# JESIP Assurance Visit

# Executive Summary Report

Buckinghamshire Fire and Rescue Service

Wednesday 14th June 2017

**J E S I P**
*Working Together – Saving Lives*

# Contents

Date:  11ᵗʰ December 2017

**Dear Mr Boustred,**

Thank you for welcoming us into your organisation on 14ᵗʰ June 2017 for your JESIP assurance visit.

As promised, please find enclosed your Executive Summary.  Please note that the observations in this summary are based on the verbal feedback given to you on the day and suggestions are made in an advisory capacity only.

You will also find enclosed the HMIC Tri-Service Review Recommendations, the review was commissioned by Ministers in 2015.  In response to the review, the JESIP national strategic leads for Ambulance, Fire and Police set out seven objectives to address the recommendations, they are also included for your information.

The final document in this pack is the JESIP Maturity Matrix.  This Maturity Matrix will assist you in assessing your own level of embedding JESIP.  It is possible that this document will be referenced by HMICFRS/CQC (or similar organisation) in any future reviews relating to the embedding of JESIP.

Your Executive Summary will be used to assist the JESIP team in preparing a sector report highlighting the progress with embedding JESIP across Ambulance, Fire and Police along with any trends and notable practice.  This Executive Summary and the sector report will be shared with the Interoperability Board and national strategic leads for Ambulance, Fire and Police.  The JESIP team will not share your Executive Summary with any other sources.

Thank you once again for your hospitality on the day and if you require assistance or have any queries please don't hesitate to contact us.

Kind regards,


*JESIP Team*

# Assurance Visit Feedback

| Sector | Fire and Rescue |
|---|---|
| **Service / Organisation** | Buckinghamshire Fire and Rescue Service |
| **Date of Visit** | Wednesday 14th June 2017 |
| **JESIP Strategic Lead** | Neil Boustred |
| **JESIP Delivery / Training Lead** | Andrew Pennick |
| **JOL SPoC** | Steve Wells |
| **JESIP Team Members** | Brian Welsh and Lisa Ambler |

## Overview

The following observations were made by the JESIP team during their visit to Buckinghamshire Fire and Rescue Service (FRS) and the observations are those which were shared during the hot debrief session at the end of the visit. These observations are made purely in an advisory capacity.

## Observations

1.  Buckinghamshire FRS have demonstrated that they understand what is required to embed JESIP and have made excellent progress with doing so. They have a very positive attitude towards JESIP and recognise the positive impact it has had on improving interoperability locally and beyond.

2.  **Doctrine:** Buckinghamshire FRS have adopted NOG and are confident there is a robust process in place for updating policies and procedures to align with NOG. This process should ensure that interoperability is reflected in doctrine, policies and procedures.

3.  As the remaining policies are renewed we would advise actually embedding JESIP products e.g. the five key principles, into policies themselves rather than just referencing them. This would assist in continuing to raise the awareness of interoperability principles with staff across the service.

4.  We would ask you to consider putting the JESIP principles into your operational assurance template. This would support the capture of how front line staff and partner agencies are applying JESIP principles in multi-agency environments.

5.  The JESIP App is pre-loaded onto work phones is good along with the aide memoires vastly distributed. Additionally there is a JESIP theme / link on the intranet for staff to further explore the JESIP website and information.

6.  A more user friendly Intranet to support operational staff accessing current JESIP information would support embedding across all staff. We would ask you to consider

using this to further promote JESIP principles and also evaluating what more could be done on the force intranet site to make it easier for staff to find out about JESIP.

7. **Training:**  There was evidence of good joint working in your level 1 commander training at the Fire Service College course and your input with the student paramedics. However after discussions with the service Delivery Lead, we encourage wider partner engagement and participation at operational tactical commander level in any future development.

8. It is excellent that 96% of all staff have completed the eLearning and that this has been mandated to be completed on a two yearly frequency along with other core competencies e.g. BA.

