

Emergency Services Interoperability Research

Wave 2

Report and Recommendations



JESIP

JOINT EMERGENCY SERVICES
INTEROPERABILITY PROGRAMME

Working Together – Saving Lives

Skills for Justice and SfJ Research are part of JSSC group, which is an independent, employer-led charity enabling employers and employees across the world to develop skills for success.

JSSC group is the Sector Skills Council (SSC) for the UK justice, frontline services and professional services sectors.

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Sfj RESEARCH

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Executive Summary

The Joint Emergency Services Interoperability Programme (JESIP) has continued to deliver a targeted programme of training designed to support the three emergency services work better together to ensure responses to major incidents are more organised, structured and practised. The JESIP delivery model ensures that the outputs from the programme are delivered to a national standard but meets local needs. The programme combined three distinct phases; Programme Development (Phase 1), Delivery and Implementation (Phase 2), Legacy and Sustainability (Phase 3).

JESIP has successfully delivered this training programme at a time when all three emergency services have been stretched due to the resource implications of public sector cuts in funding. The programme has covered a wide range of personnel - over 10,000 commanders have received JESIP commander training, over 22,000 personnel have completed the all staff e-learning package and 24 validation exercises have been held across the country. Further research was commissioned in 2014 in order to measure the extent of JESIP's reach and its impact on individuals within the organisations involved.

The outcomes and impacts realised by JESIP can be summarised in the key findings of this survey.

- **The research findings enable a clear understanding** of not only the different views between the three services but also the different views within each of the three services. For example, the responses of different levels of command. The survey indicates that overall, respondents who work in commanding roles feel confident in their organisation's level of interoperability – this highlights the success of JESIP focusing on commander training.
- The great majority of these commanders feel their **organisation's ability to work interoperably has improved** over the past year. The Ambulance Service has experienced the greatest change with 83% of Commanders recognising improvement. Within the Police, 67% of Commanders have seen their interoperability improved and 80% in Fire and Rescue services.
- Across the three services, Commanders within the Fire and Rescue Service feel the most **confident in their organisation's level of interoperability**, with 86% of them *agreeing or strongly agreeing* with the statement: "*my organisation is interoperable with the organisations within the area I work*". 82% of Ambulance Commanders and 76% of Police Commanders also *agree or strongly agree* with this statement. However, the same strength in numbers is not as apparent at non-command level, with only 53% of non-Commander Police respondents *agreeing or strongly agreeing*.
- As with the first wave survey, the **lack of joint training and exercising appears to be the biggest single barrier to interoperability**. More than 60% of respondents believe

this to be a major issue. Following this, *the lack of IT solutions to share information and intelligence and lack of shared understanding of each other organisation's capabilities, roles and responsibilities* were also particularly highlighted by commanders. Interestingly, organisational differences between services (e.g. command structures, cultural barriers), support from senior managers or frontline resources were not perceived as significant barriers having a minor or no real impact on interoperability.

- In comparing responses to both surveys (Wave 1 and Wave 2), it is clear that **the appetite for and the experience of interoperability is greater in Wave 2**. In the second survey, 83.1% of respondents state that their organisation is interoperable with other emergency services. This figure was 79.2% in the first survey.
- A greater proportion of respondents in Wave 2 have rated a range of barriers as having a major impact on interoperability compared to in Wave 1. This is a **positive signal which indicates that those who responded to both surveys are more aware of the benefits of interoperability**. This is probably due to the fact that they have engaged with the concept to a greater extent than Wave 1 respondents and therefore have become more attuned to the implications of barriers and their impacts.
- In Wave 1, over a third of respondents felt that, with regards to interoperability during major incidents, their training needs had not been met and this impacted on their confidence levels. By Wave 2 the figure had reduced by nearly 20 percentage points indicating that **JESIP training has made a real difference**, supporting respondents to gain increased levels of confidence.
- The JESIP programme has **clearly contributed to respondents increasingly supporting the Joint Decision Model**. Over 70% supported such an initiative in Wave 1 and this increased to over 90% in Wave 2.
- **A key factor in JESIP's success has been its marketing and PR**. 45% of respondents have seen references to JESIP on an intranet or been sent related material by others in their organisation. Around 44% of respondents are aware of the JESIP doctrine/newsletter and 40% have seen the JESIP promotional film.
- **The use of METHANE has been particularly successful**. Just over 80% of respondents feel that METHANE has effectively assisted in information gathering. A high proportion of respondents feel that the JESIP principles, the Joint Decision Model and METHANE should form part of the response to all Single-Agency incidents.
- Respondent views on the implementation of JESIP Principles indicate that more work needs undertaking in this area. For example, only 26.9% of respondents felt that the Joint Decision Model had been fully implemented and embedded within their organisation. Nearly half of respondents feel that the JESIP principles are

occasionally implemented but not fully embedded with around a third of respondents stating that the three models have not been successfully implemented within their organisations. This indicates that that **there is a pressing need to continue the roll out of JESIP** to ensure that the principles are embedded further.

Background

The Joint Emergency Services Interoperability Programme (JESIP) was established to bring about changes at the operational level that lead to the emergency services working together more effectively in response to major incidents. The JESIP Joint Doctrine¹ sets out five principles for improved joint working:

- **Co-location** (in order for Commanders to better perform the functions of command, control and co-ordination)
- **Communication** (clear, unambiguous and timely information relevant to an emergency situation)
- **Co-ordination** (integration of the priorities, resources, decision making and response)
- **Joint understanding of risk** (sharing information and understanding about the likelihood and potential impact of risks and the availability and implications of potential control measures)
- **Shared situational awareness** (understanding of the circumstances and immediate consequences of the emergency and an appreciation of the available capabilities and the priorities).

Over the last 2 years, JESIP has instigated an ambitious joint training programme across the emergency services. It was designed to help the emergency services better understand each other's expertise and ways of working so they can improve how they can jointly deal with an emergency. In 2012, JESIP commissioned Skills for Justice to conduct the first Interoperability Workforce survey (Wave 1) which sought to understand the attitude and appetite for joint working across the Ambulance, Fire and Rescue and Police services.

Over a year later with over 10,000 commanders having received JESIP commander training, over 22,000 personnel completed the all staff e-learning package and 24 validation exercises having been held across the country, further research was commissioned in order to measure the extent of JESIP's reach and its impact on individuals within the organisations involved.

¹ Joint Doctrine: the interoperability framework – www.jesip.org.uk

Research Methodology

The first wave of research (2013) into interoperability focused on personnel within the three emergency services – Police, Ambulance services and Fire and Rescue services. Responses to an online workforce survey were collected between 29 May and 22 July 2013 which was widely circulated across the three services.

The online survey was distributed to all 105 services across England and Wales in 2013. 1,923 respondents completed the survey. The sample consisted of Commanders (all levels) and Control Room staff and managers from all three emergency services. A summary of the findings from this survey can be found in Section One.

This report concentrates on the second wave of research commissioned by JESIP in July this year (2014). There were two-strands to this study, firstly, a follow-up survey which was again circulated to all emergency services across England and Wales. In addition to Ambulance, Fire and Rescue and Police personnel, this survey was extended to cover Other Category 1 and Category 2 Responders.

As with the first-wave survey, it was decided to use convenience sampling to target participants. This is a non-probability sampling technique where subjects are selected because of their convenient accessibility and proximity to the researcher. It is particularly useful for its ease of engagement and for allowing researchers to obtain basic data and trends and determine relationships without the complications of using a more complicated (and time-consuming) sampling techniques.

The survey was publicised via the JESIP and Skills for Justice websites plus their twitter accounts. Skills for Justice also publicised the survey to their Police and Fire Rescue Service members via their e-briefs. In addition, JESIP conducted a targeted marketing campaign to maximise the opportunity for individuals to participate.

Between August and October 2014, 1,621 individuals responded to the survey, with 25.7% of these also having completed the Wave 1 survey (416 individuals). Responses were collected using SNAP software, with the raw data being transferred to Microsoft Excel for cleaning and coding and then exported to IBM SPSS for data analysis.

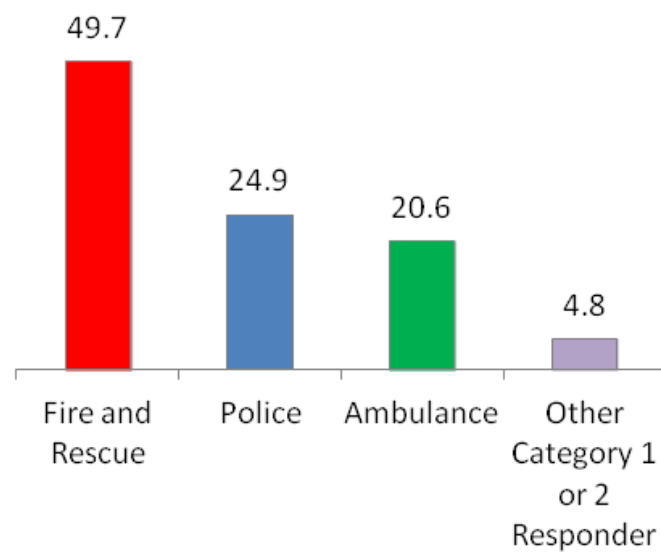
The second strand of the research involved carrying out interviews with personnel from each of the three emergency services as case studies. SfJ Research worked with JESIP to identify and target a representative sample of individuals who had been personally involved in the JESIP training and validation exercises to test the training. Six case studies were conducted over the telephone using a semi-structured interview technique. These case studies help to add richness and depth to the research, enabling a better understanding of complex issues and adding strength to the findings from the quantitative survey. They are contained within this report with the permission of the individuals involved.

Section One Individual and Organisational Characteristics

1.1 Service Level

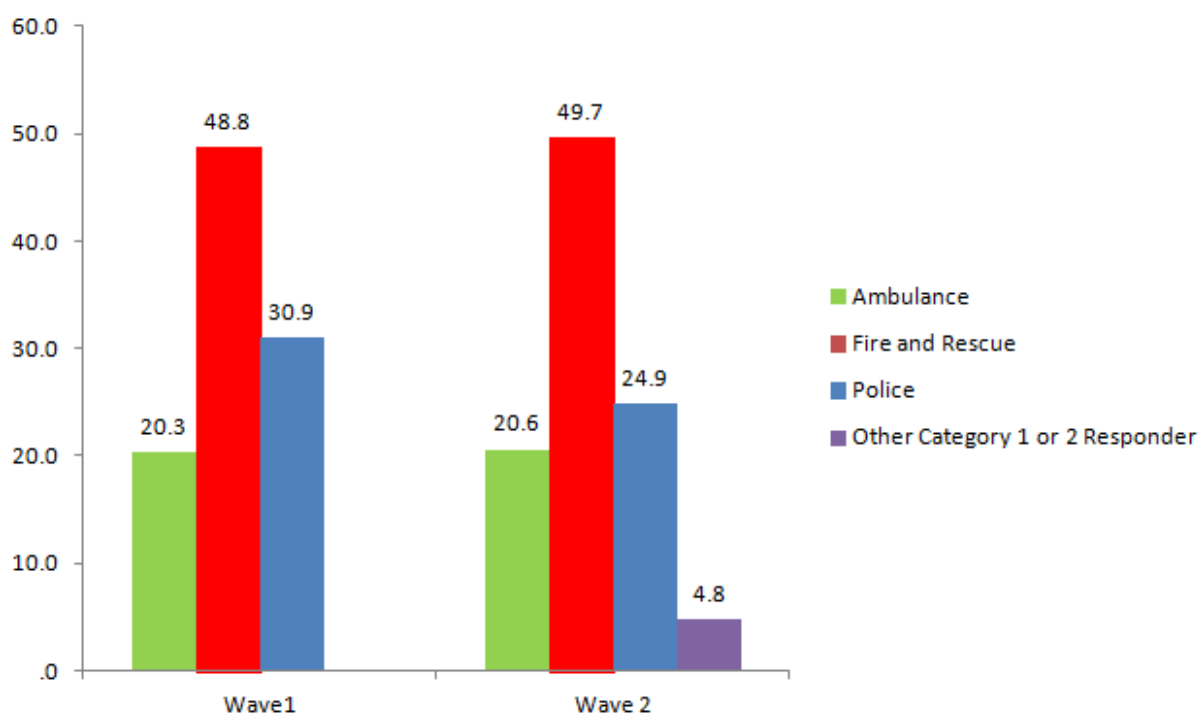
1,621 individuals took part in this survey. Almost 50% of respondents work for the Fire and Rescue Service (FRS). 25% work for the Police and 20% work for the Ambulance Service.

Figure 1.1: Service Profile of Respondents (in %)



Comparing the responses from the three emergency services across both Interoperability Workforce surveys, it is evident that a larger proportion of representatives from the Police Service have taken part in Wave 2 compared to in Wave 1. The percentage shares of Ambulance and Fire services have remained largely static.

Figure 1.2: Respondents to both surveys in % (by Service)



1.2 Role Category, Level of Command and Time in Role

Three-quarters of the survey respondents indicate that they have operational responsibilities. The majority of FRS and Ambulance Service respondents work as Operational Supervisors/Managers, accounting for respectively 74% and 62.6% of each service's total number of respondents. Only 39.6% of Police respondents are Operational Supervisors/Managers whilst 25% are Responders (see figure 1.3).

75% of the survey respondents are Commanders with the majority practicing at Operational (Bronze) level. Looking at the breakdown per service, the share of FRS and Ambulance Service Commanders is even higher with 88.9% and 79.1% respondents respectively. However, the majority of Police respondents (52%) do not hold any level of command. This may reflect the wider number of police roles involved in the response and management of interoperable emergency incidents and the fact that unlike the other emergency services, they are on constant patrol. Two out of every three respondents have significant work experience having been in their role a minimum of five years. A quarter have more than 15 years experience.

Figure 1.3: Respondents' job roles (per service)

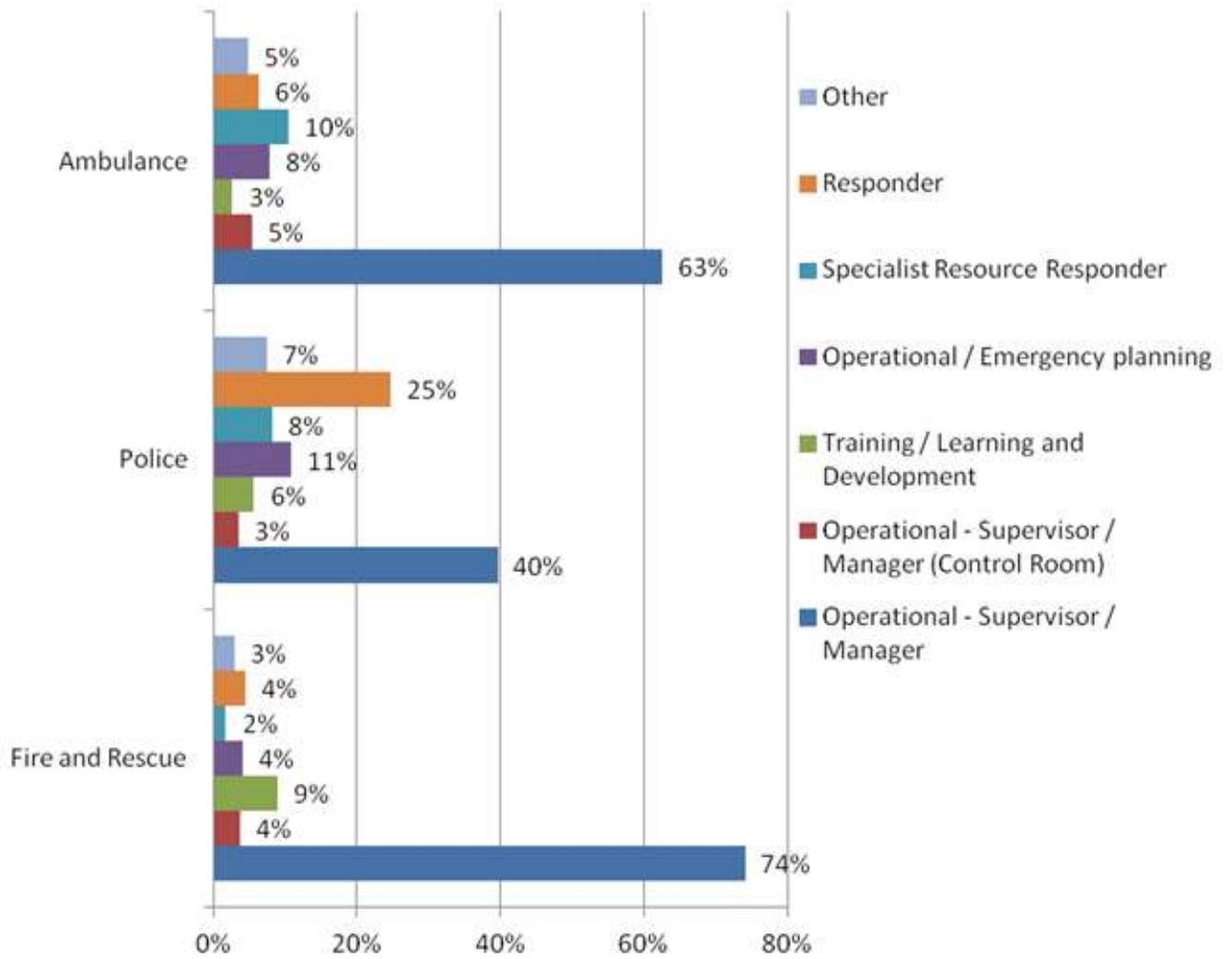
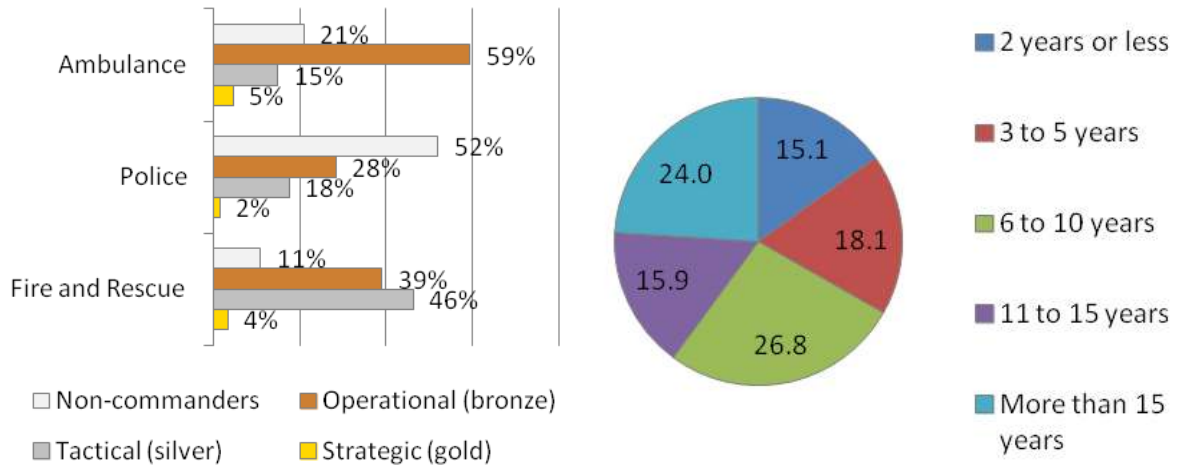


Figure 1.4: Respondents' command level (per service) Figure 1.5: Respondents' time in role



1.3 Gender

Survey respondents are predominantly male and account for 85 % of the respondents.

