

CECAN Webinar:

A Systems Approach to Environmental Policy in Defra

Tuesday 24th November 2020, 13:00 – 14:00 GMT

Presenter: Tom Oliver, facilitated by Fran Rowe and Amy Proctor

Welcome to our **CECAN Webinar**.

All participants are muted. Only the Presenters and CECAN Chair can speak. The webinar will start at **13:00 GMT.**

Tom will speak for around 45 minutes and will answer questions at the end.

Please submit your questions at any point during the webinar via the question box in the Zoom webinar control panel.

Today's webinar will be recorded and made available on the CECAN website.

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Department

for Environment Food & Bural Affairs

A Systems Approach to Environmental Policy in Defra



CECAN webinar 24.11.20

The Defra Group and partners

33 agencies and public bodies (26,000 FTE)







Some current challenges

- Air pollution causes 28,000-36,000 deaths per year (Public Health England)
- 10% of children have a diagnosable mental health problem (NHS Digital), and 20% older people suffer depression (Mental Health Task force)
- 67% UK men and 60% women **overweight or obese**
- Only between 15% (RSPB) to 30% (Defra) of 2020 CBD biodiversity targets met
- Of 218 countries assessed for **biodiversity intactness** the UK came 29th lowest (UK State of Nature)
- 2.2 million tonnes of **topsoil is eroded** annually in the UK (POSTnote)
- In 2019, 84% of river water bodies not in WFD Good Ecological Status (Environment Agency)

A rapidly changing world





European Environment Agency- Global 'megatrends'

THE GREAT ACCELERATION



REFERENCE: Steffen, W., W. Broadgate, L. Deutsch, O. Gaffney and Č. Ludwig (2015), The Trajectory of the Anthropocene: the Great Acceleration, Submitted to The Anthropocene Review. MAP & DESIGN: Félix Pharand-Deschênes / Globaïa

Growing calls for systemic transformation...



Overcoming systemic 'lock-ins'



Innovations for food system transformation

	Mobility	Food	Energ Germany Poland
Incremental technical innovation	Fuel-efficient petrol or diesel cars	Precision farming, food waste valorisation, integrated pest management	Insula applia coal-fi
Radical technical innovation	Battery electric vehicles, electric bikes, alternative fuels, autonomous vehicles	Permaculture, no-tillage farming, plant-based meat and dairy products, genetic modification	Renev pumps, passive houses, whole-house retrofitting, smart meters
Social or behavioural innovation	Car sharing, modal shift, teleconferencing, teleworking, internet retail	Alternative food networks, organic food, dietary change, urban farming, food councils	Decentralised energy production ('prosumers'), community energy, energy cafes
Business model innovation	Mobility services, car sharing, remanufacturing vehicles, bike sharing	Alternative food networks, organic food	Energy service companies, back-up capacity, vehicle-to-grid electricity provision
Infrastructural innovation	Intermodal transport systems, compact cities, integrated transport and land use planning	Reforms to distribution systems, storage provision and better food waste management	District heating systems, smart grids, bio-methane in reconfigured gas grid

SOER 2020, European Environment Agency

EA member and coopera

Food system 'lock-in' mechanisms



Food system 'lock-in' mechanisms



Food system 'lock-in' mechanisms



The Self Delusion: The Surprising Science of Our Connection to Each Other and the Natural World, Tom Oliver, Weidenfeld & Nicholson, 2020

Food system 'lock-in' mechanisms



The Self Delusion: The Surprising Science of Our Connection to Each Other and the Natural World, Tom Oliver, Weidenfeld & Nicholson, 2020

Food system 'lock-in' mechanisms



Overcoming systemic 'lock-ins'



