Joint Organisational Learning

Guidance

October 2017

JOL ONLINE
Joint Organisational Learning
Learning together for safer, stronger communities

JESIP
Working Together – Saving Lives

PREPARING FOR EMERGENCIES

Contents

Table of Figures

Joint Organisational Learning (JOL)

Introduction

This guidance document provides information for responder agencies about Joint Organisational Learning including the process and system for recording and sharing lessons via JOL Online.

JESIP have been successful in producing a clear set of principles for joint working which are explained in detail within the Joint Doctrine: The Interoperability Framework. JOL Online has been developed to ensure that lessons are identified and learnt by responder agencies[1] in accordance with those principles. Additionally, responder agencies have the facility to record lessons identified across a range of national resilience capabilities.

A significant challenge in the past for responder agencies, voluntary organisations and military responders in their provision of Military Aid to the Civil Authorities (MACA) has been the ability to identify issues when working with other agencies that, if addressed in a consistent and standardised format at a national level, would improve multi-agency response including interoperability and national resilience capabilities. JOL Online provides this consistent and standardised method for agencies to achieve this.

A review of 32 public inquiries and reviews was carried out by Dr Kevin Pollock on behalf of JESIP and the Cabinet Office in 2013. This review identified a number of common failures which impacted on multi-agency interoperability and these were documented in the Pollock report[2]. The report identified that the common causes of failure were:

- *Poor working practices and organisational planning*
- *Inadequate training*
- *Ineffective communication*
- ***No system to ensure that lessons were learned and taught***
- *Lack of leadership*
- *Absence of no blame culture*
- ***Failure to learn lessons***
- ***No monitoring /audit mechanism***
- ***Previous lessons/reports not acted upon***

The report recommended that:

> *In order to learn lessons from incidents, training, testing and exercising and other external sources, a common recording and reporting procedure should be adopted by all of the emergency services and other Category 1 and Category 2 responders[3].*

---

[1] 'Responder agency' describes all category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance. Responder agency also includes any voluntary agency, UK Armed Forces or organisation which may plan and respond to a civil emergency

[2] Review of Persistent Lessons Identified Relating to Interoperability from Emergencies and Major Incidents since 1986

[3] Category 1 and Category 2 responders as defined in the Civil Contingencies Act 2004

In addition, the Civil Contingencies Act 2004 places requirements, through statutory and non-statutory guidance that Local Resilience Forums and Category 1 responders must collectively:

- *Learn and implement lessons from exercises*
- *Share lessons learned from emergencies and exercises in other parts of the UK*
- *Make sure that those lessons are acted on to improve local arrangements*

Developing a national strategy for all levels of command, ensuring lessons identified progress to lessons learnt and ultimately to procedural change remains a key objective for JESIP. JOL Online has been developed between JESIP and the Civil Contingencies Secretariat in response to report findings and recommendations. It relates to two main areas for identifying lessons. Those lessons identified specifically to the learning of ***interoperability*** lessons and those specifically against ***national resilience capabilities***.

The Importance of Learning

The responsibilities for learning are in many ways cultural and where lessons are identified and notable practice is shared with partners across the responder community, we will continue to successfully develop and improve joint working. **The key message to responder agencies is that JOL is not about "who" but about "what" and "why".**

These responsibilities are further reflected in legislation and sector standards and are set out in the following:

- Health, Safety and Welfare etc. Act 1974
- Management of Health and Safety Regulations 1999
- Civil Contingencies Act 2004
- Human Rights articles including Articles 2, 6 & 8

Debriefing

It cannot be emphasised enough that debriefs are a critical source of capturing lessons identified. Responder agencies **must** embed within their local debrief processes, the facility to capture lessons relating to interoperability between any organisations, the application of JESIP Principles for joint working and models and national resilience capabilities. Only by adopting this locally can we ensure lessons are identified, captured, shared and effectively learnt across all UK responder agencies.

What will JOL Achieve?

The capture of JOL via JOL Online will provide a consistent and accountable mechanism to ensure lessons from incidents, training, exercising and other external sources are identified and acted upon to continually improve interoperability and national resilience capabilities.

Lessons identified will be captured from responder agencies, then monitored and analysed by the JOL secretariat, shared with responder agencies and where required, recommendations for action will be made to the Interoperability Board. The Interoperability Board may issue a JOL Action Note with a directive towards agencies affected to implement locally.

The use of JOL Online by responder agencies will convert "lessons identified" into "lessons learnt" throughout the planning, response and recovery phase of incidents.

Effective JOL will provide assurance to Government departments, Chief Officers, Chief Executives and ultimately the general public, that responder agencies can demonstrate true progress in Joint Organisational Learning and show our commitment to learn from incidents and continually improve our multi-agency response to future incidents and emergencies.

How will JOL work?

JOL has a number of components, these are described in detail later in this guide but in summary they are:

1. **JOL Online** – a database that is hosted on Resilience Direct and captures and records lessons identified and notable practice. It is the system responder agencies will use to report any JOL.
2. **JOL Process** – Inputs, Analysis, Implementation & Assurance
3. **JOL Structure** – The interrelationship between responder agencies, emergency services, Organisational Points of Contact, Interoperability Board and delivery agents.

Each organisation or LRF must have a named individual at strategic level who holds the responsibility for sharing information onto JOL Online and a JOL Single Point of Contact. Strategic leads are also accountable and responsible for the local implementation and assurance of all JOL Action Notes which have been approved by the Interoperability Board.

JOL Online will be underpinned by regular monitoring and evaluation procedures to ensure recommendations issued are implemented by responder agencies leading to lessons being learnt and practice being improved.

Scope

The current scope of JOL Online is limited to two categories and emergency responders should input their lessons identified into JOL Online when there are:

1. **Lessons Identified**:

   - The lesson identified may have an impact on responder agencies interoperability measured against JESIP Principles for joint working;

   - The lesson identified may have a national impact;

   - The lesson identified may impact on your organisations national standards;

   - The lesson identified may impact on effectiveness of your sectors current national operational guidance, approved professional practice or doctrine;

   - The lesson identified may impact on effectiveness of current national resilience capabilities;

   - You want to share your lessons identified with other emergency responder agencies to promote learning;

   - The lesson identified is low impact but high frequency (trend).

