

Raising the bar for systematic conservation planning

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Abstract

Mathematical methods in systematic conservation planning (SCP) represent a significant step toward cost-effective, transparent allocation of resources for biodiversity conservation. However, research demonstrates important consequences of uncertainties in SCP. Current research often relies on simplified case studies with unknown forms and amounts of uncertainty and low statistical power for generalizing results. Consequently, conservation managers have little evidence for the true performance of conservation planning methods in their own complex, uncertain applications. SCP needs to build evidence for predictive models of error and robustness to multiple, simultaneous uncertainties across a wide range of problems of known complexity. Only then can we determine true performance rather than how a method appears to perform on data with unknown uncertainty.

Systematic Conservation Planning: background and definition

Widespread loss of biodiversity is commonly addressed by attempts to reserve, protect, and manage habitat for species at risk. Making good choices for these actions and reserves in a non-static, spatial and temporal context is an extremely difficult problem when there are many species and many locations involved. This leads to problems that are often not amenable to solution by rules of thumb or exactly solvable by analytic means.

Over the past 25 years, a family of mathematical approaches has evolved to explicitly define criteria and computationally solve for near-optimal prioritizations of conservation actions. A primary focus has been on mathematical methods for spatial allocation of conservation reserves¹⁻³ under the umbrella of systematic conservation planning (SCP)⁴⁻⁶. In recent years, research in this area has also evolved toward a broader emphasis on prioritizing conservation actions in general through the lens of decision theory⁷. In this paper, we examine the collision between these high-precision methods and complex, highly uncertain data.

The ideas behind SCP have much to offer conservation managers in moving beyond ad-hoc conservation planning, including the promise of quantitative, repeatable, and transparent decision-making. This is a significant advance given the inscrutable and idiosyncratic nature of conservation planning and investment across the globe. The resulting methods are powerful tools that have been used in numerous real-world conservation efforts with significant biodiversity implications, for example, selecting reserves for Madagascar⁸, the Great Barrier Reef⁹, and South Africa¹⁰.

In spite of its successes and broad application, various authors have noted that SCP still encounters significant obstacles in bridging the gap from academic research to application. For example, Prendergast et al.¹¹ found that many conservation managers were not implementing SCP methods simply because they were unaware of them. A more vexing problem comes from the difficulty of implementing suggested actions within a complex web of socio-political constraints¹². Although these issues are equally important and substantial challenges for SCP research, we restrict our focus here to problems associated with mathematical aspects of SCP. Specifically, we discuss the lack of evidence for approaches to addressing the complexities and large uncertainties that are associated with all data and models used in SCP.

Can we predict the performance of SCP methods under uncertainty?

While current SCP methods are mathematically sophisticated and highlight many important factors such as complementarity, risk, and uncertainty, there are important mathematical difficulties in applying these results to real problems. In particular, research has focused on studies conducted in simplified circumstances where most real-world complications are either poorly understood or abstracted away to make the problem mathematically tractable¹³.

Unfortunately, uncertainties and approximations in data and models are ubiquitous in SCP, significantly affecting reliability of information about factors like: costs and budgets; land availability; species vulnerabilities, presence, abundance, and interactions; as well as large-scale effects of climate, economics, land use change, and politics. These and numerous other complexities violate the assumptions of methods and effectively eliminate any theoretical guarantees of finding the best solution, or possibly even a good solution. This is true even for methods specifically aimed at dealing with uncertainty.

79 Many papers in the field do acknowledge the existence of multiple types of uncertainties and
80 complications and propose methods for dealing with some of them¹⁴⁻²⁹. However, these
81 methods are only evaluated on case studies that provide little evidence for how they will
82 perform in different and more complex circumstances. While these studies are useful in
83 highlighting the fact that a particular complication *can* have an effect on outcomes, this is of
84 limited utility to practitioners; they only warn practitioners of the possibility of various
85 problems arising, but give no generalizable result to predict the likelihood or degree to which
86 these problems will apply in their particular situation. In fact, nearly every study very
87 carefully states that their result is *not* generalizable beyond the current case study.

