

18 July 2014

## **JESIP Legacy**

For discussion and direction.

### **Summary**

This paper sets out briefly the legacy arrangements for JESIP, the Joint Emergency Services Interoperability Programme. Roy Wilsher, Senior Responsible Owner of the programme and CFO Hertfordshire will introduce this item and attend the discussion.

### **Recommendation**

Members are asked to consider and comment on the legacy arrangements for JESIP set out in **paragraphs 6-14**.

### **Action**

Officers will take action as directed.

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## **JESIP Legacy**

### **Background**

1. JESIP was established as a two year programme to improve the ways in which the emergency services work together at major or complex incidents. The original grant for the programme was £2 million and the programme will finish in September 2014. The strong Ministerial commitment to interoperability has been shown in both the establishment of the programme and the continuing support for the work to be undertaken as part of the legacy arrangements. This is supported by all of the relevant government departments.
2. The emergency services remain fully committed to the vision that the interoperability capability built by JESIP will be embedded, maintained and developed as part of normal business, not just for major & complex incidents but for all incidents where a multiple response is required. Strong progress has been made within the programme to achieve this vision and the services will ensure that this momentum, delivery and focus will continue until interoperability is truly embedded.
3. The current assurance and evaluation activity will formally culminate in the final Programme Report which will be provided to Ministers in December 2014. In addition, an indicative framework for measuring the success of interoperability has been developed which attempts to measure the 'maturity' of the emergency service interoperable response against a set criteria, shown at **Fig 1**. It is expected that the programme assurance will show that JESIP has taken Police, Fire and Ambulance services from Level 2 (informal/ad-hoc) to Level 3 (managed/effective) within the lifetime of JESIP.
4. The Ministerial Oversight and JESIP Strategic Boards have approved the proposed legacy arrangements that establish robust arrangements so that the momentum that has been built up with the emergency services continues and interoperability becomes embedded as business as usual.

### **Engagement on the Legacy**

5. There have been two legacy seminars encompassing the full range of JESIP stakeholders; the first in January and the second in June. The legacy arrangements have been developed as an outcome of these engagement seminars.

### **Legacy arrangements**

6. The objectives for JESIP legacy are:
  - 6.1. To fully embed JESIP principles as business as usual for the emergency services during the response phase of all major and complex incidents.
  - 6.2. Once successfully embedded, extend these principles to cover:
    - 6.2.1. All incidents that require a response by multiple services;

- 6.2.2. The preparedness and recovery phases of incidents; and
- 6.2.3. All Category one, two and voluntary responders.
- 6.3. Maintain a robust governance structure to oversee and develop interoperability, focussing on doctrine, training, testing and exercising, joint organisational learning and communications.
- 6.4. Ensure an ongoing understanding of, and (where appropriate) alignment with, the Emergency Services Mobile Communications Programme (ESMCP) and wider emergency service collaboration work.

#### **How will this be structured?**

- 7. There are four key areas central to sustaining interoperability: doctrine; training; testing and exercising; and, joint organisational learning. Each of these four areas will be driven by its own multi-agency work stream.
- 8. The delivery and governance structure for legacy has been designed to use existing governance structures and responsible bodies where possible, adding value rather than creating additional bureaucracy. A Ministerial Board will remain in place in order to maintain oversight. An Interoperability Board (replacing the Strategic Board) will manage the work of the small Interoperability Team who will facilitate the four work streams.
- 9. The Interoperability Team will consist of representatives from the police, fire and ambulance services as well as specialist support staff.
- 10. The Doctrine work stream will own the Joint Doctrine and ensure that it remains current taking into account any learning identified through training, exercises or incident reports. The golden thread that runs from the Civil Contingencies Act to the Joint Doctrine will be maintained by this work stream. For the Fire sector, it is proposed that the National Operational Guidance Programme will have continuing responsibility for this.
- 11. The Training work stream will work with all services to ensure that interoperability training continues to be delivered to all operational staff as well as promoting ongoing training collaboration. They will continue to provide assurance that there are sufficient numbers of commanders trained in interoperability principles to respond to a major or complex incident, if required. For the Fire sector, it is proposed that Skills for Fire & Rescue will have responsibility for this.
- 12. The Testing and Exercising work stream will improve this area into legacy through three elements:
  - 12.1. Setting standards and expectations e.g. interoperability objectives to be included in exercises;