Targeting multiple leverage points to tackle lock-in mechanisms

		'Lock-in' mechanisms perta	COLOUR KEY			
		INDIVIDUALS	BUSINESS	GOVERNMENT	Knowledge	
Solutions instigated by:-	INDIVIDUALS	Knowledge-exchange on best practice; information provision to inform consumer choice; change social norms around consumer choices, food waste, recycling and farming/fishing practices; promote collective identity and social responsibility; debunk infeasible techno-fixes; follow best practice to restore pollinators and natural enemies; implement responsible use of water, soil and natural resources	Highlight good and poor business practice; use shareholder influence and invest in sustainable initiatives; exercise consumer choice for food that is sustainably produced, manufactured and transported	Communicate sustainability concerns; debunk infeasible techno-fixes; develop and engage with civil society movements and demands; vote on sustainability credentials	Economic/ Regulatory	
	BUSINESS	Improve information on sustainability of supply chains for foods; develop innovative insurance products and financing approaches; choice editing to promote sustainable food choices; invest and innovate sustainable products and services; facilitate new crop and livestock varieties for food producers;	Knowledge-exchange on best practice; demonstrate feasibility of positive change; develop innovative insurance products and financing approaches; debunk infeasible techno-fixes; innovative water management through public-private partnerships; develop innovations in sustainable practice	Provide reports on sustainable initiatives; co-develop innovative insurance products and financing approaches; innovative water management through public- private partnerships; facilitate new crop and livestock varieties and guidelines and regulation for sustainable food production	Biophysical	
	GOVERNMENT	Education; information and skills provision; stimulate and protect sustainable innovations; incentivise sustainable practices and regulate/tax others; reform land tenure governance; consult and act on social contract to protect future generations; change social norms around consumer choices, food waste, recycling and farming/fishing practices; debunk infeasible techno-fixes; improve incentives, regulation and enforcement on natural resource use	Information and skills provision; stimulate and protect sustainable innovations; incentivise sustainable practices and regulate/tax others; limit power of vested interests; debunk infeasible techno-fixes; incentivise practices which restore essential biodiversity; regulate and enforce sustainable natural resource use	Monitor and raise profile of social and environmental impacts; inter- governmental alignment on food system policy; debunk infeasible techno-fixes; take responsibility on social equity and intergenerational justice; implement biodiversity targets; quantify and reduce environmental impacts from imports; cooperate internationally on pests and disease		

Oliver et al. (2018) Global Sustainability

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Oliver et al. (2018) Global Sustainability

The need for a systems approach



Defra's difficult decisions

Developing policy within complex socio-ecological systems

- Time-lags (e.g. groundwater)
- Interdependencies (e.g. 25 year plan goals)
- Multiple confounding factors (e.g. farmland birds)
- Unpredictable emergent problems (e.g. livestock sulphur deficiency)
- Feedback loops and tipping points (e.g. nitrogen)
- Scale issues (GHG vs protected species)
- Plurality of perspectives, views and interests (What we are aiming for? Governance, messaging, behaviour change)

- Fragmented evidence
- Limits of experimental design
- **Monitoring** challenge of attribution



Defra systems research programme

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Press release

Science research programme launched to inform Defra policy making

Defra appoints six new Academic Fellows to lead Systems Research Programme

Published 3 May 2019 From: Department for Environment, Food & Rural Affairs and Government Office for Science







Programme structure



Programme aims

- Account for complex interactions in policy:
 - More robust policies with fewer unintended consequences
 - Enhanced collaboration between policy teams
- Embed systems thinking into policymaking processes:
 - Better use of evidence
 - Improved working at the science-policy interface
 - Enhanced knowledge and skills of evidence and policy specialists
- Fill evidence gaps:
 - Targeted research
 - Greater research capacity on complex systems

Work areas (constantly evolving)



Approaches: 'systems-plus'







Systems methods

Building on: Soft systems Critical systems Systems dynamics Engineering tools Management science

Evidence synthesis

Evidence reviews Expert elicitation Integrated spatial modelling Synthesis

Data analysis

Knowledge brokering

Transdisciplinary and post-normal approaches to share knowledge between researchers, policymakers and stakeholders

Approaches



Related initiatives....

Government Office for Science

The Futures Toolkit



Tools for Futures Thinking and Foresight Across UK Government

Edition 1.0		Y	1
November 2017		A	



Related initiatives....

Mapping the Food, Farming & Biosecurity (FFaB) System



Uses include:

- Providing context for evaluation planning, ensuring that design of monitoring and evaluation is appropriate for the complexity
- Identifying levers, risks, trade-offs and synergies, relationships between policy areas and their outcomes in the context of the whole system

Three interlinked phases of sustainability transitions

Envisioning

- Co-creating plausible and normative visions
- Innovative approaches to navigate societal values to feed into decisionmaking processes
- Reconcile visions across different spatial scales



Implementing

- Anticipatory knowledge (multiple policy outcomes/impacts)
- How implementation success varies in a changing context
- Polycentric governance requiring effective coordination and integration capacity

Evaluating

- Learning attitude
- New sustainability transition indicators
- Feedback into implementation decisions and decisions over the choice of transition pathways

Envisioning alternative futures

Informing the National Food Strategy

- Co-developed conceptual framing of food system with policy team
- And used this to structure:
 - Stakeholder consultation
 - Public dialogues and citizens' assemblies
 - Dashboard of metrics
- 'Food in every policy' approach



