

1 **26. Decision Support**
2 **Supporting Policy, Planning, and Resource Management Decisions in a**
3 **Climate Change Context**

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20 **Key Messages**

- 21 **1. Creating well-structured, transparent, and collaborative decision processes**
22 **involving researchers and stakeholders is as important to effective decision-making**
23 **as having good scientific information and tools. An effective process will better**
24 **enable decision-makers to apply complex information to decisions, consider**
25 **uncertainties associated with climate variability and change, assess the wide range**
26 **of possible human responses, and engage institutions and individuals who are**
27 **potentially affected.**
- 28 **2. Many decision frameworks and tools are available to support and improve decision-**
29 **making on climate change adaptation and ways to reduce future climate change.**
- 30 **3. Steps to improve collaborative decision processes could include training more**
31 **“science translators” to help bridge science and decision-making; integrating**
32 **development of decision support tools into fundamental scientific research;**
33 **improving reward structures and institutional recognition for those who work at the**
34 **boundary of science and decision-making; increasing support through the USGCRP**
35 **for research to develop decision support tools; and incorporating assessment of**
36 **decision support resources for sectors and regions into the ongoing National Climate**
37 **Assessment (NCA) process.**

38

1 **Introduction**

2 This chapter introduces decision-making frameworks that are useful for considering choices
3 about climate change adaptation and mitigation. It focuses on the processes that promote
4 sustained interaction between decision-makers and the scientific/technical community. The
5 chapter reviews the state of knowledge and practice at each of the stages of an idealized
6 collaborative decision support process – a process that includes steps such as defining the
7 problem, identifying decision criteria, applying scientific information, evaluating response
8 options, monitoring effectiveness, and revisiting the decision. Because of space limitations, the
9 chapter does not assess specific decision support tools.

10 Climate conditions are changing (Ch. 2: Our Changing Climate), and historically successful
11 strategies to manage climate-sensitive resources and infrastructure will become less effective
12 over time. Decision-makers must increasingly make choices without full knowledge of the
13 opportunities, risks, and underlying uncertainties. The sensitivity of the climate system to human
14 activities, the extent to which mitigation policies are implemented, and the effects of other
15 demographic, social, ecological, and economic changes on vulnerability also contribute to
16 uncertainty in decision-making (de Chazal and Rounsevell 2009; Holling 2003).

17 Decision-makers routinely make complex decisions under uncertain conditions; they recognize
18 that even though scientific information may be uncertain, it still provides valuable insights that
19 will lead to better outcomes if incorporated into decision-making. Uncertainties can make
20 decision-making in the context of climate change especially challenging for several reasons,
21 including the rapid pace of changes in physical and human systems, the lags between climate
22 change and observed effects, the high economic and political stakes, the number and diversity of
23 potentially affected stakeholders, the need to incorporate scientific information of varying
24 confidence levels, and value questions that arise (Mattson et al. 2012; NRC 2009). The social,
25 economic, psychological, and political dimensions of these decisions underscore the need for
26 ways, including improved communication of uncertain scientific information, to help decision-
27 makers assess risks and opportunities associated with climate change. These include assisting
28 with identification of climate risks and opportunities in government, business, community,
29 family, and individual decisions.

30 Decision-makers often find accessing relevant and useful climate information to be a frustrating
31 experience and request assistance with applying the daunting array of information sources and
32 tools (ICATF 2010). Properly framing the issues, understanding the available options,
33 establishing decision criteria, accessing relevant knowledge, and reaching decisions that have a
34 good chance of being implemented are challenging in any case (Beratan and Karl 2012), but
35 integrating scientific understanding of climate risks into specific sectoral and regional
36 applications is daunting. An iterative decision process that incorporates constantly improving
37 scientific information and learning through periodic reviews of decisions over time is helpful in
38 the context of rapid changes in environmental conditions (NRC 2009, 2010c).

39 For some aspects of decision-making, tools and online information clearinghouses have been
40 both scientifically validated and evaluated by users. Decision frameworks, tools, and processes
41 can help improve decision-making in the context of climate variability and change. However,
42 there are many unanswered questions about effective climate change decision-making that

1 require research, including ways to evaluate the costs and benefits of alternative actions, ways to
2 communicate relative amounts of risk associated with different options, consideration of the role
3 of institutions and governance structures, and development and use of probabilistic forecasts of
4 climate events in specific locations. Communication between scientists, decision-makers, and the
5 public can be difficult and there are barriers to the use of existing tools; improvements in
6 communications related to climate change and associated response options also need more
7 research.

8 **What are the decisions and who are the decision-makers?**

9 There are many scales of decisions related to reducing climate impacts and multiple types of
10 decision-makers. For example, the federal government is engaged in decisions that affect climate
11 policy at the international level, but it also makes regulatory decisions (for example, setting
12 efficiency standards for vehicles) and decisions on how to reduce risks associated with climate
13 change within its own facilities and activities. State and local governments are involved in
14 setting policy about both emissions and adaptation activities in a variety of applications,
15 including land use, renewable portfolio and energy efficiency standards, and investments in
16 resilience to extreme weather events. Many private-sector companies have initiated strategies to
17 respond both to the risks to their investments and the business opportunities associated with
18 preparing for a changing climate. Several non-governmental organizations have been active in
19 supporting decisions that integrate both adaptation and mitigation considerations, often in the
20 context of promoting sustainability within economic sectors, communities, and ecosystems.
21 Finally, individuals make decisions on a daily basis that affect their preparedness for extreme
22 events and the health and welfare of their families (NRC 2010a).

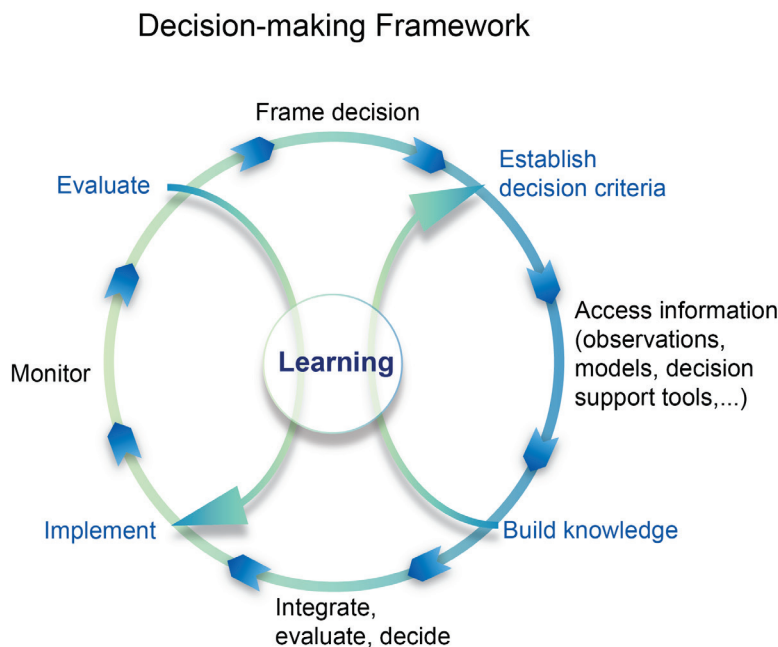
23 **What is decision support?**

24 Decision support refers to “organized efforts to produce, disseminate, and facilitate the use of
25 data and information” to improve decision-making (NRC 2009). It includes processes, decision
26 support tools, and services. Decision support processes are effective when they: 1) build
27 relationships that can support longer-term problem-solving capacity between knowledge
28 producers and users; 2) provide information that users regard as credible, useful, and actionable;
29 and 3) enhance the quality of decisions (NRC 2009). Some examples of products and decision
30 tools include scenarios of the future, assessments of impacts and vulnerability, maps of projected
31 climate impacts, and data management and visualization tools. Decision support activities that
32 facilitate well-structured decision processes can result in consensus about defining the problems
33 to be addressed, objectives and options for consideration, criteria for evaluation, potential
34 opportunities and consequences, and tradeoffs.