Figure 1.6: Respondents' Gender (in % - all responses)

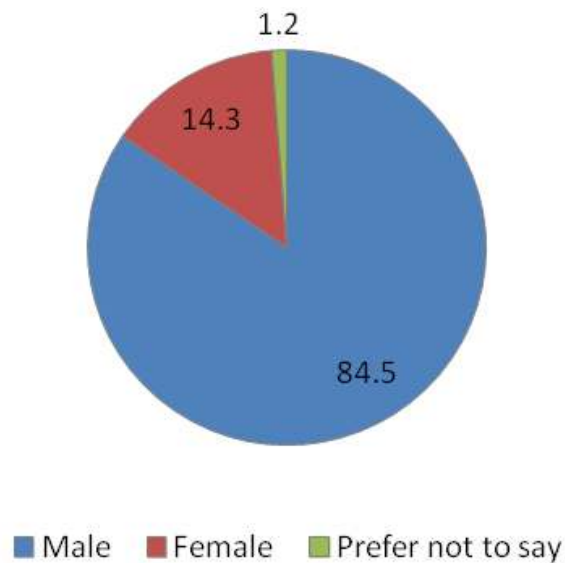
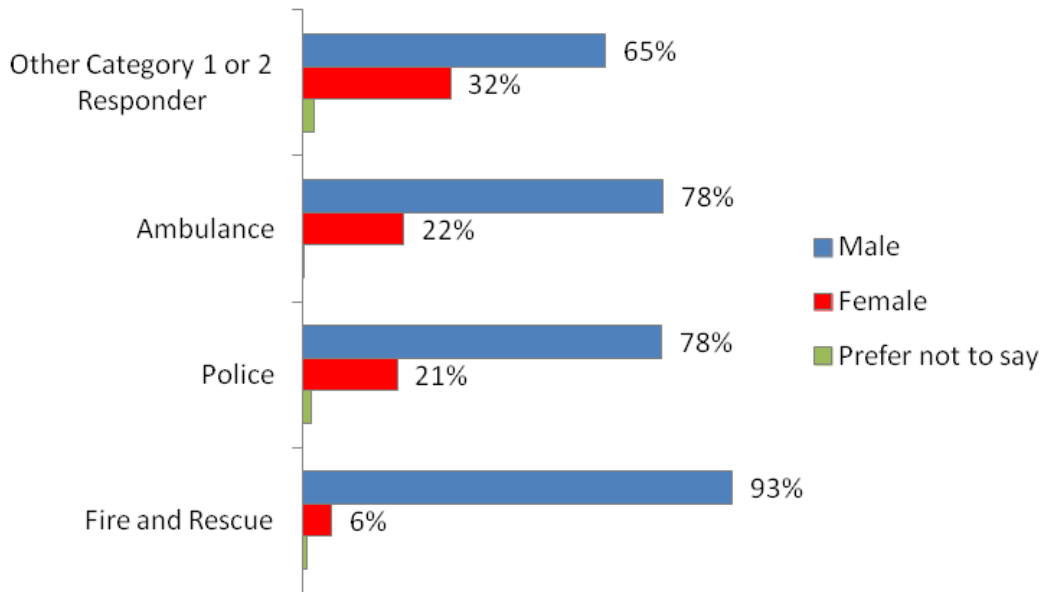


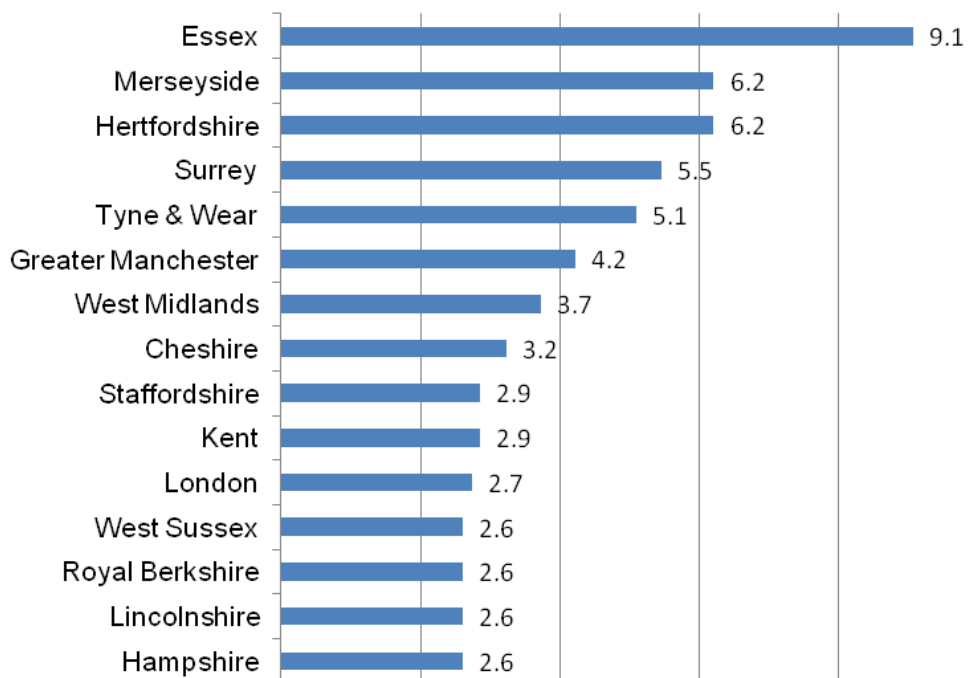
Figure 1.7: Respondents' Gender (in % - by service)



1.4 Geography

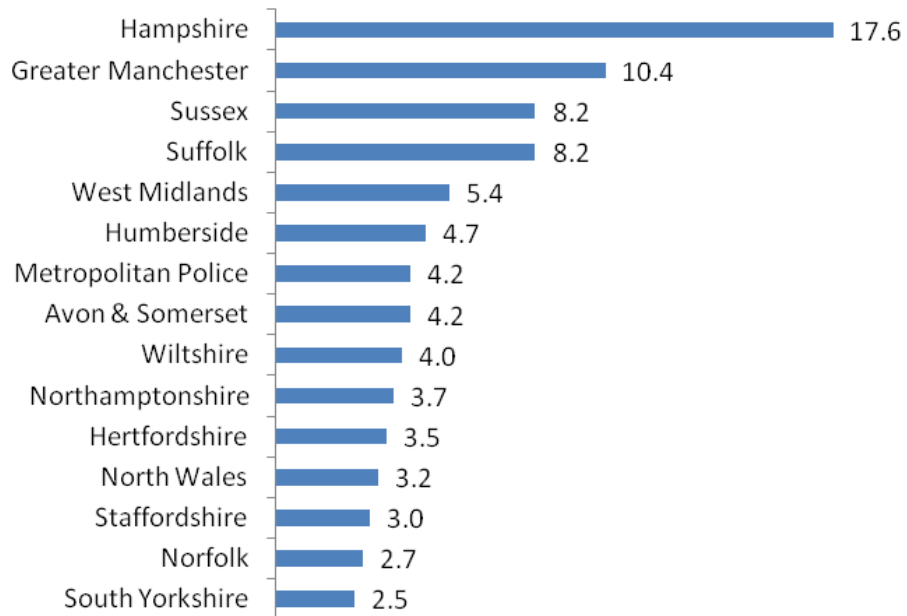
There are 51 Fire and Rescue services in England and Wales. Out of these, 48 (94%) responded to the survey. The greatest number of responses came from Fire and Rescue staff working for the following 15 services. They accounted for 62.1% of the Fire and Rescuesurvey respondents. The highest response rate for the Fire and Rescue Service came from Essex, Merseyside and Hertfordshire Fire and Rescue Services.

Figure 1.8: Share of survey responses for the top 15 Fire and Rescue Services (in %)



There are 43 Police Forces in England and Wales and all of them are represented in the survey. 15 of the 43 contributed to 85.4% of the Police survey responses. The highest response rate from the Police Force came from Hampshire Constabulary, followed by Greater Manchester and Essex Police.

Figure 1.9: Share of survey responses for the top 15 Police Forces (in %)



Case Study: Police

Kath Lowe, Thames Valley Police

Job Role: Superintendent

Pensionable service : 23



Kath joined the Police service in 1988 and has recently been promoted to Superintendent. She was already very familiar with some of the principles of a collaborative approach to operations as Thames Valley had undertaken joint training for a number of years. She thinks that JESIP has provided a great opportunity for the three services to get together face-to-face, particularly through the validation exercises. Kath feels that there was already a strong working relationship with Fire and Rescue and the Ambulance service and JESIP has helped to enhance this.

What do you think of the Joint Decision Model and the use of METHANE?

'It's second nature now, I use the Joint Decision Model every single day.'

'METHANE is very useful but I haven't had the need to use it at a live incident yet.'

Describe JESIP in three words:

Challenging!
Learning!
Structured!

What are the next steps for JESIP?

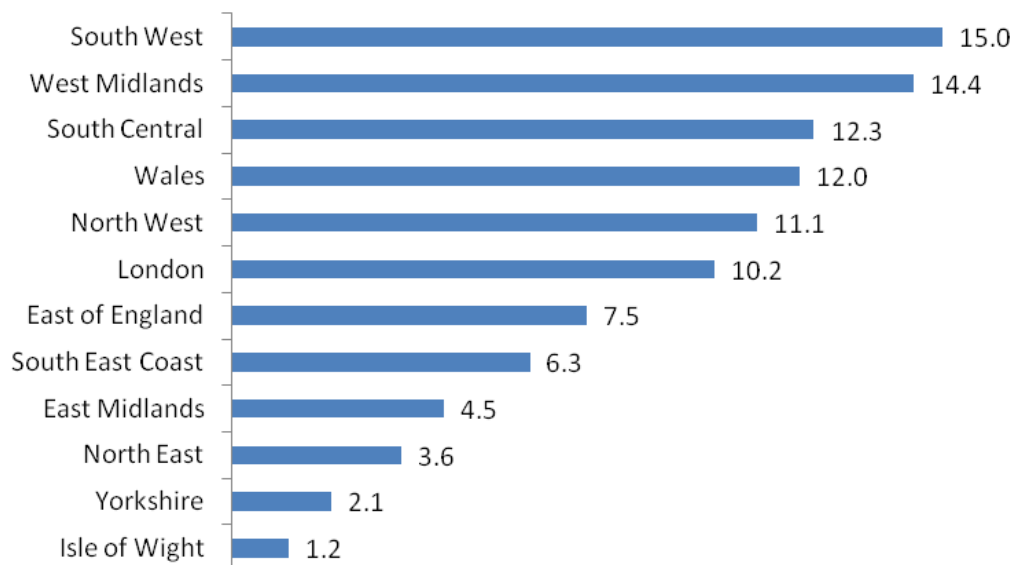
It could be widened to include other roles, e.g. police sergeants

To align some of the terms used across the three services.

E.g. Operational/Tactical

There are 11 Ambulance Service Trusts in England and Wales and representatives from all these are contained within the survey responses. The highest response rate from Ambulance service staff came from the South West, followed by the West Midlands and the South Central areas. The following responses show the share of Ambulance survey responses per service.

Figure 1.10: Share of survey responses per Ambulance service (in %)



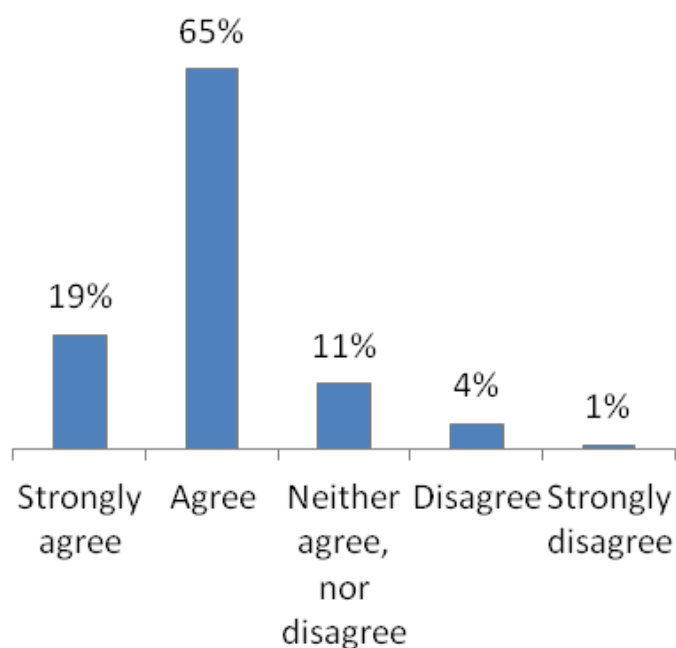
Section Two Interoperability

2.1 Organisational and Personal levels of Interoperability

JESIP defines interoperability as “*The extent to which organisations can work together coherently as a matter of routine*”². Alongside this, the College of Policing indicate that interoperability can be achieved by organisations or discrete parts of the same organisation exchanging operational information and using it in their decision making. Since the first survey, JESIP’s drive has been for all three services responders to embed this as best practise.

The research findings show a clear understanding of not only the different views **between** the three service but also the different views **within** each of the three services. For example, the responses of different levels of command. The survey indicates that overall, respondents who work in commanding roles feel confident in their organisation’s level of interoperability. Looking at the breakdown per command level, strategic commanders are more confident in their organisation’s interoperability than tactical or operational commanders. 46% of strategic commanders *strongly agreed* with the fact that their organisation is interoperable, compared to 22% of tactical and operational commanders.

Figure 2.1: Responses to the question my organisation is interoperable with the organisations within the area I work (all respondents)



² Joint Doctrine: the interoperability framework, JESIP - www.jesip.org.uk

Figure 2.2: Responses to the question my organisation is interoperable with the organisations within the area I work (per level of command)

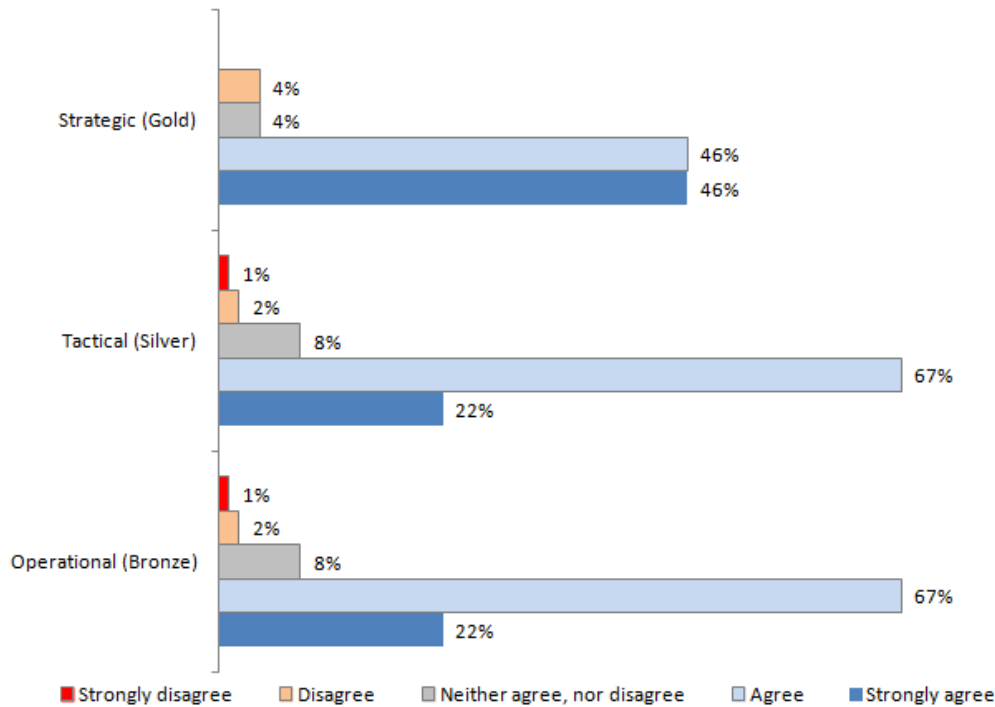
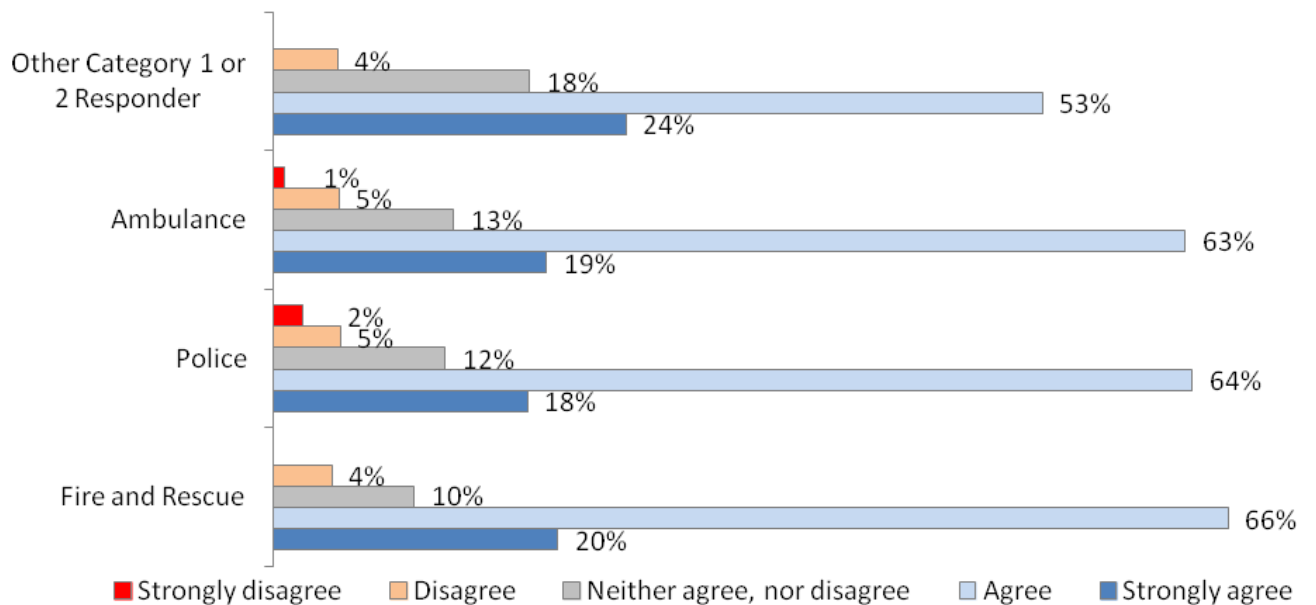


Figure 2.3: Responses to the question my organisation is interoperable with the organisations within the area I work (per service)



Commanders within the Fire and Rescue service feel the most confident in their organisation's level of interoperability, with 86% of them *agreeing or strongly agreeing* with the statement: "*my organisation is interoperable with the organisations within the area I work*". 76% of Police Commanders also *agree or strongly agree* with this statement. However, the same strength in numbers is not as apparent at non-command level, with only 53% of non-Commander Police respondents *agreeing or strongly agreeing*.

The great majority of Commanders across the services feel their organisation's ability to work interoperably has improved over the past year. The Ambulance service has experienced the greatest change with 83% of Commanders recognising improvement 80% of Fire and Rescue commanders and 67 % of Police commanders also recognised improvement. However, within the Police service, 29% of Police Commanders report no change and 5% state that their interoperability has worsened. In addition, while 67% of Police commanders have seen their interoperability improved over the past year, this opinion is only shared by 39% of non-Commander respondents.

The less positive response above may be reflected in the number of non-Commanders responding from the Police. It also might point to the fact that the Police have to respond to a wider range of incidents and involve a greater and more diverse type of job role. For example, whilst all three services are public facing at times such as in a community, educational and preventive role, the Police also operate in a role which actually patrols and seeks out crime. This might mean that the first person from the Police Service at an incident could be in a junior role such as a Police and Community Support Officer. This could signal a need to further roll out the JESIP programme to a wider range of responders (not only commanders) in the Police Service.

Case study: Fire and Rescue

Julian Lockwood - Dorset Fire and Rescue Services

Job Role: Incident Management

Years in service: 22



Julian been in the fire service for 22 years and over the last 10 years has been a regular attendee at incidents. He's spent a great deal of this time working with the other services, particularly the Police. Julian believes that JESIP has made a huge contribution to the way the three services approach incidents, leading to clearer messages and better appreciation of each others' roles. In particular, METHANE is now second nature and enables fire-fighters and members of the other services to read and react to incidents much quicker and with greater clarity.

What difference has JESIP made to understanding other services' roles and responsibilities?

'It's becoming much easier to identify tasks and responsibilities.'

'There is a greater ability to share crucial information such as hazards.'

"The Aide Memoirs have been invaluable and I use them all the time to ensure that I am carrying out the JESIP principles in my everyday work"

What are the next steps for JESIP?

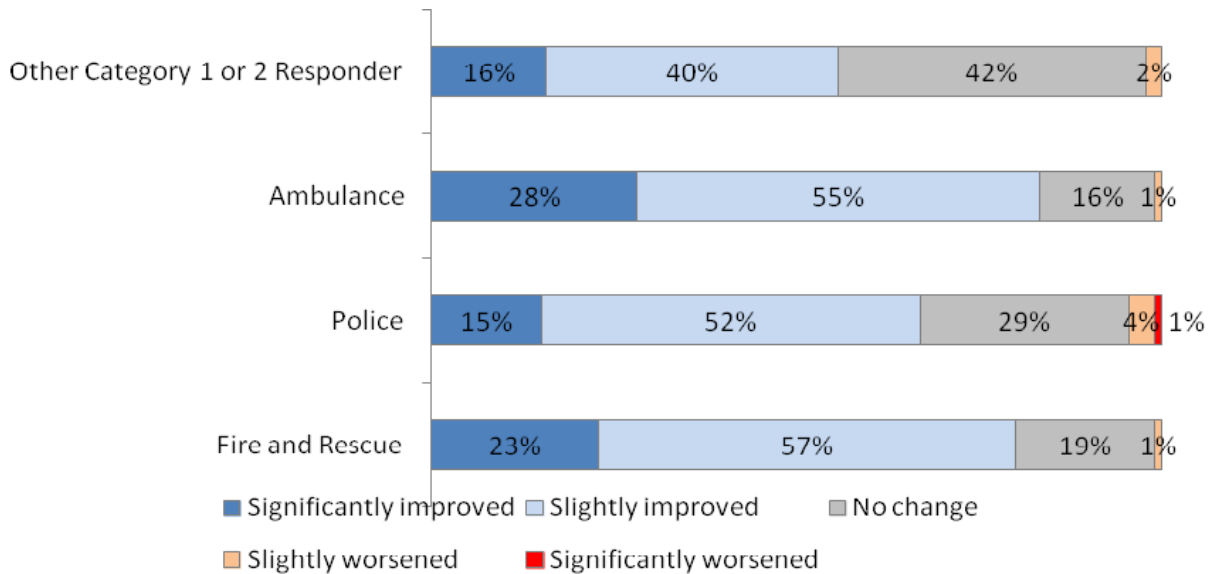
'There needs to be cross service command and control rooms'

'The training needs to be rolled out to all staff'

'Keep on pushing things like joint decision making'

Other Category 1 or 2 Responders Commanders have the lowest confidence in their level of interoperability. These also account for a lesser degree of improvement in their ability to work interoperability over the past year. While the impact of the JESIP programme may still need to be demonstrated, it is important to highlight that, differently to Blue Light Services, Commanders from Other Category 1 or 2 Responders were not involved in the JESIP training.³

Figure 2.4: Changes in organisation’s ability to work interoperably per service (in %)



2.2 Barriers to interoperability

Similar to the first wave survey, the lack of joint training and exercising is the biggest single barrier to interoperability. More than 6 in 10 respondents believe this to be a major issue (see Figure 2.5).