88

89 The inability to estimate the likelihood and degree of error in SCP outcomes leaves
90 conservation planners with the knowledge that there are things that they should worry about
91 and things they should strive for, but it also leaves them with a range of important questions
92 that in most cases are currently unanswerable, including: Given uncertainties in underlying
93 data, can they have confidence in a conservation planning method's outcomes and defend it in
94 a politically charged decision making environment? And, how can they be sure that a method
95 that excelled in a static, simplified case study with unknown uncertainties will suit their
96 dynamic, complex situation, which may not share the characteristics that determined the
97 performance documented in the case studies?

98

99 One of the differences between traditional ecological research and SCP that makes dealing
100 with uncertainty unusually important is that SCP results need to be more than another brick in
101 the wall of science. In particular, SCP methods are intended for use in real-world situations
102 where a decision must be made, regardless of the current state of the science. While much
103 ecological research is focussed on trying to *explain* what factors might influence a process,
104 SCP that is safe to use in the real world needs to reliably *predict* something about how a
105 method will perform to be of genuine use in real world situations.

106

107 This element of prediction requires a different research emphasis. It means that we need to
108 pay much more attention to deriving and conveying bounds on the degree and likelihood of
109 error when SCP methods are applied to conditions well beyond the scope of a case study.
110 Another equally important distinction of SCP is the focus on efficiency and optimality.
111 Optimization can have the unfortunate side-effect of producing brittle solutions that are not
112 robust to uncertainty as they intently rely on the details of the input data, which are known to
113 be uncertain.

114

115 While we raise many issues here about the accuracy of SCP methods, not all errors are
116 equally important. For a user making a decision, what matters is not the exact *amount* of
117 error in the output. Rather, the question is whether the decision and outcome would change if
118 we could reduce the error, for example, by gathering more information. However, current
119 SCP research does not enable us to reliably predict or even bound either the level of error or
120 the likelihood of decision change.

121

122 **Underlying problems**

123 Many of the mathematical problems underlying these issues relate to three general problems
124 that we will refer to as: *Unknown amounts of error*, *the Generalization Problem*, and
125 *Reliance on post-hoc sensitivity analysis*.

126

127 *Unknown amounts of error: Apparent vs. True values*

128 The first fundamental problem is that it is impossible to quantify the error in case studies
129 using real data. . The problem here is that data inputs to SCP such as the distribution of
130 species habitat or costs nearly always contain unknown or unknowable amounts of error.
131 Users must pretend that input data are correct when evaluating model performance, hence
132 only seeing the *apparent* results of the techniques of interest. Consequently, studies
133 comparing methods or rules of thumb on *apparent* data may provide meaningless and/or
134 misleading results.

135

136 The use of apparent data rather than true data also raises significant issues in the application
137 of existing research. That research tells us that things like complementarity and cost affect
138 outcomes, but it tells us that based on true complementarity and true cost. What does it tell
139 us about apparent complementarity and apparent cost in real cases where the values used to
140 compute these measures are all uncertain?

141

142 *The Generalization Problem: Reliance on case studies*

143 A second fundamental problem is that the SCP literature relies almost exclusively on case
144 studies as opposed to proofs or experiments across many types of problems. This means that
145 most SCP research lacks statistical power to control for problem characteristics that drive the
146 performance of SCP methods. Importantly, only a few studies attempt to characterize
147 problems in a way that might allow users to determine whether a given method will perform
148 well in their local situation; that is, whether results are generalizable (Box 1).

149

150 In 2009, we demonstrated the importance of case study specificity by exploring a number of
151 interactions between uncertainty and problem characteristics³⁰. We showed examples where
152 applying SCP methods on the same landscapes, the same number of species, the same costs
153 and the same input uncertainties yielded very different performance as a function solely of
154 the structure of species distributions. That study highlighted how the intrinsic level of
155 difficulty of a particular case study can have a major effect on the relative and absolute
156 performance of a method, as well as on how deceptive its *apparent* performance is compared
157 to its *true* performance (Figure 1). Problem characteristics such as whether the target species
158 are clumped onto a few hotspots or spread evenly across the landscape may completely
159 determine whether a problem is easy or difficult, that is, whether a simple method can solve
160 the problem or whether no method can possibly satisfy constraints. These characteristics
161 determine the likely quality and accuracy of a method's outcomes but are almost never
162 mentioned. For example, studies rarely express problem characteristics such as species rarity
163 distributions and cost distributions that would allow users to discern whether the
164 characteristics of their problem (and the gaps in their data, or their knowledge of that data)
165 are similar to those of published case studies.