This is not a definitive list and if organisations feel that a lesson should be recorded on JOL, they should do so.

2. **Notable Practice**

   - Activities that you have identified that may positively improve responders interoperability, measured against JESIP Principles for joint working;

   - Activities that you have identified that may positively improve national resilience capabilities;

Activities that have a positive impact on the normal activities of responder agencies. Interoperability lessons identified or notable practice captured from multi-agency debriefs, by responder agencies should ideally be raised and discussed through their respective local multi-agency groups/forums who have responsibility for lessons. These local groups/forums should have a standing agenda for discussion and approval of any Joint Organisational Learning. Once approved there should be a standing agreement around which lead agency will submit respective lessons or notable practice onto JOL Online on behalf of the multi-agency group/forum. This does not preclude any organisation from submitting JOL on an individual basis if lessons are captured through a single agency debrief.

Governance

Ministerial Oversight remains in place for the JESIP team and Interoperability Board during 2015 – 2018. This includes Government Departments holding responsibility for the emergency services and civil contingencies.

Organisational Points of Contact (OPoCs) and the JOL Secretariat will oversee JOL Online, including the management and analysis of inputs and will provide updates to the Interoperability Board along with any requests for recommendations for action. The OPoCs will continue to provide regular updates on JOL to Interoperability.

A diagram showing the Governance structure is shown below:

Figure 1 - JESIP Governance Structure

JOL Online

JOL Online is the single repository for the **capture and collation** of multi-agency lessons arising from incidents, training, testing and exercising and other external sources[4].

It will allow the JOL secretariat and OPoCs to **monitor** lessons identified and notable practice and **analyse** them to identify any issues which may need to be addressed.

---

[4] Although this list is not exhaustive these may include public inquiries, health and safety reports or Prevention of Future Death reports (e.g. regulation 28)

This may then lead to **recommendations** for change to policies or procedures, or to training or testing and exercising to improve joint working and national resilience capabilities.

There is a requirement for responder agencies to implement any actions that have been submitted via a JOL Action note. The JOL Action note will be sent to each emergency service and LRF strategic lead and bespoke JOL mailbox from the JOL secretariat. It is the responsibility of each organisations JESIP strategic lead to report back to the JOL secretariat via JOL Online on how they have implemented any respective JOL Action notes. JOL Online will provide the facility to create **reports** on progress regarding implementation , ultimately providing the level of assurance required by the Interoperability Board.

JOL Online will support the embedding of the Joint Emergency Services Interoperability Principles. It will be the mechanism to facilitate and promote the sharing of i nteroperability lessons and learning across responder agencies to achieve the JESIP aim of continually improving interoperability.

JOL Online is hosted on Resilience Direct and provides the security classification of Offic ial-Sensitive.

JOL Process

The steps below make up the JOL process. Behind each step are a number of activities to be completed by responder agencies or JOL Secretariat. The process is supported by JOL Online

Figure 2 - JOL process: Steps 1 - 3

1) Inputs	2) Monitoring, Analysis & Development	3) Implementaon & Assurance
Identify what needs to be learnt	Act on what needs to be learnt	Share what needs to be learnt and check change has occurred

The processes that sit behind each step are detailed on the following pages.

Step 1 - Inputs

Inputs are the Lessons Identified or Notable Practice which may come from responder agencies through their existing debrief processes. Lessons Identified may also come from other external sources such as national exercise debriefs, public enquiries, Prevention of Future Death reports or HSE recommendations.

Inputs will be entered onto the JOL Online in a standardised and consistent format.

JESIP Multi Agency De-Brief Template

Attached to this guidance document is a **JESIP – Multi Agency Debrief template**. (*See APPENDIX B - JESIP - Multi Agency Debrief*).

JESIP encourages responder agencies to use the multi-agency debrief template to capture and record interoperability Lessons Identified and notable practice as part of their local debrief procedures. It should be used to support all single service and multi-agency debriefs where responder agencies have attended an incident, exercise or training event. It is designed to enhance and support existing local de-brief procedures / templates.

By using this template, responder agencies will find it much more efficient to transfer information relating to interoperability and national resilience capabilities, captured during debriefs, onto JOL Online.

Debriefs are the source for capturing lessons and all multi-agency debriefs should incorporate interoperability as a core theme.

JOL Single Point of Contact

Each emergency service and each LRF has nominated a JOL Single Point of Contact (SPoC) who will be responsible for entering inputs onto JOL Online on behalf of their service or LRF.

ALL lessons identified or notable practice from emergency responder agencies SHOULD be agreed and authorised within their service and/or LRF before being inputted onto JOL Online.

Emergency responder agencies should have a generic JOL mailbox to support effective communications between the JOL Secretariat and JOL SPoCs.

Person Specification
Those taking the role of the JOL SPoC should:

- Be in a role within their organisation or LRF that has responsibility for capturing lessons from single service or multi-agency debriefs from incidents, exercises and training
- Have responsibility for managing their organisations generic JOL mailbox.
- Have an awareness and understanding of the Joint Doctrine: The Interoperability Framework and be able to identify relevant lessons or notable practice from de-briefs that fall within the scope of JOL
- Have appropriate delegated authority and influence to ensure that where JOL Action notes and other JOL information is communicated to organisations or LRFs then it can be effectively implemented
- Have basic IT ability and confidence in using web based applications
- Input Lessons Identified and Notable Practice on behalf of their organisation
- Have access to Resilience Direct

Where any responder agency changes their JOL SPoC, they must inform the JOL Secretariat with their contact details. This will ensure the contact database remains current.

Sharing information via JOL Online

The concept of JOL is to learn lessons and improve practice. Through JOL Online we are providing the emergency response sector with the opportunity to publish information in a secure environment but that will facilitate the sharing of best practice and learning.

The inputs provided from services are automatically protected as all data on the application will be marked as Official-Sensitive in line with the Governments Security Classifications 2014.

JESIP are members of a number of organisational learning boards across the emergency services and government network and will share lessons identified/notable practice with these boards as part of stakeholder engagement and to ensure work is not duplicated.