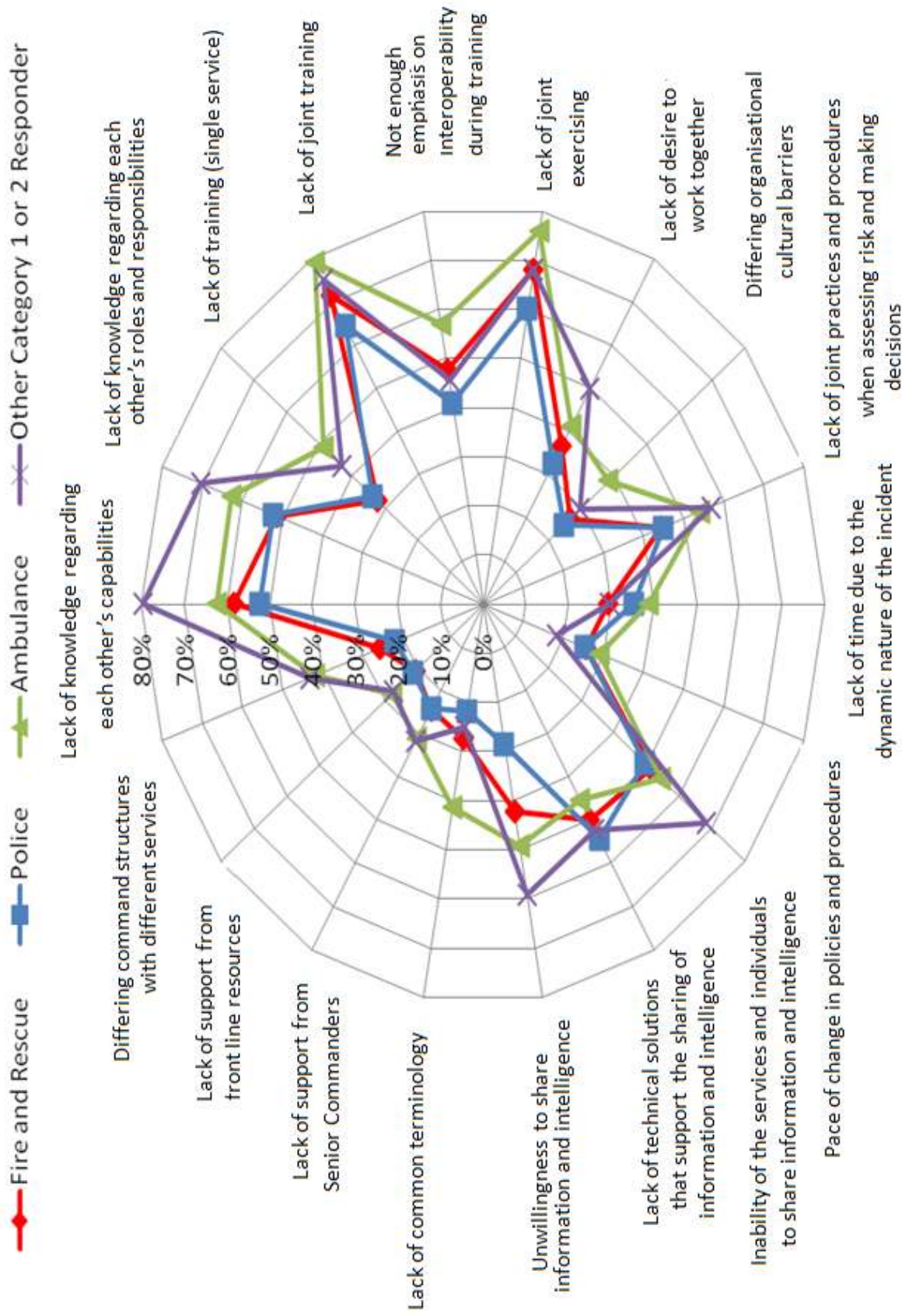
Following the lack of joint training and exercising, the lack of IT solutions to share information and intelligence and lack of shared understanding of each other organisation’s capabilities, roles and responsibilities were also particularly highlighted by commanders.

Interestingly, organisational differences between services (e.g. command structures, cultural barriers), support from senior managers or frontline resources were not perceived as significant barriers having a minor or no real impact on interoperability. Across all services commanders report the lack of joint training and exercising to be the most significant barrier to interoperability.

Figure 2.5: Overall ratings for significant barriers to interoperability (all respondents - %)



Figure 2.6: Ratings for those significant barriers to interoperability which will have a major impact (by service - %)



Barriers per service

- The three Blue light Emergency Services share the common view that the lack of joint training and joint exercising are the most significant barriers to interoperability.
- The top 2 most significant barriers for Other Category 1 or 2 Responders are first the lack of knowledge regarding each other's capabilities followed by the lack of joint training.
- The Ambulance Service and Other Category 1 or 2 Responders feel quite strongly that the lack of knowledge regarding each other's responsibilities and roles is an important barrier to interoperability.

Case Study: Ambulance Service

Douglas McDougall - North East Ambulance Service

Job Role: Head of Emergency Care

Years in service: 30



Douglas is a very experienced employee of the Ambulance Service with a 30 year track record. Having been frustrated by the different approaches taken by each of the services at emergencies, he feels that JESIP has made a very positive contribution to collaborative working. In particular, Douglas thinks that the Joint Decision Model has meant that working practise has improved enormously. Employees of all three services seem to be embracing the same language through METHANE. Overall JESIP has brought about better appreciation and understanding

What difference has JESIP made to understanding other services' roles and responsibilities?

'It's built up a mutual growing confidence across the services. We're all working together to embed the principles into our every day jobs.'

JESIP has enabled critical decision making to become more effective and efficient, such as the ability for risk assessing at the scene of an incident'

What are the next steps for JESIP?

'It needs to be rolled out wider than the three main emergency services. Perhaps to the air sea rescue.'

'It would benefit front-line staff as well as commanders'

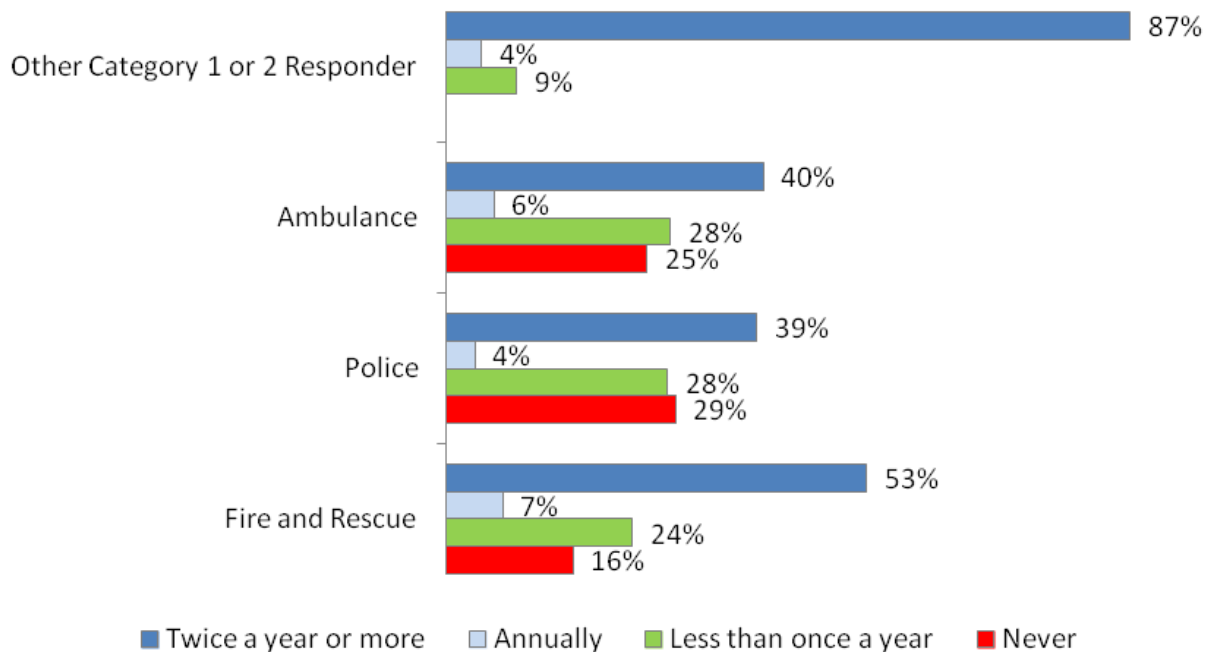
Section Three Training and exercising

3.1 Contact with peers outside of a response to an emergency

Contact with peers is essential to enhance commanders' understanding of each other organisation's capabilities, roles and responsibilities. While 49% of commanders meet at least twice a year, 20% of them never meet peers outside an incident. Looking at the breakdown per service, this underlines some disparities between services.

- Amongst the three services, FRS commanders more frequently meet their peers outside of a response to an emergency with 60% of them meeting at least once a year with their peers.
- The Police Service, followed closely by Ambulance Commanders report having the least opportunity to meet with their peers with 57% of them never meeting at all or meeting with their peers less than once a year.
- Other Category 1 or 2 Responders Commanders seem to be those who meet the most with their peers with 86.7% meeting with peers twice a year or more.

Figure 3.1: How often do you meet peers from Blue light Services outside of a response to an emergency? (by service)



3.2 Evidence of command competence

The Fire and Rescue service seem to have a more systematic mechanism in place across their organisation to ensure the competence of their Commanders. Almost all (92%) of FRS commanders are required to provide evidence of command competence at least once a year. However, over a third of Commanders within the Police and Ambulance services are not required to provide any evidence of command competence. This rises to over half in Commanders of Other Category 1 or 2 Responders.

Amongst the different assessment types undertaken to evidence command competence, work place and periodic practical assessments are by far the most prevalent. Some commanders have to evidence command competence undertaking mixed assessments. This is predominantly the case with the Fire and Rescue service with 61% undertaking mixed assessments. The following are the most prevalent types of assessments undertaken by FRS commanders:

- 27% evidence their command competence through workplace and periodic practical assessments.
- 23% evidence their command competence through workplace, practical and written assessments

Periodical written assessment is mainly used in combination with workplace and/or periodic practical assessment. Only 4% of survey respondents undertake a written assessment as the sole assessment to evidence their competence. However undertaking written assessment seems to be a more common practice in the Police with 16% required to evidence command competence through a written assessment only. Finally, written assessments, unless combined with practical assessment, are not an assessment method used by the Fire and Rescue Service.

Figure 3.2: Frequency of evidencing command competence at command level (per service)

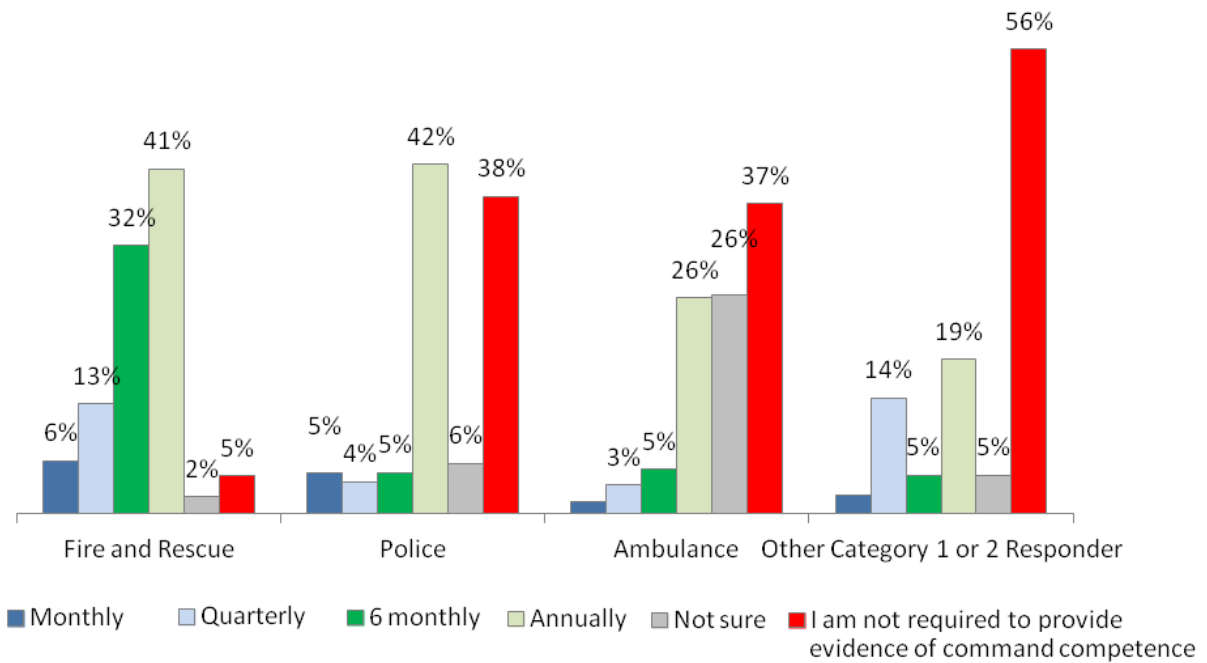


Figure 3.3: Ways of evidencing command competence per service (by service – in %)

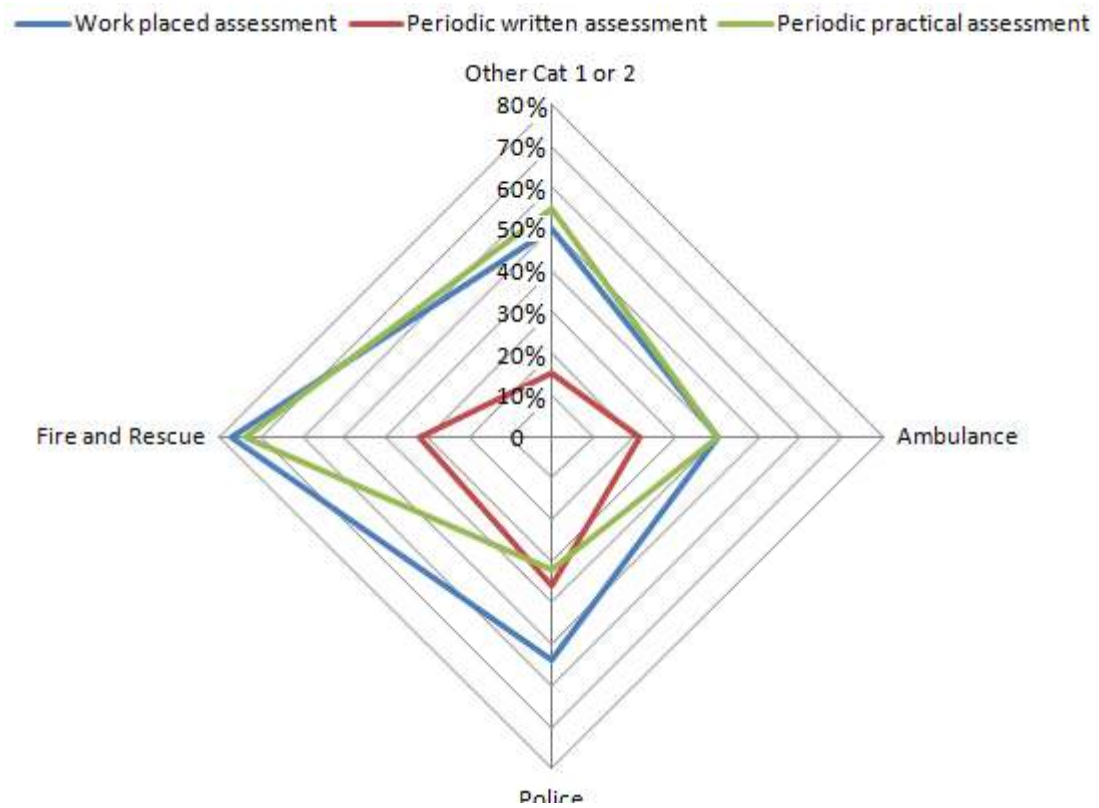


Table 3.1: Evidencing command competence – Top 3 assessment types per service

Fire and Rescue Services		Ambulance Services	
Work place assessment + practical assessment	27%	Other	22%
Work place assessment + practical assessment + written assessment	23%	Work place assessment	19%
Work place assessment	23%	Practical assessment	
Police Forces		Other Category 1 or 2 Responders	
Work place assessment	25%	Only work place assessment	30%
Written assessment	16%	Only period practical assessment	20%
Work place assessment + practical assessment + written assessment	11%	Work place assessment + period practical assessment + written assessment	10%

3.3 Interoperability training – joint training and exercising

It may be beneficial for Commanders to undertake joint training and exercising on a more frequent basis. Around a third of all respondents undertake joint training and exercising at least once a year. However 40% of all services take part in joint training once every two years or less frequently and between 16 to 26% of them never take part in joint training. Police Commanders are those with the least opportunity to engage in joint training with 1 in 4 never part-taking in such sessions. 1 in 3 engages in joint training less than every two years.

Interestingly, a majority of Commanders (67%) from Other Category 1 or 2 Responders engage in joint training at least once a year compared to the FRS (46%), the Police (35%) and the Ambulance service (44%). This may be due to their relatively smaller size compared to the three Emergency Services and their subsequent need to receive training from external providers.

Looking at the breakdown per command level, Operational (Bronze) Commanders are less likely to have received recent training than Tactical (Silver) and even more so Strategic Commanders (Gold). Only 8% of Commanders engage in joint training every few months compared to 13% of Tactical (Silver) Commanders and 23% of Strategic (Gold) Commanders.

Figure 3.4: Frequency of joint training (per service)

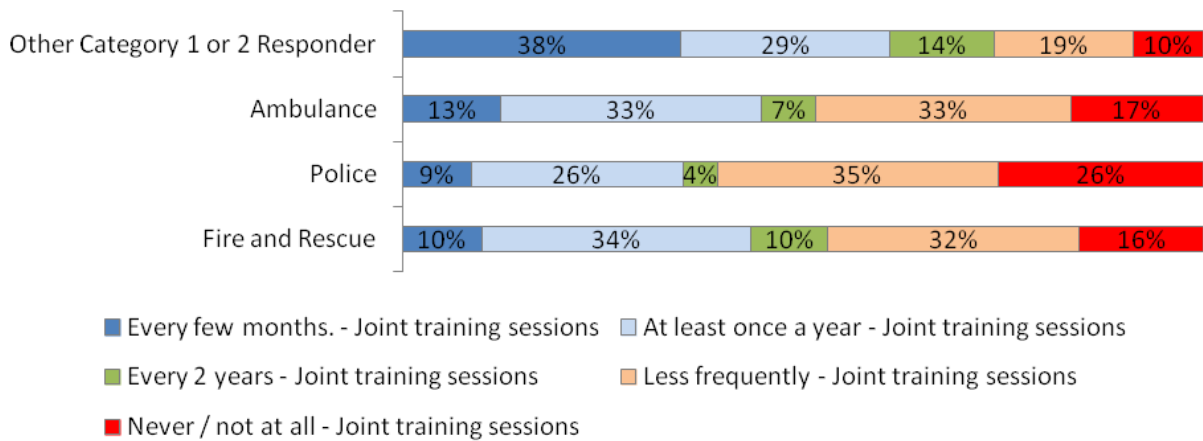
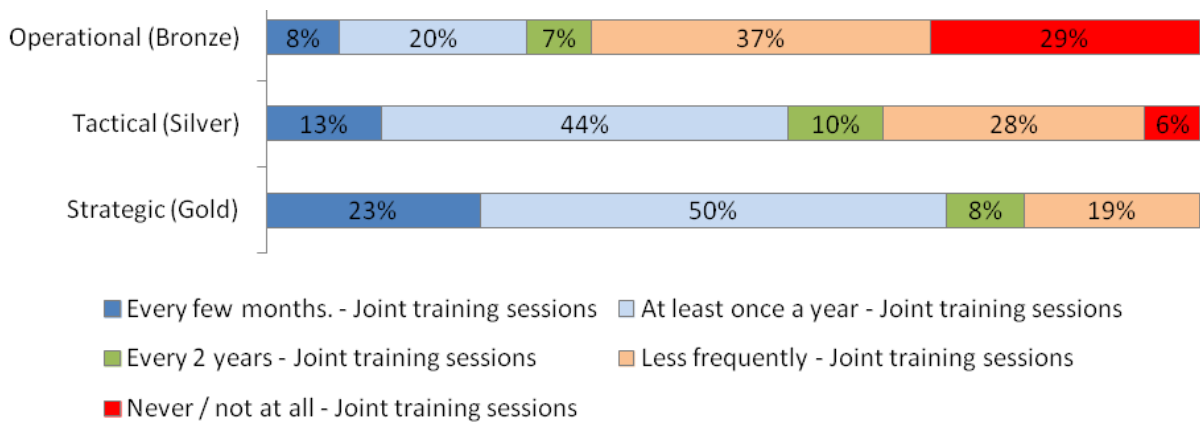


Figure 3.5: Frequency of joint training (per command level)



Similar to the above, participation in joint exercising is also infrequent. Amongst the Emergency Services, FRS Commanders are the most likely to engage in more regular joint exercising. 51% of FRS Commanders take part in joint exercising at least once a year whilst this is only the case for 32% of Police Commanders. In general, Police Commanders are less likely to engage in joint exercising with 33% of them never taking part in such sessions.

There are also important disparities in the frequency of joint exercising across command levels. Commanders at Operational level are less likely to have regular joint exercising than Commanders at Tactical and Strategic levels. Only 36% of Operational Commanders engage in joint exercising at least once a year compared to 59% of Tactical Commanders and 76% of Strategic Commanders.

