



A global-level assessment of the effectiveness of protected areas at resisting anthropogenic pressures

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One-sixth of the global terrestrial surface now falls within protected areas (PAs), making it essential to understand how far they mitigate the increasing pressures on nature which characterize the Anthropocene. In by far the largest analysis of this question to date and not restricted to forested PAs, we compiled data from 12,315 PAs across 152 countries to investigate their ability to reduce human pressure and how this varies with socioeconomic and management circumstances. While many PAs show positive outcomes, strikingly we find that compared with matched unprotected areas, PAs have on average not reduced a compound index of pressure change over the past 15 y. Moreover, in tropical regions average pressure change from cropland conversion has increased inside PAs even more than in matched unprotected areas. However, our results also confirm previous studies restricted to forest PAs, where pressures are increasing, but less than in counterfactual areas. Our results also show that countries with high national-level development scores have experienced lower rates of pressure increase over the past 15 y within their PAs compared with a matched outside area. Our results caution against the rapid establishment of new PAs without simultaneously addressing the conditions needed to enable their success.

counterfactual | Human Development Index | human footprint | impact assessment | management effectiveness

The Anthropocene is characterized by an unparalleled “human impact on the global environment” (1) leading to dramatic declines in biodiversity and potentially the first mass extinctions brought on by a single species (2). To reverse this trend, a growing number of multilateral environmental agreements have been adopted, most importantly the Convention on Biological Diversity (CBD) (3). A chief instrument of the CBD is the Strategic Plan for Biodiversity 2011–2020, whose Aichi targets call for the protection of 17% of the earth and 10% of the oceans (4). This has resulted in the rapid expansion of the global network of protected areas (PAs), which currently cover approximately 15% of the terrestrial surface and 7% of the world’s oceans (5). This is an impressive policy achievement, but merely designating PAs does not ensure protection of biodiversity. PAs must deliver real conservation benefits by buffering the wild populations and habitats they contain from human pressures on the environment.

Despite wide recognition of the importance of understanding the role PAs in conserving biodiversity (6), assessing the performance of PAs has proved challenging, and evidence remains relatively sparse (7) although more recent studies have started to examine PA performance. Reviews of case studies have shown that PAs can be and often do contribute to the persistence of biodiversity (7) and for many of the world’s flagship species, PAs are now their only remaining stronghold (8). Using remotely sensed vegetation data, studies have shown that while PAs are losing forest, these losses on average are less inside than outside PAs (9–13). Other studies have related observed biodiversity changes inside PAs to conditions immediately outside (finding that PAs surrounded by more disturbed landscaped performed

worse) (14) to socioeconomic conditions and governance (finding PAs in more developed countries to be more effective) (9, 15), and to management capacity and resources (finding that more adequately resourced PAs perform better) (16). However, these studies have been restricted in scope by the availability of remote-sensed data for only 1 habitat (i.e., forest) or the subset of PAs with in situ monitoring of only a subset of the biodiversity values of the PAs. Further, assessing the performance of existing PAs requires counterfactual thinking (17)—comparing outcomes to what would most likely have happened if PAs had not been established. This is important because PAs are not randomly located in the landscape but often biased toward remote areas where pressures on nature are expected to have remained low even without formal protection (18). Without explicitly accounting for this contextual bias in the location of PAs, changes in conservation outcomes cannot be convincingly attributed to PA designation.

To measure the ability of PAs to mitigate pressure, we used the Temporal Human Pressure Index (THPI—the first global spatially explicit data layer on recent temporal changes in human pressure over 15 y from 1995). Our measure of THPI has 2 important strengths. First, our global measure of pressure, while not perfect, is not biased by a specific habitat type (i.e., forest) or a potentially nonrepresentative monitoring effort. Second, the global coverage allows us to compare changes inside PAs with changes in unprotected areas similar to our PAs in terms of their initial exposure to pressure and location biases (i.e., their

Significance

Protected areas (PAs) are a key strategy for conserving nature and halting the loss of biodiversity. Our results show that while many PAs are effective, the large focus on increasing terrestrial coverage toward 17% of the earth surface has led to many PAs failing to stem human pressure. This is particularly the case for nonforested areas, which have not been assessed in previous analysis. Thus, we show that relying only on studies of remote-sensed forest cover can produce a biased picture of the effectiveness of PAs. Moving forward beyond the current biodiversity targets, there is a need to ensure that quality rather than quantity is better integrated and measured.

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is a global priority. However, conservation efforts in many of these regions are heavily underfunded (33, 34) and in need of significant additional resources if we are to reverse the current trajectory of pressure increases.

