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CHAPTER 1

Causality: The Basic Framework

1.1 INTRODUCTION

In this introductory chapter we set out our basic framework for causal inference. We discuss three key notions underlying our approach. The first notion is that of *potential outcomes*, each corresponding to one of the levels of a *treatment* or *manipulation*, following the dictum "no causation without manipulation" (Rubin, 1975, p. 238). Each of these potential outcomes is *a priori* observable, in the sense that it could be observed if the unit were to receive the corresponding treatment level. But, *a posteriori*, that is, once a treatment is applied, at most one potential outcome can be observed. Second, we discuss the necessity, when drawing causal inferences, of observing *multiple units*, and the utility of the related *stability* assumption, which we use throughout most of this book to exploit the presence of multiple units. Finally, we discuss the central role of the *assignment mechanism*, which is crucial for inferring causal effects, and which serves as the organizing principle for this book.

1.2 POTENTIAL OUTCOMES

In everyday life, causal language is widely used in an informal way. One might say: "My headache went away because I took an aspirin," or "She got a good job last year because she went to college," or "She has long hair because she is a girl." Such comments are typically informed by observations on past exposures, for example, of headache outcomes after taking aspirin or not, or of characteristics of jobs of people with or without college educations, or the typical hair length of boys and girls. As such, these observations generally involve informal statistical analyses, drawing conclusions from associations between measurements of different quantities that vary from individual to individual, commonly called *variables* or *random variables* – language apparently first used by Yule (1897). Nevertheless, statistical theory has been relatively silent on questions of causality. Many, especially older, textbooks avoid any mention of the term other than in settings of randomized experiments. Some mention it mainly to stress that correlation or association is not the same as causation, and some even caution their readers to avoid

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using causal language in statistics. Nevertheless, for many users of statistical methods, causal statements are exactly what they seek.

The fundamental notion underlying our approach is that causality is tied to an *action* (or manipulation, treatment, or intervention), applied to a *unit*. A unit here can be a physical object, a firm, an individual person, or collection of objects or persons, such as a classroom or a market, at a particular point in time. For our purposes, the same physical object or person at a different time is a different unit. From this perspective, a causal statement presumes that, although a unit was (at a particular point in time) subject to, or exposed to, a particular action, treatment, or regime, the same unit could have been exposed to an alternative action, treatment, or regime (at the same point in time). For instance, when deciding to take an aspirin to relieve your headache, you could also have chosen not to take the aspirin, or you could have chosen to take an alternative medicine. In this framework, articulating with precision the nature and timing of the action sometimes requires a certain amount of imagination. For example, if we define race solely in terms of skin color, the action might be a pill that alters only skin color. Such a pill may not currently exist (but, then, neither did surgical procedures for heart transplants hundreds of years ago), but we can still imagine such an action.

This book primarily considers settings with two actions, although many of the extensions to multi-valued treatments are conceptually straightforward. Often one of these actions corresponds to a more active treatment (e.g., taking an aspirin) in contrast to a more passive action (e.g., not taking the aspirin). In such cases we sometimes refer to the first action as the *active treatment* as opposed to the *control treatment*, but these are merely labels and formally the two treatments are viewed symmetrically. In some cases, when it is clear from the context, we refer to the more active treatment simply as the "treatment" and the other treatment as the "control."

Given a unit and a set of actions, we associate each action-unit pair with a *potential outcome*. We refer to these outcomes as potential outcomes because only one will ultimately be realized and therefore possibly observed: the potential outcome corresponding to the action actually taken. *Ex post*, the other potential outcomes cannot be observed because the corresponding actions that would lead to them being realized were not taken. The causal effect of one action or treatment relative to another involves the comparison of these potential outcomes, one realized (and perhaps, though not necessarily, observed), and the others not realized and therefore not observable. Any treatment must occur temporally before the observation of any associated potential outcome is possible.