Figure 3.6: Frequency of joint exercising per service

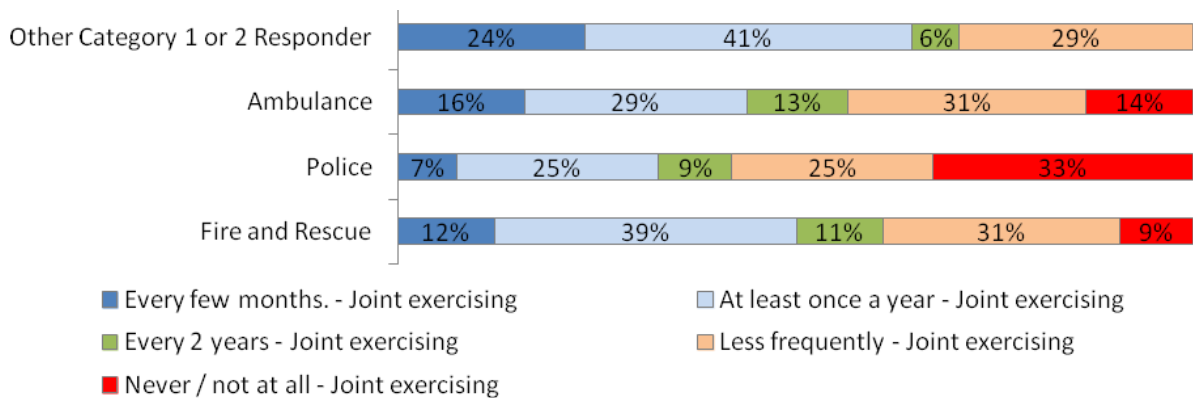
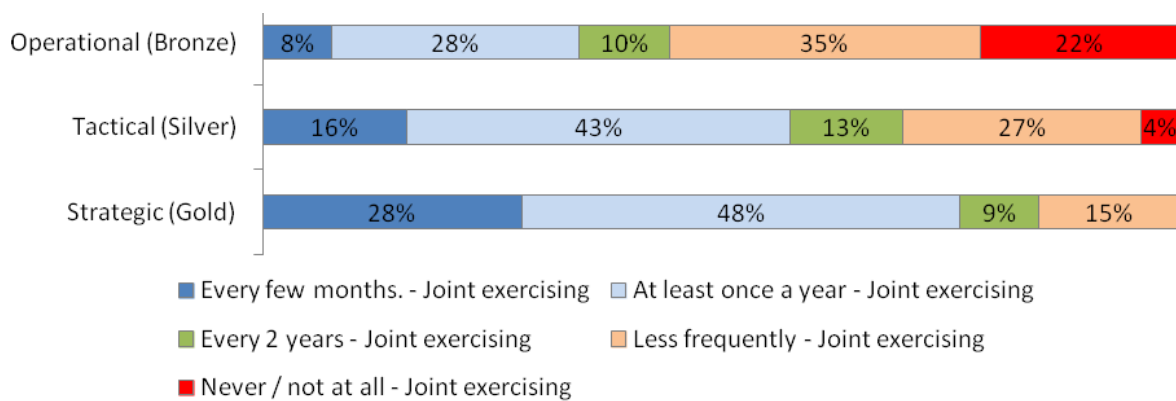
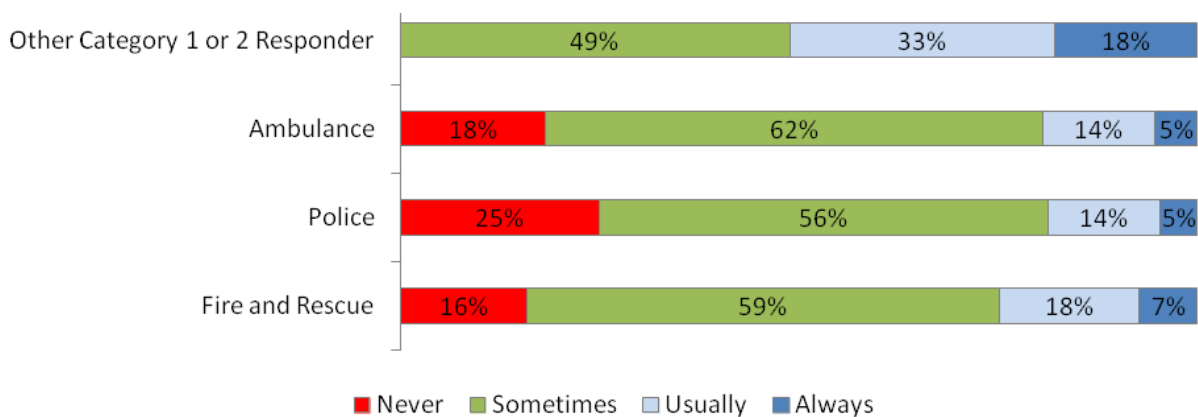


Figure 3.7: Frequency of joint exercising per Command level



3.4 Joint debriefs following incidents

Figure 3.8: Frequency of joint debriefs following incidents



For a majority of Commanders across the three Blue light Emergency services, joint debriefs following incidents occasionally takes place. A small portion of Commanders are never involved in joint debriefs following incidents. 25% of Police service respondents state that they never engage in debriefs after incidents.

2.6 Confidence in Emergency role

Across the three emergency services, training may be insufficient for Commanders to feel confident in their emergency role. This is especially the case at Operational Command level.

Overall, less than 7 in 10 tactical Commanders feel they have received sufficient training to feel confident in their role, regardless of the organisation they are working for.

Looking at the breakdown of responses per command level, disparities exist in confidence level amongst the different levels of command. Only 39% of Operational (Bronze) Commanders feel confidence in their emergency role compared to 70% of Commanders at all levels. This again supports the need for further and continued training of staff working at operational level as first responders or commanders.

Figure 3.9: Sufficiently trained to feel confident in emergency role (by service)

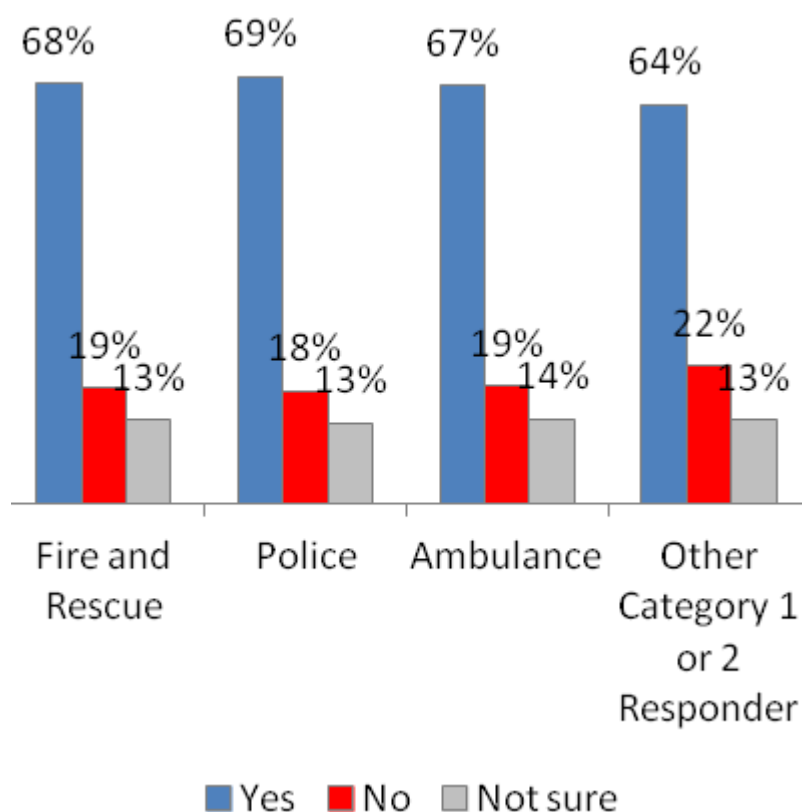
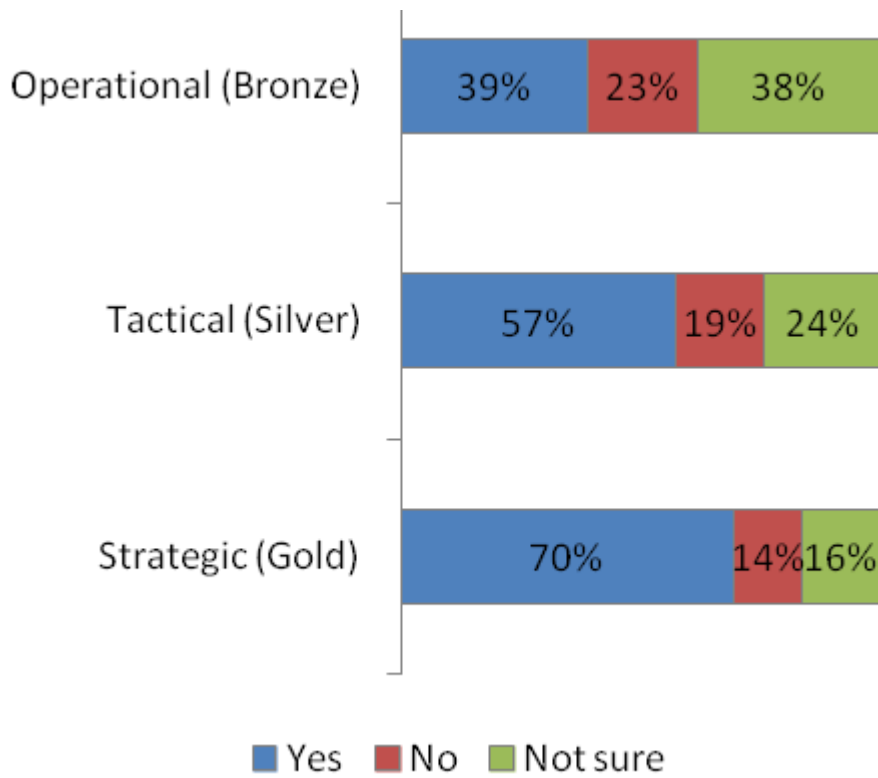


Figure 3.10: Sufficiently trained to feel confident in emergency role (by command)

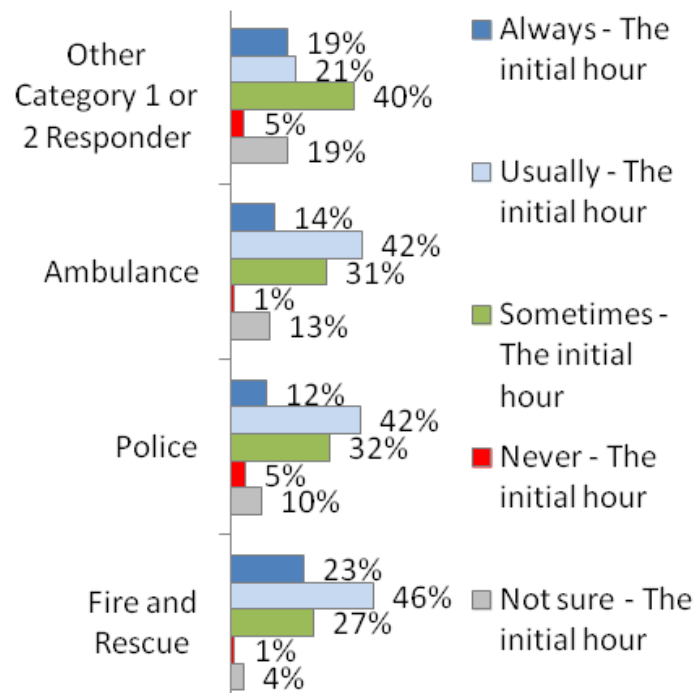


Section Four Intelligence Sharing

4.1 Information sharing at initial hour and all stages of an incident

Information sharing between Commanders working at different levels may need to be made more systematic at both initial hour and all stages of an incident to ensure a more efficient management of an incident.

Figure 4.1: Incident information shared between Commanders working at different levels at initial hour (by service)



Over half of all Police and Ambulance Commanders *always or usually* share incident information between Commanders working at different levels. Ambulance Commanders equally share information at *all stages of an incident* (including the *initial hour*) while Police Commanders are slightly more likely to share information during the *initial hour*. This may reflect, to a certain extent, the co-ordination role of the Police as well as their role to secure, protect and preserve the scene of an incident. In addition, the Police are often the first responding service present at incidents due to the fact that they are often on patrol.

Incident information seems however more readily shared in the Fire and Rescue Service with 69% of FRS commanders *always or usually* sharing incident information at the *initial hour* and 75% of them *always or usually* sharing incident information at *all stages of an incident*. Again, this may also reflect to a certain extent, the specific role of the FRS as well as the type of incidents FRS Commanders are responding to as they require timely and effective information sharing at all times to manage risk.

Case study: Police

Rachael Patterson, **Thames Valley Police**

Job Role: Duty Inspector

Years in service: 13



Rachel has been in the police service for 13 years and over the last 18 months has been a Duty Inspector. She was the senior police commander on the scene of the fire at Didcot B power station. For Rachel, JESIP has made things much more efficient, particularly around the use of a common language. She says that in some cases though, a large scale incident for one emergency service may not be the same for another. On some occasions police are there to provide support on cordons and assist in sending out community messages with no further police intervention being required. However, all in all, JESIP is doing a great job.

What difference has JESIP made to understanding other services' roles and responsibilities?

'I have a much better relationship with staff from the other services'

'we are like-minded people working to the same ends'

Describe JESIP in three words:

Efficient!

Confidence!

Effective!

What are the next steps for JESIP?

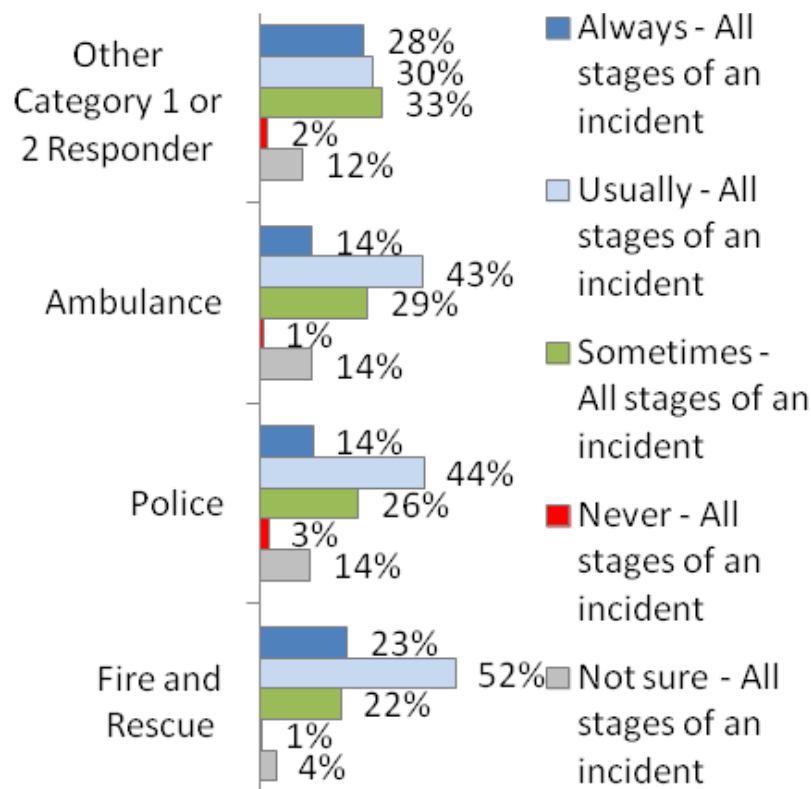
'It could be widened to include other roles, e.g. police sergeants'

'To align some of the terms used across the three services.' E.g. Operational/Tactical'

Overall key responsibilities of FRS Commanders are to save life through search and rescue as well as manage the overall safety at the scene of the incident.

Finally, when looking at the breakdown of responses per commander level, there is no difference in how incident information is shared between Commanders working at different levels.

Figure 4.2: Incident information shared between Commanders working at different levels at all stages of an incident (by service)



4.2 Ability to share information and intelligence with other organisations

Commanders from the three services report positive changes in their organisation’s and their own personal ability to share information and intelligence with other organisations over the past year.

The ambulance service report the greatest change, with 20% stating their organisation’s ability to share information has seen significant improvement and 25% stating their personal ability to share information and intelligence with other organisations has ‘*significantly improved*’. The Fire and Rescue service has also experienced a significant change with 19% and 22% of Commanders respectively stating that their organisation’s and their personal ability to share information has *significantly improved*.

Police Commanders felt the least positive change. Only 6% of Police Commanders saw a *significant improvement* in their organisation’s ability and 16% a *significant improvement* in

their personal ability. This less positive result may be related to the fact that Police Commanders are in general less likely to frequently engage in joint training and exercising.

In general, the majority of respondents recognise improvement of the past year. 78% of Ambulance Commanders and 73% of FRS Commanders acknowledge some improvement (*slightly or significantly*) in their organisation’s ability to share information and intelligence. Whilst 78% of Ambulance commanders and 77% of FRS commanders state that they have seen their personal ability to share information and intelligence improve. Respectively 62% and 60% of Police Commanders saw *slight or significant* improvement to their organisation’s and personal ability to share information and intelligence.

For Other Category 1 or 2 Responders, improvement is not so recognisable with 51% of Commanders not seeing any changes to their organisation’s ability to share information over the last year. 43% of Other Category 1 or 2 Responders Commanders have not detected any changes in personal information sharing abilities either.

Figure 4.3: Changes in organisation’s ability to share information and intelligence with other organisations over the past year

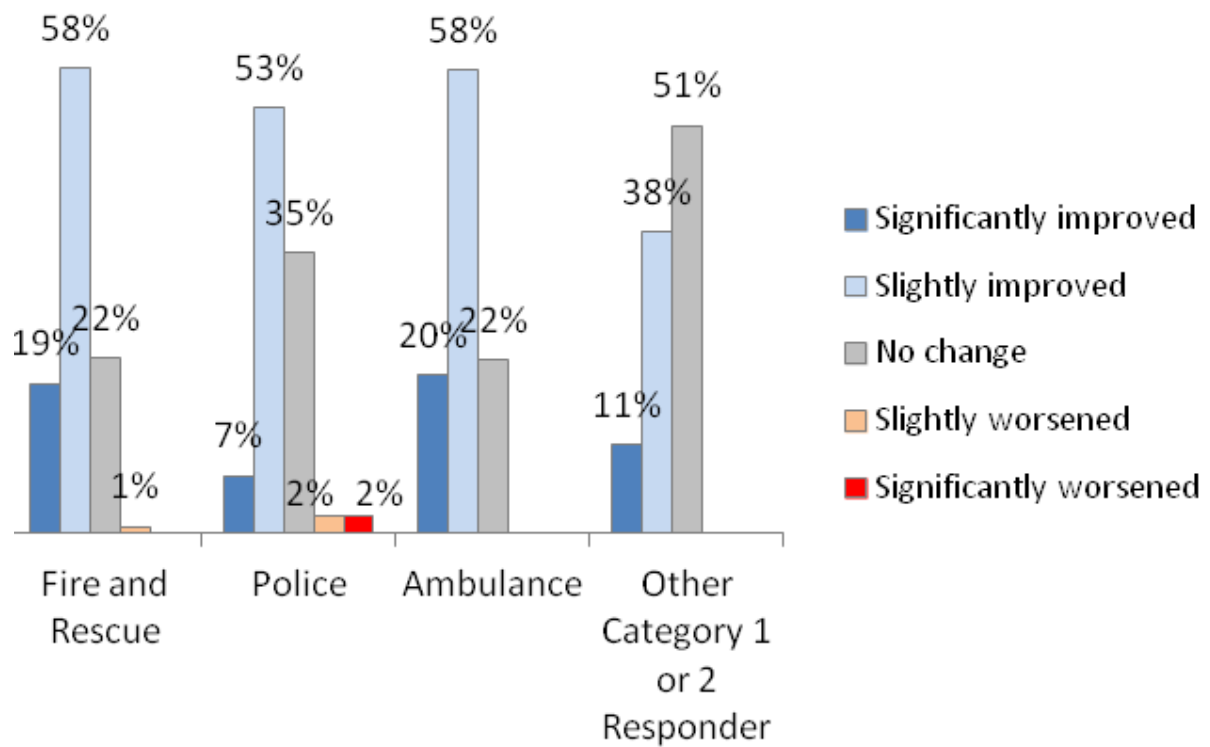
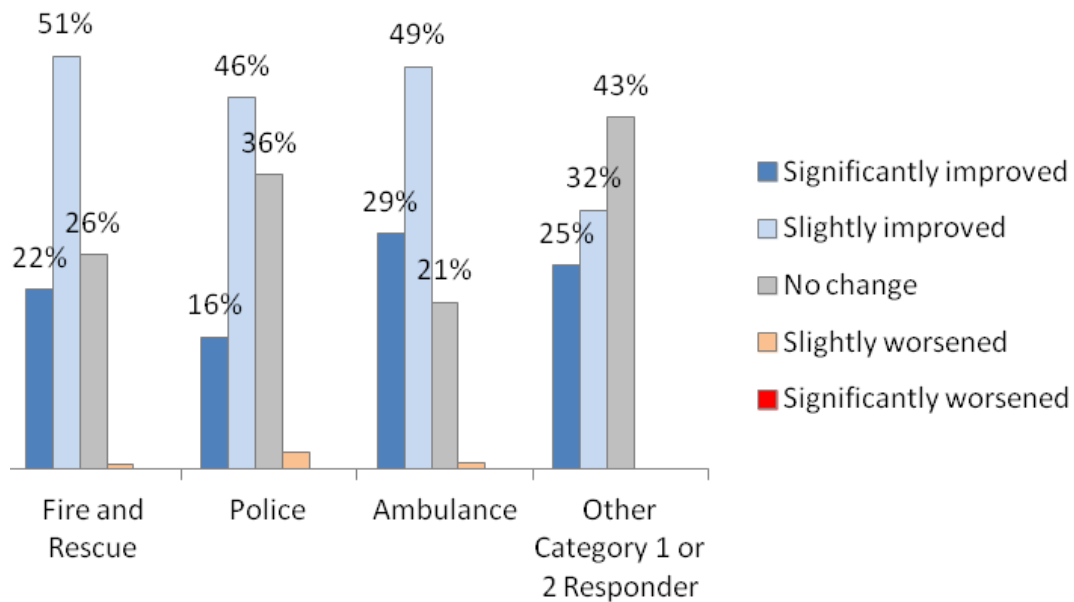