9. At the point of the visit, no JESIP command refresher training had taken place nor was there a plan in place for this.  We would highlight this is as the **biggest risk** for the service. The national expectation for delivery of ongoing JESIP training, as highlighted in the HMIC 2015 Tri-Service Review Recommendations which are included in this summary, that commanders attend a multi-agency training course every three years to support the continued embedding of JESIP.

10. We would suggest using the revised JESIP command product to deliver training to those identified as needing JESIP command training alongside those on promotion or requiring refresher training.  The inclusion of Cat 1 and 2 responders in these courses is welcomed and should be encouraged further.

11. When services wish to use non-JESIP training products, we would also advise cross referencing against the Learning Outcomes Framework.  This is to ensure that any locally produced training and exercising is in line with JESIP and the appropriate learning outcomes are achieved.

12. We would advise Bucks FRS to ensure this training commitment is included in the service Learning and Development plan. We feel that if this training commitment is not written into the organisational Learning and Development plan, then it may always be a struggle to deliver. We would suggest conducting the training over a 3-year rolling programme with partner agencies, rather than one hit would be a more robust and deliverable system of delivery.

13. **Testing and Exercising:**   Consideration should be undertaken to make exercising part of CPD requirements. Staff need to be exposed to partners to use JESIP.  The JESIP team would recommend reviewing the JESIP templates which are designed to complement local exercise planning and ensure interoperability/JESIP objectives are built in, checked for by umpires and captured in any de-brief.  These are the JESIP Exercise Objectives template, the Umpire Evaluation template and the Multi-Agency De-Brief template.

14. We know from past experience that joint training is key to improving interoperability. It helps with breaking down communication barriers, establishes an understanding of the joint working models (M/ETHANE, principles for joint working and the JDM) as well as allowing staff to learn how each agency responds to incidents and why.  Learning in this "joint" environment continues to be the real success factor for JESIP.

15. **Joint Organisational Learning (JOL) / Debriefing:** Although a new ops assurance team has been established, the procedure for debriefing, capturing and recording of JOL requires improvement, however action is being undertaken to resolve this process. Additionally, a more formal process to engage with partner agencies around agreement to input JOL under the national database would improve current practices.

16. The focus group were unaware of any JOL action notes that have been submitted from the JESIP team to services, i.e. identification of public order commanders. JESIP would support a more robust and quality assured process to ensure actions to support learning are shared appropriately across your organisation

17. We would suggest that where forms are developed through the ops assurance team, to capture lessons that JESIP / JOL be an integral part of this process i.e. a JESIP debriefing template.

18. **Standard Airwave Test:** Staff appeared unaware that it's carried out since the control room moved to Thames Valley. Control rooms may still do it, but they don't engage with Bucks officers. This should be resolved as soon as possible.

19. We would suggest a review of the original Standard Airwave Test provided by JESIP to help increase confidence around talk group use and changing channels. This requires co-ordination between the services and should include a method that allows commanders on duty to be included, not just control rooms. The test should also be recorded in terms of it taking place and if deemed appropriate shared with the LRF partners.

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*Please note:*
*All observations contained within this executive summary are based on the information presented to the visiting JESIP team members at the time of the visit. Any suggestions made by the JESIP team on the day and in this report are in an advisory capacity.*
*Those attending the focus group were selected by the service following a suggested group make-up made by JESIP prior to the visit.*

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# HMIC Tri-Service Review 2015 – Recommendations

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A tri-service review was commissioned by Ministers in 2015 to assess the level at which JESIP had been embedded by emergency services across the UK.

Her Majesty's Inspectorate of Constabulary (HMIC) in collaboration with the Chief Fire Officers' Association (CFOA) and the Association of Ambulance Chief Executives (AACE) carried out the review in the summer of 2015 and published a report[1] in April 2016 which included the following recommendations:

1.  All operational staff across the emergency services likely to attend operational incidents need at the very least to have an awareness of JESIP regardless of rank or grade.