Although the preceding argument may appear obvious, its force is revealed by its ability to clarify otherwise murky concepts, as can be demonstrated by considering the three examples of informal "because" statements presented in the first paragraph of this section. In the first example, it is clear what the action is: I took an aspirin, but at the time that I took the aspirin, I could have followed the alternate course of not taking an aspirin. In that case, a different outcome might have resulted, and the "because" statement is causal in the perspective taken in this book as it reflects the comparison of those two potential outcomes. In the second example, it is less clear what the treatment and its alternative are: she went to college, and at the point in time when she decided to go to college, she could have decided not to go to college. In that case, she might have had a different job a year ago, and the implied causal statement compares the quality of the job she actually had then to the quality of the job she would have had a year ago, had she not

1.3 Definition of Causal Effects

gone to college. However, in this example, the alternative treatment is somewhat murky: had she not enrolled in college, would she have enrolled in the military, or would she have joined an artist's colony? As a result, the potential outcome under the alternative action, the job obtained a year ago without enrolling in college, is not as well defined as in the first example.

In the third example, the alternative action is not at all clear. The informal statement is "she has long hair because she is a girl." In some sense the implicit treatment is being a girl, and the implicit alternative is being a boy, but there is no action articulated that would have made her a boy and allowed us to observe the alternate potential outcome of hair length for this person as a boy. We could clarify the causal effect by defining such an action in terms of surgical procedures, or hormone treatments, all with various ages at which the action to be taken is specified, but clearly the causal effect is likely to depend on the particular alternative action and timing being specified. As stated, however, there is no clear action described that would have allowed us to observe the unit exposed to the alternative treatment. Hence, in our approach, this "because" statement is ill-defined as a causal statement.

It may seem restrictive to exclude from consideration such causal questions. However, the reason to do so in our framework is that without further explication of the intervention being considered, the causal question is not well defined. One can make many of these questions well posed in our framework by explicitly articulating the alternative intervention. For example, if the question concerns the causal effect of "race," then an ethnicity change on a *curriculum vitae* (or its perception, as in Bertrand and Mullainathan, 2004) defines one causal effect being contemplated, whereas if the question concerns a futuristic "at conception change of chromosomes determining skin color," there is a different causal effect being contemplated. With either manipulation, the explicit description of the intervention makes the question a plausible causal one in our framework.

A closely related way of interpreting the qualitative difference between the three "causal" statements is to consider, after application of the actual treatment, the counterfactual value of the potential outcome corresponding to the treatment not applied. In the first statement, the treatment applied is "aspirin taken," and the counterfactual potential outcome is the state of your headache under "aspirin not taken"; here it appears unambiguous to consider the counterfactual outcome. In the second example, the counterfactual outcome is her job a year ago had she decided not to go to college, which is not as well defined. In the last example, the counterfactual outcome – the person's hair length if she were a boy rather than a girl (note the lack of an action in this statement) – is not at all well defined, and therefore the causal statement is correspondingly poorly defined. In practice, the distinction between well and poorly defined causal statements is one of degree. The important point is, however, that causal statements become more clearly defined by more precisely articulating the intervention that would have made the alternative potential outcome the realized one.

1.3 DEFINITION OF CAUSAL EFFECTS

Let us consider the case of a single unit, I, at a particular point in time, contemplating whether or not to take an aspirin for my headache. That is, there are two treatment levels,

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Table 1.1. Example of Potential Outcomes and Causal Effect with One Unit

Unit	Potential Outcomes		Causal Effect	
	Y(Aspirin)	Y(No Aspirin)		
You	No Headache	Headache	Improvement due to Aspirin	

taking an aspirin, and not taking an aspirin. If I take the aspirin, my headache may be gone, or it may remain, say, an hour later; we denote this outcome, which can be either "Headache" or "No Headache," by Y(Aspirin). (We could use a finer measure of the status of my headache an hour later, for example, rating my headache on a ten-point scale, but that does not alter the fundamental issues involved here.) Similarly, if I do not take the aspirin, my headache may remain an hour later, or it may not; we denote this potential outcome by Y(No Aspirin), which also can be either "Headache," or "No Headache." There are therefore two potential outcomes, Y(Aspirin) and Y(No Aspirin), one for each level of the treatment. The causal effect of the treatment involves the comparison of these two potential outcomes.