Figure 4.4: Changes in personal ability to share relevant information and intelligence with other organisations over the past year



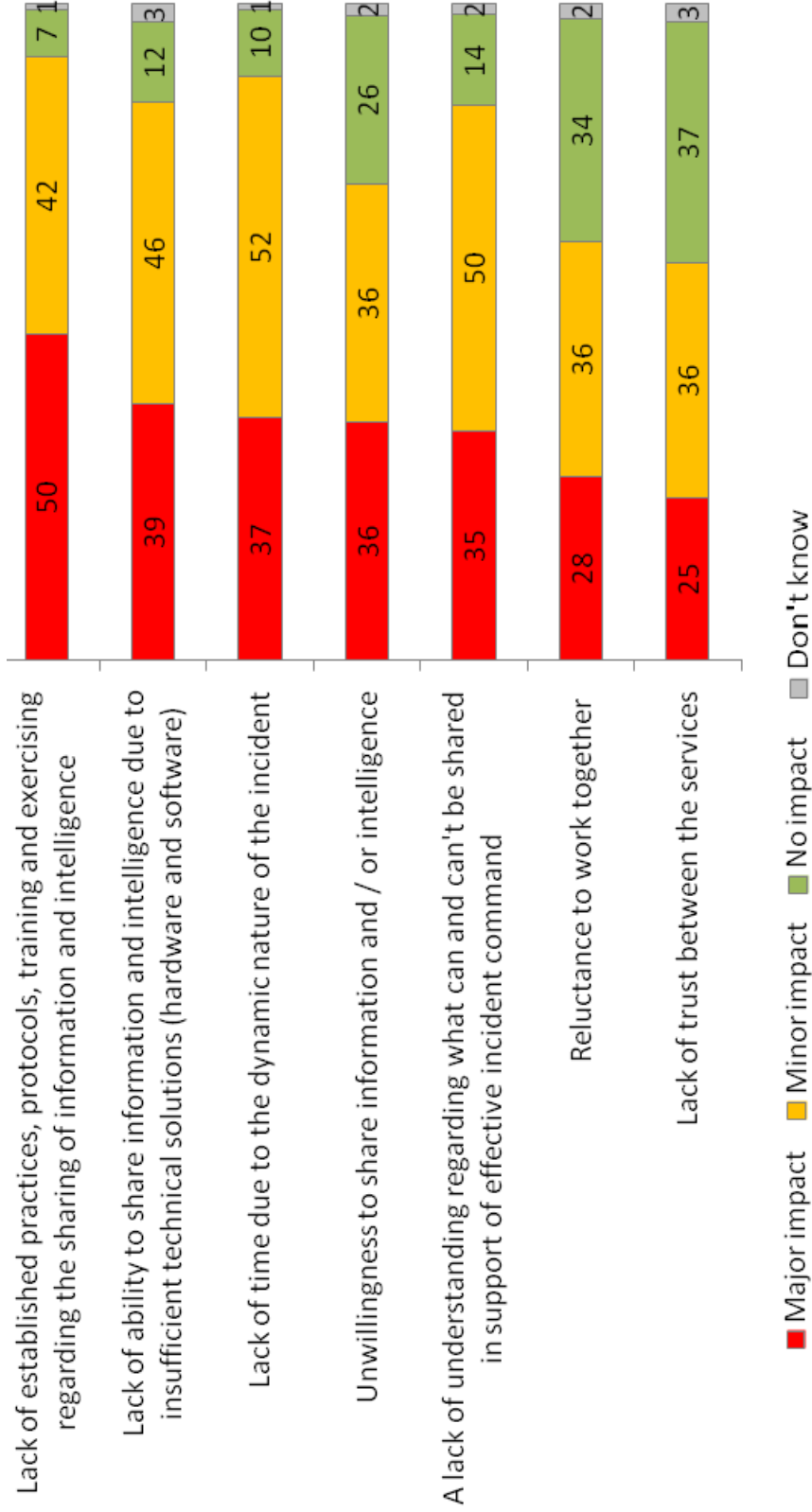
4.3 Barriers to the effective and timely sharing of information during an incident

The lack of joint training and exercising (including the lack of established practices and protocols) is the most significant barrier to the effective and timely sharing of information and intelligence during an incident. This is in addition to the lack of joint training and exercising being established as a significant barrier to improving interoperability. The lack of suitable IT solutions is also considered to pose a significant barrier to the effective and timely sharing of information and intelligence.

It is worth noting that the lack of trust between the services and the reluctance to work together seem not to be an issue and they were ranked least important by the respondents.

Looking at the breakdown of responses per service, the *lack of established practices, protocols, joint training and exercising* remain the most significant barriers to timely and effective sharing of information and intelligence. Across the three Blue light Services 49% of FRS respondents, 41% of Police and 57% of Ambulance service personnel cite this as an issue. This rises to 64% for Commanders of Other Category 1 or 2 Responders.

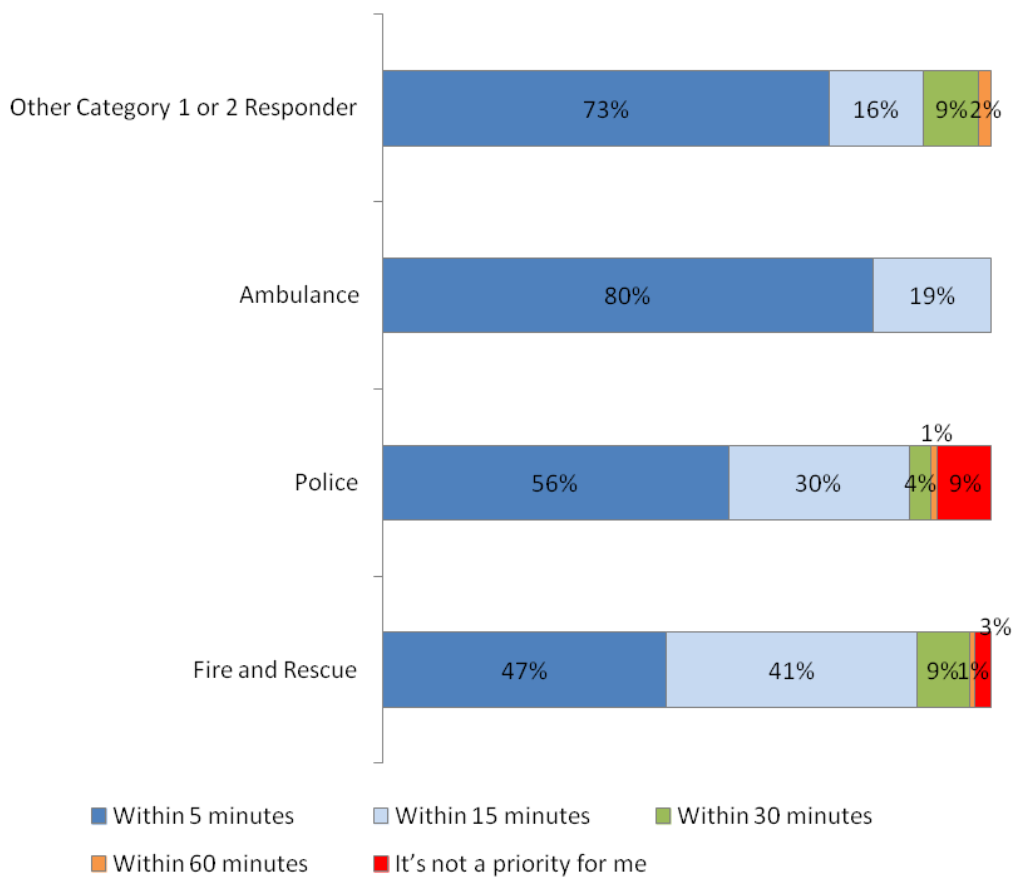
Figure 4.5: Barriers to the effective and timely sharing of information during an incident (all respondents)



4.4 Frequency of Commander Communications

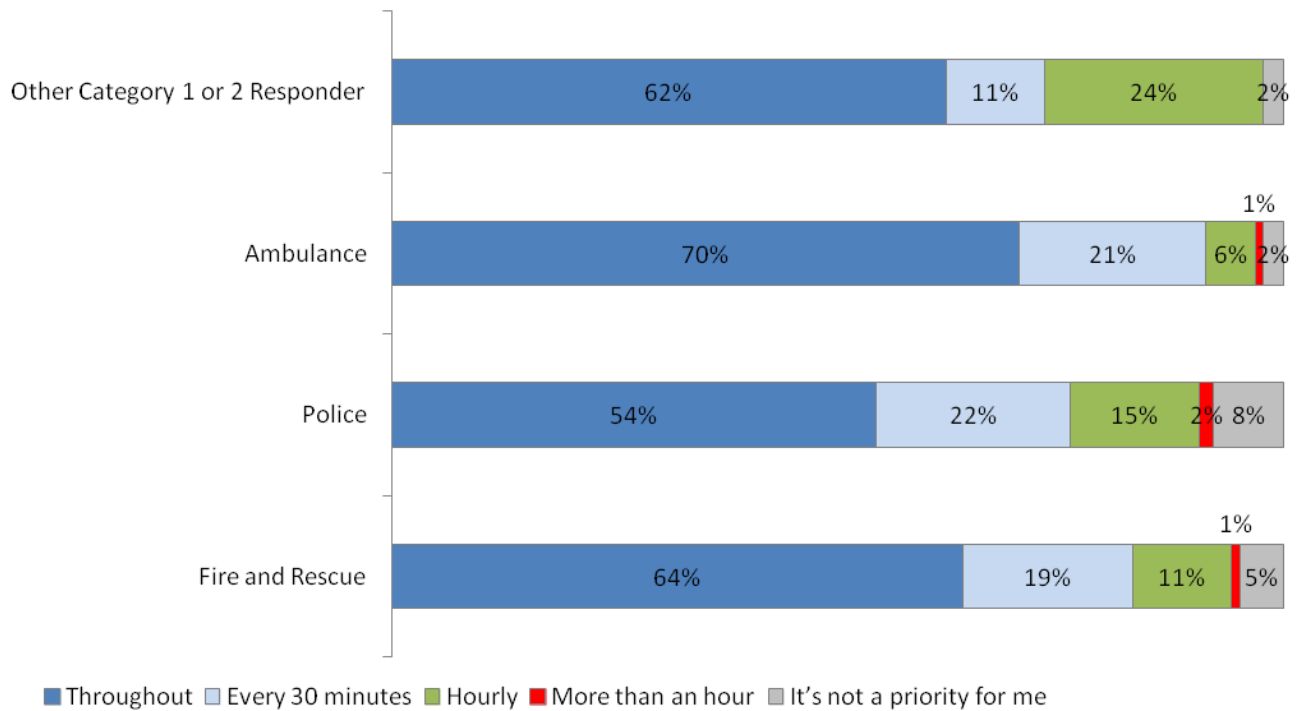
The greatest majority of commanders seek out their peers from other emergency services within the first 15 minutes. Commanders from the Ambulance Service and Other Category 1 or 2 Responders would most likely seek out their peers within 5 minutes. This is less likely amongst the Police and Fire and Rescue Services but this may be due to their specific role and responsibilities.

Figure 4.6: Time in which commanders seek out Commanders from other Blue light Services on arrival at relevant incidents (by service)



Most commanders would seek out their peers at least every 30 minutes during an incident. This clearly demonstrates the willingness of Commanders to work together with other organisations.

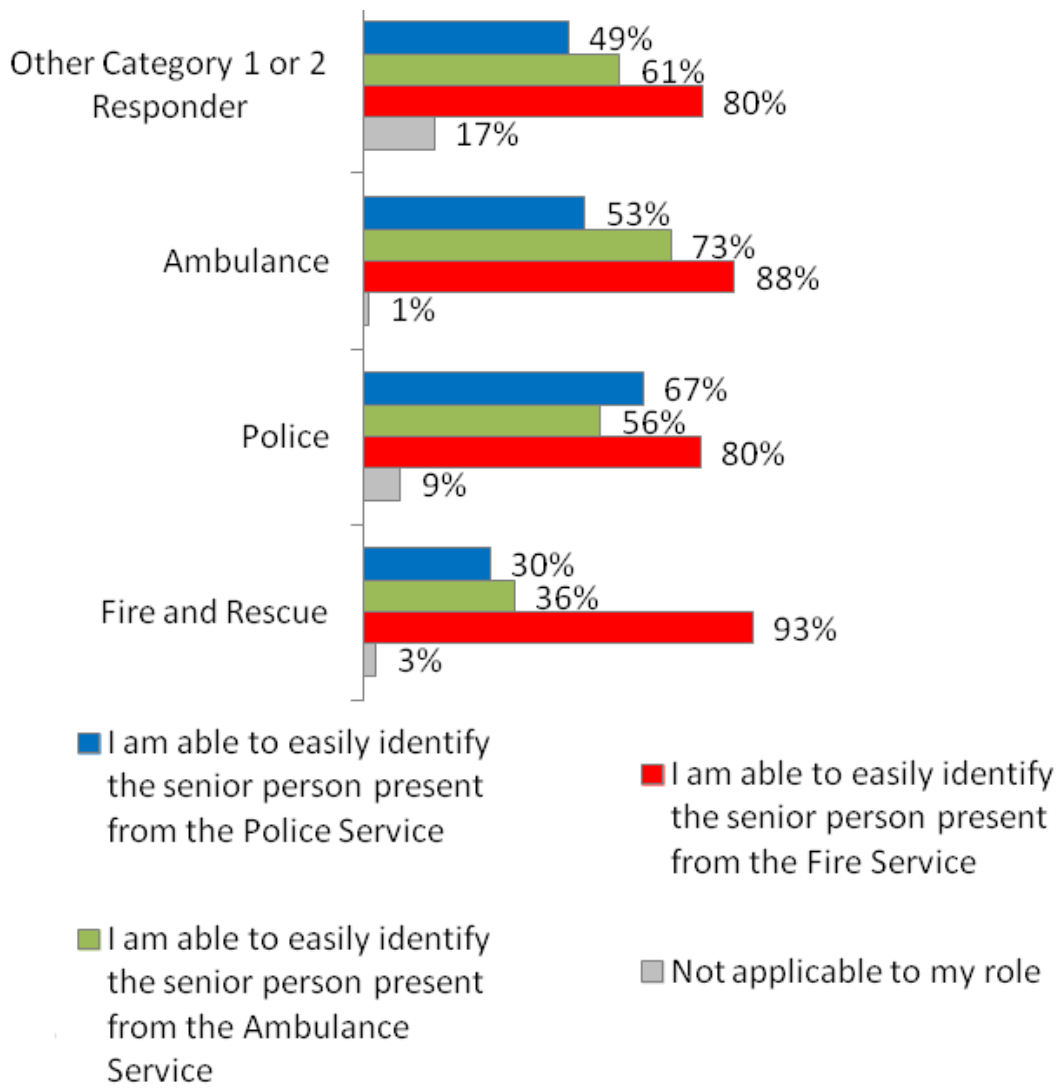
Figure 4.7: Frequency in which commanders seek out Commanders from other Blue light Services during relevant incidents (by service)



4.6 Identification of Personnel

The FRS senior person present at an incident is the most easily identifiable across all emergency services whilst the Police senior person present is the least easily identifiable. Surprisingly only 73% of Ambulance respondents and 67% of Police respondents felt they could easily identify the senior person within their organisation. This may be due to the extent and consistency of each of the services' approach to wearing tabards for recognition. They are worn most consistently by Fire and Rescue personnel and less so by the other two services. JESIP introduced the Police Tabards in summer 2014 and the routine use of them is gaining traction across the country.

Figure 4.8: Identification of senior person in charge (per service)



Section Five Operational Communications

5.1 Communications procedures/protocols

Around 62% of respondents state that they have established procedures/protocols in place regarding communications with other emergency service Control Room personnel during a major incident. However, nearly a third of respondents are not sure if these procedures/protocols are in place. The Fire and Rescue Service is most likely to have relevant procedures/protocols in place with 71% of respondents stating this is the case. This is followed by 62% of Other Category 1 or 2 Responders, 59% of Ambulance Service respondents and finally, 46% of Police Service respondents.

Figure 5.1: Established procedures/protocols in place regarding communications with other Blue light Control Room personnel during a major incident response (all respondents)

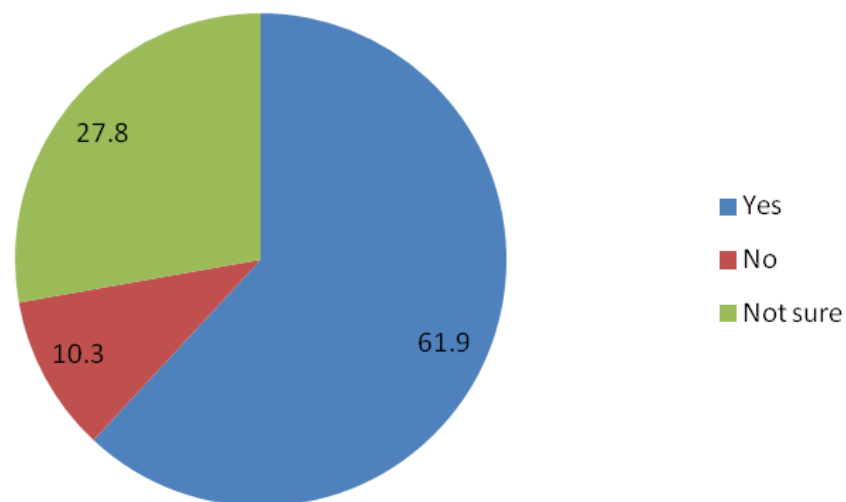
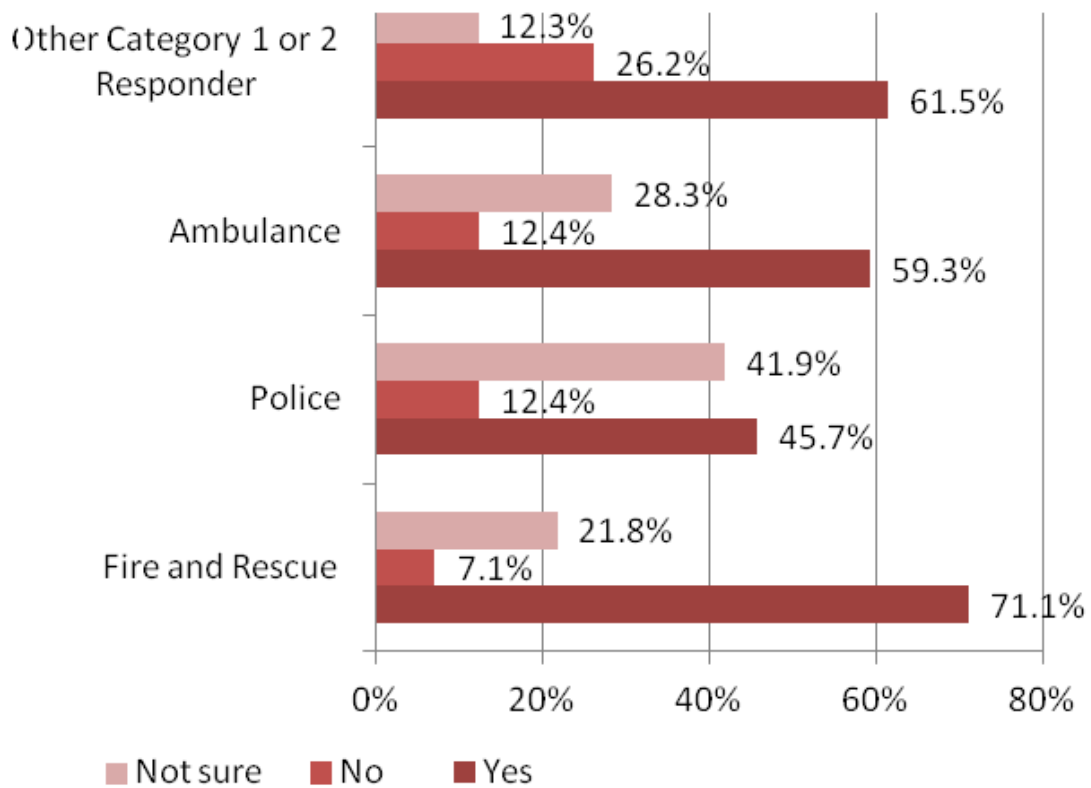


Figure 5.2: Established procedures/protocols in place regarding communications with other Blue light Control Room personnel during a major incident response (by service)



5.2 The use of Airwave Interoperability Talk Groups (AITGs)

Use of:

48% of respondents have never used Airwave Interoperability Talk Groups however there are some variations between services. The Ambulance Service is more likely to have used AITGs with just over 30% from this sector having used them during live incidents compared to 20% of Other Category 1 or 2 Responders and the Police Service. On average, 33% of all services have received training on how to use AITGs.