Publish Responses

JOL Online provides the facility for organisations to share lessons and notable practice from a variety of incident types. However, there may be concerns from organisations about the sharing of sensitive or commercial information with others. Information that is inputted onto JOL Online is managed in accordance with Official-Sensitive guidelines and the secretariat will after consultation with key stakeholders[6] make an informed decision around how much information is shared with other organisations. Information which has gone through this process may then be shared with the JOL SPoC closed group or with wider ResilienceDirect users.

Before information is published through JOL Online the JOL Secretariat **will** redact any personal and **may** redact any sensitive data and will moderate any free text answers to ensure no comments are published inappropriately. This also applies to any files you upload, if they are likely to be published with your input.

Once completed the secretariat will publish the following:

> **Share lessons with all RD users** - The information you provide will be published and visible to other site users;
>
> **Share lessons with JOL SPoCs** - The information you provide will be published and visible to other JOL SPoCs **only**
>
> **Share lessons with other approved closed groups** –The information will be published and visible to approved closed groups only

Where lessons or notable practice have been inputted that are believed to be sensitive (for example CT) JOL Online will automatically prevent this lesson from being published until further authorisation is received from key syakeholders[5].

Step 2 – Monitoring, Analysis & Development

The JOL Secretariat monitor and analyse Lessons received to identify where issues raised fall within the scope of JOL Online.

> **Whilst lessons identified and notable practice will be continually monitored and analysed, it is important that consideration at a national level does not replace local analysis and plans to implement lessons learned.**

Lessons Identified will be reviewed and an overall assessment rating applied. This rating determines the next steps. This methodology provides a clear rationale for determining which issues should be subject to consideration at the national level.

---

[6] NCTP Organisational Development Unit (ODU) Business Partners Forum, Prepare - MTFA JOP working group

Analysis of Lessons Identified

As part of the analysis, the JOL Secretariat team will adopt an impact based assessment process in considering next steps. The results of this analysis may lead to one of two activities:

1. Feeding back to the relevant organisation and confirming that the lessons identified will not at this stage be subject to further consideration at the national level;

2. Escalation of lessons which may require commissioning further detailed analysis whereby actions and/or recommendations may be submitted to the Interoperability Board for consideration and approval.

Assessment Stage 1 - Initial Assessment

The JOL Secretariat will use an impact based assessment process to each Lesson Identified. This will inform any further action.
(See APPENDIX A
Joint Organisational Learning – Impact Based Assessment Process *for more details*).
The impact assessment process has two areas:

Likelihood
The first assessment is the nature of the lesson identified and the likelihood of the issue occurring again.

This assessment may involve discussion with relevant subject matter advisors and other stakeholders.

As the amount of inputs onto JOL Online grows, lessons identified will be indexed and links will be established to help us easily identify reoccurrences of issues. This will inform the likelihood assessment process.

Impact Grading
The second part of the assessment is the relative impact that an event had on responder agencies taking into account the varying nature of impacts.

Overall Assessment
From both the Likelihood and Impact, an overall assessment rating will be applied to the lesson identified. As part of the analysis, national trends may be identified, in these cases we will automatically trigger stage 2 of the analysis process.

Assessment Stage 2 - Further Analysis

If the rating is medium or above, the lesson will be escalated where a more thorough analysis of the Lesson(s) Identified will be carried out. The JOL Secretariat will:

- Facilitate additional discussions and outcomes from the initial assessment with respective OPoC's and other stakeholders where necessary; and / or,
- Clarify if work already exists locally or nationally to address the issue.

Outcomes from this further analysis may result in the JOL Secretariat liaising with the originators of the lesson identified to find an appropriate resolution. This may include sharing of information with other services or a degree of further engagement with originators to support/assist/guide them in finding an appropriate resolution. If a successful course of action is agreed and implemented, information may then be shared with other responder agencies.

Alternatively, the outcome of further analysis may dictate the commissioning of a task and finish group to further analyse the lesson identified and develop recommendations for action.

It may be that wider scale change is identified which may lead to recommendations for action being proposed to the Interoperability Board for approval and then implementation. To help with this assessment the JOL secretariat will utilise the Single Loop learning process *'what we do'* and Double Loop learning process **'why we do what we do'**.

By utilising this methodology, we can ensure we consider both the most efficient and effective process for developing action plans even if this may mean larger scale cultural/behavioural changes necessary to achieve lessons learned.
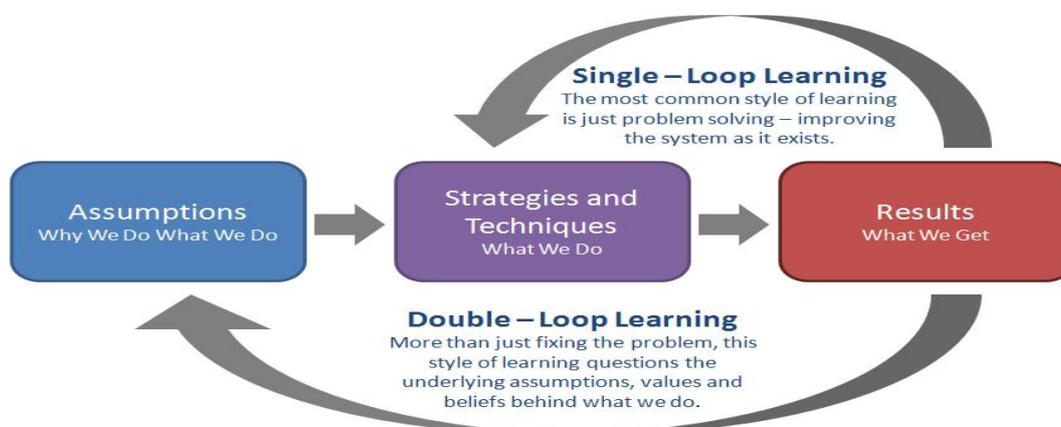
*Single loop learning is to improve efficiency – **"doing things better"***
or
*Double loop learning to improve effectiveness – **"doing better things"***

Figure 3 - Single and Double Loop Learning (Bryant 2009)

Assessment Stage 3 - Development of Recommendations

Following Stage 2, if it is decided that a lesson identified requires action to be taken, the JOL Secretariat and OPoC's will formulate potential actions to address the issue raised.