166

167 This general lack of controls and statistical power means that there is little or no evidence for
168 generalization. While authors nearly always honestly state that their study does not
169 generalize, it means that there is little evidence to show that methods espoused in specific
170 case studies will exhibit similar performance in a user's own situation with its associated
171 uncertainties and complications. This is important because most real-world decisions are
172 conducted in an environment where there is little time, expertise, and resource for local
173 verification of method performance. Since SCP results, unlike pure research, are intended as
174 the basis for action, it is vital that method developers explore and give rigorous evidence for,
175 the range and types of situations where a proposed method will perform well.

176

177 *Reliance on post-hoc sensitivity analysis*

178 The primary way that uncertainty is addressed in SCP applications is to do a sensitivity
179 analysis on a proposed solution after it has been derived. It is based around the idea that if
180 we perturb the inputs to a method and there is little variation in the results, then the method is
181 reasonable. While this is a useful way to quickly identify fragile solutions, there are three
182 major problems with relying on it as the sole evidence for reliability. First, our results can be
183 stable, but wrong. A small variance may be a necessary condition for a good solution, but it
184 tells us nothing about how close the solution is to being correct, i.e., its bias. Second, the
185 perturbations are generally done one variable at a time, in spite of research detailing problems
186 with ignoring interactions among many uncertain variables³¹. While sensitivity analysis in
187 higher dimensions is more difficult, there is significant research that makes this approach
188 more feasible. Third, the choices of parameters, models, and perturbations are generally
189 based on the investigator's opinions about what is reasonable rather than on empirical
190 evidence. For example, cost is frequently included as an important feature in SCP³²⁻³⁶ and
191 there is research on methods to estimate cost data^{35, 36}, but error estimates on costs are almost
192 never given even though costs can be a primary driver for outcomes. Consequently, like
193 other variables, when sensitivity analysis is applied to costs, it is generally based on opinion
194 rather than evidence, in spite of the significant literature reflecting the common
195 overconfidence of experts in their own opinions³⁷⁻³⁹.

196

197 **The user's dilemma**

198 To our knowledge there are *no* studies examining ways to characterise SCP problems that
199 allow defensible bounds to be placed on a method's performance under real-world
200 conditions. Similarly, there is little software support for testing proposed solutions under
201 complex combinations of local conditions and uncertainties or for sharing models of
202 behavior, processes, and uncertainties. Some may claim that generalization is in fact
203 impossible because the real world is too complex. However, our central argument is that it
204 can't go both ways; we must either generalize rigorously or test much more comprehensively.
205 If the problem is so complex that reliable bounds on a method's performance in a new, unseen
206 situation are impossible, then it is also impossible to claim a priori that the proposed method
207 will give reliable performance there without extensive testing.

208

209 **Recommendations**

210 We believe that several positive steps can be taken to reduce the effects of these underlying
211 problems. We detail these below and provide a summary and template for implementing them
212 in Text Box 2.

213

214 *1) Test SCP methods on multiple problems using correct data, and control for*
215 *complexity and uncertainty*

216 Understanding the impacts of uncertainty in real data necessitates the use of simulations and
217 simulated errors. Without simulation we can only test how a method *appears* to perform
218 under uncertainty, rather than test its *true* performance. For many ecologists, "simulation" is
219 a dirty word, but in this context it is an indispensable adjunct to field data, providing another
220 experimental environment for collecting evidence about the behavior of methods under
221 uncertainty⁴⁰⁻⁴³. Clearly, simulation must be grounded in links to the real world, but it is the
222 only way that we can accurately gather mathematical evidence and statistical power for the
223 simultaneous effects of uncertainty and complexity, given our limited ability to sample and
224 experiment on the real world.