Fig 5.3 Occasions when Airwave Interoperability Talk Groups are used (all respondents, %)

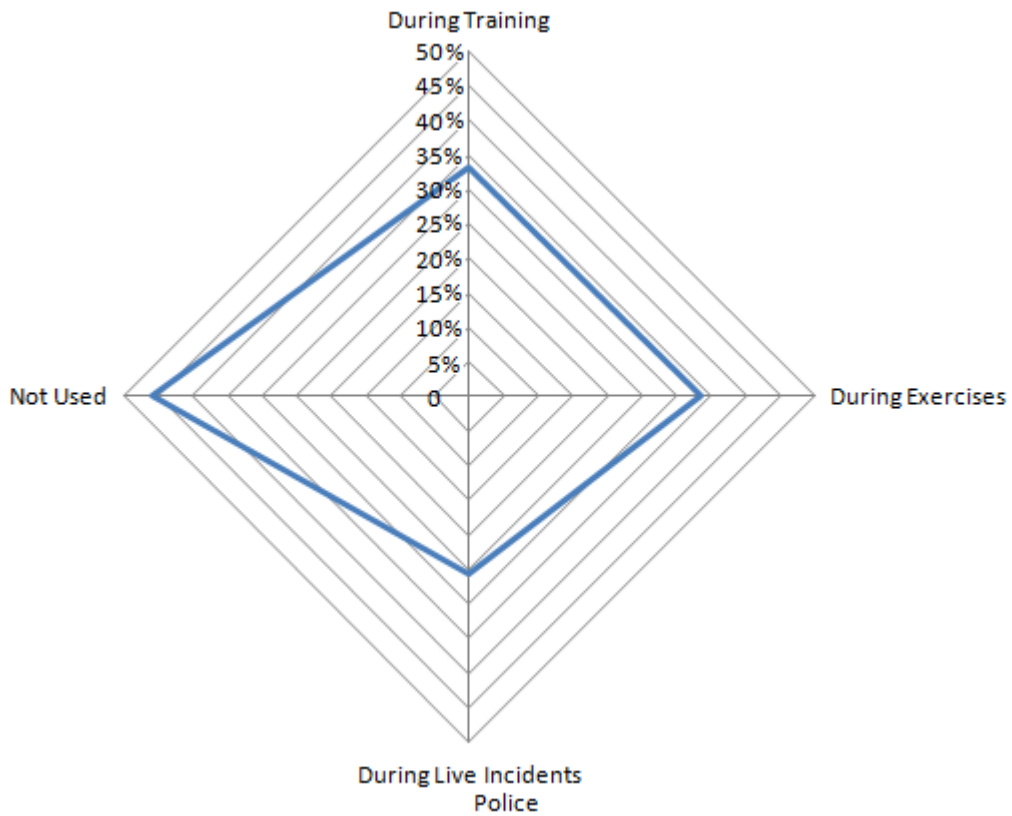
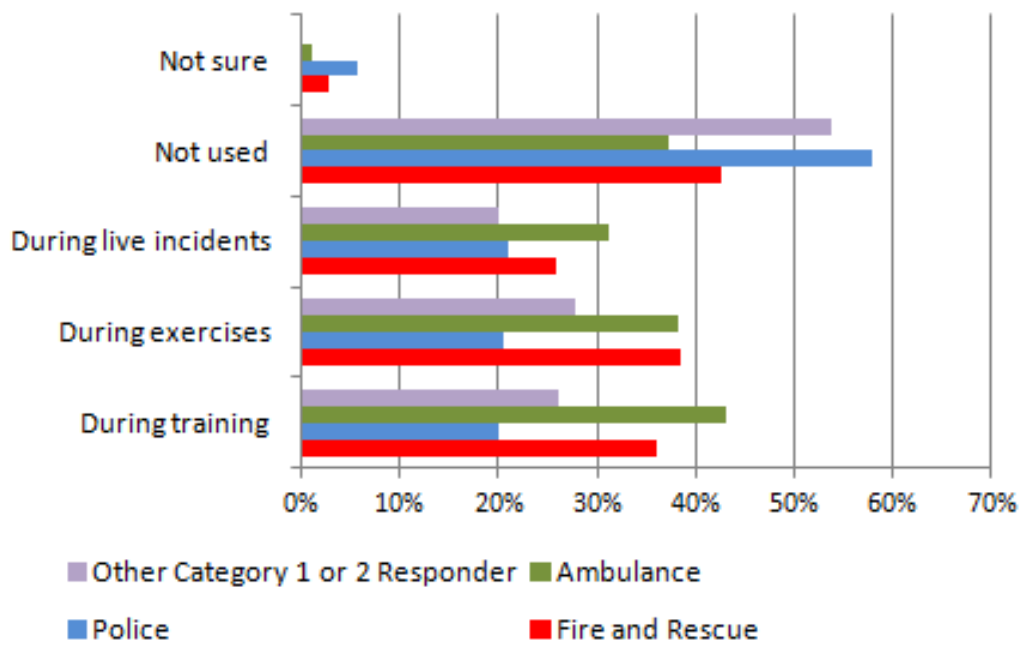


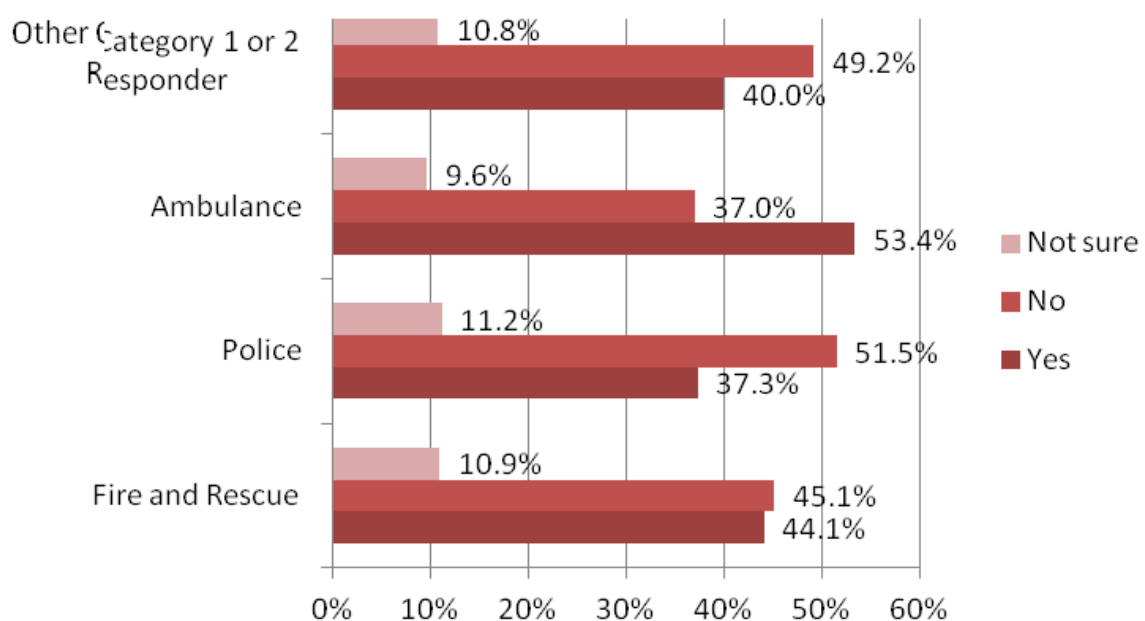
Figure 5.4: The use of Airwave Interoperability Talk Groups (by service)



Confidence in:

Overall, 47% of respondents do not feel confident in using AITGs. The majority of these are from Police and Fire and Rescue with over half of Ambulance Service respondents (53%) feeling comfortable. It is possible that this is because the Ambulance Service has received more training in their use and/or they are more likely to use them during live incidents. It may also be possible that the Ambulance Service across England and Wales has more AITGs available compared to the Police and Fire Rescue Service.

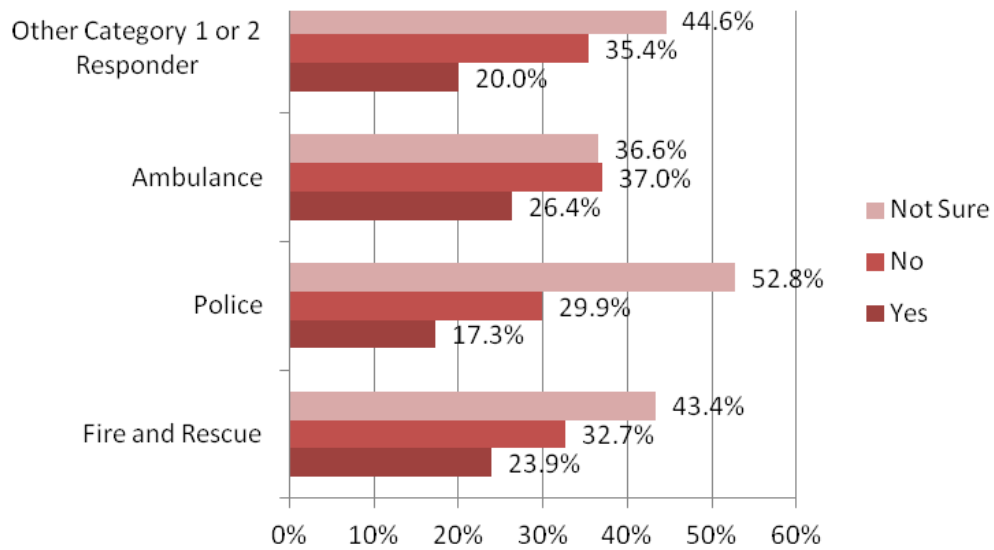
Figure 5.5: Confidence in using Airwave Interoperability Talk Groups



Barriers to:

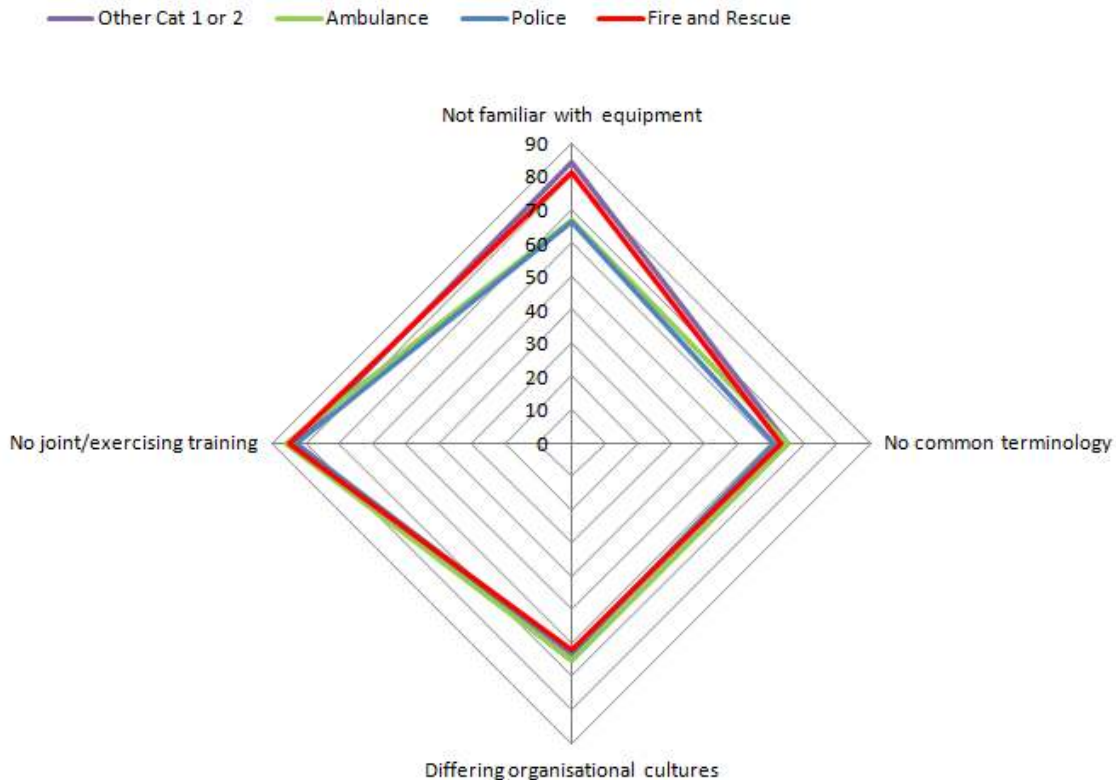
There was a mixed response to the issue of barriers to the use of AITGs. Around a third of respondents feel that barriers did exist but a larger proportion (44.4%) were unsure if indeed there were any barriers. The latter is possibly influenced by the fact that many respondents have not used, or do not feel confident enough to use AITGs. Just over a quarter of Ambulance Services feel that no barriers exist to the use of AITGs whilst only around a fifth of other services feel that same.

Figure 5.6: Agreement with the statement “There are no barriers to the use of Airwave Interoperability Talk Groups”



The vast majority of respondents (90%) identified lack of joint training and exercising as a barrier to using Airwave Interoperability Talk Groups effectively and nearly 70% feel that differing organisational cultures prevent proficient use of Airwave Interoperability Talk Groups. Nearly 80% report that users are not familiar enough with the equipment to facilitate effective employment.

Figure 5.7: Barriers to the use of Airwave Interoperability Talk Groups (%)



Respondents believe that the infrequent use of Airwave Interoperability Talk Groups make them feel less confident in using the system. Many also feel that training on how to use Airwave Interoperability Talk Groups should be held more frequently as not to forget how to operate it.

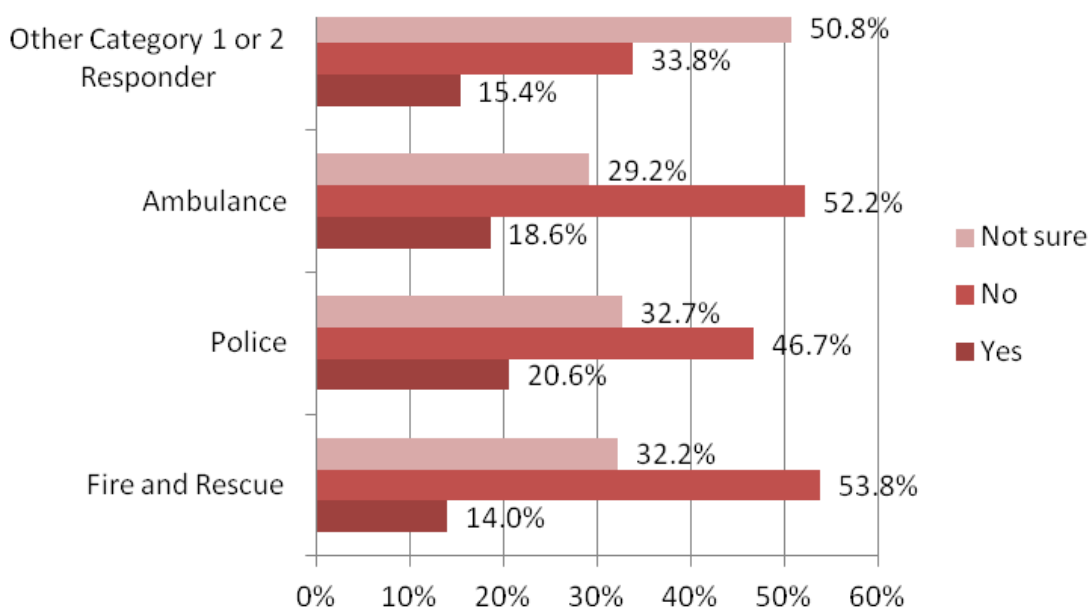
“Annual training is excellent but no practical use to build confidence”

Respondents also express concerns that airwave use differs across the services:

“Fire Service use airwave differently to police and ambulance, all communication by the fire service is generally done via Fire Control using Airwave rather than person to person. Airwave radios are not personal issue for Fire service personnel other than [for] tactical officers, all other radios are vehicle mounted “

On average, less than a quarter of services have Airwave Tactical Advisors attached to Blue Light Interoperability incidents which might explain the lack of confidence services feel in using the system. A greater proportion of Police services (20.6%) and Ambulance services (18.6%) have the support of Airwave Tactical Advisors during *blue light* incidents compared to the Fire and Rescue Services (14%) and Other Category 1 or 2 Responders (15.4%).

Figure 5.8: Have Airwave Tactical Advisors supported Blue light Interoperability at incidents you have been involved in?

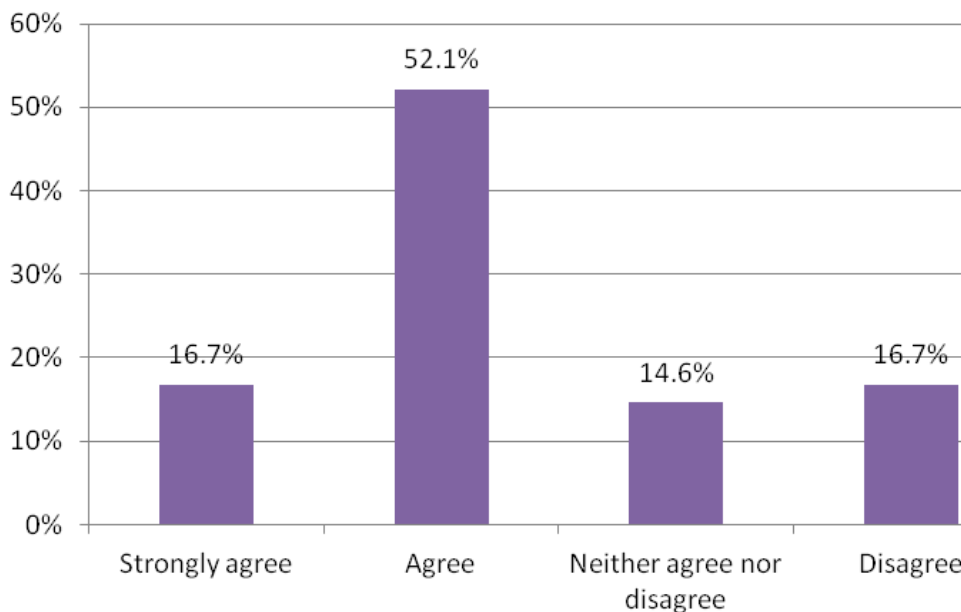


Section Six Other Category 1 or 2 Responders

6.1 Interoperability

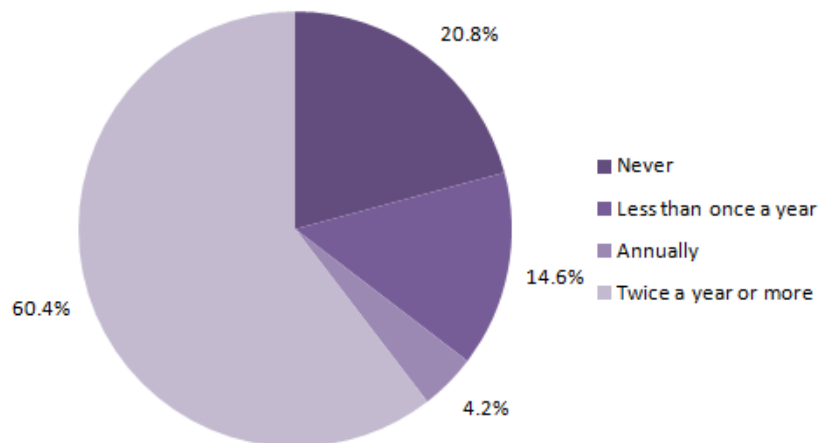
The vast majority of Other Category 1 or 2 Responders (69%) feel that their organisation is interoperable with the organisations within the area they work in. Just less than a fifth of respondents do not believe their organisation is interoperable with other organisations within their field.

Figure 6.1: Agreement with the statement “my organisation is interoperable with the organisations within the area I work”



Other Category 1 or 2 Responders meet fairly regularly with colleagues from the Blue Light Emergency Services with 60% of respondents attending multi-agency meetings twice a year or more. However a fifth of Other Category 1 or 2 Responders never meet with colleagues from the Blue Light Emergency Services.

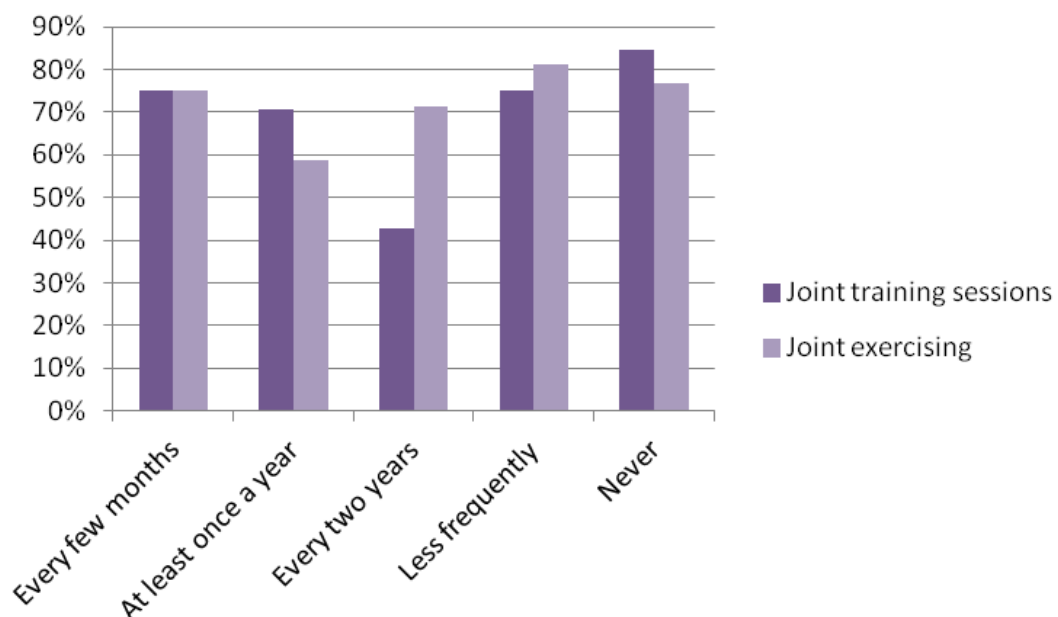
Figure 6.2: Frequency of attending meetings with colleagues from Blue light Emergency Services



6.2 Training and exercising

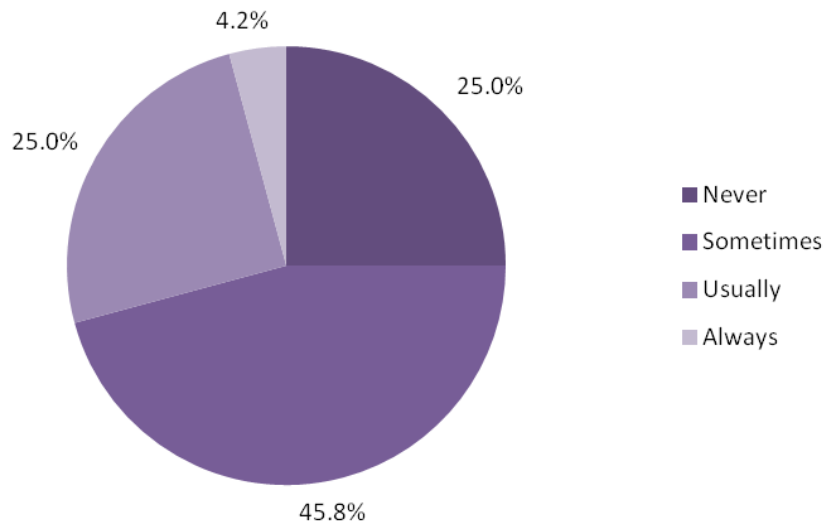
A high frequency of Other Category 1 or 2 Responders regularly take part in joint training and exercising sessions with colleagues from the emergency services. Three quarters take part in such sessions every few months with over half taking part in training and exercising sessions annually. Whilst Other Category 1 or 2 Responders seem to have a high level of interoperability, it needs to be noted that these views are only based on 78 respondents. Having said that, some organisations in particular appear to have a very high level of interoperability, including; the Environment Agency, Network Rail, the Highways Agency, Maritime and Coastguard Agency plus some local authorities and health organisations such as the NHS and the British Red Cross.