35 ***Using a Decision-making Framework***

36 **Creating well-structured, transparent, and collaborative decision processes involving**
37 **researchers and stakeholders is as important to effective decision-making as having good**
38 **scientific information and tools. An effective process will better enable decision-makers to**
39 **apply complex information to decisions, consider uncertainties associated with climate**
40 **variability and change, assess the wide range of possible human responses, and engage**
41 **institutions and individuals who are potentially affected.**

1 The National Research Council has concluded that an “iterative adaptive risk management”
 2 framework, in which decisions are adjusted over time to reflect new scientific information and
 3 decision-makers learn from experience, is appropriate for decisions about adaptation and ways to
 4 reduce future climate change, especially given uncertainties and advances in scientific
 5 understanding (NRC 2010a; Willows and Connell 2003). At its heart, iterative adaptive risk
 6 management is an approach used daily to make and update decisions, from personal judgments
 7 to complex management and policy choices. This process can be more difficult for complex
 8 decisions, which is why it is important to put in place institutions that incorporate adaptive
 9 management to assure that decisions can be updated as one gains experience and as new
 10 scientific information becomes available.



11
 12 **Figure 26.1:** Decision-making Framework

13 **Caption:** This illustration highlights several stages of a well-structured decision-making
 14 process. Adapted from (NRC 2010a; Willows and Connell 2003).

15 Iterative risk management emphasizes “learning by doing” and continued adaptation to improve
 16 outcomes. Often, this process incorporates sustained interaction between decision-makers and
 17 the scientific/technical community. An idealized process includes: clearly defining the problem;
 18 establishing decision criteria; identifying and incorporating relevant information; evaluating
 19 options; and monitoring and revisiting effectiveness.

20 If the problem identified is to reduce the risks associated with climate change, decision criteria
 21 might include minimizing long-term costs and maximizing public safety. The relevant
 22 information might involve using scenarios to frame uncertainty in sea level rise and to
 23 understand how to translate that information into identifying property and ecosystems at risk.

1 Options to evaluate could include building levees or expanding coastal wetlands, which can
2 absorb storm surges, including considerations of long- and short-term costs and effectiveness.
3 After the decision is implemented, the effectiveness of the project and management practices can
4 be revisited to ensure that the project continues to protect the community without damaging
5 important habitat.

6 Scientific and technical information are important at many stages, but decisions about adaptation
7 and ways to reduce future climate change also rest on non-scientific aspects, such as: personal or
8 group values in the affected communities and within the business, government, or institution
9 making the decisions; cultural and organizational characteristics; and other factors. Chapter 28:
10 Adaptation addresses how some of these problems, including those that arise from decentralized
11 decision-making with limited resources, might be addressed in the context of adaptation.

12 **Problem Framing and Establishing Decision Criteria**

13 An initial step in decision-making is to identify the context of the decision and factors that will
14 affect choices – making sure that the questions are posed properly from scientific, decision-
15 maker, and stakeholder (or public) perspectives. An important challenge is identifying the
16 stakeholders in decision-making processes. There are often many categories of stakeholders,
17 including those directly and indirectly affected by the outcomes of decisions as well as the
18 decision-makers themselves, scientists, and elected officials. Other important issues often
19 overlooked but critical to successful decision outcomes are:

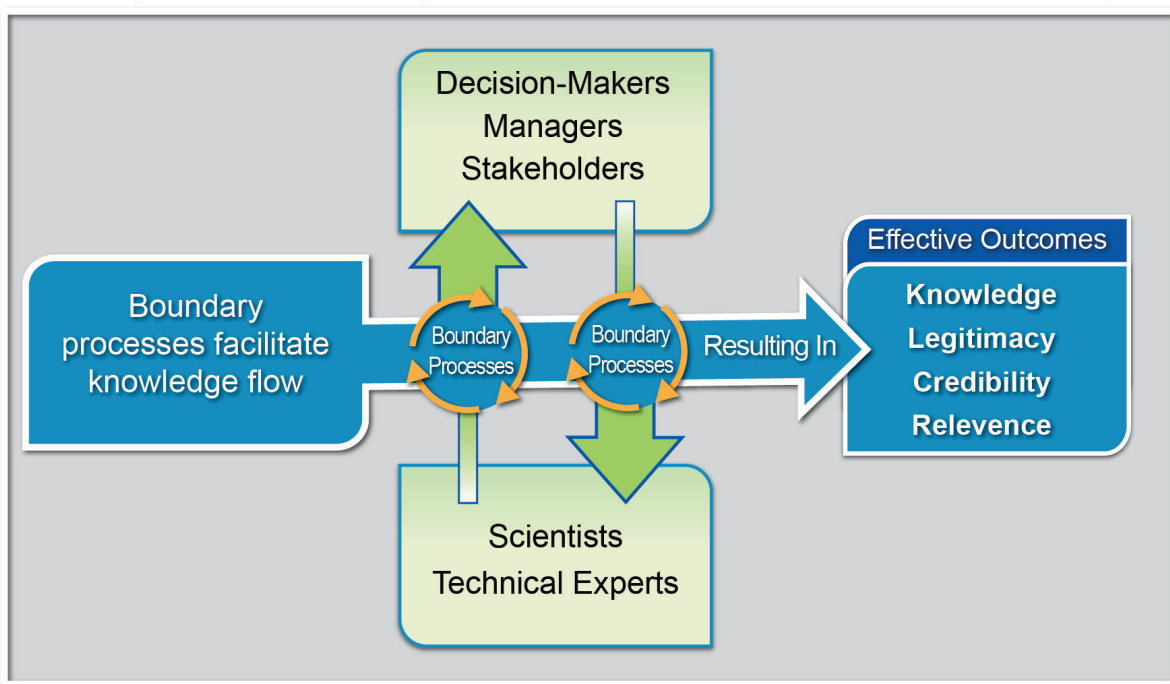
- 20 • Understanding the goals and values of the participants in the decision process,
- 21 • Identifying risk perception and the sense of urgency of the parties involved in the
22 decision,
- 23 • Being clear about the time frame of the decision (short- vs. long-term options relative to
24 current and future risk levels) – and when the decision must be reached,
- 25 • Acknowledging the scale and degree of controversy associated with the risks and
26 opportunities as well as the alternatives,
- 27 • Assessing the distribution of benefits or losses associated with current conditions and the
28 alternatives being considered,
- 29 • Recognizing the diverse interests of the participants,
- 30 • Recognizing when neutral facilitators or trained science translators are needed to help
31 with analysis, and
- 32 • Understanding legal or institutional constraints on options.