- 12.2. Providing support to local services and Local Resilience Forums to deliver on their (existing) obligations e.g. exercise 'toolkit', multi-agency exercise calendar; and
- 12.3. Ensuring an assurance process exists e.g. self-assessment checklist and link to Joint Organisational Learning.

13. It is proposed that LRFs will have responsibility for this area.

14. Learning lessons (rather than just identifying them) was a major reason for the creation of JESIP and is one of the key elements of the legacy proposals. The Joint Organisational Learning work stream will ensure that there is sufficient change in policy and practice to prevent repetition. A robust process will be implemented that feeds lessons identified from incident and event debriefs; rule 43 notices and inquiries; into the Interoperability team where, once reviewed, recommendations for ownership and improvement will be made to the Interoperability Board. Improvements agreed will be actioned through the work streams, lead government departments, professional associations and/or emergency services with oversight and assurance being provided by the work stream to the Interoperability and Ministerial Board(s) as required.

### **Funding**

- 15. To ensure a smooth continuation from the end of the programme to the legacy arrangements, a transition process will be put into place from 1 October 2014 to 31 March 2015, when the legacy arrangements will commence. During this period funding and oversight will continue to be provided by OSCT.
- 16. It has been proposed by Government Departments that a one-year additional funding arrangement for the 2015-16 financial year (covering salaried and non-salaried costs) up to an approximate cost of £500,000 is put in place. The costs will be shared between the three Emergency Service parent departments; Home Office, Department of Health and the Department for Communities and Local Government.
- 17. Beyond 2015-16 it is expected by Government Departments, that the emergency services fund any ongoing arrangements. Whilst the commitment from the emergency services' professional associations to continue to sustain JESIP into legacy remains, it has been made clear that there is no readily available funding to maintain the legacy arrangements and this will need to be subject to further discussion.

### **Next steps**

- 18. The LGA will continue to be represented on the Interoperability Board and the nomination to this Board will need to be made at the September meeting of FSMC.

**Figure 1  
Maturity Model**

	<b>Level One (Chaotic/Intuitive)</b>	<b>Level Two (Informal/Ad-Hoc)</b>	<b>Level Three (Managed/Effective)</b>	<b>Level Four (Optimal/Best Practice)</b>
<b>Doctrine</b>	Single service doctrine.	Joint doctrine exists, but not widely accepted or understood.	Universally accepted and understood joint doctrine on interoperable working.	Joint doctrine on interoperable working fully embedded and aligned with all current & future single service and specialist doctrine.
<b>Training</b>	Single service training.	Some isolated examples of joint training, but a highly inconsistent national picture.	A nationally consistent approach to joint training, though not formally integrated into existing training programmes.	Joint training fully embedded as the default position for the Emergency Services and integrated into existing training programmes.
<b>Testing &amp; Exercising</b>	Single service testing & exercising programmes.	Some isolated examples of joint testing & exercising, but a highly inconsistent national picture.	A joint testing and exercising strategy developed and accepted by all services.	A joint testing and exercising strategy fully embedded within all services.
<b>Joint Organisational Learning</b>	Consistent failures to respond to lessons that have been identified.	Some positive examples of responding to lessons identified, but a highly inconsistent national picture.	A joint organisational learning strategy developed and accepted by all services.	A joint organisational learning strategy fully embedded, nationally.
<b>Culture</b>	A fundamentally ingrained culture of single service working.	Some positive examples of an 'interoperable culture', but a highly inconsistent national picture.	A nationally consistent commitment to interoperable working, but not yet fully ingrained as part of the culture.	A fundamentally ingrained culture of interoperable working.