Also working with Royal Society on their Living Landscapes programme

ance (public/pr

Envisioning alternative futures

Environmental targets refresh

2043 environmental targets and milestones

Multiple policy teams: air quality, water, biodiversity, forestry, waste and resources

Will be held to account by forthcoming Office for Environmental Protection



Envisioning alternative futures

Environmental targets refresh

outcome modelling in the context of Setting targets is a drivers process of **balancing**: **FEASIBILITY** The aim is to avoid high the *feasibility* of risk zones (red shading) achieving the target, and pick promising internal constraints policies and targets (viability) and level of which 'satisfice' all three ambition (*desirability*). elements JESIRABILI Economic C/B THE REAL PROPERTY IN THE REAL PROPERTY INTO THE REAL PR analysis and policy achievability given Intelligence on drivers and acceptability to key departmental stakeholders constraints

Expert elicitation and environmental

PM2.5 policy options



- Identifying possible 'policy blind spots'
- Participatory causal loop mapping to identify main influencing factors
- Expert review
- Mapping evidence gaps/ uncertainties

Air quality/ greenhouse gas trade-off analysis for CCC actions



- Expert workshop in January 2020 to systematically complete a matrix
- Follow-on expert review of key tradeoffs and opportunities.
- Identification of policy risks and opportunities

		Air Quality Impact										Narrative
			PM		NO ₂ O ₂			NMVOCs		NH ₂		
Sector	GHG reduction measure	Effect	Scale	Effect	Scale	Effect	Scale	Effect	Scale	Effect	Scale	
Power	Electricity demand increase	"-ve"	2	*-ve*	2	"-ve"	1	"-ve"	1	"-ve"	1	Under a 2020 'business as usual' scenario this action in isolation would have the potential to have widespread negative impacts on air quality, but under low-carbon emission 2050 energy scenarios (for example powerd by renewables / nuclear (VCS combinations) could have significant positive impacts.
Power	Widespread increase in renewables (largely offshore wind, with onshore wind and solar)	"+vo"	2	"+ve"	2	"+ve"	2	"+ve"	1	Neutral		Phase out of combustion sources would have a range of benefits. This assessment ignores the transitional impacts of the manufacture and construction of the listed technologies.
Power	Bioenergy with carbon capture and storage (BECCS)	"-ve"	1	"-ve"	1	"-ve"	1	"-ve"	2	"-ve"	1	Fast-growing plants have the potential to increase biogenic VOCs (and therefore ozone) depending on which species are used. Localised Increased NOx and PM emissions could arise from additional transport and pelletizing of plants to blofuels. Potentially some changes in ammonia emissions from fertiliser.
Power	Natural gas with carbon capture and storage	Neutral		Neutral		Neutral	1	"-ve"	2	Neutral		Change in air quality impacts relative to natural gas without CCS are the capture solvent emissions. Assessment assumes effective mitigation of combustion emissions such as NOx and PM as part of the CCS process.
Power	Nuclear generation	"-ve"	1	"-vo"	1	Neutral		Neutral		Neutral		The primary air poliution source arises from long construction times (decades) needed to build a nuclear power plants including dust, temporary power and off-road vehicles . Impacts are likely to be localised to specific communities.
Power	System flexibility (flexible gas plant, interconnection, demand-side response, battery storage, hydro storage, power-to- gas)	Neutral		*-ve*	1	Neutral		Neutral		Neutral	1	Any air quality effects are likely to be small. Back up generation possibly involving combustion of H_2 would be expected to be located in rural locations.
Hydrogen	Demand: widespread H2 use in industry and use in other sectors (HGVs, gas grid)	Neutral		"-ve"	2	"-ve"	1	"+ve"	1	Neutral		H ₂ use may lead to increased NOx emissions, depending on how it is used, although expectation is H ₂ will be mainly in fuel cells. Use in domestic combustion boilers could give an adverse effect for NOx, but a positive displacement of VOCs.
Hydrogen	Production: Methane reformation with carbon capture and storage	Neutral		Neutral		"-ve"	1	"-ve"	1	Neutral		The methodology used will be central to determining impacts. Large scale production likely to lead to well-controlled point source emissions. Increased VOC emissions may be associated with the process but large uncertainties in the likely technology.
Hydrogen	Production: electrolysis using low-carbon power	Neutral		Neutral		Neutral		Neutral		Neutral		Assuming a low carbon energy source, no significant impact anticipated.
Hydrogen	International H2 market, potentially transported as ammonia	Neutral		"-ve"	1	Neutral		Neutral		"-ve"	1	NH ₃ is a toxic gas that would require safe storage and transportation, although this is a well- established industry already. Likely very small potential for fugitive NH3 emissions. Potential for increased NOx emissions if used for combustion, but prediction is for main use in fuel cells.
Carbon capture and storage	CCS used across the economy	"-ve"	1	Neutral		Neutral		r-vet	2	Neutral		Each CCS method has different potential for affecting air quality. Some CCS methods generate carcinogens (VOC and PM) in post-combustion. Difficult to measure, due to toxicity. The technologies are known but not yet operating at scale in the UK or widely internationally.
Gas grid	Biomethane from anaerobic digestion injected to gas grid	Neutral		Neutral		Neutral		"-ve"	2	"-ve"	2	Methane injected into the gas grid will still have the same leakage potential, with the additional issue of NH ₃ emissions from the digestion. Questions remain over where the waste products from the process will go after and downstream impacts of waste disposal.