The recommendations developed may have both national and local impacts and may involve a number of activities such as doctrine review, multi-agency training, testing and exercising or a combination of these.

Dependant on the nature of the lesson identified, work to develop actions will either by carried out by the JOL Secretariat and Organisational Points of Contact independently or with a Task and Finish group if one has been established.

Where recommendations are required the OPoC's will submit a JOL Action Note to the Interoperability Board for approval.

Step 3 - Implementation & Assurance

Implementation

It is envisaged that any lessons identified and subsequent recommendations for action are likely to fall into the following areas:

- Doctrine
- Training
- Testing & Exercising
- National Resilience Capabilities
- Safety of the public and emergency responder staff

There is also likely to be the need for communication and engagement with those affected by the recommended changes who then become recommendation owners.

National Implementation

Once a recommendation for action is approved by the Interoperability Board, the relevant representatives will be tasked with instigating the implementation process.

Sector Interoperability Leads (Fire and Rescue Service, Police Service and Ambulance Service)

For the emergency services the **Sector Interoperability Leads** are those holding the national portfolio for interoperability for their sector *(Sector Interoperability Leads are members of the Interoperability Board)*. Depending on the nature of the action to be taken, other organisations may be involved in implementing JOL recommendations. The other organisations which may be involved in implementation include, but are not limited to:

- Civil Contingencies Secretariat
- DCLG RED Resilience Advisors
- Her Majesty's Coastguard (HMCG)
- Ministry of Defence (MOD)
- British Transport Police (BTP)
- Civil Nuclear Constabulary (CNC)
- Lead Government Department

Sector Interoperability Leads may liaise with other bodies or organisations to carry out work to support implementation of the recommendation. For example, for Doctrine related actions, these may include:

- College of Policing (APP)
- Central Programme Office (Fire & Rescue)
- National Ambulance Resilience Unit (Ambulance)
- Civil Contingencies Secretariat

This list is not exhaustive and may depend on the nature of the actions required.

Local implementation of JOL recommendations will be the responsibility of the emergency services or the LRFs.

Service JESIP Strategic Lead

Each emergency service has a Service JESIP Strategic Lead. They are responsible for interoperability within their service or organisation. They are accountable for both their service inputs onto the JOL application and the implementation of any recommendations coming from JOL within their local service, force or trust.

Each emergency service JESIP Strategic Lead will be responsible for reporting their agencies activity in response to any JOL action notes that have been issued to their respective Organisational Point of Contact. This feedback will be regularly monitored to assess how recommendations are being implemented. Progress reports on implementation will be provided to the Interoperability Board.

Service JOL Single Point of Contact (JOL SPoC)

It is the responsibility of each emergency service JESIP Strategic Lead to nominate one or more Single Point of Contact(s) for JOL within their organisation. These people will have access to JOL Online, the generic JOL mailbox and be trained in its use and be responsible for inputting lessons identified or notable practice.

Local Resilience Forum (LRF) – JOL Single Point of Contact (JOL SPoC)

Each of the 42 Local Resilience Forums in England and Wales should nominate a JOL SPoC(s) who will have access to JOL Online, be trained in its use and be responsible for inputting lessons identified or notable practice on behalf of their LRF.

Should any recommendations or JOL action notes affect LRFs, the JOL Secretariat will share information about what action is required with LRFs through this network of JOL SPoCs. LRFs should direct any feedback in respect of implementation and embedding of recommendations through their respective LRF JOL SPoC who will update the JOL Secretariat.
This feedback will be regularly monitored to assess how recommendations are being implemented. Progress reports on implementation will be provided to the Interoperability Board.

Tracking your inputs

JOL Online will provide the person submitting the lesson identified or notable practice with the ability to track their input. This will fall into a number of phases which tracks the complete lifecycle of the input:

- **Received** – The JOL Secretariat has received an input from an end user
- **Initial analysis complete**– The input has been analysed and impact assessed
  - An impact assessment may not be undertaken for notable practice but will be analysed
- **Escalated** – The impact assessment indicates that the input is escalated to stage 2 where:
  - A task and finish group may be established for further analysis
  - Further stakeholder engagement is being undertaken
- **Published** – The JOL Secretariat has published the end users input
  - This may be with JOL SPoCs or all RD users
- **Final Stage** – The end user will be provided with information about what the outcome of their input is, which may be:
  - A referral to a Lead Government Department (identify which one)
  - Production of a JOL Action Note
  - Referral to a professional Association – (NPCC, NFCC, AACE, HMCG)
  - No further action after escalation
- **Closed** – the respective input has been completed and closed by the JOL Secretariat on behalf of the Organisational Point of Contact

Fire and Rescue Service - National Operational Learning

Lessons identified or notable practice are captured through UKFRS National Operational Learning (NOL) and the National Operational Learning User Group (NOLUG) where lessons are reviewed on a bi-monthly basis. The NOLUG secretariat will regularly consult with the JOL secretariat to share lessons across respective forums. The Fire and Rescue Service Organisational Point of Contact is a member of the NOLUG.

Ambulance Service/NARU - Lessons Identified Database

Ambulance Service Trusts enter their lessons onto Lessons identified Debrief (LiD). Those entering lessons may share their lessons internally or externally (nationally). These external lessons are reviewed on a monthly basis by NARU's Central Management Team but it is envisaged that in the near future these lessons will be automatically merged with JOL Online. The Ambulance Service Organisational Point of Contact is a member of NARU's Central Management Team.

Police Service - National Police Coordination Centre (NPoCC)

NPoCC facilitate nationally the co-ordination of structured debriefs within policing, lessons will be identified from these and shared with the appropriate National Police Chief's Council (NPCC) lead. There will be an assumption that these lessons will be shared on POLKA and JOL Online unless the initiator/NPCC lead states otherwise. . The Police Service Organisational Point of Contact is a member of NPoCC.

Assurance

To continually support the implementation of recommendations from lessons identified, an evaluation of how effective recommendations have been is key.