33 Based on the relevant objectives, decision criteria can be established that reflect constraints and
34 values of decision-makers and affected parties. Criteria can be quantitative (for example,
35 obtaining a particular rate of return on investment) or qualitative (for example, maintaining a
36 community's character or culture). Decision framing and establishment of decision criteria can
37 be facilitated using various methods, including brainstorming, community meetings, focus
38 groups, surveys, and problem mapping. A variety of techniques for organizing and weighting
39 information on multiple decision criteria are available, like multi-criteria analysis (Keeney and
40 Raiffa 1993; Linkov and Moberg 2011).

1 Knowledge Building and Incorporating Scientific Information

2 Resource management and climate policy decisions often involve complex technical and
 3 scientific information. Ongoing conversations among scientists, decision-makers, and the public
 4 are often necessary to frame issues and identify, generate, and use relevant information (Scarlett
 5 2010). Much scientific information is highly technical and may not be readily applied by non-
 6 experts. Thus, individuals, processes, and organizations that can help structure and sustain
 7 communication across different disciplines and communities are needed to effectively apply
 8 scientific knowledge in decision processes. Well-designed decision support processes, especially
 9 those in which there is a good match between the availability of scientific information and the
 10 capacity to use it, can result in more cost-effective outcomes based on relevant information that
 11 is perceived as useful and applicable. Unfortunately, the circumstances in which decision-
 12 makers, managers, and stakeholders can easily access the information they need in the context of
 13 evaluating climate-related risks and opportunities are limited. This leads to the need for
 14 assistance in crossing the boundary between science and applications; activities involved in
 15 bridging this gap to improve outcomes are often referred to as “boundary processes.”

Boundary Processes Linking Decision-Makers and Scientific/Technical Experts



16
 17 **Figure 26.2:** Boundary Processes Linking Decision-Makers and Scientific/Technical
 18 Experts

19 **Caption:** Boundary processes facilitate the flow of information and sharing of
 20 knowledge between decision-makers and scientists/technical experts. Processes that bring
 21 these groups together and help translate between different areas of expertise can provide
 22 substantial benefits. (Figure source: NOAA NCDC)

1 **Regional and Sectoral Applications, Models, and Tools**

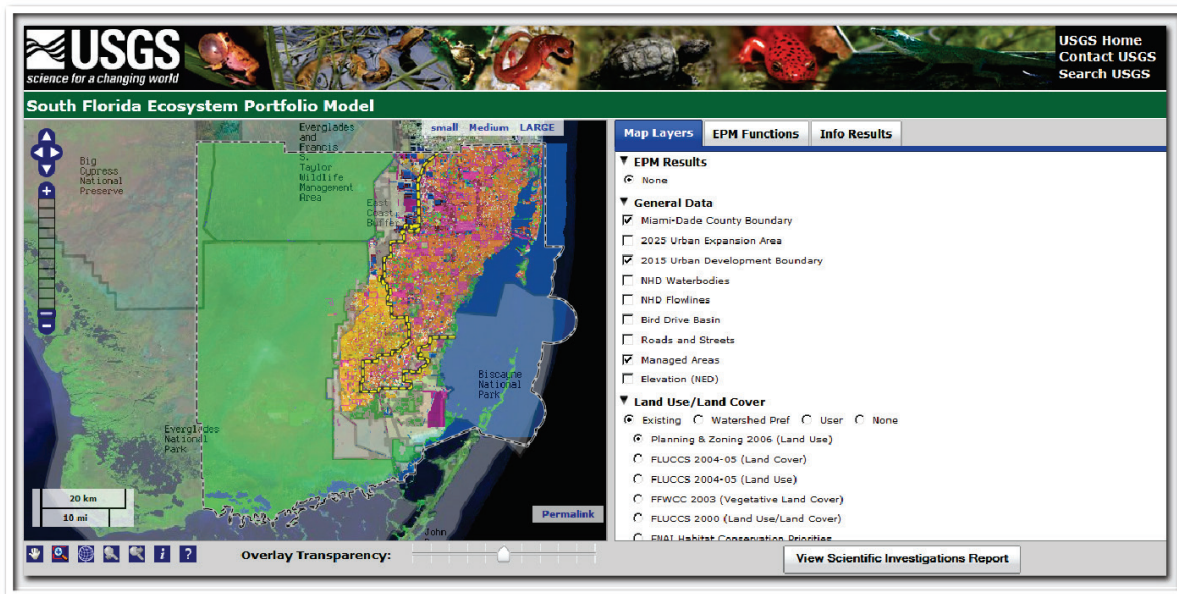
2 Many decision support tools apply climate science and other information to specific decisions
3 and issues; several online clearinghouses describe these tools and provide case studies of their
4 use (for example, U.S. Climate Change Science Program (2005); Climate Adaptation Knowledge
5 Exchange (2012), and the Ecosystem Based Management Tools Network (2012)). Typically,
6 these applications integrate observed or modeled data on climate and a resource or system to
7 enable users to evaluate the potential consequences of options for management, investment, and
8 other decisions. These tools apply to many types of decisions that include, for example:

- 9 • *Water resources*: making water supply decisions in the context of changes in
10 precipitation, increased temperatures and changes in water quality and water use (Means
11 et al. 2010a; State of Washington 2012; Box 1: Denver Water case study; Ch. 3: Water
12 Resources, especially the "Water Resources Management" section);
- 13 • *Infrastructure*: designing and locating energy or transportation facilities in the coastal
14 zone to limit the impacts of sea level rise (See also Ch. 11: Urban Systems, Infrastructure,
15 and Vulnerability and Ch. 10: Water, Energy, and Land Use);
- 16 • *Ecosystems and biodiversity*: managing carbon capture and storage, fire, invasive species,
17 ecosystems and ecosystem services (Byrd et al. 2011; Labiosa et al. 2009; USGS 2012a,
18 2012b, 2012c) (Figure 3);
- 19 • *Human health*: providing public health warnings in response to ecosystem changes or
20 degradation, air quality, or temperature issues (See also Ch. 9: Human Health).

21 Many available and widely applied decision-making tools can be used to support management of
22 climate extremes or seasonal fluctuations of climate. Development of decision support resources
23 focused on decadal or multi-decadal investment decisions is in a relatively early stage but is
24 evolving rapidly and shared through the types of clearinghouses discussed above.

25

Florida Uses a Land-use Planning Tool



1

2 **Figure 26.3:** Florida Uses a Land-use Planning Tool.

3 **Caption:** The South Florida Ecosystem Portfolio Model (EPM) is a regional land-use
 4 planning tool that integrates ecological, economic, and social information and places that
 5 information in a context that is relevant to decision-makers and stakeholders. The EPM
 6 uses a multi-criteria evaluation framework that builds on Geographic Information
 7 Systems (GIS) analysis and spatially explicit models that characterize important
 8 ecological, economic, and societal consequences of regional land-use/cover change.
 9 Image from (USGS 2012).