Because in this example each potential outcome can take on only two values, the unitlevel causal effect – the comparison of these two outcomes for the same unit – involves one of four (two by two) possibilities:

1. Headache gone only with aspirin:

Y(Aspirin) = No Headache, Y(No Aspirin) = Headache

- 2. No effect of aspirin, with a headache in both cases: *Y*(Aspirin) = Headache, *Y*(No Aspirin) = Headache
- 3. No effect of aspirin, with the headache gone in both cases: Y(Aspirin) = No Headache, Y(No Aspirin) = No Headache
- 4. Headache gone only without aspirin:*Y*(Aspirin) = Headache, *Y*(No Aspirin) = No Headache

Table 1.1 illustrates this situation assuming the values Y(Aspirin) = No Headache, Y(No Aspirin) = Headache. There is a zero causal effect of taking aspirin in the second and third possibilities. In the other two cases the aspirin has a causal effect, making the headache go away in one case and not allowing it to go away in the other.

There are two important aspects of this definition of a causal effect. First, the definition of the causal effect depends on the potential outcomes, but it does *not* depend on which outcome is actually observed. Specifically, whether I take an aspirin (and am therefore unable to observe the state of my headache with no aspirin) or do not take an aspirin (and am thus unable to observe the outcome with an aspirin) does not affect the definition of the causal effect. Second, the causal effect is the comparison of potential outcomes, for the same unit, at the same moment in time post-treatment. In particular, the causal effect is *not* defined in terms of comparisons of outcomes at different times, as in a before-and-after comparison of my headache before and after deciding to take or not to take the aspirin. "The fundamental problem of causal inference" (Holland, 1986, p. 947) is therefore the problem that at most one of the potential outcomes can be realized and thus observed. If the action you take is Aspirin, you observe *Y*(Aspirin) and

1.4 Causal Effects in Common Usage

 Table 1.2. Example of Potential Outcomes, Causal Effect, Actual Treatment, and Observed

 Outcome with One Unit

Unit	Not Observable			Known	
	Potential Outcomes		Causal Effect	Actual Treatment	Observed Outcome
	Y(Aspirin)	Y(No Aspirin)			
You	No Headache	Headache	Improvement due to Aspirin	Aspirin	No Headache

will never know the value of Y(No Aspirin) because you cannot go back in time. Similarly, if your action is No Aspirin, you observe Y(No Aspirin) but cannot know the value of Y(Aspirin). Likewise, for the college example, we know the outcome given college attendance because the woman actually went to college, but we will never know what job she would have had if she had not gone to college. In general, therefore, even though the unit-level causal effect (the comparison of the two potential outcomes) may be well defined, by definition we cannot learn its value from just the single realized potential outcome. Table 1.2 illustrates this concept for the aspirin example, assuming the action taken was that you took the aspirin.

For the *estimation* of causal effects, as opposed to the *definition* of causal effects, we will need to make different comparisons from the comparisons made for their definitions. For estimation and inference, we need to compare *observed* outcomes, that is, observed realizations of potential outcomes, and because there is only one realized potential outcome per unit, we will need to consider multiple units. For example, a before-and-after comparison of the same physical object involves distinct units in our framework, and also the comparisons are critical for *estimating* causal effects, but they do not *define* causal effects in our approach. For estimation it will also be critical to know about, or make assumptions about, the reason why certain potential outcomes were realized and not others. That is, we will need to think about the *assignment mechanism*, which we introduce in Section 1.7. However, we do not need to think about the assignment mechanism for defining causal effects: we merely need to do the thought experiment of the manipulations leading to the definition of the potential outcomes.

1.4 CAUSAL EFFECTS IN COMMON USAGE

The definition of a causal effect given in the previous section may appear a bit formal, and the discussion a bit ponderous, but the presentation is simply intended to capture the way we use the concept in everyday life. Also, implicitly this definition of causal effect as the comparison of potential outcomes is frequently used in contemporary culture, for example, in the movies. Many of us have seen the movie *It's a Wonderful Life*, with Jimmy Stewart as George Bailey. In this movie George Bailey becomes very depressed and states that the world would have been a better place had he never been born. At the appropriate moment an angel appears and shows him what the world would have been like had he not been born. The actual world is the real, observed outcome, but the

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angel shows George the other potential outcome, had George not been born. Not only are there obvious consequences, like his own children not existing, but there are many other untoward events. For example, his younger brother, who was in actual life a World War II hero, in the counterfactual world drowns in a skating accident at age eight because George was not there to save him. In the counterfactual world a pharmacist fills in a wrong prescription and is convicted of manslaughter because George was not there to catch the error as he did in the actual world. The causal effect of George not being born is the comparison of the entire stream of events in the actual world with George in it, with the entire stream of events in the counterfactual world without George in it. In reality we would never be able to see both worlds, but in the movie George gets to observe both.