The JOL Implementation Structure

The process flow diagram below illustrates how information will pass between the different organisations involved and how they will interact with each other in respect of JOL. It shows the key workstreams that lessons identified will impact on (Doctrine, Training and Testing & Exercising) and the organisations that may be involved in either developing recommendations for action or implementing recommendations.
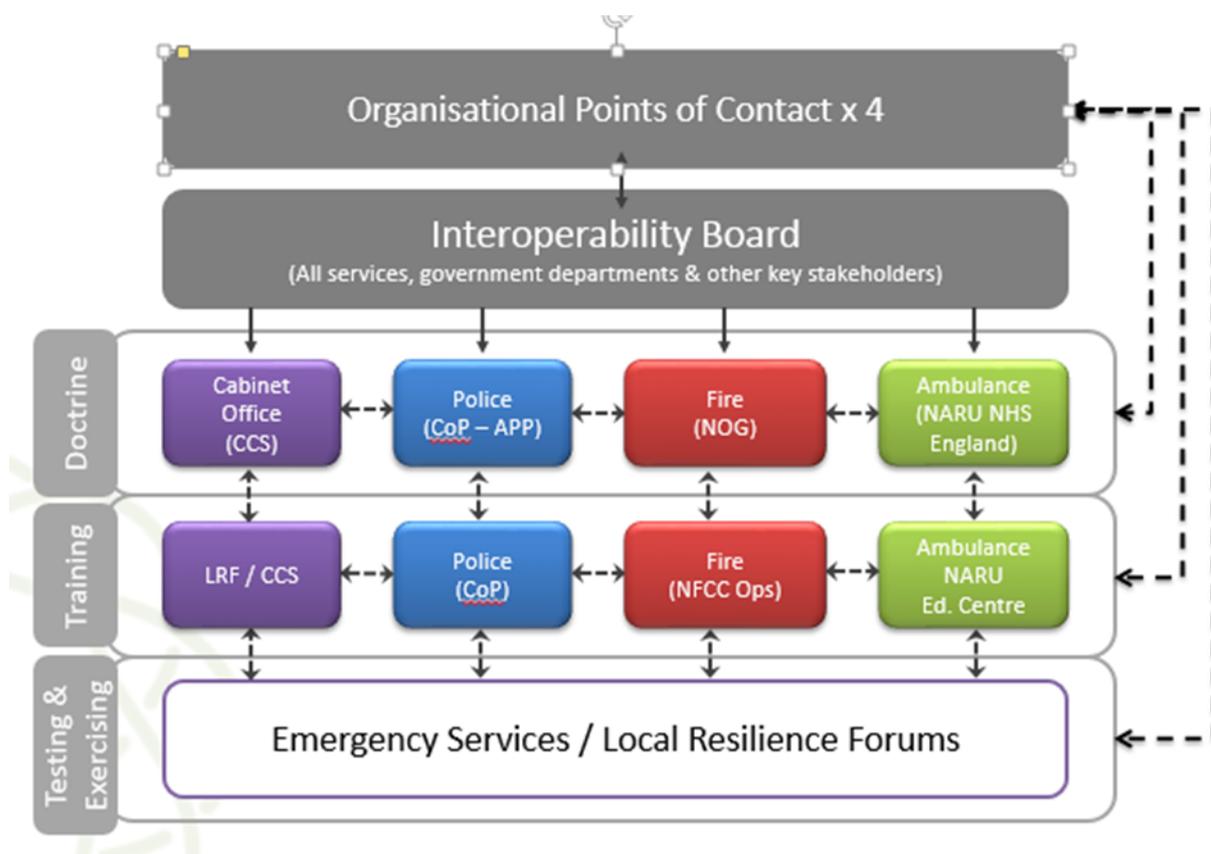

Figure 4 - The JOL Delivery Structure

The Interoperability Board is at the heart of the JOL process as it is here that any recommendations for actions that have national effect will be proposed, considered and approved for implementation.

The Organisational Point of Contact and the JOL Secretariat will facilitate activity between the Interoperability Board and other organisations.

Progress Reporting on JOL

The JOL Secretariat will continually monitor inputs on JOL Online and will regularly review the status of recommendations and JOL Action Notes. It will work with organisations to ensure reporting information is current and activities are recorded.

At the Interoperability Board the progress of recommendations or JOL Action Notes will be indicated by three status statements:

- **Recommendation/Action Open** - recommendations/actions are considered to still require action/implementation to move to completed. (regular updates will be required from recommendation owners)

- **Recommendation/Action Closed** - recommendations/actions have been completed and responder agencies reported back to the JOL secretariat.

- **Awaiting Allocation** – recommendation/action has been identified and allocation of owner not yet identified

The JOL Secretariat will collate updates from responder agencies and submit a quarterly summary review of recommendations to the Interoperability Board. This summary will provide the Interoperability Board with information extracted from JOL Online with regards to the number of lessons identified, new recommendations proposed since the last quarter, current recommendations and their activity status and any recommendations proposed for closure.

This information will provide key data to the Interoperability Board members to allow the assessment of how JOL is impacting organisations and benefiting joint working 'on the ground'.

A quarterly update of notable practice will be provided to Interoperability Board.

Communication with stakeholders

The JOL Secretariat will produce regular communication to the responder agencies about the progress with JOL, specifically where we have made recommendations for action.

As with all JOL communications, the JOL Secretariat will seek to ensure a two way flow of information from organisations, encouraging feedback so that we can continually improve JOL Online and highlight areas where we can continually improve joint working.

Notable Practice

As part of JOL Online, responder agencies can also input any Notable Practice with regards to interoperability they feel would be beneficial nationally.

This may include how they have adopted and embedded JESIP and the Principles for joint working of co-location, coordination, communication, joint assessment of risk and shared situational awareness and how this may improve national resilience.

Notable practice is where an organisation has observed an effective and useful way of doing something to improve interoperability resulting in a positive outcome.

In respect of JOL and interoperability, notable practice may also be described as a method or technique that has consistently shown results superior to those achieved with other means, and that is used as a benchmark. It may also be used to describe the process of developing and following a standard way of doing things that multiple organisations can use.