225

226 Other authors have raised the need for an evidence base for real-world conservation practice
227 ⁴⁴⁻⁴⁶. We believe this is vitally important and our suggestions regarding the use of simulation
228 complement this approach by providing evidence for the robustness of quantitative SCP
229 approaches to complexity and uncertainty. This is not possible with real-world data
230 containing unknown amounts of error (see Box 2).

231
232 Another advantage of simulation is that it allows us to explore the representational power of
233 the mathematical methods themselves under uncertainty. By this we mean that SCP methods
234 must *at least* be able to represent and perform well in simpler, simulated worlds if they are to
235 perform well in the more complex and uncertain real world. As long as our simulated worlds
236 have behaviors that are structurally similar to things that we want our methods to be able to
237 handle, then we can use them to help explore a method's performance, investigate the
238 consequences of uncertainties and complexities, and most importantly, weed out methods that
239 are not robust to them.

240

241 2) *Explicitly model error on SCP inputs*

242 To simulate error and perform sensitivity analysis we must know the magnitude of errors in
243 models and data, as well as the distributions of the errors. For example, if errors in cost or
244 species input maps are distributed uniformly across a study area, they will have different
245 consequences for a reserve selection algorithm or metapopulation model than if the errors are
246 spatially correlated with factors like soil type and patch boundaries. Unless we know the
247 distributions, biases, and magnitudes of these errors, we have no evidence for choosing
248 bounds or distributions of scenarios to test. Consequently, our sensitivity analyses and
249 simulations can be looking at the wrong parts of the model input space and mislead us.
250 Unfortunately, error models for SCP inputs, particularly for spatial error and cost error, have
251 received almost no attention in the literature. They require much more research if we are to
252 accurately evaluate and generalize SCP performance.

253

254 3) *More rigorous expectations for publication and funding*

255 Finally, editors, reviewers, and funding agencies would do well to insist that research goes
256 beyond case studies and mathematical novelty and the impact of a single type of complexity
257 or uncertainty in a single spatial distribution in a single location. Ginzburg and Jensen have
258 made a similar point in relation to theoretical ecology ⁴⁷:

259

260 “An engineering firm that builds a faulty bridge based on an overfitted model will be
261 sued or fined out of existence; to date, we know of no ecological theorist whose
262 similarly overfitted model has evoked comparable penalties. Because society
263 demands little from theoretical ecology, one can have a successful lifetime career in
264 the field without any of one’s theories being put to the practical test of actual
265 prediction.”

266

267 True progress in SCP methods and outcomes requires a culture that expects new studies to
268 control for the structure of problems and methods known to affect performance. We
269 especially need to evaluate methods on more than one problem and on problem formulations
270 that reflect the world as it is, rather than as it would be if it were mathematically subservient
271 to our favorite technique.

272

273 **Open questions**

274 One issue in our suggestions is that we have advocated providing evidence for the models
275 and bounds on errors used in sensitivity analysis. While some evidence, such as error in
276 fitted cost models, is available but seldom used, other evidence such as the spatial variation in
277 the errors for cost or species distribution models is generally not accessible now. Similar
278 issues exist with respect to which types of uncertainty to include and how many uncertainties
279 to explore at once. This lack of existing predictive information on relative importance and
280 interactions among uncertainties is exactly why we advocate moving beyond case studies to
281 studies with statistical power and the use of true rather than apparent data. As these kinds of
282 studies begin to appear, we can build reliable knowledge about the magnitude and
283 distribution of errors in the mathematical methods underpinning SCP and use them to
284 improve both the performance and the error bounds on our methods.