Another interesting comparison is to the "but-for" concept in legal settings. Suppose someone committed an action that is harmful, and a second person suffered damages. From a legal perspective, the damage that the second person is entitled to collect is the difference between the economic position of the plaintiff had the harmful event not occurred (the economic position "but-for" the harmful action) and the actual economic position of the plaintiff. Clearly, this is a comparison of the potential outcome that was not realized and the realized potential outcome, this difference being the causal effect of the harmful action.

1.5 LEARNING ABOUT CAUSAL EFFECTS: MULTIPLE UNITS

Although the *definition* of causal effects does not require more than one unit, *learning* about causal effects typically requires multiple units. Because with a single unit we can at most observe a single potential outcome, we must rely on multiple units to make causal inferences. More specifically, we must observe multiple units, some exposed to the active treatment, some exposed to the alternative (control) treatment.

One option is to observe the same physical object under different treatment levels at different points in time. This type of data set is a common source for personal, informal assessments of causal effects. For example, I might feel confident that an aspirin is going to relieve my headache within an hour, based on previous experiences, including episodes when my headache went away when I took an aspirin, and episodes when my headache did not go away when I did not take aspirin. In that situation, my views are shaped by comparisons of multiple units: myself at different times, taking and not taking aspirin. There is sometimes a tendency to view the same physical object at different times as the same unit. We view this as a fundamental mistake. The same physical unit, "myself at different times," is not the same unit in our approach to causality. Time matters for many reasons. For example, I may become more or less sensitive to aspirin, evenings may differ from mornings, or the initial intensity of my headache may affect the result. It is often reasonable to assume that time makes little difference for inanimate objects – we may feel confident, from past experience, that turning on a faucet will cause water to flow from that tap – but this assumption is typically less reasonable with human subjects, and it is never correct to confuse assumptions (e.g., about similarities between different units), with definitions (e.g., of a unit, or of a causal effect).

As an alternative to observing the same physical object repeatedly, one might observe different physical objects at approximately the same time. This situation is another common source for informal assessments of causal effects. For example, if both you

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and I have headaches, but only one of us takes an aspirin, we may attempt to infer the efficacy of taking aspirin by comparing our subsequent headaches. It is more obvious here that "you" and "I" at the same point in time are different units. Your headache status after taking an aspirin can obviously differ from what my headache status would have been had I taken an aspirin. I may be more or less sensitive to aspirin, or I may have started with a more or less severe headache. This type of comparison, often involving many different individuals, is widely used in informal assessments of causal effects, but it is also the basis for many formal studies of causal effects in the social and biomedical sciences. For example, many people view a college education as economically beneficial to future career outcomes based on comparisons of the careers of individuals with, and individuals without, college educations.

By itself, however, the presence of multiple units does not solve the problem of causal inference. Consider the aspirin example with two units, You and I, and two possible treatments for each unit, aspirin or no aspirin. For simplicity, assume that the two available aspirin tablets are equally effective. There are now a total of four treatment levels: you take an aspirin and I do not, I take an aspirin and you do not, we both take an aspirin, or neither of us does. There are therefore four potential outcomes for each of us. For "I" these four potential outcomes are the state of my headache (i) if neither of us takes an aspirin, (ii) if I take an aspirin and you do not, (iii) if you take an aspirin and I do not, and (iv) if both of us take an aspirin. "You," of course, have the corresponding set of four potential outcomes. We can still only observe at most one of these four potential outcomes for each unit, namely the one realized corresponding to whether you and I took, or did not take, an aspirin. Thus each level of the treatment now indicates both whether you take an aspirin and whether I do. In this situation, there are six different comparisons defining causal effects for each of us, depending on which two of the four potential outcomes for each unit are conceptually compared $\left(6 = \binom{4}{2}\right)$. For example, we can compare the status of my headache if we both take aspirin with the status of my headache if neither of us takes an aspirin, or we can compare the status of my headache if only you take an aspirin to the status of my headache if we both do.