10 **Box 1: Denver Water Case Study**

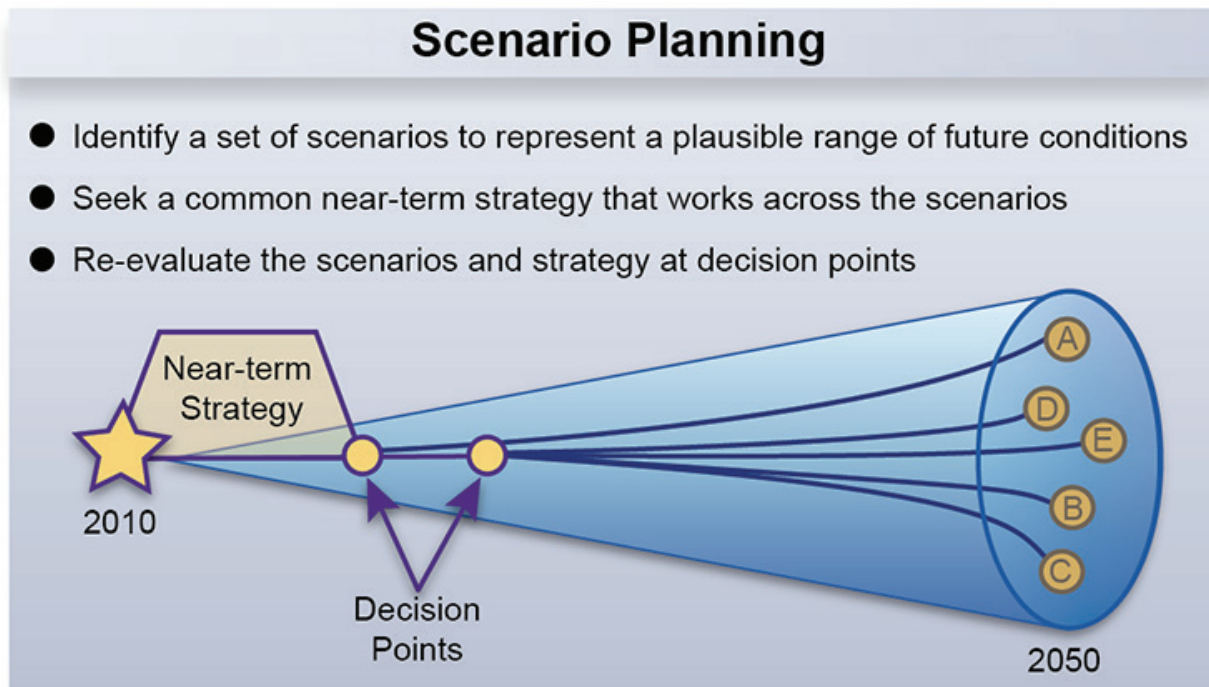
11 Climate change is one of the biggest challenges facing the Denver Water system. Due to recent
 12 and anticipated effects of climate variability and change on water availability, Denver Water
 13 faces the challenge of weighing alternative response strategies and is looking at developing
 14 options to help meet more challenging future conditions.

15 Denver Water is using scenario planning in its long-range planning process (looking out to 2050)
 16 to consider a range of plausible future scenarios. This approach contrasts with its traditional
 17 approach of planning for a single future based on demand projections, and should better prepare
 18 the utility and enhance its ability to adapt to changing and uncertain future conditions.

19 Denver Water is assessing multiple scenarios based on several potential water system challenges,
 20 including climate change, demographic and water use changes, and economic and regulatory
 21 changes. The scenario planning strategy includes “robust decision-making,” which deliberately
 22 focuses on keeping as many future options open as possible while trying to ensure reliability of
 23 current supplies.

1 Scenario planning was chosen as a way to plan for multiple possible futures, given the degree of
 2 uncertainty associated with many variables, particularly demographic change and potential
 3 changes in precipitation. This method is easy to understand and has gained acceptance across the
 4 utility. It is a good complement to more technical, detailed analytical approaches.

5 The next step for Denver Water is to explore a more technical approach to test their existing plan
 6 and identified options against multiple climate change scenarios. Following a modified robust
 7 decision-making approach (Hall et al. 2012; Lempert et al. 2003), Denver Water will test and
 8 hedge its plan and options until those options demonstrate that they can sufficiently handle a
 9 range of projected climate conditions.



10

11 **Figure 26.4:** Scenario Planning

12 **Caption:** Scenario planning is an important component of decision-making. This “cone
 13 of uncertainty” is used to depict potential futures in Denver Water’s scenario planning
 14 exercises. (Adapted from Waage, 2010, courtesy of Denver Water).

15 -- end box --

16 **Value of Information**

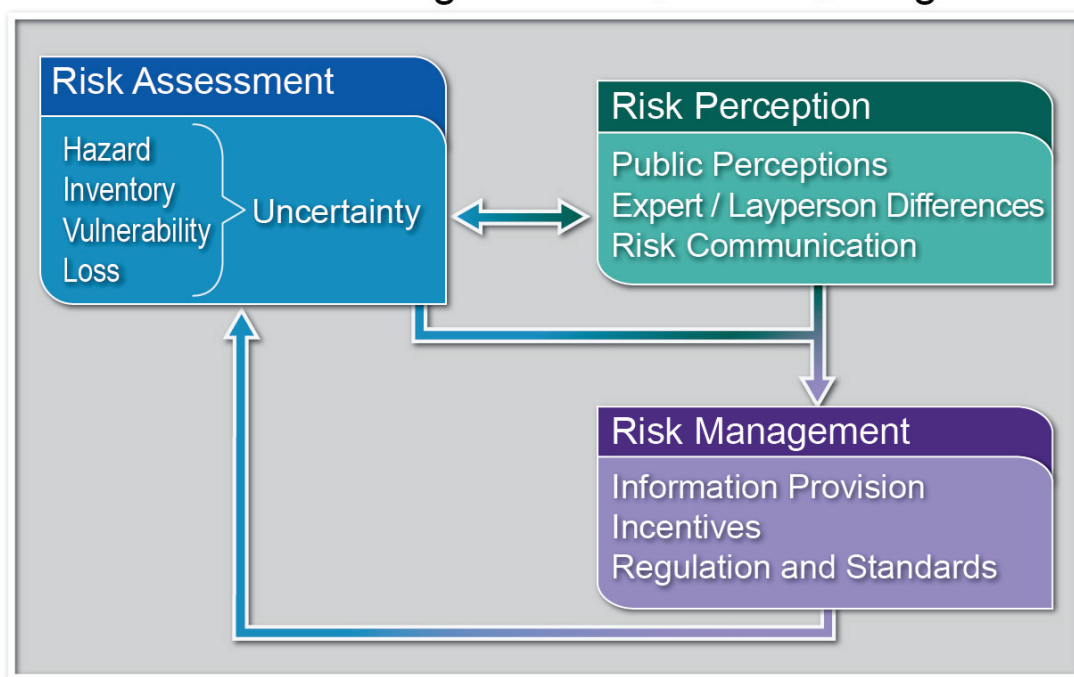
17 A frequently asked question when making complex decisions is: “When does the addition of
 18 more information contribute to decision-making so that the benefit of obtaining this information
 19 exceeds the expense of collecting and processing it?” In a decision context, the value of
 20 information often is defined as the expected additional benefit from additional information,
 21 relative to what could be expected without that information (Clemen and Reilly 1999; Williams
 22 et al. 2011; Yokota and Thompson 2004). Even though decision-makers often cite a lack of

1 information as a rationale for not making timely decisions, delaying a decision to obtain more
 2 information doesn't always lead to different or better decisions (Fisher and Hanemann 1990;
 3 Hanemann 1989; Jacobs et al. 2005a; Jacobs et al. 2005b).