2.  The emergency services need to develop a programme for delivering future JESIP tri-service training. This should incorporate refresher training, initial training for newly promoted commanders and awareness for new recruits. It should also be extended to Local Resilience Forums and other category 1 and 2 responders.

3.  Multi-agency testing and exercising programmes need to be better co-ordinated and risk-based beyond Local Resilience Forum Community Risk Registers/National Risk Assessments[2].

4.  There needs to be a greater knowledge and understanding of the capabilities of Airwave and the use of the interoperable channels at incidents.

5.  The emergency services need to have more effective processes in place for learning and embedding lessons locally and, for cascading the learning to staff. The knowledge and understanding the Joint Organisational Learning process needs to be greatly improved.

6.  Ministerial oversight of JESIP must continue to ensure the focus remains firmly around improving interoperability across the three services beyond major and complex incidents and into business as usual especially given competing priorities. This should be underpinned by a programme of assurance to assess progress against the revised maturity matrix.

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[1] Full report can be downloaded from the HMIC website
[2] Learning shared via the Joint Organisational Learning (JOL) arrangements should influence future exercise scenarios/objectives

# Strategic Objectives to achieve new JESIP Vision

# Strategic Objectives to achieve new JESIP Vision

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1. Joint Doctrine, including enhanced and new doctrine being developed in 2015/16, to be fully embedded into relevant national policy, local plans and procedures including specialist response capabilities.

2. Effective JESIP training for all relevant Emergency Services personnel throughout career life-cycles aligned to National Occupational Standards[3] and incorporated into local training plans. Specific requirements:

   a. All Commanders to complete a JESIP Commander course every 3 years in a joint agency setting.

   b. All Control Room Managers and Supervisors (CRMS) to attend a JESIP CRMS course every 3 years in a joint agency setting.

   c. All Control Room staff to have and maintain a minimum core level of knowledge and understanding of JESIP to enhance their ability to respond effectively upon receipt of the first call.

   d. All relevant front-line response staff to attain a basic knowledge and understanding of JESIP to enhance their ability to respond effectively upon arrival as the first personnel on-scene.

3. Appropriate assurance processes to assess annually the level to which JESIP has been embedded at the national and local level. Specific requirements:

   a. HMIC[4] to lead a further tri-service fieldwork review of Emergency Services progress in embedding JESIP.[5]
   b. In support of this, all Emergency Services to complete an annual self-assessment survey to demonstrate their progress.
   c. Local assurance of Commanders, CRMS and organisational response capability to be undertaken through Commander and CRMS participation in a [joint] exercise every 3 years.
   d. Integration of JESIP principles and objectives into national exercise programmes such as the National Counter Terrorism Exercise Programme.

4. Joint Organisational Learning[6] to become the standard for multi-agency learning from incidents and exercises to ensure lessons are identified, analysed and lead to positive change. To be underpinned by a standard multi-agency debriefing process delivered locally to ensure consistency in lesson identification, analysis and reporting into JOL.

5. Align strategy for embedding JESIP with advancement of emergency services collaboration.

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[3] JESIP Strategic Board paper 'Sustaining Interoperability', April 2014.
[4] There is no formal inspectorate body for Fire and Ambulances services. Date of future review to be confirmed.
[5] Review could potentially also include specialist capabilities (e.g. MTFA, CBRN) to enhance wider assurance.
[6] JOL was launched in July 2015 to provide a national system to identify and analyse learning and oversee implementation of change.