Figure 6.3: Frequency of part-taking in joint training and exercising sessions with colleagues from Blue light Emergency Services



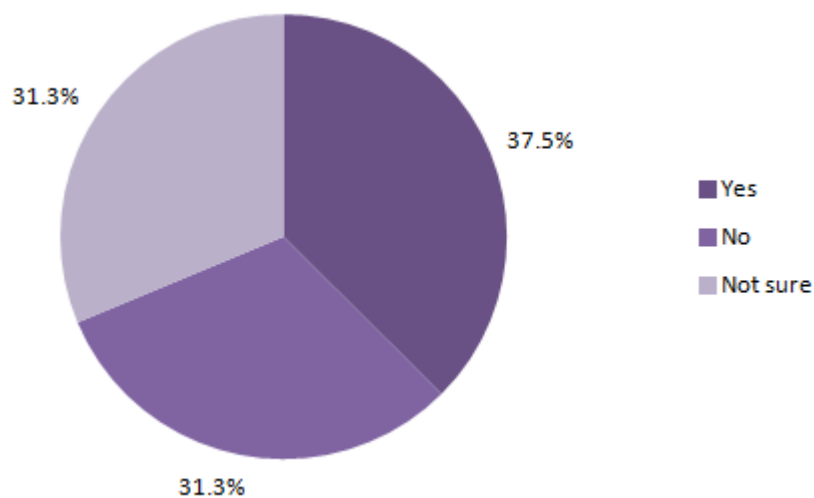
Joint debriefing following incidents are not particularly frequent with 29% of respondents stating that joint debriefings usually or always take place. Just over 45% of respondents report that joint debriefs sometimes take place and 25% state that debriefs never occur.

Figure 6.4: The occurrence of joint debriefs following incidents



Just over a third of respondents state that relevant learning from incidents is shared between other agencies or services. There is some indication that shared learning needs to be communicated more extensively as just over 31% of respondents do not know whether relevant learning is actually shared.

Figure 6.5: Is there shared relevant learning from incidents between other agencies/services



Section Seven Comparison of Wave 1 and Wave 2 data

7.1 Background

This section compares some of the headline data from **the specific group** of respondents which can be identified as having completed **both** surveys. This enables measurement of the change in opinions of this group over the year in which JESIP rolled out the training programme. The following table illustrates the breakdown of respondents between the two waves of the survey.

Table 7.1: Respondents to Wave 1 and 2 surveys

	No. of responses		Total
	Wave 1	Wave 2	
<i>Responses to each individual survey</i>	1,923	1,621	3,544
<i>Responses to Wave 2 but not Wave 1</i>		853	
<i>Responses to Wave 2 and Wave 1</i>		416	
<i>Don't know^[1]</i>		352	

7.2 Breakdown of Wave 2 survey respondents

The following charts detail the breakdown of those people who responded to both waves of the survey. The Fire and Rescue sector form the largest part of respondents at 65% with less than 2% of respondents being employed in the Other Category 1 or 2 Responders field.

Just over 70% of respondents primarily work as Operational Supervisors/Managers and 8% work in Operational Emergency Planning and Training/Learning and Development. 45% of respondents work in Tactical Command, 36% in Operational Command and just fewer than 7% work in Strategic Command.

^[1] Those who responded to Wave 2 but didn't know if they had responded to Wave 1

Figure 7.1: Breakdown of respondents by emergency service

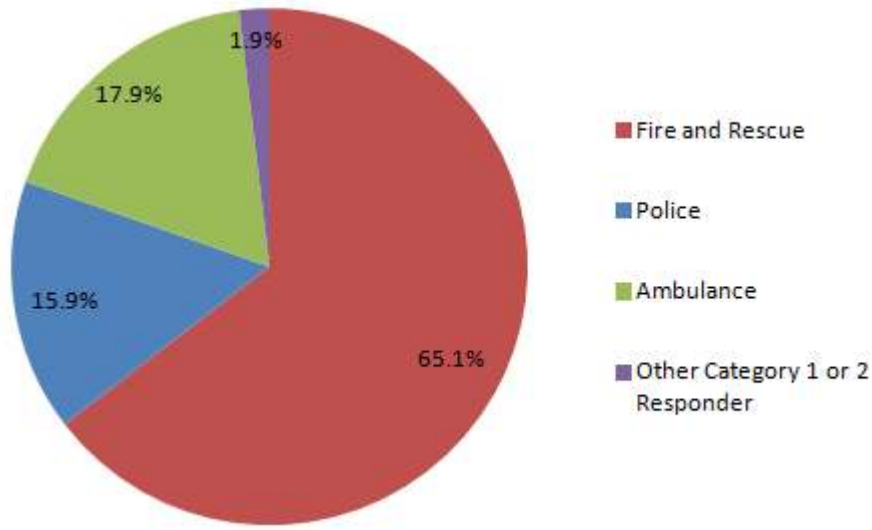


Figure 7.2: Primary Role categories of Respondents

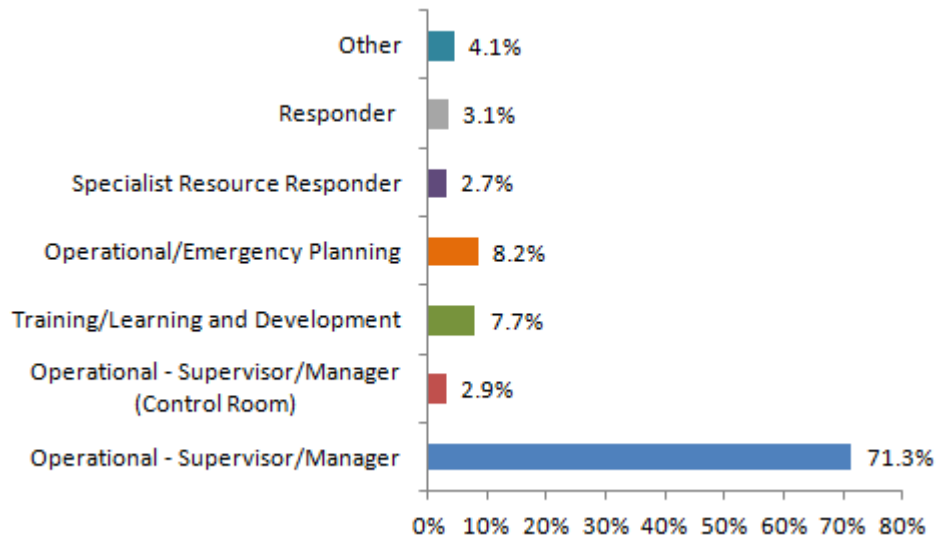
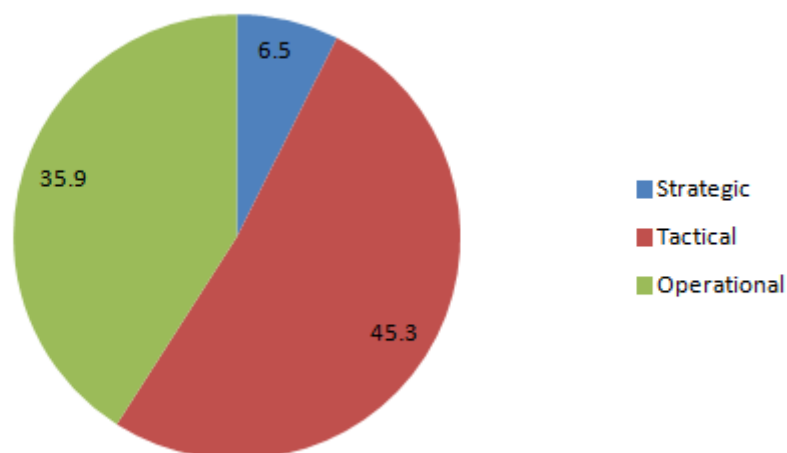


Figure 7.3: Respondents' Level of Command



7.3 Comparison of Wave 1 and Wave 2 responses

The following tables illustrate the opinions and views of those respondents that took part in the Wave 1 survey and subsequently completed the Wave 2 survey. They provide the most accurate picture of change over the past year. Across both surveys a number of questions were asked using the same words and terminology so that direct comparisons could be made. The following questions and responses paint a picture of a workforce that has grown to trust the new ways of working and one that is beginning to accept the processes and principles of collaboration.

As expected, a greater proportion of respondents agree that their organisation is interoperable with other emergency services in the Wave 2 survey compared to the Wave 1 survey. In Wave 2, 81% of respondents feel that their organisation's ability to work interoperable has changed in the past year, possibly reflecting the impact JESIP engagement has had on their organisation.

Table 7.2: Interoperability between own service and others

Respondents who agree with the statement: "my organisation is interoperable with the other emergency services within the area I work"	
Wave 1	Wave 2
79.2%	83.1%

A greater proportion of respondents in Wave 2 have rated the barriers below as having a major impact on interoperability compared to in Wave 1. It is possible that respondents to both surveys are more aware of the benefits of interoperability and have engaged with the concept to a greater extent and therefore have become more attuned to the implications of barriers and their impacts.

Table 7.3: Barriers potentially having a major impact on interoperability

Respondents who rated the following significant barriers as potentially having a major impact on interoperability		
	Wave 1	Wave 2
Lack of knowledge regarding each other’s capabilities	43.8%	54.8%
Lack of knowledge regarding each other’s roles and responsibilities	39.2%	51.3%
Lack of joint training	58.3%	70.9%
Lack of joint exercising	56.3%	67.7%
Lack of joint practices and procedures when assessing risk and making decisions	41.4%	46.9%
Lack of common terminology - too much service specific jargon	26.9%	27.5%
Inability of the Services and individuals to share information and intelligence effectively	45.6%	52.8%

7.4 Contact with other Blue light Services

Just under a fifth of respondents stated in Wave 1 that they never meet with peers from other emergency services outside of an emergency response.

Table 7.4: Respondents who never meet with Blue Light Services peers outside of an emergency

Respondents who state that they never meet with peers from other Blue light Services outside of a response to an emergency?	
Wave 1	Wave 2
18.0%	17.4%

7.5 Evidence of command competence

Respondents to both surveys are less likely (3 percentage points) to be required to provide evidence of command competence compared to those who only responded to Wave 1.

Table 7.5: Respondents not required to provide evidence of command competence

Respondents who state that they are not required to provide evidence of command competence	
Wave 1	Wave 2
16.0%	18.8%

7.6 Frequency of joint debriefs

Surprisingly, slightly fewer respondents to both surveys state that joint debriefs take place *sometimes* or *usually* compared to Wave 1 only respondents. However a greater proportion of respondents to both surveys state that debriefs **always** take place compared to those from Wave 1.

Table 7.6: Frequency of debriefs following incidents

The frequency with which respondents state that joint debriefs take place following incidents?		
	Wave 1	Wave 2
Never	16.2%	17.0%
Sometimes	59.1%	56.0%
Usually	19.8%	18.4%
Always	4.8%	8.6%

7.7 Training needs

In Wave 1, 35.3% of respondents felt that their training needs had not been met in regards to Blue light Interoperability during major incidents. By Wave 2 only 15.9% of respondents felt this way indicating that JESIP training and support has had a positive impact by making respondents feel confident performing their emergency role during major incidents.

“As part of my role I receive one day's Incident Command development training on a 6 weekly cycle”

Table 7.7: Insufficient training regarding Blue light Interoperability during major incidents

Respondents who state that they have not received sufficient training regarding Blue light Interoperability during major incidents to feel confident in their emergency role	
Wave 1	Wave 2
35.3%	15.9%

7.8 Information sharing and lessons learned

Learning from major or complex incidents has increased greatly between Wave 1 and 2, with over half of respondents now stating that learning is shared between other agencies/services.

“Information sharing is usually good”

Table 7.8: Shared learning from major or complex incidents

Respondents who state that learning from major or complex incidents is shared between other agencies / services	
Wave 1	Wave 2
43.6%	55.0%

There isn't a large difference across the barriers below when comparing Wave 1 and Wave 2 responses. However some barriers such as information sharing have been identified as having more of a major impact during Wave 2. This does not necessarily mean the particular barriers exist but rather the respondents recognising the importance of having for instance, sufficient information sharing agreements in place to facilitate interoperability.

Table 7.9: Barriers impacting on information sharing

Respondents who rated the following significant barriers as potentially having a major impact on the effective and timely sharing of information during an incident		
	Wave 1	Wave 2
A lack of understanding regarding what can and can't be shared in support of effective incident command	37.2%	53.2%
Reluctance to work together	23.6%	28.7%
Lack of trust between the Services	22.1%	25.2%
Unwillingness to share information and / or intelligence	33.7%	36.1%
Lack of time due to the dynamic nature of the incident	36.2%	36.3%
Lack of established practices, protocols, training and exercising regarding the sharing of information and intelligence	51.0%	50.7%

In Wave 1, just over one fifth of respondents used METHANE when gathering information as a Commander; during Wave 2, this figure increased by over 50 percentage points indicating that the JESIP priority to use METHANE has proved successful.

Table 7.10: The use of METHANE for information gathering

Respondents who use METHANE when gathering initial information as a Commander	
Wave 1	Wave 2
20.7%	74.8%

7.9 Airwave Interoperability Channels

The proportion of respondents who feel confident in using Airwave Interoperability Channels has decreased between Wave 1 and 2 by a fairly substantial figure. According to respondents this is partly due to differing radio procedures between services.

“Call signs and radio procedures differ greatly between users and lack of radio discipline is an issue at times”

“FRS are not issued personal issue airwave radios like other responders, in fact ours are locked away securely. They are under strict control and have to be signed in/out. I understand the reasons for this but it does leave you feeling quite reluctant to use them”

Table 7.11: Confidence in using Airwave Interoperability Channels

Respondents who are confident in the use of Airwave Interoperability Channels	
Wave 1	Wave 2
56.3%	50.6%

7.10 Role identification

There has been a substantial increase in the frequency of responders who are able to identify the most senior person present from each of the services, again indicating that JESIP’s efforts to facilitate cross-service awareness has worked. The introduction of Police tabards may have played an important part in this.

Table 7.12: Ability to identify the most senior person present

Respondents with the ability, at an incident, to identify the most senior person present from each of the services		
	Wave 1	Wave 2
From the Police	26.8%	42.7%
From the Fire Service	60.6%	87.8%
From the Ambulance Service	28.3%	47.3%

7.11 Joint decision making

The JESIP programme has contributed to respondents increasingly supporting Joint Decision Models. Over 70% supported such an initiative in Wave 1 with over 90% in Wave 2 stating a wish for a Joint Decision Model to be part of the response to all Multi-Agency incidents.

Table 7.13: Support for Joint Decision Model

Do you feel a Joint Decision Model would support Blue light Interoperability?		In the future, should the Joint Decision Model be part of the response to ALL Multi-Agency incidents?	
Wave 1		Wave 2	
73.4%		92.9%	

Case study: Ambulance Service

Paul Litherland - East Midlands Ambulance Service

Job Role: Tactical Commander

Years in service: 17



Paul works in the East Midlands and has been with the ambulance service for 17 years. He believes that JESIP has provided the three services with much needed common, structured terminology, which makes their lives much easier. He feels he has a better understanding of the other services through the joint decision model. Paul thought that the validation exercise he attended went really well and provided a great opportunity to test what he's learned.

What difference has JESIP made to understanding other services' roles and responsibilities?

'There's been a great deal of shared learning transferred across the three services.'

'People are using their aide memoirs which ensures we have common understanding'

Describe JESIP in three words:

Effective!

Cohesive!

Efficient!

What are the next steps for JESIP?

'Refresher training at some point'

'Rolled out to other services'

'Ensure some areas are further improved—e.g. Airwave'

Section Eight Impact of JESIP

8.1 Engagement with JESIP learning activities

Most respondents appear to have engaged well with JESIP learning activities - half report that they have attended a JESIP Operational Commander Course and around 42% have attended a JESIP Tactical Commander course. However, less than 3% have taken part in a JESIP Control Room Training Course. It is worth stating that at the time of the survey very little Control Room training had started hence the low attendance rates.

Table 8.1: Engagement with learning activity

Learning Activity	
<i>Attended a JESIP Operational Commander Course</i>	49.9%
<i>Attended a JESIP Tactical Commander Course</i>	41.7%
<i>Attended a JESIP Control Room Training Course</i>	2.9%
<i>Completed the JESIP All-Staff e-learning</i>	37.6%

8.2 Engagement with JESIP Marketing and PR

JESIP has run a very focused marketing and PR exercise over the last 18 months. This appears to have paid dividends. 45% of respondents have seen references to JESIP on an intranet or been sent related material by others in their organisation. Around 44% of respondents are aware of the JESIP doctrine, 44% have read the JESIP newsletter and 40% have seen the JESIP promotional film.

Table 8.2: Engagement with marketing initiatives

Marketing and PR activity	
<i>Seen the JESIP Wider Responder Awareness Package</i>	15.9%
<i>Read the JESIP Newsletter</i>	44.3%
<i>Read the JESIP Doctrine</i>	44.3%
<i>Seen the JESIP Promotional Film</i>	40.0%
<i>Seen a JESIP presentation at a conference</i>	14.6%
<i>Attended a JESIP stand at an exhibition</i>	3.5%
<i>Visited the JESIP website</i>	42.4%
<i>Seen references to JESIP on your organisation's intranet</i>	45.3%
<i>Been sent material on JESIP by colleagues/managers within your organisation</i>	44.9%

8.3 Implementation of JESIP Principles

Overall METHANE is the most common method used to gather initial information across emergency services and command level. It would appear that this is now well embedded in the language of emergency services.

Between 25% and 35% of respondents state that that their organisation has fully implemented and embedded the Joint Decision Model, the JESIP principles and METHANE. Nearly half of respondents feel that the JESIP principles are occasionally implemented but not fully embedded. However, around a third of respondents do not feel that the 3 models have been implemented successfully within their organisations and it is important that these are embedded to support the national roll out of JESIP.