When inputting notable practice, an organisation can categorise the notable practice based on the following three categories:

1. Where a notable practice has been identified and **has been implemented** within an organisation.

   - This identifies an alternative way of doing something and provides evidence that joint ways of working have been enhanced which provide recognised and beneficial improvements to Joint Emergency Services Interoperability or national resilience capabilities

2. Where a notable practice has been identified but **has not** been implemented within an organisation.

   - This may be due to a number of barriers or factors that may have prevented implementation and improvements to Interoperability and national resilience capabilities. However, the benefits and implementation of such a notable practice would provide a beneficial option of joint working if they could be overcome.

3. Where a notable practice has been identified and is **in the process** of being implemented.

   - The end user can provide details of how the notable practice is being implemented, what stage it is at and any potential implementation date. This section will provide the end user with the opportunity to identify specific areas where implementation has been successful and where there have or are likely to be barriers

Notable practice information submitted by organisations or LRFS will be available to other SPoCs via JOL Online. It will be an easily accessible notable practice hub for services and be an excellent repository for those wishing to research diverse and effective ways of joint working they may not yet have considered

APPENDIX A

Joint Organisational Learning – Impact Based Assessment Process

Introduction

This process enables lessons from incidents, training, testing & exercising and other external sources to be accurately assessed against predetermined criteria and prioritised for action in a comprehensive and consistent way.

In determining the assessment methodology for JOL, research was undertaken and various assessment methodologies were considered. This included the methodology adopted by the HSE, NCTP Organisational Development Unit, Ministry of Defence, Emergency Services and other responder agencies.

The methodology has been chosen as it allows the impact to be graded over a range of categories that have been informed by the strategic principles set out in the Joint Doctrine: The Interoperability Framework.

Aims of the Impact Assessment Process

- To assess any lessons identified which relate to the Joint Emergency Services Interoperability Principles;
- To prioritise any issues that have a national impact and meet the criteria for action to be taken;
- To propose any recommendations for action (JOL Action note) to the Interoperability Board for approval.
- To identify lessons that may not be related to Principles for joint working, but impact on joint working across a range of responder agencies
- To identify lessons that will support the continuing development of National capabilities

Objective

To ensure an inclusive and consistent approach to assessment and prioritisation of lessons identified, which will lead to recommendations for action and the implementation of those actions.

How will we assess Lessons Identified?

Lessons Identified will be analysed and assessed (using the methods described in this document) and an overall assessment rating applied. This overall rating will determine the next steps to be taken. This methodology provides a clear rationale for determining which issues should be subject to consideration at the national level.

The process we will go through for each Lesson Identified is as follows:

Assessment Criteria

- Lessons Identified will be primarily categorised on the Joint Emergency Service Interoperability Principles set out in the Joint Doctrine: The Interoperability Framework. If the lesson is not related to Interoperability Principles for joint working, it will still be impact assessed and actions logged

- The issues raised in the Lesson Identified will be scored as follows:

  - Likelihood x Impact rating = Overall Assessment Rating

- The "Likelihood" will be ascertained through data collection

- The "Impact" will be ascertained through assessment against graded criteria

  - A clear rationale for overall assessment rating will be applied

  - Each lesson identified will be assessed against each of the four impact grading criteria identified

Protocols for Risk Based Assessment Process

In carrying out the impact based assessment process, the protocols below will be followed:

- Proportionate: we continue to regard the importance of joint organisational learning to our work and we will always seek to ensure that lessons identified become lessons learned and that these are embedded across all services so the impact on communities is minimised.

- Learning and performance focussed: we will adapt flexibly to lessons identified and learn from our own experience, and from others, to improve our performance.

- Value for money: we will ensure that joint organisational learning is demonstrably efficient and effective and we will ensure its sustainability in the longer term.

- Collaboration: we will work in collaboration with a range of strategic and delivery partners to maximise the benefit and effectiveness of our activity.

- Equality: we are committed to ensuring fairness and equality in all that we do.

- Diversity: we will continue to develop a workforce that reflects, and has the trust of, the diverse communities we serve

- Transparency: we will seek to make as much information as practicable available to colleagues and partners in determining key policy developments.

Likelihood

The first part of the assessment process is to identify the issue that has occurred and the likelihood of this issue occuring again.

Lessons which impact on interoperability are identified by JESIP as the Principles for joint working (Co-Location, Communication, Co-ordination, Joint Understanding of Risk and Shared Situational Awareness). Lessons not directly impacting on interoperability but related to national resilience capabilities will be impact assessed. This allows issues to be indexed and links to be identified to highlight how many times an issue has previously occurred and allow an informed judgement on the likelihood of an issue occurring again to be made.

However, it must be borne in mind that the difference with the methodology for assessing JOL is that unlike traditional risk assessment where you are **preparing** to mitigate the risk. With JOL the secretariat will be assessing the majority of issues retrospectively. The lessons identified may have already been realised whether in a live incident, when testing and exercising a capability, during training or may come from a number of other external sources. JOL will be about assessing the likelihood and the impact of the issue occuring **again**.

The assessment of the likelihood of the issue occuring will be done using the matrix below:

Level	Category	Description
5	Probable	Occurring consistently *Will continue to occur nationally and regularly unless action is taken*
4	Possible	Greater than 50% probability of occurring. *May continue to occur nationally and/or regularly unless action is taken*
3	Unlikely	Greater than 30% probability of occurring *Issue may be local with little evidence of occurring nationally*
2	Rare	Less than 30% probability of occurring, occurs infrequently *Issue may be local with no evidence of occurring nationally*
1	Tolerable	Mitigating factors apparent. Unlikely to occur again

Impact

The second part of the assessment is the relative impact that an event had on the responder agencies.

Impact Grading Criteria

We will assess the impact on based around four descriptors which aim to take account of the varying nature of impacts that an issue may have.

Ability to respond – this relates to the impact on the emergency services and wider responders' ability to respond to an incident. It shows whether capabilities were proportionate to an incident and whether the impact on our communities could have been minimised.

Financial/Legal – this relates to any financial or legal implications of the issue arising. By assessing the financial and legal implications the JOL Secretariat are able to evidence the financial and legal implications and suggest recommendations to improve our efficiency and effectiveness ensuring our sustainability and that we are achieving value for money.