# JESIP Maturity Matrix

## JESIP Maturity Matrix – Levels

These are the definitions used in this matrix to describe the overall culture of organisations where JESIP has been embedded. The intention is to <u>reach and then maintain level four across all areas</u>.

| Level One | Level Two | Level Three | Level Four |
|---|---|---|---|
| (chaotic/not intuitive) | (informal/ad-hoc) | (Pro-active/effective) | (Optimal/best practice) |
| A predominant culture of single service working. Interoperability principles[7] are not adopted and joint working is chaotic or not visible | Some positive examples of 'interoperable working', but a highly inconsistent picture meaning Interoperability principles not fully embedded | A locally consistent commitment to interoperable working, but not yet fully embedded as part of organisational culture | A fully embedded culture of interoperable working |

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[7] In the context of this document Interoperability principles is a collective term including the Principles for Joint Working, the Joint Decision Model (JDM) and M/ETHANE

# JESIP Maturity Matrix - Doctrine

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** |
| Services working predominantly to Single service doctrine.<br><br>Single service doctrine does not include interoperability principles | Relevant frontline staff and commanders are not aware of interoperability principles relevant to their role | Interoperability principles are included in some relevant local Policies, Plans and procedures but they are not fully integrated | Relevant frontline staff have limited awareness of interoperability principles but they are not fully accepted and understood<br><br>There is widespread knowledge amongst Commanders of interoperability principles | Interoperability principles are fully incorporated in all relevant national doctrine including specialist capabilities and they are widely included in relevant local policies, plans and procedures but they are not fully integrated at the local level yet<br><br>Arrangements are in place to include interoperability principles into those policies, plans and procedures not yet updated | Relevant frontline staff can generally demonstrate awareness of interoperability principles and they are widely accepted and understood<br><br>Commanders can demonstrate full understanding of interoperability principles including those in specialist roles | Interoperability principles are embedded into <u>ALL</u> relevant national and local policies, plans and procedures<br><br>Arrangements exist to ensure all changes to future national doctrine are captured and reflected in relevant local policies, plans and procedures | All relevant frontline staff from all services, regardless of geographical location can demonstrate full awareness of Interoperability Principles<br><br>All Commanders, from all disciplines and specialties can demonstrate knowledge and application of Interoperability principles regardless of service or geographical location |

# JESIP Maturity Matrix - Training

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** |
| Services carry out training in a single service setting.

There are no arrangements for training jointly with other services | New recruits do not receive awareness in the interoperability principles

Less than 50% of frontline staff have received interoperability awareness

Opportunities for commanders to attend a joint training course are very limited | Services are able to demonstrate some isolated examples of joint training through their local training plans and completion records | There are examples that training for new recruits generally includes interoperability awareness but not consistently

Over 50% (but less than 75%) of frontline staff who are already in service have received interoperability awareness

Commanders have completed an initial JESIP command training but there is no evidence that refresher courses are planned | Services are able to demonstrate that joint training is integrated into existing training plans for all relevant staff regardless of role or rank through their local training plans and completion records | New recruits receive interoperability awareness during training

75% of existing relevant frontline staff who are already in service have received interoperability awareness

Commanders have completed an initial JESIP commander course and there is evidence that refresher courses are planned with some having already taken place | Joint training is fully embedded as the default position for the emergency services and integrated into existing training programmes

Arrangements are in place to ensure future training programmes remain aligned to JESIP Learning Outcomes | Interoperability awareness is a core component of new recruit training

**All** relevant frontline staff have received interoperability awareness

Over 90% operational and tactical commanders have completed a joint training course and attend a refresher every 3 years as a minimum

All of the above are aligned to the JESIP Learning Outcomes framework |

# JESIP Maturity Matrix - Testing & Exercising

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** | **Preparedness** | **People** |
| Services carry out testing & exercising in a single agency setting | Commanders have limited opportunity to attend joint exercises | Services are able to demonstrate some isolated examples of joint testing and exercises through their local records | Some commanders have attended joint exercises but there are limited opportunities to attend future ones and there are no firm plans to capture those that haven't | Joint testing and exercise arrangements exist locally which has been developed and accepted by all relevant services, although not all services have fully aligned to it as of yet | All operational and tactical commanders have already attended a joint exercise or there are plans for them to do so in the future

There are limited refresher plans | Joint testing and exercise arrangements are fully embedded and all relevant services contribute and partake regularly | Commanders and control room staff attend a joint exercise where they can apply interoperability principles every three years as a minimum |