4 **Assessing, Perceiving, and Managing Risk**

5 At regional and sectoral levels, a changing and more variable climate generates both risks and
 6 opportunities. These positive and negative impacts can be evaluated using multiple criteria
 7 methods, valuation of both risks and opportunities, and scenarios. While a full quantitative risk
 8 analysis is not always possible or necessary, risk assessment provides a powerful framework for
 9 ranking risks and evaluating actions for managing them. The data from these assessments also
 10 illuminate how experts and the public can differ in their perception of risk. Understanding both
 11 risk assessment and risk perception proves important to managing risks of climate change. Using
 12 a risk-based approach is more appropriate for climate change than using cost-benefit analysis,
 13 because it incorporates uncertainty in the form of probabilities.

Linking Risk Assessment and Risk Perception with Risk Management of Climate Change



14

15 **Figure 26.5:** Linking Risk Assessment and Risk Perception with Risk Management of
 16 Climate Change.

17 **Caption:** This figure highlights the importance of incorporating both experts' *assessment*
 18 of the climate change risk and general public *perceptions* of this risk in developing risk
 19 management strategies. As indicated by the arrows, public perceptions of risk should be
 20 considered in expert risk assessment, which ideally helps the public to refine its
 21 understanding of the risks. Another crucial factor influencing risk perception is how risk

1 is communicated. As the arrows indicate, risk management strategies should consider
2 expert views and general public views of the risk, which will, in turn, affect the
3 assessment and perception of climate change risk in the future.

4 **Risk Assessment**

5 Risk assessment includes studies that estimate the chances of specific sets of events occurring
6 and/or their potential consequences (Haines 1998). Experts often provide quantitative
7 information regarding the nature of the climate change risk and the degree of uncertainty
8 surrounding their estimates. Risk assessment focuses on the likelihood of negative consequences
9 but does not exclude the possibility that there may also be beneficial consequences.

10 There are four basic elements for assessing risk – hazard, inventory, vulnerability, and loss
11 (Grossi and Kunreuther 2005). This generalized approach to risk assessment is useful for a
12 variety of types of decisions. The first element focuses on the risk of a *hazard* as a function of
13 climate change, including interactions of climate effects with other factors. What is the
14 likelihood of specific events occurring, and what is the uncertainty surrounding these estimates?
15 The second element identifies the *inventory* of properties, people, and the environment at risk.
16 To inventory structures, for instance, requires evaluating their location, physical dimensions, and
17 construction quality. To evaluate the hazard and its impacts on inventory, it is useful to construct
18 different climate change scenarios, the likelihood of their occurrence, and the uncertainty
19 surrounding these estimates. Together, the hazard and inventory elements enable calculation of
20 the damage *vulnerability* of the structures, people, and environment at risk.

21 The vulnerability component enables estimation of the human, property, and environmental
22 *losses* from different climate change scenarios by integrating biophysical information on climate
23 change and other stressors with socioeconomic and environmental information (Turner et al.
24 2003). These assessments typically involve evaluation of exposure, sensitivity, and adaptive
25 capacity for current and projected conditions. Quantitative indicators are increasingly used to
26 diagnose potential vulnerabilities under different scenarios of socioeconomic and environmental
27 change (Eriksen and Kelly 2007; Moss et al. 2001) and to identify priorities and readiness for
28 adaptation investments (Global Adaptation Institute 2012).

29 **Risk Perception**

30 Risk perception relates to the psychological and emotional factors that affect people's behavior.
31 Social scientists and psychologists have studied people's concerns about risks (Leiserowitz
32 2010) and found that people view hazards with which they have little personal knowledge and
33 experience as highly risky, and they especially dread them. In the case of unfamiliar technologies
34 with catastrophic potential, such as nuclear power, members of the public often perceive the risks
35 as much higher than experts do (Slovic 2000). The decision process of non-experts with respect
36 to low-probability, high-consequence events differs from experts (Camerer and Kunreuther
37 1989).

38 People tend to focus on short time horizons, so future impacts from climate change are not given
39 much weight in actions taken today. This tendency to ignore long-term impacts is one of the
40 reasons that preparations for climate change are less likely to rise to the highest priority among
41 some decision-makers (Kunreuther et al. 2012). This behavior highlights the importance of risk

1 communication. Some of these challenges can be overcome by framing the risk in different
2 ways. One way to convince individuals to pay attention to risk is to adjust the time horizon over
3 which the probability of a loss is measured. For example, people are much more willing to take
4 the risk seriously if they are told that the chance of at least one disaster is greater than 1 in 5 over
5 a 25-year period rather than 1 in 100 in any given year (Weinstein et al. 1996).

6 **Risk Management Strategies**

7 Taking a broad, long-term perspective, risk management in a climate change context requires
8 both mitigation and adaptation strategies (IPCC 2012; The World Bank 2010). In some cases,
9 public agencies, private firms, and individuals already have sufficient incentives, information,
10 and options available to adapt to emerging conditions. These options include ensuring continuity
11 of service or fulfillment of agency responsibilities, addressing procurement or supply chain
12 issues, preserving market share, or holding the line on agency or private-sector production costs.
13 Commercially available mechanisms such as insurance can also play a role in providing
14 protection against losses (Aerts and Botzen 2011). However, in some cases, these incentives and
15 mechanisms are not sufficient, particularly for challenges outside the normal planning horizon of
16 an agency or business. For example, the private sector faces challenges in providing coverage
17 due to the uncertainty of the risks of climate change and liability issues associated with global
18 climate change (Kunreuther and Michel-Kerjan 2007). In these cases, public sector involvement
19 can make this adaptation process more effective. Such policies include public education
20 programs, economic incentives (subsidies and fines), and regulations and standards. Private-
21 public partnerships can be useful for communicating and setting priorities for managing climate
22 change risks (Kunreuther 2002). Criteria for evaluating risk management strategies can include
23 impacts on resource allocation, equity and distributional impacts, ease of implementation, and
24 justification, among others.

25 ***Decision-makers' Toolkit***

26 **Many decision frameworks and tools are available to support and improve decision-** 27 **making on climate change adaptation and ways to reduce future climate change.**

28 A number of decision-making tools and processes generated by both the public and private
29 sectors can assist stakeholders and decision-makers in meeting their own objectives, and can
30 clarify where there are value differences or varying tolerances for risk and uncertainty. Several
31 such tools are discussed here.