Health & Safety (Public) – this relates to the impact of an issue occurring in terms of our ability to protect the public.

Health & Safety (Emergency responder) – this relates to the impact of an issue occurring in terms of our ability to protect emergency responder staff

Organisational Reputation – this relates to the impact an issue could have on the reputation of the emergency services and responder agencies with our communities and our key partners.

Community Impact – this relates to the impact an issue could have on communities as a direct consequence of an event

Impact Assessment Matrix

Descriptor	1 **Tolerable**	2 **Minor**	3 **Moderate**	4 **Major**	5 **Critical**
Ability to respond	No noticeable impact on response	Response and recovery arrangements that could be managed locally by single service or collaborative interventions	Response and recovery arrangements requiring alternative methods to be used to enable duties to be carried out to achieve incident objectives	Significant failure in capability to respond to incidents which will prevent joint working, hinder lifesaving activities and efficient recovery	Critical failure in capability to respond to incidents which will prevent joint working, prevent lifesaving activities and efficient recovery
Financial and/or legal implications	No financial or legal implications	Additional costs or low level mitigation claim that may be managed by services	Legal implication or additional costs incurred requiring support from professional bodies	Legislative breech/additional costs requiring intervention from government departments	Subject to litigation and requires a change of doctrine, policy, procedure, training and potential introduction of new legislation
Health and Safety (Public)	No health, safety or welfare issues apparent	Minor injury would be sustained or welfare concerns that do not require ongoing support	Incident requiring treatment by a medical professional but not life changing injury/disability. Welfare concerns that require specialist health care and medical support	Major injury/disability[7] is probable if no or limited action is taken	Fatality of public is probable if no action is taken
Health and Safety (Emergency responder)	No health, safety or welfare issues apparent	Minor injury would be sustained or welfare concerns that do not require ongoing support	Incident requiring treatment by a medical professional but not life changing injury/disability. Welfare concerns that require specialist health care and medical support	Major injury/disability[8] is probable if no or limited action is taken	Fatality of responder is probable if no action is taken
Organisational Reputation	No noticeable impact	Negative regional/local media coverage managed by single service or multi-agency communication departments	Negative national media coverage, strategic leads lack of confidence in current capability to work together effectively	Negative national media coverage. Political impact and lack of confidence in current capability to work together effectively	Negative international news coverage, international attack on ability for emergency services to work together to save lives
Community Impact	No noticeable impact	recovery arrangements having a short term[9] impact on local community reassurance	recovery arrangements having a medium[10] term impact on local community reassurance	recovery arrangements having a long term impact on UK community reassurance	Recovery arrangements having a medium/ong term[11] impact on UK community reassurance

---

[7] As defined under the Health & safety at Work Act 1974

[8] As defined under the Health & safety at Work Act 1974

[9] Short term impact over weeks upto 1 month

[10] Medium term impact over 1 month upto 1 year

[11] Long term impact over 1 year upto 5 years or more

Overall Impact Rating

To calculate the overall impact rating a weighted scoring system is used that places greater emphasis on more extreme impacts. The sums of these scores across all four impact grading criteria are then averaged to give an overall impact rating.

However, where any ONE of the descriptors on the impact assessment matrix are assessed and identified as <mark>Critical</mark> this will automatically direct the lesson identified to stage 2 and further analysis will be undertaken.

The methodology has been chosen as an issue may have impact in a number of different ways, any or all of which have been determined to have an impact on the effectiveness of the Joint Emergency Service Interoperability Principles.

Determining the Overall Impact Rating

1. Identify the impact score for each of the four impact grading criteria
2. Add the four impact scores and divide by the number of impact grading criteria (6)
3. The figure identified will be the overall impact rating.

Overall Impact Rating - 1 >	Tolerable
Overall Impact Rating - 2 >	Minor
Overall Impact Rating - 3 >	Moderate
Overall Impact Rating - 4 >	Major
Overall Impact Rating - 5 >	Critical

Overall Assessment Rating

The overall assessment rating is the sum of the likelihood x the impact rating. Once these two figures have been determined they are plotted against a matrix to give an overall assessment rating.

The overall assessment rating will determine the action to be taken in relation to the identified lesson by the JESIP team. Those with a very high rating would receive immediate prioritisation, whereas those with a lower scoring may not be considered further at the national level. This would be confirmed to the originating organisations/LRF via JOL Online tracker progress.

Overall Assessment Rating Matrix
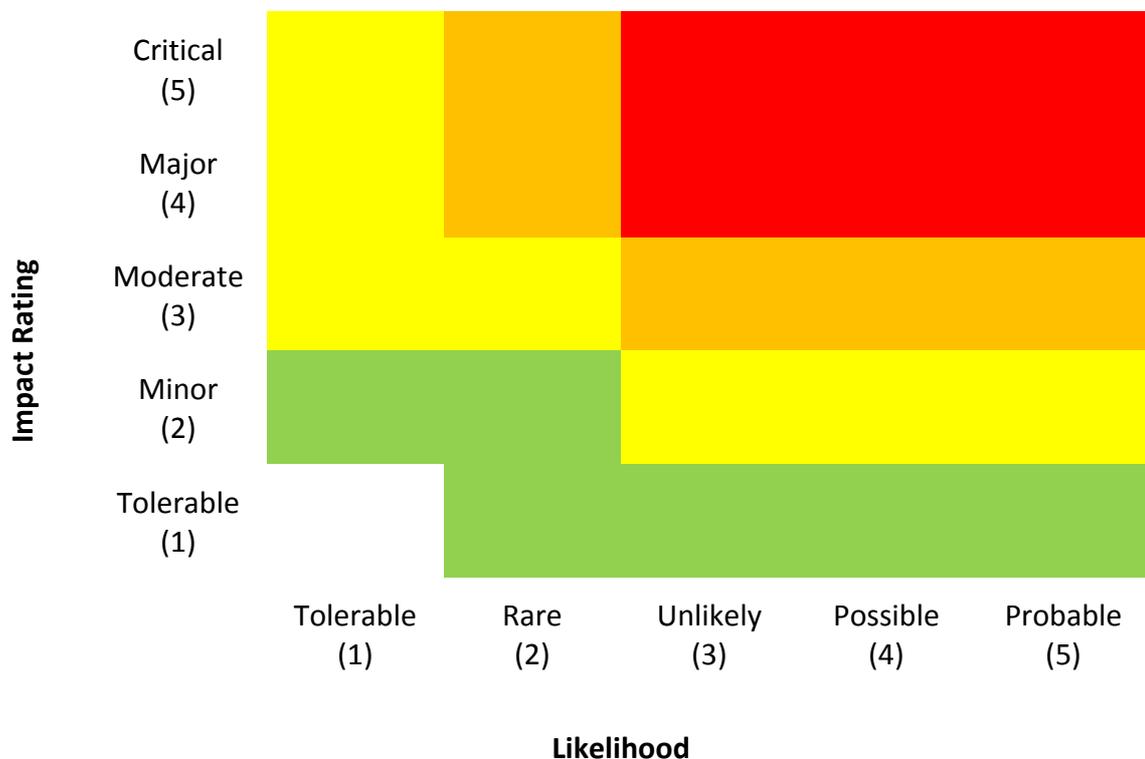
To determine the overall assessment rating