The Impacts of CCC Proposed Land Use Change Scenarios to Achieve Net Zero

- Expert elicitation and Delphi approach used to assess how land use change scenarios to achieve net zero could impact a range of environmental outcomes.
- Matrix summarises overall impact the scenarios on a range of environmental outcomes
- Each score has collated rationales and confidence based on variance across experts and number of responses





The Impacts of CCC Proposed Land Use Change Scenarios to Achieve Net Zero

Outcome Scenario	1. Climate change mitigation	2. Clean air	3. Water quality	4.Water availability	5. Flood protection	6. Soil health	7. Thriving plants & wildlife	8. Recreation	9. Landscape character	
1. Large scale planting & management of short rotation forests for timber & biomass										
2. Large scale creation & management of long rotation forestry										
 Agroforestry, planting on underproductive field borders & hedgerow enhancement 										Scenario Impact
 Increase in short rotation coppice & miscanthus for electricity from biomass 										+ve
5. Increasing cereal & oilseed rape crops for biofuels						?				
6. Increasing sugar beet crops for biofuel)`				
7. Increase the production of maize crops for anaerobic digestion to produce biogas					5					-ve
8. Reducing the number of ruminant livestock										
9. Shift to pasture fed (grass-fed/outdoor) ruminant livestock										
10. Shift to indoor (intensive housed/feed- based) ruminant livestock										
11. On-farm renewables										
12. Peatland restoration										

Scenario: Large scale planting and management of short rotation forests for timber and biomass



Outcome: Climate change mitigation (GHG sequestration and/or reduced emissions)


Implementing transformational policy

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Decision support tools







Model validation

Some combined frameworks under development for use in **biodiversity offsetting** are not able to predict ecosystem functioning (e.g. for pollination)