285
286 As SCP methods have developed they have extended their utility beyond reserve selection to
287 the choice of conservation actions in general, such as strategies for restoration^{48, 49}, invasive
288 species control^{50, 51}, adaptive monitoring and management^{52, 53}, and conservation on private
289 land^{54, 55}. Some of these methods may appear not to have the problems described in this
290 paper as they derive solutions directly from equations rather than through search algorithms.
291 However, many of these equations hinge on the probabilities and rewards associated with
292 different actions and outcomes. These values are generally *chosen* based on expert opinion
293 and are therefore, uncertain. Research has shown that even though these calculations are
294 designed to help with uncertainty, getting decision-theoretic probability and reward estimates
295 wrong can lead to making a bad decision⁵⁶. Consequently, it is important to have evidence
296 and models for the structure and magnitude of those errors as well.

297

298 **Conclusion**

299 SCP is undoubtedly a useful and important advance in conservation decision-making.
300 However, for SCP to be truly useful for conservation managers, the reliability of its outputs
301 must be honestly characterized. A more rigorous typology and quantification of problem
302 characteristics and error will also create potential for systematic meta-analysis and
303 meaningful comparison of results.

304

305 No matter how we arrive at a proposed conservation plan, we need to know: i) the risks and
306 rewards of attempting to use the proposed method or strategy in a particular location and ii)
307 the likelihood of it achieving its claimed outcomes. Both users and SCP itself will benefit
308 greatly if we raise the bar and undertake more research that builds evidence for method
309 performance in a way that reflects the uncertainties and complexities of the real world rather
310 than over-simplified case studies on data containing unknown amounts of error. Given that
311 SCP outcomes may determine the fate of species, this problem is not “just academic”.

312

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318 Research Facilities programme).

319

320

321 **Box1 - Generalization and problem characterization**

322 When a user approaches their own conservation task and looks to the SCP literature for help,
323 several questions arise in determining whether the results and method apply to their situation.

324 In particular, they need to know which studies:

- 325 1) Use data where true outcomes are/can be known;
- 326 2) Use multiple geographic locations;
- 327 3) Use multiple distributions of species co-occurrence, costs, threats, etc.;
- 328 4) Explore multiple uncertainties simultaneously;
- 329 5) Characterize problem attributes (i.e., explain the test problem in a way that enables
330 the user to understand how similar it is to their own problem).

331

332 A number of studies do address single uncertainties, but only use case studies without
333 problem characterization to give users evidence for their situation. Below we describe four
334 studies that take positive steps toward characterizing problem structure and performance
335 bounds, though there are others that take positive steps as well (e.g.,²⁰⁻²²).

336

337 - The best, and perhaps the only, example of putting rigorous bounds on expected
338 performance under an uncertainty is given by Moilanen et al.⁵⁷. Here a worst-case style
339 analysis is used to mathematically guarantee a lower bound on species representations in
340 Zonation outputs over input habitat maps assuming a given upper bound on input error. This
341 is a positive step but still does not address more complex uncertainties or uncertainties where
342 it is difficult or impossible to determine the worst-case situation.

343

344 - Pressey et al.¹⁷ address problem characterization by demonstrating variation in outcomes
345 resulting from changes of data set size, site size, rarity of features, and nestedness of features
346 in replicated synthetic data sets. All the data sets, however, were variations derived from a
347 single original data set, consequently only exposing the variability of outcomes from one
348 small corner of the problem domain.

349

350 - Drechsler¹⁸ addresses the uncertain dynamics of land acquisition through simulations that
351 synthesise different combinations of species counts, species occupancy levels, and
352 nestedness. While there is explicit uncertainty in the land acquisition, the method assumes
353 that probabilities are known and correct, which is unlikely and known to bring other risks⁵⁶.

354

355 - Turner and Wilcove¹⁹ also examine uncertainty in site availability, this time with a ten year
356 time frame and three different real-world data sets, budget constraints and loss of sites to
357 development. However, they do not characterize the structure of the species sets to control
358 for those effects and they ignore other complications, including uncertainty in the species
359 data.