Figure 8.1: Method used to gather initial information as a commander

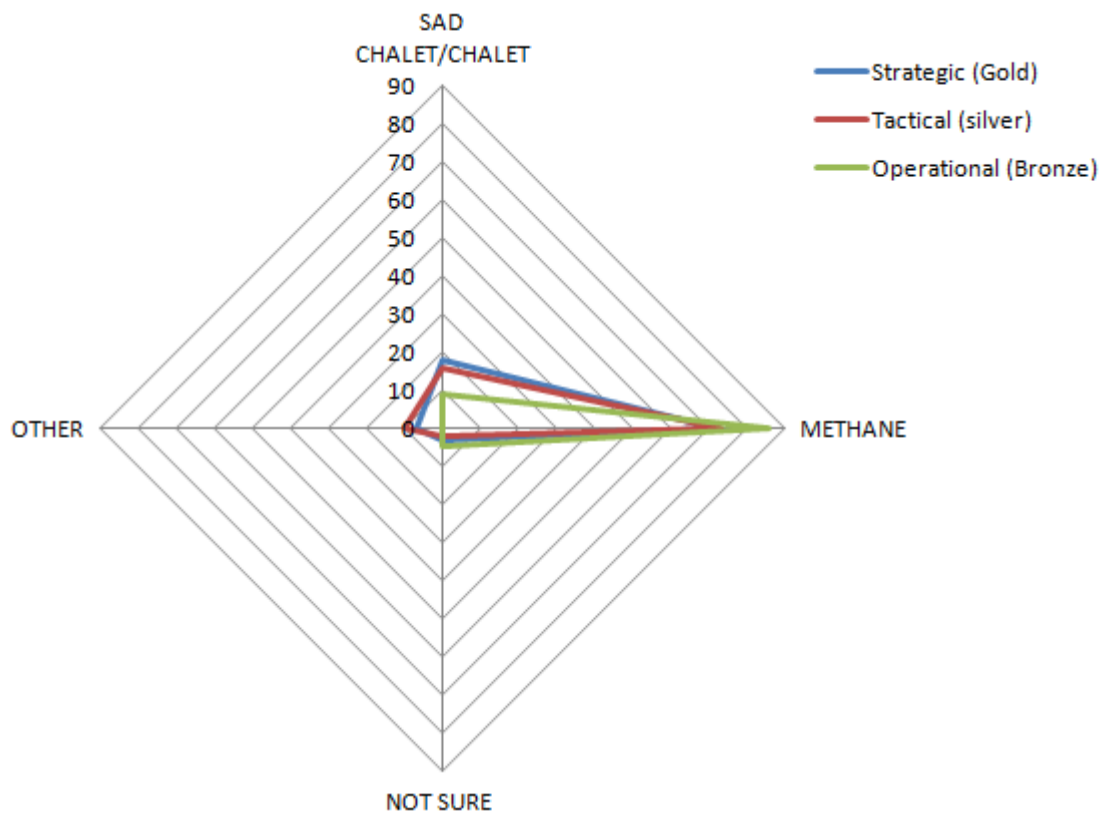
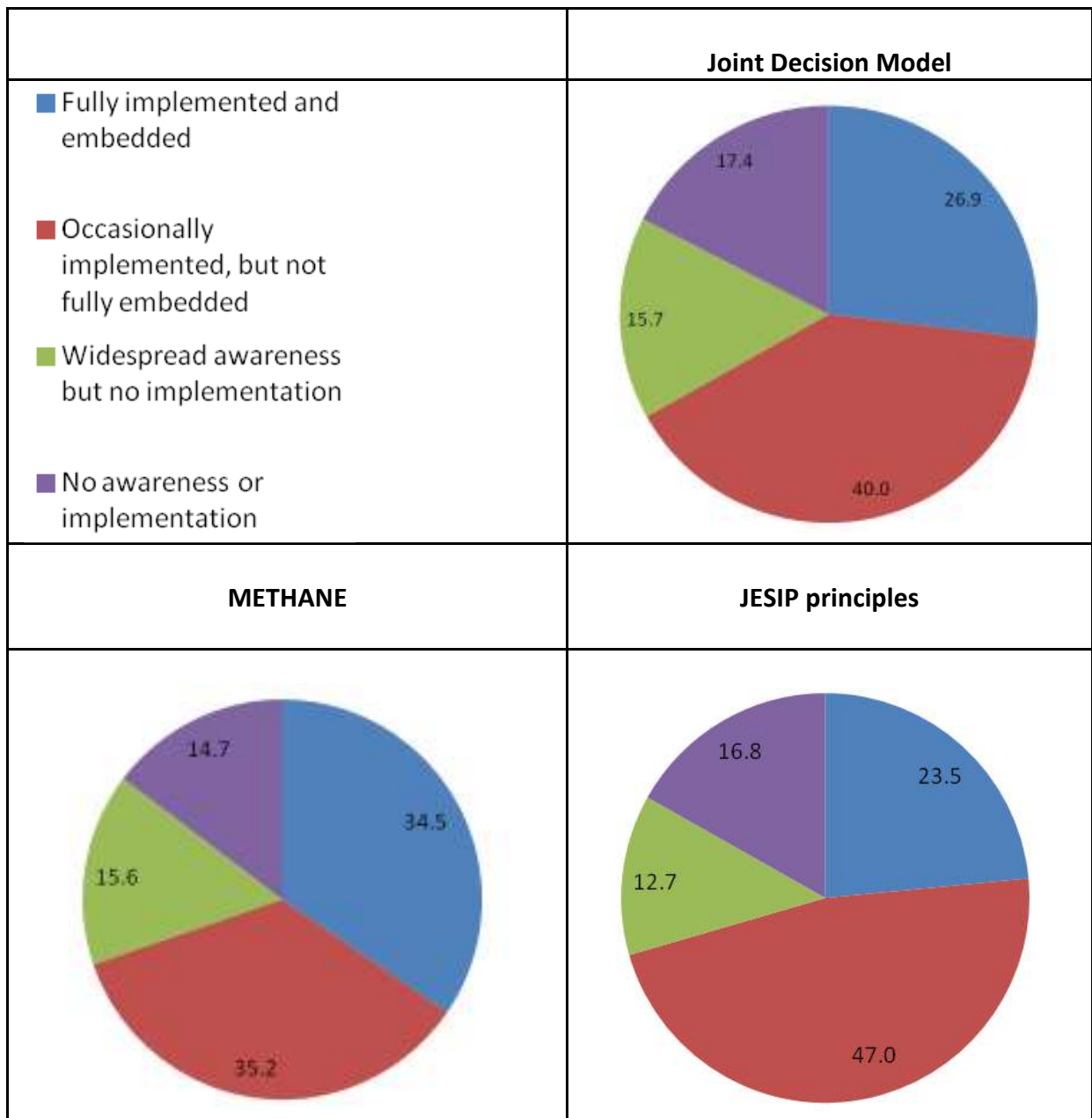


Figure 8.2: Respondent views on the Implementation of JESIP Principles



8.4 METHANE

Just over 80% of respondents feel that METHANE has effectively assisted in information gathering with less than 3% stating that METHANE has been ineffective in this respect. A much greater proportion of respondents from the Ambulance Service feel that METHANE is totally effective in assisting with initial information gathering compared to the other services. Those working as Responders are much more likely to feel unsure about whether METHANE is effective in assisting initial information gathering with Operational Supervisors/Managers more likely to feel that METHANE has been effective in information gathering exercises.

Figure 8.3: Respondent views on the effectiveness of METHANE (by service)

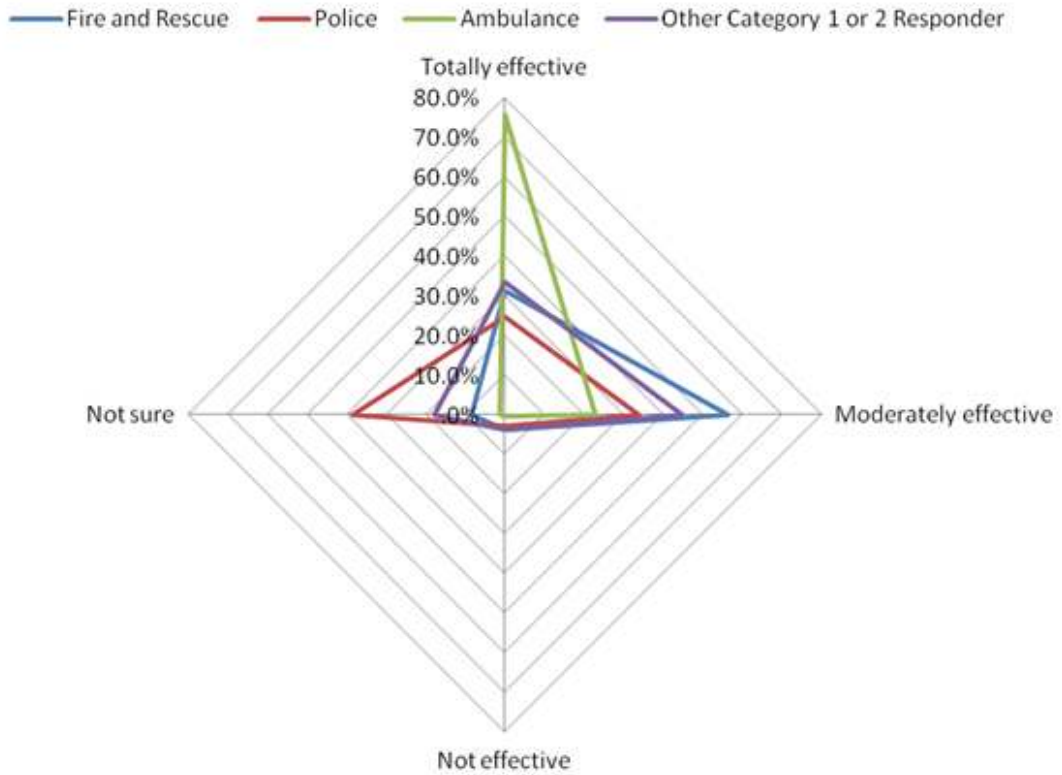
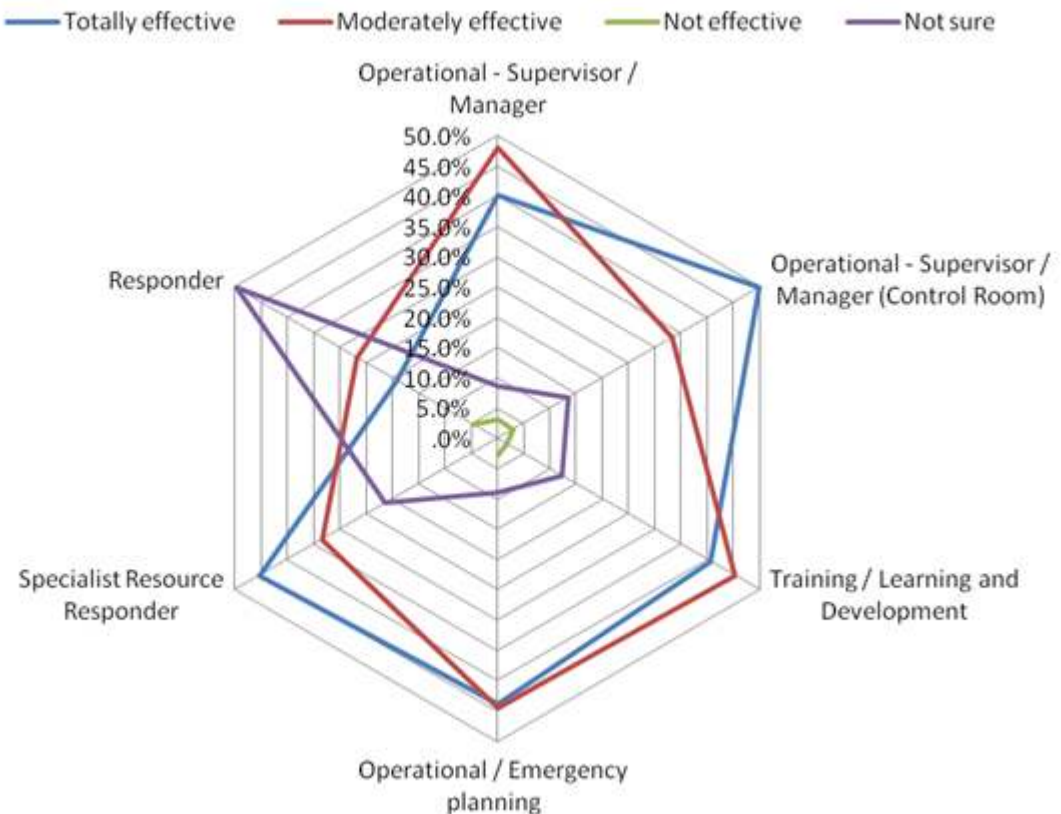


Figure 8.4: Respondent views on the effectiveness of METHANE (by job type)



8.5 Future use of JESIP - Multi-Agency incidents

A vast majority of respondents feel that the JESIP principles, the Joint Decision Model and METHANE should be part of the response to all Multi-Agency incidents. Around 13% of respondents are not sure if these models should form part of the response to Multi-Agency incidents however it is possible that these respondents are attached to those organisations who have not fully implemented the models.

Table 8.3: Future use of JESIP - Multi-Agency incidents

	Yes	No	Not sure
JESIP Principles	84.6%	1.9%	13.5%
Joint Decision Model	83.1%	4.0%	12.8%
METHANE	82.3%	4.1%	13.6%

8.6 Future use of JESIP - Single-Agency incidents

Again, a high proportion of respondents feel that the JESIP principles, the Joint Decision Model and METHANE should form part of the response to all Single-Agency incidents. However this time, a slightly higher proportion of respondents are not sure if the models should form part of the response to Single-Agency incidents and around a tenth of respondents feel that the models should not be included.

Table 8.4: Future use of JESIP - Single-Agency incidents

	Yes	No	Not sure
JESIP Principles	70.1%	10.5%	19.4%
Joint Decision Model	68.5%	12.7%	18.8%
METHANE	72.9%	10.2%	16.9%

8.7 Impact of JESIP on Improving Interoperability and joint working

JESIP planned, piloted and rolled out an ambitious programme of training and learning with the objective of creating positive outcomes on people and organisations. Wider than this, JESIP intended that the impact of these outcomes would be to change policy, process and protocols, and make a difference on the ground.

The proof that this is beginning to happen can be found in the responses to the final two questions posed by this research:

- Overall, what would you say the impact of JESIP has been in improving interoperable working?

and

- Overall, in your experience how much has JESIP improved the joint working between services?

Over 75% of respondents believe that JESIP has had a significant impact on them personally, with an even greater number feeling that there has been a significant impact for their organisation (over 84%) and their sector (83%)

Table 8.5: Impact of interoperability

	Significant impact	Slight impact	No impact
For you individually	29.6%	46.9%	23.5%
For your organisation	33.7%	50.6%	15.7%
For your entire sector	32.7%	50.8%	16.5%

The story is even more impressive when analysing the responses to the question on improvement on joint working. Over 85% of people think that JESIP has had an impact on them individually, with 91% stating that JESIP has impacted on their organisation and 85% across their sector.

Table 8.6: Impact on improved joint working with the services

	Significant impact	Slight impact	No impact
For you individually	32.8%	52.7%	14.5%
For your organisation	40.3%	52.8%	6.9%
For your entire sector	34.0%	51.1%	16.5%

Case study: Fire and Rescue service

Tim Hyde - Staffordshire FRS

Job Role: Head of Eastern Service Delivery Group

Years in service: 25



Tim has worked in the service for the last 25 years and has been in his current role for the last 8 of those. He has undertaken *Inter-agency Liaison Officer (ILO)* training so is very familiar with the concept of collaboration and interoperability. JESIP has confirmed the things he already knew and has reinforced the confidence he acquired as an ILO. He feels reassured that the JESIP training is being rolled out to a wider audience. Tim stated that the adoption of METHANE has been a positive move for all three services as it has clarified the message 'We're all speaking the same language,'

What difference has JESIP made to understanding other services' roles and responsibilities?

'the Aide memoirs have provided us all with a reassuring reminder of how we all work together'

'it's brought about a lot more confidence in ourselves and in each other'

Describe JESIP in three words:

'Refreshing new way'

What are the next steps for JESIP?

'Probably more support in some of the areas which are not as universally embraced, for example, the use of airwaves. There is no issue for those that use airwave a lot, it comes naturally to them. However, those who only use it now and again are not as assured so tend to avoid it if they can in case they get things wrong.'

Conclusion and Recommendations

During this parliament, the Home Secretary has placed a new emphasis on blue light collaboration. More generally, the Government's new agenda for the Police, Ambulance and Fire Service is for greater collaboration and partnership. In keeping with this, the Joint Emergency Services Interoperability Programme (JESIP) team has designed and delivered a successful, targeted programme of training to support the three emergency services to work better together in their combined response to major incidents.

The delivery model has ensured that the roll out of JESIP has been focused and structured, creating training products developed in line with the JESIP Doctrine. The programme concentrates on embedding training for operational staff across all emergency services. Starting with new recruits through to strategic commanders, JESIP seeks to develop a “golden thread” of interoperability through emergency services personnel.

The research findings clearly indicate that JESIP has gone a long way to achieving its stated objectives:

- establishing joint interoperability principles and ways of working (Joint Doctrine)
- developing greater understanding of roles, responsibilities and capabilities amongst tri-service responders
- improving communications, information sharing and mobilisation procedures between services including their control rooms
- implementing a training strategy for all levels of command
- implementing a joint testing and exercising strategy for all levels of command to ensure lessons identified progress into learning and procedural change

Areas of success

The breadth and depth of the survey responses provide a robust picture of attitudes and views of emergency service personnel. The survey respondents come from diverse geographical areas (both rural and urban areas) and represent a variety of roles and positions within their respective services. The responses highlight the extent to which JESIP has had an impact in achieving the stated objectives:

- 86% of respondents *agree* or *strongly agree* with the statement: “my organisation is interoperable with the organisations within the area I work.

- There is an increase in those respondents who feel confident that the JESIP training has equipped them to attend emergency incidents
- There is overwhelming support for the Joint Decision Model with endorsement increasing from 70% in Wave 1 of the survey to 90% in Wave 2.
- METHANE is the conclusive mnemonic of choice for the great majority of respondents
- The JESIP team have run a successful marketing and PR campaign which has engaged individuals in the programme
- Organisational disparity between services (e.g. command structures, cultural differences) have not presented significant barrier to interoperability.
- Commanders from the three services report positive changes in their organisation's and their own personal ability to share information and intelligence with other organisations over the past year.
- A greater proportion of respondents in Wave 2 have rated a range of barriers as having a major impact on interoperability compared to in Wave 1. This is a positive signal which indicates that those who responded to both surveys are, through the impact of the JESIP programme, more aware of the benefits of interoperability. This is probably due to the fact that they have engaged with the concept to a greater extent than Wave 1 respondents and therefore have become more attuned to the implications of barriers and their impacts.
- With regards to JESIP's contribution to improving interoperability, over 75% of respondents believe that JESIP has had a significant impact on them personally, with an even greater number feeling that there has been a significant impact for their organisation (over 84%) and their sector (83%)
- Similar findings can be seen in respect of JESIP's contribution to joint working, with over 85% of people stating that JESIP has had an impact on them individually, with 91% stating that JESIP has impacted on their organisation and 85% across their sector.

Recommendations

It could not be expected that an ambitious and far reaching programme such as JESIP would be rolled out to unanimous acclaim or without need of some revision. Indeed, there are areas, albeit few, which will require further attention and action. Some of these arise from direct interpretation of survey responses, some arise more from consistent messages across the survey and some are objective views *from the outside looking in* at the JESIP programme. The following are areas that it is recommended require some attention through further work with the emergency services and/or through discussions within the JESIP governance structure.

- Lack of *joint training and exercising* appears to be the biggest single barrier to interoperability with more than 60% of respondents stating this is a major issue. The validation exercises will have gone some way to alleviate this but further opportunities for joint activity could be explored
- Although the survey responses clearly indicate that *information and intelligence sharing* has improved, there appears to be concern that the lack of IT solutions is a threat to this. Where possible, IT provision needs to be functional across all emergency services to support interoperability.
- Respondent views on the implementation of JESIP principles indicate that more work needs undertaking in this area. For example, only 26.9% of respondents felt that the Joint Decision Model had been fully implemented and embedded within their organisation. Nearly half of respondents feel that the JESIP principles are occasionally implemented but not fully embedded with around a third of respondents stating that the 3 models have not been successfully implemented within their organisations. This indicates that there is a pressing need to continue the roll out of JESIP to ensure that the principles are embedded further.
- With almost three quarters of respondents stating that the *JESIP principles*, *METHANE* and the *Joint Decision Model* should in future form part of the response to single-agency incidents, work needs to be undertaken to investigate how this might be achieved.
- Where positive responses were received in the survey, there was some noticeable consistency that those from the Police tended to be less affirmative than those of the Ambulance and Fire and Rescue services. For example:
 - The question asking respondents to rate *changes in their organisation's ability to work interoperably* – improvement was acknowledged by 83% of Ambulance service personnel, 80% in Fire and Rescue and 67% in the Police.
 - The question asking respondents to rate *changes in organisation's ability to share information and intelligence with other organisations over the past year* - improvement was acknowledged by 80% of Ambulance service personnel, 77% in Fire and Rescue and 60% in the Police.

There are a number of other examples of where the Police responses were less positive than the other two services. Further investigative work could be undertaken to determine the reasons for this and to address any underlying issues which are specific to the Police. It could be that there are a greater range of roles, from the Police that might attend incidents and some of those who may be on patrol and find themselves first on scene (e.g. Police Sergeants, PCSOs) will not have received the JESIP training. This could signal a need to further roll out the JESIP programme to a wider range of responders (not only commanders) in the Police Service.

- There is a visible difference in measurement of competence and assessment methods across the emergency services. This might be an area that could be looked at to try to standardise the approach as this will further embed interoperability.
- By their very nature, joint debriefs should include all the emergency services, therefore the responses to the question around the frequency with they take place should have been very similar. However, a noticeably higher percentage of police respondents (compared to respondents from the other emergency services) indicated they **never** take place. There should be consistency in delivery of joint debriefs and this area of interoperability might require some attention.
- Across the three emergency services, training may be insufficient for Commanders to feel confident in their emergency role. This is especially the case at Operational Command level. Looking at the breakdown of responses per command level, disparities exist in confidence level amongst the different levels of command. This indicates a need for continued and further training of staff working at Operational level.
- Identifying personnel at the scene of an incident. The FRS senior person present at an incident is the most easily identifiable across all emergency services whilst the Police senior person present is the least easily identifiable. This may be due to the extent and consistency of each of the services' approach to wearing tabards for recognition. They are worn most consistently by Fire and Rescue personnel and less so by the other two services. It is acknowledged that the introduction of police tabards by JESIP was only completed during summer 2014 so the routine use of them may be slow to gain traction across the country. It is important that they are routinely used.
- The use of Airwave Interoperability Talk Groups (AITGs) – almost half of all respondents have never used AITGs however there are some variations between services. This appears to be a particular issue for Fire and Rescue services as individually, they are not routinely issued with the necessary equipment. This is a crucial aspect in achieving interoperability and individual levels of confidence need to be addressed.
- In order to build up a compelling 'outcomes and impacts' evidence base it would be advisable to continue to appraise the progress of JESIP through annual evaluation. This could be augmented by conducting a cost benefit analysis and a social return on investment assessment.

Summary

As previously stated, JESIP planned, piloted and rolled out an ambitious programme of training and learning with the objective of creating positive outcomes for people and organisations. JESIP intended that the impact of these outcomes would be to change policy, process and protocols, and make a difference on the ground. It is clear that, for the most part, this has happened. The backing of JESIP, through Home Office funding, has brought about a consistent and resolute approach to embedding interoperability within the emergency services.

With further support, the programme could continue to have a ‘snowball’ effect across the emergency services. This would ensure that the impetus for interoperability is maintained and that the training programme continues to be rolled out to a wider cohort of staff. Responsible Government departments need to carefully consider how momentum can be maintained. It would seem both sensible and productive to provide further support to JESIP beyond the initial funding period in order to address areas that require further work and to strengthen those areas which have been an obvious success.