32 **Comparative Tradeoff Methods**

33 In making decisions, alternative options are often compared against some measure of the
34 objectives. In such cases, approaches such as listing the pros and cons (Hammond et al. 2002),
35 cost-benefit analysis (Boardman et al. 2005), multi-criteria methods (Clemen and Reilly 1999),
36 or robust decision methods (Lempert and Groves 2010; Reeder and Ranger 2011) can be useful
37 (see Box 2: Valuing the effects of different decisions). Multi-criteria methods provide a way to
38 compare options by considering the positive and negative consequences for each of the
39 objectives without having to choose a single valuation method for all the attributes important to
40 decision-makers (Keeney and Raiffa 1993). This approach allows for consequences to be
41 evaluated using criteria most relevant for a given objective (Keeney 2007). The options can then

1 be compared directly, by considering the relative importance of each objective for the particular
2 decision.

3 **Scenarios and Scenario Planning**

4 Scenarios are not predictions, but are a means of gaining insight into the future and how actions
5 may shape it. One approach to building scenarios begins with identifying any changes over time
6 that might occur in climate and socioeconomic factors deemed relevant (for example, population
7 growth and changes in water availability), and then using these projections to help decision-
8 makers rank the desirability of alternative decision options to respond to these changes (Moss et
9 al. 2010). This works well when decision-makers agree on framing and scientific evidence
10 (Morgan et al. 2009; Sarewitz and Pielke Jr 2000). A second approach begins with a specific
11 decision under consideration by a specific community of users and then poses questions relevant
12 to these decisions (for example, “how can we build a vibrant economy in our community in light
13 of uncertainty about population growth and water supply?”) to organize information about future
14 climate and socioeconomic conditions.

15 A relatively new use of scenarios combines quantitative science-based scenarios with
16 “visioning” processes used by communities and organizations to explore desired futures, an
17 approach known as “scenario planning” (Sheppard et al. 2011). This tool has been useful for
18 water managers such as Denver Water, which has also used “robust decision-making” to assess
19 policies that perform well across a wide range of future conditions, in the face of uncertainty and
20 unknown probabilities (see Box 1: Denver Water case study). A variety of scenarios have been
21 developed for the NCA, incorporating many of these approaches (see Ch. 1: Executive
22 Summary).

23 **Integrated Assessment Models**

24 Integrated Assessment Models are tools for modeling interactions across climate, environmental,
25 and socioeconomic systems (Patt et al. 2010; Weyant et al. 1996). They typically include
26 representations of climate, economics, energy, and other technology systems, as well as
27 demographic trends and other factors that can be used in uncertainty quantification. They are
28 useful in national and global policy decisions about emissions targets, timetables, and the
29 implications of different technologies for emissions management. These models are now being
30 extended to finer resolutions and smaller scales to support regional decision-making.

31 **Data Management Systems**

32 Information technology systems and data analytics can harness vast data sources, making data
33 more accessible to analysts and more useful for decision-makers. Such technologies allow for
34 rapid scenario building and testing using many different variables so that the physical impacts of
35 climate change can be more immediately and accurately measured (see Box 3: Data
36 management). Similarly, information systems that synthesize data and products, such as the
37 National Integrated Drought Information System (NIDIS) (2007) and the proposed National
38 Climate Assessment Indicator System, (Janetos et al. 2012) can help to support mitigation and
39 adaptation decisions.

40

1 Scientific Assessments

2 Ongoing assessments of the state of knowledge allow for iterative improvements in
3 understanding over time, and the capacity to work directly with decision-makers to understand
4 their needs for information (NRC 2007). A sustained assessment process (see Ch. 30: Sustained
5 Assessment) can be deliberately designed to support the adaptation and mitigation information
6 needs of decision-makers, with ongoing improvements in data quality and utility over time. Such
7 ongoing assessment efforts that support decisions include the development and implementation
8 of an end-to-end climate change indicator system (Janetos et al. 2012)

9 Box 2. Valuing the Effects of Different Decisions

10 Understanding costs and benefits of different decisions requires understanding people's
11 preferences and developing ways to measure or "value" outcomes of those decisions relative to
12 preferences. This "valuation" process is used to help rank alternative actions, illuminate
13 tradeoffs, and enlighten public discourse (Keeney and Raiffa 1993). In the context of climate
14 change, the process of measuring the value of different outcomes involves managers, scientists,
15 and stakeholders and a set of methods to help decision-makers evaluate the consequences of
16 climate change decisions (Nordhaus 2007; Stern 2007; Weitzman 2007). Although values are
17 defined differently by different individuals and groups and can involve different metrics – for
18 example, considering monetary versus non-monetary values (Boyd and Wainger 2002; Brown et
19 al. 1995; Gregory et al. 2001), in all cases, valuation is used to assess the relative importance to
20 the public or specific stakeholders of different impacts. Such valuation assessments can be used
21 as inputs into iterative adaptive risk management assessments (which is advocated here because
22 of its ability to robustly address uncertainty) or more traditional cost benefit analyses, if
23 appropriate.

24 Some impacts ultimately are reflected in changes in the value of activities within the marketplace
25 and in dollars (Mendelsohn 1998; Tol 2009) – for example, the impacts of increased
26 temperatures on commercial crop yields (Cline 2007; Mendelsohn and Dinar 2009; Schlenker et
27 al. 2006). Other valuations use non-economic metrics (Champ et al. 2003; EPA 2000; Freeman
28 2003; Kopp et al. 1997), such as considering the implications of melting Arctic sea ice on polar
29 bear populations.

30 Valuation methods can provide input to a range of decision frameworks, including cost-benefit
31 analysis of new or existing regulations (CBO 2009) or government projects (Boyd 2006; PCAST
32 2011); the implications of land use changes (Banzhaf et al. 2010; Irwin 2002); transportation
33 investments and other planning efforts (Boyd and Banzhaf 2007; McConnell 1992); metrics for
34 ecosystem services; and stakeholder and conflict resolution processes (Van den Belt 2004).

35 -- end box --

36 Box 3: Data Management

37 Decision Support Analysis (DSA), a general category of decision support tool, provides a
38 framework for prioritizing actions in complex or crisis situations. State-of-the-art information
39 technology systems and data analytics can harness vast and disparate data sources, making data
40 more accessible to analysts and more useful for decision-makers. Information technologies that
41 support DSA also make it possible to quickly and accurately measure current and projected
42 physical impacts of climate change. This in turn can enable more effective decision-making,

1 maximize disaster preparedness, and result in decisions that make infrastructure less vulnerable
2 to risks.

3 With collaborative approaches to gathering and analyzing data, information can be displayed in
4 real time by using both off-the-shelf and customized applications that can be deployed rapidly,
5 either in response to catastrophes or in reaction to newly discovered risks and problems. This
6 increases both the scale and the accessibility of available knowledge to decision-makers, and
7 provides a fuller picture of a given situation as well as the capability to model the short- and
8 long-term impacts of available options.