360

361 **Figure 1 - Problem difficulty and *Apparent vs. True* performance**

362

363 This figure shows one of the results from Langford et al.³⁰ to illustrate both the difficulties of
364 relying on case studies and the utility of using simulated data to examine method
365 performance under uncertainty. The objective was to find the least-cost reserve network that
366 contains at least one representation of each species using two common reserve selection rules
367 of thumb in the presence of error, which in this case was a 30% overestimate of habitat. The
368 results are shown for three different distributions of species richness:

369

- “Hot spots”, where species tend to co-occur on the same patch;

370

- “Victorian”, where the distribution of co-occurrences matches a real distribution
371 in Victoria, Australia;

372

- “Uniform”, where species locations are uncorrelated.

373

374 The bar chart on the left shows the *apparent* costs of a reserve network that *appears* to
375 represent each species at least once based on the erroneous maps. The bar chart on the right
376 shows the *true* costs required (the cost is measured as a proportion of total landscape cost).
377 The dashed box around the *apparent* Victorian results highlight what would have been found
378 in a single case study using “real” data.

379

380 These results illustrate four important points discussed throughout this paper:

381

382 1. *Problem difficulty*: Even though the landscapes were identical and the number of patches
383 occupied by each species was identical, controlling for the spatial distribution of the species
384 showed a wide range of performance for both methods.

385

386 2. *Misleading ranking of methods*: Based on *apparent* data, the Unprotected Richness rule of
387 thumb appears to be far more efficient than the Simple Richness rule of thumb even though
388 the results were approximately equal on the *true* data.

389

390 3. *Misleading absolute performance*: Using the *apparent* maps alone, one would grossly
391 underestimate the cost required to achieve the conservation goal using Unprotected Richness.
392 Interestingly, even though Simple Richness never appeared to perform as well as Unprotected
393 Richness, its *apparent* performance was always similar to its *true* performance.

394

395 4. *Error amplification*: There is often a sense that all input data has errors, but the errors in
396 the outputs will probably have similar magnitudes to those in the inputs. These experiments
397 show this is not something that can be safely assumed.

398

399 **Box 2 - Summary of specific suggestions for improving SCP studies under uncertainty**

400

401 Here we provide a summary of specific recommendations for improving the utility and

402 accuracy of SCP studies in the presence of uncertainty and real-world complications.

403

404 1. **Move beyond case studies** The problem is not so much that case studies are done;
405 rather it is that virtually no research that goes beyond case studies to anything more
406 comprehensive. Developing libraries of studies that includes multiple problem
407 structures and multiple interacting uncertainties will enable more predictive results.

408

409 2. **Evaluation** When evaluating or comparing methods or studying uncertainties the
410 following 3 steps should be included: (i) Testing using data where the true values are
411 known, rather than with data containing unknown amounts of error (see below); (ii)
412 Testing behavior under multiple uncertainties simultaneously, rather than one at a
413 time; (iii) Characterization of problem structure (e.g. the number of species,
414 landscape configuration, spatial co-occurrence of species or distributions of costs) and
415 testing on multiple problems with different structures.

416

417 3. **Case studies** Sensitivity analyses should be done by simultaneously varying multiple
418 factors known to influence outcomes rather than studying each factor in isolation.
419 Where possible, evidence should be given for the range of errors used in the
420 sensitivity analysis. For example, if a model has been used to generate costs,
421 sensitivity analysis should be based on evidence such as mean and variation for the
422 model's error and for how it is distributed spatially.

423

424 To make the method of testing with true versus apparent values more tangible, we outline the
425 sequence of steps for this approach below (more detail and examples of use are given in ³⁰):

426

427 • We must first define a dataset as being a true representation of the world. This data
428 may be synthetic or real, and could represent any or all of the inputs to an SCP
429 problem such as species habitat maps, cost maps, etc. With synthetic data, direct
430 control over the input data is possible, or real-world data can be used from multiple
431 locations where problem characteristics differ.

432

433 • Secondly, we can degrade these true inputs using models representing our beliefs
434 about possible real-world forms of error, for example, over or under-estimation of
435 costs or spatial bias in error in predicting species habitat.

436

437 • Thirdly, SCP analysis should then be carried out in parallel on both true and degraded
438 data. The impact of errors being studied can then be determined by comparing
439 differences between the SCP outcomes in the true and degraded data.

440

441

442

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