Our finding that human development is correlated to PA performance supports the argument that establishment is not enough (6, 16). Similar relationships between protection and socioeconomic factors have been shown for water birds (35) and vertebrates more broadly (15) as well as for deforestation (36). These PA-level results are also corroborated by the overall differences observed between the developed and the developing worlds, indicating that PAs in regions with lower human development scores have not effectively mitigated recent increases in human pressure. Lower human development scores can be linked to poor PA performance in a variety of ways including through increased corruption (37), weak law enforcement (38), and reduced engagement from stakeholders (39). Our results thus suggest that PA management does not begin at the reserve boundary but requires more systemic changes and that without such processes in place, even well-resourced PAs are unlikely to succeed (14).

Disaggregating the THPI, our results show that increases in human population density and night lights have been smaller inside PAs compared to matched areas outside, throughout the world and vegetation types, except the Neotropics, and across the full range of national HDI scores. Both are potentially significant indicators of environmental degradation and so the evidence that PAs are effective at slowing their growth is encouraging. However, for agriculture the picture is less positive, with cropland increasing more inside PAs over the past 15 y than in matched areas outside PAs in most of the world. This is particularly pronounced in the Afrotropics and seminarural grassland, where the area of cropland inside PAs increased at almost double the rate seen in matched unprotected lands. These results align with results showing extensive contraction of savannah, and conversion to agriculture, across Africa over the past 5 decades due to land-use changes (40), and with the findings of global threat assessments, which show that agriculture is the most commonly reported threat to terrestrial species in the International Union for Conservation of Nature (IUCN) Red List (21) and among the most common reported in PAs (41). The reasons why PAs have failed to prevent agricultural encroachment will likely vary spatially in ways that our data cannot disentangle. However, particularly in the tropics, the combination of rapid and continuing population growth and the fact that most of the easily accessible unprotected land suitable for agriculture was already under that use by 1995 (42), when combined with lower national-level human development scores (43) and higher corruption (44), might have contributed to making PAs more vulnerable to recent agricultural conversion.

We were not able to find any association between PA performance and the management dimensions reported in METT data. We do not take this to mean that management is not important. Indeed, previous studies have shown that capacity and resources are correlated with the persistence of biodiversity in PAs (45) and similar results have been found for conservation spending more broadly (33). Likewise, studies have shown the importance of involving local stakeholders (39), effective enforcement (46), as well as having strong governance and management structures in place (11, 30, 47). There are inherent issues with the management data used in this analysis (48) and previous studies have seen variable, often nonconclusive results when correlating management effectiveness scores to conservation outcomes (49). Thus, our results highlight the importance of improving both the quantity and quality of PA management data as well as the effort to collect and collate these from the PAs. The Aichi targets call for PAs to be “effectively and equitably managed” (4) but understanding to what extent this is the case

and, importantly, if effectively managed PAs cost-effectively contribute to the protection of biodiversity are currently severely limited by the paucity of appropriate data.

Our results have significant policy implications as they show that PA designation and management do not occur in a vacuum. Effective PAs are essential in ensuring the delivery of positive conservation outcomes. Our results confirm that focusing only on area-based targets is not enough, and even if we are on track to protect 17% of terrestrial Earth by 2020, we will not have achieved the target 11% unless these areas are effectively and equitably protected. Thus, looking beyond 2020 it will be essential to ensure that future targets are not only ambitious but also measurable across all aspects of what makes PAs effective. Associated with this will be a need for target setting to prescribe and support the collection of data to assess and evaluate future targets.

Methods

We used the THPI (24) which measures change in human pressure over 15 y from 1995 at a resolution of ~ 77 km² across the terrestrial world. These data layers are based on combining data on changes in human population density (from the Gridded Population of the World [GPW], version 3) (50), the density of night-visible infrastructure (Intercalibrated Stable Night Lights, version 4) (51), and the percentage of area under cropland (derived from the History Database of the Global Environment [HYDE], version 3.1) (52), giving equal weight to the values of each variable to generate a composite measure of change in human pressure, scaled between THPI = -100 (maximum decrease in pressure) and THPI = 100 (maximum increase in pressure). The spatial resolution of the THPI was defined by the coarsest dataset (i.e., cropland), and human population density and night-visible infrastructure was rescaled to this resolution [see Geldmann et al. (24) for details]. All 3 layers are developed using independently collected data for the different time steps. While other static representations of human pressure (e.g., the 2009 Human Footprint) (21) have included more components of pressure, their temporal version only includes agriculture, human population density, and stable night lights similar to ours.

We used the January 2017 edition of the World Database on Protected Areas (WDPA) for all spatial analysis (53). All PAs established after 1995 and smaller than the resolution of the THPI were removed, resulting in a final sample of 12,315 PAs while maintaining 81.8% of the land area protected in 1995. After removing PAs smaller than the THPI grain size those in our sample had a mean area of 2,405 km², (SE = 666 km²), which is somewhat larger than that for the total PA estate (mean = 1,996 km², SE = 443 km²).