9 Recent examples demonstrate the potentially far-reaching effects of integrated, interoperable,
10 data management systems. During the Deepwater Horizon oil spill in the Gulf of Mexico in
11 2010, the Sierra Nevada Corporation (SNC) created a “knowledge enterprise” system that
12 incorporated data systems and data collection from more than 50 different federal agencies –
13 coordinating, verifying, and centralizing into a single access point models, observations,
14 evaluation of mitigation measures, and assessments of local needs and economic, environmental,
15 and social concerns. This fusion of diverse data enabled decision-makers at national, state, and
16 local levels to organize, sort, and analyze relevant information and ultimately helped to
17 coordinate a comprehensive response. Another example involving Entergy (a regional utility),
18 Swiss Re (a reinsurance company), and the Economics of Climate Adaptation working group
19 integrated natural catastrophe weather models with economic data to predict a range of estimates
20 related to climate change adaptation. This work represents the first comprehensive analysis of
21 climate risks and adaptation economics along the U.S. Gulf Coast (America's Wetland
22 Foundation 2012; Entergy 2012). In a third, a simplified model was developed, with support
23 from the EPA, to look at flooding risks associated with coastal exposure in southern Maine
24 (Gregg 2010; SLAWG 2012). Use of an “open platform” system that allows multiple users to
25 input and access data resulted in spreadsheets, graphs, and 3D imagery displayed on contour
26 maps downscaled to the city and county level for local decision-makers to access.

27 Technologies exist to solve the kinds of complex problems posed by evaluating, preparing for,
28 and responding to climate-related impacts. The challenge is extending the availability of needed
29 technology and ensuring the accessibility of relevant data, defining quality criteria, and
30 identifying and filling data gaps.

31 **--end box--**

32 **Keeping Pace with Scientific Advances**

33 While decision support is not necessarily constrained by a lack of tools, a number of barriers
34 restrict application of existing and emerging science and technology in adaptation and mitigation
35 decisions (NRC 2009, 2010a, 2010d). Recent scientific developments could help to address some
36 of these barriers, but are not yet incorporated into decision support tools (NRC 2006). For
37 example, individual climate models can provide very different scenarios of future climate
38 conditions for a given region, and the divergence of these projections can make it seem
39 impossible to reach a decision. But comparing different models and constructing climate model
40 “ensembles” can highlight areas of agreement across large numbers of models and model runs,
41 and can also be used to develop ranges and other forms of quantification of uncertainty.

1 However, results from these activities are often difficult for researchers to access, let alone
2 present in formats that could help decision-makers (Slocum et al. 2003)

3 *Improving Decision Processes*

4 **Steps to improve collaborative decision processes could include training more “science**
5 **translators” to help bridge science and decision-making; integrating development of**
6 **decision support tools into fundamental scientific research; improving reward structures**
7 **and institutional recognition for those who work at the boundary of science and decision-**
8 **making; increasing support through the USGCRP for research to develop decision support**
9 **tools; and incorporating assessment of decision support resources for sectors and regions**
10 **into the ongoing National Climate Assessment (NCA) process.**

11 The complexity, scope, and scale of climate change science further complicate our ability to
12 apply science to decision-making. The challenges of communicating complex scientific
13 information to decision-makers (including the public) are becoming increasingly clear (Pidgeon
14 and Fischhoff 2011). But the challenges go beyond those of “translation” of complex
15 information. The interface of science and decision-making includes defining and understanding
16 the problem; identifying, generating, and using relevant technical and scientific information and
17 analyses; and adjusting decisions as information and needs evolve. Defining the scope and scale
18 of the relevant climate change problem can raise both scientific and social questions. Answering
19 these questions requires scientific insights. But these questions also involve values and social
20 constructs. This observation suggests the relevance of public engagement with technical experts
21 and decision-makers in framing the problem and defining decision boundaries. It often requires
22 that multiple participants engage in mutual learning and the co-production of relevant knowledge
23 (Lee 1993). Some analysts have emphasized the importance of boundary processes that are
24 collaborative and iterative (Curtin 2002, 2005). Boundary processes include, for example, joint
25 fact finding and collaborative adaptive management, both of which engage scientists,
26 stakeholders, and decision-makers in ongoing dialog about understanding the policy problem and
27 identifying what information and analysis are necessary to evaluate decision options (Karl et al.
28 2007; McCreary et al. 2001). While use of these kinds of processes is increasing in decision
29 settings involving complex scientific information and multiple, sometimes competing, societal
30 values and goals, analysis of the conditions that contribute to their effectiveness is an emerging
31 area of study (McCreary et al. 2001).

32 Many authors have noted that the ability to use data and tools has not kept pace with the rate at
33 which new tools are developed. In this context, there is a need for “science translators” who can
34 help decision-makers efficiently access and properly use data and tools that would be helpful in
35 making more informed decisions in the context of climate change (Jacobs et al. 2005a; NRC
36 1999, 2008, 2009, 2010a, 2010b, 2010c; Snover et al. 2007). The culture of research in the U.S.
37 also perpetuates a belief that basic and applied research need to be kept separate when it has been
38 demonstrated that research motivated by “considerations of use” can also make fundamental
39 advances in scientific understanding and theory (Stokes 1997). The U.S. climate research effort
40 has been strongly encouraged to improve integration of social and ecological sciences and to
41 develop the capacity for decision support to help address the need to effectively incorporate
42 advances in climate science into decision-making (NRC 2011).

1 **Implementation**

2 The implementation phase of a well-structured decision process involves an ongoing cycle of
3 setting goals, taking action, learning from experience, and monitoring to evaluate the
4 consequences of undertaking specific actions. This cycle offers the potential for policy and
5 outcome improvement through time. Ongoing evaluation can focus on how the system responds
6 to the decision, leading to better future decisions, as well as on how different stakeholders
7 respond, resulting in improvements in future decision-making processes. The need for social and
8 technical learning to inform decision-making is likely to increase in the face of pressures on
9 social and resource systems from climate change. However, the relative effectiveness of
10 monitoring and assessment in producing social and technical learning depends on the nature of
11 the problem, the amount and kind of uncertainty and risk associated with climate change, and the
12 design of the monitoring and evaluation efforts.

13 **Improving Decision Support**

14 As they adjust to observed differences in climate and plan for uncertain future changes, decision-
15 makers will face significant challenges because of uncertainties, a wide range of options, and the
16 potentially extensive effects on numerous groups of stakeholders. Creating a well-structured,
17 transparent, and inclusive decision process is vital and does not depend on additional scientific
18 information.

19 However, there are a number of areas where scientific knowledge needs to be expanded or tools
20 further developed to take advantage of existing insight, including:

- 21 • A comprehensive analysis of the state of decision support for adaptation and mitigation,
22 including processes, tools, use, and successes/challenges, would be useful.
- 23 • Currently, the costs and benefits of non-market ecosystem goods and services (Boyd and
24 Banzhaf 2007; EPA 2009; Heal 2000; Millennium Ecosystem Assessment 2005; NRC 2005)
25 affected by mitigation and adaptation are inadequately understood, particularly those that
26 have an impact over longer time scales.
- 27 • Improvements in risk management require closing the gap between expert and public
28 understanding of risk, and building the institutions needed for managing persistent risks over
29 the long term.
- 30 • Probabilistic forecasts or other information regarding consequential climate extremes/events
31 have the potential to be very useful for decision-makers, if confidence in such forecasts can
32 be improved.
- 33 • Improved communication among scientists, decision-makers, and the public regarding levels
34 of scientific confidence and uncertainty in the context of specific decisions would be very
35 useful in supporting risk management strategies.
- 36 • Currently, processes that effectively link scientists with decision-makers and the public in
37 resource management settings are inadequate, and criteria to evaluate their effectiveness are
38 not well-developed.