Although we typically make the assumption that whether you take an aspirin does not affect my headache status, it is important to understand the force of such an assumption. One should not lose sight of the fact that it is an assumption, often a strong and controversial one, not a fact, and therefore may be false. Consider a setting where I take aspirin, and I will have a headache if you do not take an aspirin, whereas I will not have a headache if you do take an aspirin: we are in the same room, and unless you take an aspirin to ease your own headache, your incessant complaining will maintain my headache! Such interactions or spillover effects are an important feature of many educational programs, and often motivate changing the unit of analysis from individual children to schools or other groups of individuals.

1.6 THE STABLE UNIT TREATMENT VALUE ASSUMPTION

In many situations it may be reasonable to assume that treatments applied to one unit do not affect the outcome for another unit. For example, if we are in different locations and have no contact with each other, it would appear reasonable to assume that whether

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you take an aspirin has no effect on the status of my headache. (But, as the example in the previous section illustrates, this assumption need not hold if we are in the same location, and your behavior, itself affected by whether you take an aspirin, may affect the status of my headache, or if we communicate by extrasensory perception.) The stable unit treatment value assumption, or SUTVA (Rubin, 1980a) incorporates both this idea that units do not interfere with one another and the concept that for each unit there is only a single version of each treatment level (ruling out, in this case, that a particular individual could take aspirin tablets of varying efficacy):

Assumption 1.1 (SUTVA)

The potential outcomes for any unit do not vary with the treatments assigned to other units, and, for each unit, there are no different forms or versions of each treatment level, which lead to different potential outcomes.

These two elements of the stability assumption enable us to exploit the presence of multiple units for estimating causal effects.

SUTVA is the first of a number of assumptions discussed in this book that are referred to generally as *exclusion restrictions*: assumptions that rely on external, substantive, information to rule out the existence of a causal effect of a particular treatment relative to an alternative. For instance, in the aspirin example, in order to help make an assessment of the causal effect of aspirin on headaches, we could exclude the possibility that your taking or not taking aspirin has any effect on my headache. Similarly, we could exclude the possibility that the aspirin tablets available to me are of different strengths. Note, however, that these assumptions, and other restrictions discussed later, are not directly informed by observations – they are assumptions. That is, they rely on previously acquired knowledge of the subject matter for their justification. Causal inference is generally impossible without such assumptions, and thus it is critical to be explicit about their content and their justifications.

1.6.1 SUTVA: No Interference

Consider, first, the no-interference component of SUTVA – the assumption that the treatment applied to one unit does not affect the outcome for other units. Researchers have long been aware of the importance of this concept. For example, when studying the effect of different types of fertilizers in agricultural experiments on plot yields, traditionally researchers have taken care to separate plots using "guard rows," unfertilized strips of land between fertilized areas. By controlling the leaching of different fertilizers across experimental plots, these guard rows make SUTVA more credible; without them we might suspect that the fertilizer applied to one plot affected the yields in contiguous plots.

In our headache example, in order to address the no-interference assumption, one has to argue, on the basis of a prior knowledge of medicine and physiology, that someone else taking an aspirin in a different location cannot have an effect on my headache. You might think that we could learn about the magnitude of such interference from a separate experiment. Suppose people are paired, with each pair placed in a separate room. In each pair one randomly chosen individual is selected to be the "designated treated" individual and the other the "designated control" individual. Half the pairs are then randomly

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selected to be the "treatment pairs" and the other half selected to be "control pairs," with the "designated treated" individual in the treatment pairs given aspirin and the "designated treated" individual in the control pairs given a placebo. The outcome would then be the status of the headache of the "control" person in each pair. Although such an experiment could shed some light on the plausibility of our no-interference assumption, this experiment relies itself on a more distant version of SUTVA – that treatments assigned to one pair do not affect the results for other pairs. As this example reveals, in order to make any assessment of causal effects, the researcher has to rely on assumed existing knowledge of the current subject matter to assert that some treatments do not affect outcomes for some units.

There exist settings, moreover, in which the no-interference part of SUTVA is controversial. In large-scale job training programs, for example, the outcomes for one individual may well be affected by the number of people trained when that number is sufficiently large to create increased competition for certain jobs. In an extreme example, the effect on your future earnings of going to a graduate program in statistics would surely be very different if everybody your age also went to a graduate program in statistics. Economists refer to this concept as a *general equilibrium* effect, in contrast to a *partial* equilibrium effect, which is the effect on your earnings of a statistics graduate degree under the *ceteris paribus* assumption that "everything else" stayed equal. Another classic example of interference between units arises in settings with immunizations against infectious diseases. The causal effect of your immunization versus no immunization will surely depend on the immunization of others: if everybody else is already immunized with a perfect vaccine, and others can therefore neither get the disease nor transmit it, your immunization is superfluous. However, if no one else is immunized, your treatment (immunization with a perfect vaccine) would be effective relative to no immunization. In such cases, sometimes a more restrictive form of SUTVA can be considered by defining the unit to be the community within which individuals interact, for example, schools in educational settings, or specifically limiting the number of units assigned to a particular treatment.

