



## **COMBINED FIRE AUTHORITY**

**24 SEPTEMBER 2018**

# **JOINT EMERGENCY SERVICES INTEROPERABILITY PRINCIPLES (JESIP) UPDATE**

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## **REPORT OF ASSISTANT CHIEF FIRE OFFICER – SERVICE DELIVERY**

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### **Purpose of Report**

1. To provide members with an update on the Service's approach to the introduction, adoption and embedding of the Joint Emergency Services Interoperability Principles (JESIP).

### **Background**

2. The Civil Contingencies Act 2004 and corresponding statutory guidance places a duty on the blue light services to cooperate and the outcomes from the Pitt Review into the 2007 floods, coroners' inquest reports into the 2005 London bombings and the 2010 Cumbria shootings all made clear that the emergency services carry out their individual roles efficiently and professionally, however, there were some common themes relating to joint working where improvement was needed. JESIP was established in 2013 to address these issues.
3. A centrally funded, tri-service JESIP team was established to help blue light services adopt and embed JESIP, design and develop training material and provide the initial round of training to blue light services. Governance is provided by an Interoperability Board made up from key strategic stakeholders such as the blue light services, Local Government Association (LGA) and Home Office (HO). The Interoperability Board is currently chaired by the National Fire Chiefs Council (NFCC) Chair, Roy Wilshire.
4. At the heart of JESIP is a Joint Doctrine which provides a common way of working together with saving life and reducing harm at its core. The key components of the Joint Doctrine are:
  - a. Principles for Joint Working - the principles we expect commanders to follow when planning a joint incident response;

- b. M/ETHANE – a common method for passing incident information between services and their control rooms;
  - c. Joint Decision Model (JDM) - A common model used nationally to enable commanders to make effective decisions together.
5. In 2015, Ministers commissioned an Her Majesty's Inspectorate of Constabularies (HMIC) led tri-service review of how well JESIP is being adopted across the country. In response to the review, the JESIP national strategic leads for Ambulance, Fire and Police set out a series of objectives to address the recommendations and in January 2017 all blue light services were written to updating them on the current national progress and informing them of organisational assurance visits that were to take place throughout 2017 to provide the evidence for the next tri-service progress report.

### **JESIP Assurance Visit**

6. On 31 March 2017 the Service received a JESIP Assurance visit from the central team which looked at Doctrine and Policies, Training, Testing and Exercising and Joint Organisational Learning (JOL). Verbal feedback was received on the day of the visit and a 'JESIP Assurance Visit Executive Summary', based on this verbal feedback, was received by the Service in May 2017. The executive summary was used to assist the JESIP team in preparing a sector report highlighting the progress of embedding JESIP across Ambulance, Fire and Police along with any trends and notable practice.
7. Overall the report was a positive reflection of the work the Service has undertaken to embed JESIP across the organisation and stated;
- “Overall Durham and Darlington FRS’s approach to JESIP implementation appears to be solidly competent and there appears to be an effective and positive working relationship with the police and from the discussions with the staff we met, there appeared to be a good level of senior level management support for embedding JESIP. Representatives we met demonstrated the expected levels of awareness of JESIP given their respective roles and the Delivery Lead/JOL Single Point of Contact (SPoC) has a very wide understanding of JESIP.”*
8. The report made 9 observations and 6 suggestions to the Service (Appendix A). Although these were only in an advisory capacity the Service has adopted these suggestions and has integrated them all into its approach to embedding JESIP.

## Minister's Correspondence

9. In July 2018 all blue light services received a joint letter from the Minister of State for Security and Economic Crime and the Minister of State for Policing and the Fire Service. (Appendix B). The letter thanked them for the continued work in improving joint working between the emergency service and wider responders and asked for a number of key actions in relation to JESIP.

10. Table 1 lists these actions and the Service's current position in relation to them.

**Table 1**

<p>1. Deliver a JESIP structure locally which includes a strategic lead, a training or delivery lead, and JOL lead, ensuring that a process is in place to maintain these positions as normal practice.</p>	<ul style="list-style-type: none"> <li>• JESIP Strategic lead – ACFO D Brown</li> <li>• JESIP Training Lead – SM L Brown</li> <li>• JESIP SPoC – SM R Sillito</li> <li>• JOL Strategic lead – ACFO S Natrass</li> <li>• JOL SPoC – GM R Turnbull</li> </ul>
<p>2. Establish a formal process locally with all Local Resilience Forum partners to share multi-agency lessons and notable practice as standard onto JOL Online.</p>	<ul style="list-style-type: none"> <li>• JESIP / JOL are a standard item on each of the LRF group agendas.</li> <li>• All LRF debrief forms capture JOL</li> <li>• LRF JOL SPoC identified.</li> <li>• Process in place for all LRF JOL to be signed off at the Tactical Business Group (TBG) chaired by ACFO S Natrass.</li> </ul>
<p>3. Subscribe to JESIP peer review arrangements outside of statutory inspections.</p>	<ul style="list-style-type: none"> <li>• This is being progressed and will be actioned through the LRF.</li> </ul>
<p>4. Continue to deliver multi-agency training and awareness packages and have a written commitment to do so. Training should be received at all levels – up to and including Chief Officer level – and continue throughout careers.</p>	<ul style="list-style-type: none"> <li>• All new starters receive JESIP training.</li> <li>• JESIP awareness is now part of all Emergency Response (ER) training courses.</li> <li>• A written commitment to JESIP will be added to the Workforce Development / Training Strategy.</li> <li>• JESIP will form a part of ER continuous personal development at all levels.</li> </ul>