We used data derived by the METT to measure PA-specific management inputs and processes. The METT is a questionnaire-based assessment covering more than 30 management activities, processes, and capacities which generally involve park managers and other stakeholders and has been applied in more than 2,000 PAs across the world (49), making it the most widely used tool for site-specific management assessments. We used only METT assessments conducted between 2003 and 2010 and with at least 25 of the 30 questions completed. For PAs with multiple assessments over time, we used the first (e.g., oldest) assessment. Applying these quality filters and after removing marine sites and assessments from PAs not established in 1995 the final METT dataset consisted of 407 PAs. We grouped METT responses into 4 dimensions following Geldmann et al. (16): 1) design and planning, 2) capacity and resources, 3) monitoring and enforcement systems, and 4) decision-making arrangements (*SI Appendix, Table S1*). Scores for each dimension were standardized between 0 (absent from the PA) and 100 (fully sufficient to achieve PA objectives).

To account for the nonrandom location of PAs within countries (18), we used propensity score matching (PSM) which, despite some criticism, is the most widely used matching approach. We did so only after also testing coarsened exact matching (CEM) and assessing Mahalanobis distance matching (MDM). Comparing the 3 matching methods showed that PSM in our case was far superior to CEM and that MDM would require exclusion of 21% of the data to run (*SI Appendix*). Matching was based on a suite of variables linked both theoretically and empirically to biases in PA location: 1) elevation, 2) slope, 3) access, 4) temperature, 5) precipitation, 6) initial human footprint, 7) country, 8) land cover, 9) soil type, and 10) nutrient levels (18, 54). Matching was done without replacement using “nearest neighbor” for elevation, slope, access, temperature, precipitation, and initial human footprint, and 0.25 SDs of the propensity scores as a cutoff in line with Stuart (55). We used exact matching for country, land cover, soil type, and nutrient

levels. This meant that protected pixels were only compared to unprotected pixels in the same country and habitat with the closest match for climate, topography, and initial pressure. Following matching, we discarded any treatment pixel where the distance in propensity scores between treatment and control was >0.1 to remove potential outliers. We then estimated the performance of each PA by calculating the mean THPI for all pixels within each PA relative to the mean THPI for all identified matching control pixels, following Carranza et al. (56). This gave us an estimate for individual PAs that accounted for differences in location and socioeconomic context.

We divided the world into 6 realms, following Olson et al. (57): 1) the Afrotropics, 2) Australasia, 3) Indomalaya, 4) the Nearctic, 5) the Neotropics, and 6) the Palearctic. For each of these 6 realms we calculated the average THPI for the sample of PAs, the matched outside and the entire unprotected landscape. The same procedure was repeated for the 3 individual THPI components (i.e., change in human population density, night light intensity, and cropland cover). For the global set of PAs we used a mixed effects model (generalized linear mixed model [GLMM]) to assess the relationship between PA performance (i.e., the difference between the mean change in THPI inside PAs and in the matched outside) with country as random effect and 1) the mean initial human footprint inside each PA, using the nonbiome corrected version, HII (58); 2) mean elevation; 3) GDP for 2005 (43); 4) national-level HDI for 2000 (43); 5) Transparency International's Corruption Index (44); and 6) PA size (53) as fixed effects. These variables were judged to be the best available proxies for factors expected to affect PA performance (SI Appendix, Table S2) (19). For the 407 PAs for which we had management data, we used a general linear model (GLM) with the same explanatory variables as well as the 4 management dimensions. Model selection was based on the AIC after assessing all possible combinations of predictors for each model. For the METT subset, inspection of the residuals of the final model revealed some possible deviations from the assumptions. To confirm the robustness of our conclusions, we reestimated the coefficients using a

bootstrap method for GLMs. This bootstrapping of the parameter estimates confirmed that the parameter estimates were robust (SI Appendix).

The reported results are based on pixels to reduce the potential influence of smaller PAs for which the resolution of THPI might be more problematic. However, the overall results did not change when aggregated by PAs. Previous studies using matching have been constrained to forested PAs which might explain the observed differences between our average results and those of existing studies. To test our results against previous studies of PA performance, we conducted subset analyses corresponding to published matching studies, using the same geographic and habitat restrictions for the Brazilian Amazon (11, 13), Madagascar (12), and Sumatra (20). Our results show that for all tested subsets, patterns using the THPI corroborate findings using deforestation or fires (SI Appendix). This indicate that our results are robust within previously studied habitats (i.e., forest), and that the differences observed in average values in our study are likely due to patterns in PAs where no previous matching studies exist.

Data Availability. METT data related to this paper is available upon request and from <https://pame.protectedplanet.net/> (49). THPI data are available from Dryad (<https://doi.org/10.5061/dryad.p8cz8w9kf>) (24).

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