1.6.2 SUTVA: No Hidden Variations of Treatments

The second component of SUTVA requires that an individual receiving a specific treatment level cannot receive different forms of that treatment. Consider again our assessment of the causal effect of aspirin on headaches. For the potential outcome with both of us taking aspirin, we obviously need more than one aspirin tablet. Suppose, however, that one of the tablets is old and no longer contains a fully effective dose, whereas the other is new and at full strength. In that case, each of us may have three treatments available: no aspirin, the ineffective tablet, and the effective tablet. There are thus two forms of the active treatment, both nominally labeled "aspirin": aspirin+ and aspirin–. Even with no interference we can now think of there being three potential outcomes for each of us, the no aspirin outcome Y_i (No Aspirin), the weak aspirin outcome Y_i (Aspirin–) and the strong aspirin outcome Y_i (Aspirin+), with *i* indexing "T" or "You." The second part of SUTVA either requires that the two aspirin + and you can only get Aspirin– (or *vice versa*). Alternatively we can redefine the treatment as taking

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a randomly selected aspirin (either Aspirin– or Aspirin+). In that case SUTVA might be satisfied for the redefined stochastic treatment.

Another example of variation in the treatment that is ruled out by SUTVA occurs when differences in the method of administering the treatment matter. The effect of taking a drug for a particular individual may differ depending on whether the individual was assigned to receive it or chose to take it. For example, taking it after being given the choice may lead the individual to take actions that differ from those that would be taken if the individual had no choice in the taking of the drug.

Fundamentally, the second component of SUTVA is again an exclusion restriction. The requirement is that the label of the aspirin tablet, or the nature of the administration of the treatment, cannot alter the potential outcome for any unit. This assumption does *not* require that all forms of each level of the treatment are identical across all units, but only that unit *i* exposed to treatment level *w* specifies a well-defined potential outcome, $Y_i(w)$, for all *i* and *w*. One strategy to make SUTVA more plausible relies on redefining the represented treatment levels to comprise a larger set of treatments, for example, Aspirin–, Aspirin+, and no-aspirin instead of only Aspirin and no-aspirin. A second strategy involves coarsening the outcome; for example, SUTVA may be more plausible if the outcome is defined to be dead or alive rather than to be a detailed measurement of health status. The point is that SUTVA implies that the potential outcomes for each unit and each treatment are well-defined functions (possibly with stochastic images) of the unit index and the treatment.

1.6.3 Alternatives to SUTVA

To summarize the previous discussion, assessing the causal effect of a binary treatment requires observing more than a single unit, because we must have observations of potential outcomes under both treatments: those associated with the receipt of the treatment on some units and those associated with no receipt of it on some other units. However, with more than one unit, we face two immediate complications. First, there exists the possibility that the units interfere with one another, such that one unit's potential outcome when exposed to a specific treatment level, may also depend on the treatment received by another unit. Second, because in multi-unit settings, we must have available more than one copy of each treatment, we may face circumstances in which a unit's potential outcome when receiving the same nominal level of a treatment could vary with different versions of that treatment. These are serious complications, serious in the sense that unless we restrict them by assumptions, combined with careful study design to make these assumptions more realistic, any causal inference will have only limited credibility.

Throughout most of this book, we shall maintain SUTVA. In some cases, however, specific information may suggest that alternative assumptions are more appropriate. For example, in some early AIDS drug trial settings, many patients took some of their assigned drug and shared the remainder with other patients in hopes of avoiding placebos. Given this knowledge, it is clearly no longer appropriate to assert the no-interference element of SUTVA – that treatments assigned to one unit do not affect the outcomes for others. We can, however, use this specific information to model how treatments are received across patients in the study, making alternative – and in this case, more appropriate – assumptions that allow some inference. For example, SUTVA may