# JESIP Maturity Matrix – Joint Organisational Learning

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| Preparedness | People | Preparedness | People | Preparedness | People | Preparedness | People |
| **National Governance** | | | | | | | |
| No strategic and national oversight of multi-agency learning is in place | Arrangements to manage, coordinate and share national multi-agency learning are not in place | Some arrangements to allow national oversight of multi-agency learning are developed | Relevant stakeholders are identified and approached to contribute to national oversight arrangements | Arrangements to allow national oversight of multi-agency learning are established with clear terms of reference and appropriate support | Nominated strategic level leads are aware of their role in national oversight arrangements and contribute regularly and appropriately to ensure the continual improvement of interoperability | Sustainable and effective governance structures are in place to ensure the continual improvement of interoperability | All relevant sectors are represented within the Governance arrangements, understand their role and proactively contribute to the effective governance arrangements in place |

# JESIP Maturity Matrix – Joint Organisational Learning

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| Preparedness | People | Preparedness | People | Preparedness | People | Preparedness | People |
| **Local Service Level** | | | | | | | |
| No current national arrangements exist for services to share and act on multi-agency lessons identified with other emergency responders and LRF partners

Limited single sector (fire, police and ambulance) systems in place for capturing and acting on lessons identified from within their sector or with other | Relevant staff and commanders are not aware of JOL or of any local arrangements for sharing any lessons identified from local de-briefs more widely | Limited national arrangements for capturing and acting on lessons within single sectors exist but no process exists to feed any lessons identified locally or from sectors into national JOL arrangements

No local process exists to implement any recommendations shared via JOL single sector organisational learning systems have limited structures with some isolated use of JOL | There is no identified strategic level lead or local Single Point of Contact (SPoC) for the national JOL arrangements or system

Awareness amongst relevant staff of the national arrangements for JOL is limited

Level of interaction with the JOL national arrangements are inconsistent | A local process is in place to ensure interoperability lessons captured from training, exercise or live incidents are fed into national JOL arrangements

There are local arrangements in place to ensure all LRF or other relevant local partners are aware of local processes for engaging with national JOL arrangements | A local strategic level lead with responsibility for JOL within their organisation is identified and is aware of their responsibilities

There is a JOL Single Point of Contact (SPoC) in place and aware of their responsibilities

There is evidence that staff involved with emergency planning and multi-agency de-briefing (including LRF | The national JOL arrangements are understood to be the standard for multi-agency learning among all emergency responders

Local processes facilitate the capture of interoperability lessons in a commonly understood and agreed way alongside processes that allow relevant lessons to be fed into national JOL arrangements

Local processes in place to implement any recommendations shared via JOL are well established and | A local strategic level lead with responsibility for JOL within their organisation is known is aware of their responsibilities and are proactive and ensure arrangements locally support JOL

All relevant staff and commanders are aware of importance of sharing and acting on interoperability lessons identified and are aware of the national JOL arrangements and associated local processes |

# JESIP Maturity Matrix – Joint Organisational Learning

| Level One (Chaotic/not intuitive) | | Level Two (Informal/ad-hoc) | | Level Three (Pro-active/effective) | | Level Four (Optimal/best practice) | |
|---|---|---|---|---|---|---|---|
| Preparedness | People | Preparedness | People | Preparedness | People | Preparedness | People |
| **Local Service Level** | | | | | | | |
| emergency responders and LRF partners | | | | There are local processes in place to implement any national recommendations shared via JOL<br><br>Single organisational learning systems and robust structures feed into the national JOL arrangements consistently | partners) are aware of JOL and follow the local processes to ensure relevant lessons identified will be fed into national JOL arrangements | there is evidence of actions taken locally in response to recommendations<br><br>Single sector organisational learning systems and robust structures feed effectively and consistently into national JOL arrangements | Relevant staff are fully aware of JOL and they proactively work to ensure lessons identified feed into national arrangements |