11. On 23 August, ACFO Brown, ACFO Natrass and SM Sillito attended a multi-agency JESIP Embedding Workshop at Durham Constabulary's HQ. This was part of a series of workshops delivered by the JESIP central team. It was stated that the central JESIP team will be disbanded in March 2019 and all further work to embed JESIP across the emergency responders will need to be driven by the sector. An action plan is being formulated from the learning received from this workshop which will be used to further develop the Service's approach to embedding JESIP.

## **Conclusion**

12. JESIP was introduced to help improve how the police, fire and ambulance services work together at the scene of a major or complex incident. However, emergency response is a multi-agency activity and will usually involve collaboration with a variety of other responders and so JESIP is being ever more widely adopted across all responding agencies and groups such as the Military, Voluntary Organisations and Local Resilience Forums.

13. Recently the UK has experienced an unprecedented number of major incidents which required a multi-agency response, including a number of terrorist attacks and the Grenfell Tower fire. These incidents highlighted the importance of JESIP for all emergency responses and demonstrated that, when the JESIP principles are used effectively, the response is more effective.

14. How well CDDFRS has embedded JESIP will be a key line of enquiry for Her Majesty's Inspectorate of Constabularies and Fire and Rescue Services (HMICFRS) during their inspection in 2019. The Service remains committed to fully embedding JESIP across the organisation and will continue to work closely with all responding agencies and groups to ensure our ability to jointly respond to emergencies remains as professional and effective as it can be.

## **Recommendation**

15. Members are requested to:

- a. **note** the contents of the report and agree to receive further updates as appropriate.

Dominic Brown, Assistant Chief Fire Officer – Service Delivery, 0191 3755610

### JESIP Assurance Visit – Observations (May 2017)

1. **Doctrine / Policy** Doctrine appears to be well embedded. County Durham & Darlington Fire and Rescue Service (CDDFRS) are changing plans to a more IT based system. Your doctrine team are considering using hyperlinks in your doctrine to link to national products. We would encourage this practice as we have seen that this adds value in other organisations.
2. From the policies and procedures that were displayed to the JESIP team, CDDFRS appear to use and have embedded the JESIP models. M/ETHANE is in use in the Control room. It is of note that the Service stated M/ETHANE wasn't used as a single service informative message, but all of the focus group members were able to describe M/ETHANE in full.
3. The fact that CDDFRS' doctrine is available on staff mobile devices is very good practice as it enables staff to review doctrine from the incident ground should they need to. It also helps staff to review doctrine in down time should they wish.
4. Work has been undertaken with the Police to amend their Command and Control system drop down menu to reflect Fire Service practice.
5. **Training:** Crew and watch managers are put through the initial JESIP operational command courses. The team felt this was one of the reasons JESIP has been so well embedded.
6. CDDFRS are moving from Red Kite to Fire Watch and it is thought that this will give them resilience with the tracking of officers' training and exercising compliance. This is work in progress at the moment.
7. It is good that the strategic exercises are looking at consequence and recovery and not just response. At the moment there does not appear to be any formal way of tracking exercises attended however Fire Watch could potentially resolve this.
8. **JOL:** CDDFRS clearly have a very positive attitude towards operational and organisational learning and have made many JOL entries. For the size of the service, CDDFRS are one of the leading services for JOL submissions.

### JESIP Assurance Visit – Suggestions (May 2017)

1. CDDFRS need to consider how command refresher training is conducted going forwards. **(Complete)** The JESIP team felt the half day JESIP course and exercise is very good and we would suggest that CDDFRS refer to the JESIP Learning Outcomes framework to further inform this. **(Ongoing through LRF)**

2. Control room managers do not appear to have been on a Control room manager's supervisor's course or the general command course. The JESIP team note the issues around resourcing in the Control room but would highlight that this lack of command training is a risk for the Service. A new national Control room manager's course is being developed and this should be available by the Autumn (2017). Some thought should be given as to how this will be scheduled alongside Control room managers from the Police and Ambulance Service. The FRS should consider sending the Control room station manager on a general command course. **(Complete)**
3. CDDFRS do not undertake the full Airwave standard test. The JESIP team would suggest a review of the test to help increase confidence around talk group use and changing channels. **(Complete)**.
4. CDDFRS have a large number of multi-agency exercises. The JESIP team would suggest that there is a review undertaken of the following JESIP templates which are designed to complement local exercise planning and ensure that interoperability / JESIP objectives are built in, checked for by umpires and captured in any debrief. They are the JESIP Exercise Objectives template, the Umpire Evaluation template and the Multi-Agency Debrief template. **(Complete)**
5. We felt that there is a risk around JOL and JESIP caused by the impending retirement of the existing Delivery Lead/JOL SPoC. The current post holder has a wide understanding of JESIP and appears to have driven much of the progress made so far. The Service should ensure momentum is maintained when new Delivery leads/JOL SPoCs are appointed. **(Complete)**