Habitat	Food	Wood	Fish	WaterProv	Flood	Erosion	WaterQual	Carbon	AirQuality	Cooling	Noise	Pollination	PestControl	Recreation	Aesthetic	Education	Nature	SensePlace
Broadleaved, mixed and yew semi-natural woodland	1	6	0	3	9	10	10	10	6	10	8	7	8	10	10	10	10	10
Broadleaved, mixed and yew plantation	0	8	0	2	9	8	8	9	6	10	8	6	6	10	10	6	7	8
Native pine woodlands	0	0	0	3	9	8	6	7	8	10	10	6	8	10	10	10	10	10
Coniferous plantation	0	10	0	1	10	6	5	8	10	10	10	2	6	10	6	6	4	6
Wood pasture and parkland with scattered trees	5	2	0	7	6	8	6	5	3	6	6	7	8	10	10	8	8	10
Traditional orchards	5	1	0	7	8	8	5	5	4	8	6	7	8	8	10	8	7	10
Dense scrub	1	2	0	4	6	8	5	6	7	6	6	7	10	8	8	6	8	6
Hedgerows	1	1	0	4	6	8	5	5	8	6	6	8	10	8	10	8	10	10
Felled woodland	0	0	0	4	1	0	1	2	0	1	0	1	3	5	1	1	1	1
Tall herb and fern	1	0	0	8	5	8	5	4	1	2	1	7	10	8	10	6	8	4
Bracken	1	0	0	8	5	8	5	4	1	2	1	6	8	8	6	4	6	2
Semi-natural grassland	6	0	0	9	4	8	4	4	1	2	1	7	8	10	10	10	10	10
Acid grassland	6	0	0	9	4	8	4	4	1	2	1	6	8	10	10	10	10	10
Calcareous grassland	6	0	0	9	4	8	4	3	1	2	1	10	8	10	10	10	10	10
Neutral grassland	6	0	0	9	4	8	4	4	1	2	1	7	8	10	10	10	10	10
Improved grassland	10	0	0	7	3	4	1	3	1	2	1	2	3	5	4	2	2	4
Arable fields, horticulture and temporary grass	10	0	0	7	2	1	1	2	1	2	1	2	2	5	2	2	1	2
Arable field margins	0	0	0	8	4	6	5	2	1	2	1	6	8	10	8	6	6	4
Woody biofuel crops	0	10	0	3	4	2	1	4	1	2	1	2	4	5	2	2	1	2
Intensive orchards	10	1	0	3	8	6	1	5	4	8	6	6	4	5	8	2	1	2
Bog	1	0	0	10	5	8	7	10	1	4	1	4	3	8	8	8	10	10
Dwarf shrub heath	1	0	0	8	5	8	5	4	1	2	1	10	9	10	10	8	10	10
Inland rock	0	0	0	0	0	0	0	0	0	0	0	0	0	8	10	10	6	10
Freshwater	0	0	10	10	0	0	1	1	0	4	0	1	2	10	10	10	10	10
Standing open water and canals	0	0	10	10	4	0	1	1	0	4	0	1	2	10	10	10	10	10
Running water	0	0	10	10	1	0	1	0	0	4	0	1	2	10	10	10	10	10
Fen, marsh and swamp	1	0	0	10	4	8	7	6	1	4	1	4	3	6	10	10	10	10
Lowland fens	1	0	0	10	4	8	7	6	1	4	1	4	3	6	10	10	10	10
Purple moor grass and rush pastures	4	0	0	9	4	8	7	4	1	2	1	4	6	10	10	8	10	10
Upland flushes, fens and swamps	1	0	0	10	4	8	7	6	1	4	1	4	3	6	10	10	10	10
Aquatic marginal vegetation	0	0	10	10	4	8	7	2	1	4	1	6	8	6	10	10	10	10
Poodbade	0	0	10	10	4	0	7	4	1	4	1	2	2	6	10	10	10	10







Participatory decision support for landscape planning

Benefits of wide participatory modelling approaches (including citizens):

- Normative assumptions in models can parameterised - makes the outcomes both more reflective of societal values and more transparent
- Lends **democratic legitimacy** and public ownership to major policy decisions
- Evidence on **public attitudes**, i.e. better intelligence on what is politically possible
- Better co-ordination of polycentric governance around complex environmental issues
- Promotes **personal agency** and proenvironmental behaviour changes



To fight climate change, science must be mobilised like it was in World War II

Three interlinked phases of sustainability transitions

Envisioning

- Co-creating plausible and normative visions
- Innovative approaches to navigate societal values to feed into decisionmaking processes
- Reconcile visions across different spatial scales

Envisioning Implementing Evaluating

Implementing

- Anticipatory knowledge (multiple policy outcomes/impacts)
- How implementation success varies in a changing context
- Polycentric governance requiring effective coordination and integration capacity

Evaluating

- Learning attitude
- New sustainability transition indicators
- Feedback into implementation decisions and decisions over the choice of transition pathways

Three interlinked phases of sustainability transitions

Evaluating

- Balancing multiple perspectives and value sets. More about 'satisficing' than 'optimising'
- Deep uncertainty in complex system, means limits to predictability
- Likely to be unanticipated effects
- Critical need to monitor transition policy effectiveness and enable flexible, adaptive approaches; avoiding policy 'lockins'





Three interlinked phases of sustainability transitions

New project Jan 2021- Systemic environmental risk analysis for threats to UK recovery from COVID-19

Environment not currently explicit in some framings of national recovery, yet there are a number of major risks involving it that can impact economy, societal cohesion and health over a relatively short timeframe (e.g. <24 months)

Participatory systems mapping and evidence synthesis

Case studies

- 1. Biosecurity- preventing and improving resilience to a second zoonotic emergence
- 2. Improving respiratory health of the UK population
- 3. Food security

-> Inform urgent policy to mitigate these risks, recommend monitoring processes that track system dynamics based on key 'watchpoints' to trigger mitigation actions. Identify uncertainty levels and critical evidence gaps for targeting research



Department for Environment Food & Rural Affairs









Next steps?

- Systems research programme fellow contracts end March 2021
- Lot's of ongoing Defra work strands (e.g. Environmental targets; systemic risk project). Including organisational reform
- Plus developing systems approaches across government departments (e.g. net zero)
- Defra Systems research 'primer' published Jan 2021





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