure 4.8: Number of hospitalisations for lumbar spinal fusion (with or without lumbar spinal decompression) per 100,000 people aged 18 years and over, age and sex standardised, by state and territory of patient residence, 2012–13 to 2014–15 and 2015–16 to 2017–18



Notes

Denominator populations are the sum of the population estimates as at 31 December of 2012 to 2014 and 2015 to 2017. Population estimates as at 31 December are calculated as the average of the 30 June populations before and after the relevant December. For further detail about the methods used, please refer to the Technical Supplement.

Resources

Australian

- Spinal fusion for chronic axial low back pain: resource for clinicians, Safer Care Victoria, bettersafercare.vic.gov.au/clinical-guidance/nonurgent-elective-surgery/spinal-fusion-for-chronicaxial-low-back-pain
- Back pain, Better Health Victoria, betterhealth.vic. gov.au/health/ConditionsAndTreatments/Backpain

International

- Low Back Pain and Sciatica in Over 16s: Assessment and management. Invasive treatments for low back pain and sciatica. NICE guideline NG599
- The MIST guidelines: the Lumbar Spinal Stenosis Consensus Group guidelines for minimally invasive spine treatment¹⁹
- Danish national clinical guidelines for surgical and nonsurgical treatment of patients with lumbar spinal stenosis7
- Subacute and chronic low back pain: surgical treatment4

Australian initiatives

The Australian Spine Registry (spineregistry.org.au) has been collecting data since January 2018 about spine surgery in Australia, aiming to improve the quality of care. The registry is supported by the Spine Society of Australia, in partnership with Monash University. It collects data on the frequency of spine surgery; the usefulness, safety and results of different procedures; factors that predict favourable and unfavourable outcomes; and the care provided to Australians having spine surgery and how it compares with international best practice.

In July 2020, the Victorian Department of Health and Human Services advised health services that a range of procedures (including spinal fusion for chronic axial back pain) should be performed only for a specific list of clinical indications. Hospitals were advised that communication must involve shared and documented decision making with the patient about evidence, risks and benefits, and other options for care. Victoria is developing resources to support patients and healthcare providers to make decisions together about the most appropriate pathways of care. Spinal fusion surgery for chronic axial low back pain is one of these pathways.

Low Back Pain Clinical Care Standard (planned for publication late 2021), Australian Commission on Safety and Quality in Health Care. safetyandquality.gov.au/standards/clinical-carestandards/low-back-pain-clinical-care-standard

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