Traceable Accounts

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Chapter 26: Decision Support

Key Message Process: During March-June 2012, the author team engaged in multiple technical discussions via teleconference (6 telecons) and email, and in a day-long in-person meeting (April 27, 2012 in Washington, DC). Authors reviewed over 50 technical inputs provided by the public and a wide variety of technical and scholarly literature related to decision support, including reports from the National Research Council that provided recent syntheses of the field [America’s Climate Choices series, especially the report *Informing an effective response to climate change (NRC 2010a)*; *Informing Decisions in a Changing Climate (NRC 2009)*]. During the in-person meeting, authors reflected on the body of work informing the chapter and drafted a number of candidate critical messages that could be derived from the literature. Following the meeting, authors ranked these messages and engaged in expert deliberation via teleconference and email discussions in order to agree on a small number of key messages for the chapter.

Key message #1/3	Creating well-structured, transparent, and collaborative decision processes involving researchers and stakeholders is as important to effective decision-making as having good scientific information and tools. An effective process will better enable decision-makers to apply complex information to decisions, consider uncertainties associated with climate variability and change, assess the wide range of possible human responses, and engage institutions and individuals who are potentially affected.
Description of evidence base	<p>Decisions about investment in adaptation and mitigation measures occur in the context of uncertainty and high political and economic stakes, complicating the evaluation of information and its application in decision-making (NRC 2009, 2010a). Decisions involve both scientific information and values—for example, how much risk is acceptable and what priorities and preferences are addressed (Mattson et al. 2012).</p> <p>At least as important as access to decision support tools is the creation of a well-structured and transparent decision process that involves affected parties in problem framing, establishing decision criteria, fact finding, deliberation, and reaching conclusions (Beratan and Karl 2012; NRC 2010a; Willows and Connell 2003). These aspects of decision-making are often overlooked by those who focus more on scientific inputs and tools, but given the high stakes and remaining uncertainties, they are crucial for effective decision-making on adaptation and mitigation.</p> <p>This message emphasizes that making a decision is more than picking the right tool and adopting its outcome. It is a process that should involve stakeholders, managers, and decision-makers to articulate and frame the decision, develop options, consider consequences (positive and negative), evaluate tradeoffs, make a decision, implement, evaluate, learn, and reassess (Beratan and Karl 2012; NRC 2010a). Often times having an inclusive, transparent decision process increases buy-in, regardless of whether a particular stakeholder’s preferred option is chosen (NRC 2009).</p>
New information and remaining uncertainties	N/A
Assessment of confidence based on evidence	N/A

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CONFIDENCE LEVEL			
Very High	High	Medium	Low
Strong evidence (established theory, multiple sources, consistent results, well documented and accepted methods, etc.), high consensus	Moderate evidence (several sources, some consistency, methods vary and/or documentation limited, etc.), medium consensus	Suggestive evidence (a few sources, limited consistency, models incomplete, methods emerging, etc.), competing schools of thought	Inconclusive evidence (limited sources, extrapolations, inconsistent findings, poor documentation and/or methods not tested, etc.), disagreement or lack of opinions among experts

2

DRAFT

1 **Chapter 26: Decision Support**

2 **Key Message Process:** See key message #1.

Key message #2/3	Many decision frameworks and tools are available to support and improve decision-making on climate change adaptation and ways to reduce future climate change.
Description of evidence base	<p>Many of these tools are developed to support adaptive management in specific sectors or for specific issues and include: risk assessments; GIS-based analysis products; targeted projections for high consequence events such as fires, floods, or droughts; vulnerability assessments; integrated assessment models; decision calendars; scenarios and scenario planning; and others (NRC 2009, 2010a; U.S. Climate Change Science Program 2005). Many of these tools have been validated scientifically and evaluated from the perspective of users. They are described in the sector or regional chapters of the assessment. In addition, a variety of clearing houses and data management systems provide access to decision support information and tools (for example, Climate Adaptation Knowledge Exchange ; Ecosystem Based Management Tools Network 2012).</p> <p>There are many tools, some of which we discuss in the chapter, that are currently being used to make decisions that include a consideration of climate change and variability, or the impacts or vulnerabilities that would result from such changes.</p>
New information and remaining uncertainties	N/A
Assessment of confidence based on evidence	N/A

3

CONFIDENCE LEVEL			
Very High	High	Medium	Low
Strong evidence (established theory, multiple sources, consistent results, well documented and accepted methods, etc.), high consensus	Moderate evidence (several sources, some consistency, methods vary and/or documentation limited, etc.), medium consensus	Suggestive evidence (a few sources, limited consistency, models incomplete, methods emerging, etc.), competing schools of thought	Inconclusive evidence (limited sources, extrapolations, inconsistent findings, poor documentation and/or methods not tested, etc.), disagreement or lack of opinions among experts

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1 **Chapter 26: Decision Support**

2 **Key Message Process:** See key message #1.

Key message #3/3	Steps to improve collaborative decision processes could include training more “science translators” to help bridge science and decision-making; integrating development of decision support tools into fundamental scientific research; improving reward structures and institutional recognition for those who work at the boundary of science and decision-making; increasing support through the USGCRP for research to develop decision support tools; and incorporating assessment of decision support resources for sectors and regions into the ongoing National Climate Assessment (NCA) process.
Description of evidence base	<p>There are many challenges in communicating complex scientific information to decision makers and the public (Pidgeon and Fischhoff 2011), and while “translation” of complex information is one issue, there are many others. Defining the scope and scale of the relevant climate change problem can raise both scientific and social questions, which require both scientific insights and consideration of values and social constructs, and that participants engage in mutual learning and the co-production of relevant knowledge (Lee 1993). Boundary processes that are collaborative and iterative (Curtin 2002, 2005), such as joint fact finding and collaborative adaptive management, foster ongoing dialogue and increasing understanding of policy problems and information and analysis necessary to evaluate decision options (Karl et al. 2007; McCreary et al. 2001). Analysis of the conditions that contribute to their effectiveness is an emerging area of study (McCreary et al. 2001).</p> <p>A large body of literature notes that the ability to use data and tools has not kept pace with the rate at which new tools are developed, pointing to a need for “science translators” who can help decision-makers efficiently access and properly use data and tools that would be helpful in making more informed decisions in the context of climate change (Jacobs et al. 2005a; NRC 1999, 2008, 2009, 2010a, 2010b, 2010c; Snover et al. 2007). The U.S. climate research effort has been strongly encouraged to improve integration of social and ecological sciences and to develop the capacity for decision support to help address the need to effectively incorporate advances in climate science into decision making (NRC 2011).</p>
New information and remaining uncertainties	N/A
Assessment of confidence based on evidence	N/A

3

CONFIDENCE LEVEL			
Very High	High	Medium	Low
Strong evidence (established theory, multiple sources, consistent results, well documented and accepted methods, etc.), high consensus	Moderate evidence (several sources, some consistency, methods vary and/or documentation limited, etc.), medium consensus	Suggestive evidence (a few sources, limited consistency, models incomplete, methods emerging, etc.), competing schools of thought	Inconclusive evidence (limited sources, extrapolations, inconsistent findings, poor documentation and/or methods not tested, etc.), disagreement or lack of opinions among experts

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