The score for "Likelihood" x the score for "Impact Rating" will determine the overall assessment rating which will be one of the five categories below:

Tolerable	Low	Medium	High	Very High
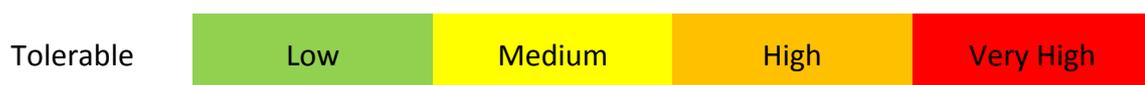
Additionally, where there are lessons that do not relate to the five JESIP Principles for joint working these will be logged and actioned accordingly and will be categorised in the format below:

Logged

Acting on Issues

The categories of overall assessment rating (Tolerable through to Very High) will help us identify how serious the issue is in terms of national impact and within the scope of JOL. The categories will help us decide whether work should be undertaken centrally to identify and implement control measures which will mitigate the issue and improve practice.

Within the JOL Secretariat team there is no explicit stated policy in relation to appetite and tolerance of issues. However, use of this methodology is to help prioritise issues against national impact. This process aligned with professional assessment of each lesson provides a thorough and robust impact assessment process.

Recommendations for Action

Following the completion of the overall assessment rating a response option will be considered. It is anticipated that any issue with a rating of tolerable or low will not be considered further action by the JOL Secretariat and Organisational Points of Contact.

The JOL Secretariat and OPoCs will act on any issue rated at medium or above as described in the section: *Analysis of lessons identified"*

Glossary

The definitions below are used throughout this document:

Joint Organisational Learning (JOL)	the framework instigated by JESIP which allow responder agencies to have a nationally consistent and coordinated way of identifying and learning interoperability and national resilience capability lessons from incidents, training, testing & exercising or other external sources.
End Users	responder agencies who will use JOL ONLINE to input Lessons Identified or Notable Practice
JOL Online	the database which is hosted on Resilience Direct which provides end users with a system for inputting and sharing all Joint Organisational Learning.
Interoperability Board	National strategic level board which provides oversight and strategic direction as part of an ongoing multi-agency governance structure for interoperability and national resilience capabilities. It provides assurance to central government that issues affecting effective interoperability and national resilience capabilities are being addressed by responder agencies effectively
Lesson Identified	A lesson identified is an issue captured by any emergency responder that negatively impacts on interoperability and/or national resilience capabilities

Issue	The circumstances and details of what happened which led to a lesson being identified
Lessons analysis	A formal impact assessment process of lessons identified carried out by the JOL secretariat and Organisational Points of Contact.
Observation	An observation is a statement that is based on something that one has seen, heard or noticed. It is something that can be analysed to help produce potential solutions
Lesson learned	A lesson learned is a lesson that has been resolved through the implementation of necessary change which has a positive impact on responder agencies interoperability and/or national resilience capabilities. A lesson learned means practice has been improved.
Notable Practice	Notable practice is where an emergency responder has identified an issue but found a proven, effective and useful way of doing something. Notable practice does not always necessitate essential change throughout a sector, but it is something which responder agencies may wish to adopt as it has had a positive impact on interoperability and/or national resilience capabilities in another area of the country.
JOL Single Point of Contact (SPoC)	Personnel who have a Resilience Direct account and will input lessons identified or notable practice on behalf of their organisations onto JOL online. Additionally, JOL SPoCs from any organisation can input lessons or notable practice onto JOL online on behalf of any forum or group. JOL SPoCs will be nominated by their respective service/trust/force or LRF and will be registered on JOL online with appropriate security permissions.
Organisational Point of Contact (OPoC)	Subject Matter Advisors representing each of the emergency services and Civil Contingencies Secretariat. OPoCs will: • Provide sector advice and guidance throughout the JOL process, • Approve all analysis of lessons identified, • Be responsible for all JOL communications to responder agencies, • Support membership of the interoperability board and • Submit any recommendations to the interoperability board for approval and subsequent JOL Action Notes as appropriate • Be the individuals who are embedded within their own sectors national structures for capturing and learning lessons, thus bridging any potential gaps between JOL and single sector systems and processes.
JOL Secretariat	Is responsible for initial analysis of lessons identified once inputted by end users and the day to day management of JOL online. The JOL secretariat will work with and support the Interoperability Board, Organisational Points of Contact and be the initial point of contact for JOL SPoCs and other end users for issues regarding JOL.

Delivery Agent	Those bodies who have national responsibility for related work areas on behalf of their sector. For example:	

- NPCC - The College of Policing (CoP) Authorised Professional Practice (APP)
- NFCC – Central Programme Office
- AACE - National Ambulance Resilience Unit (NARU)
- Lead Government Department

Recommendation owners	Where recommendations have been identified recommendation owners will be responsible and accountable for implementation within their organisation. At a local level this is the current JESIP Strategic Lead. Recommendation owners will be required to report back to their respective Organisational Point of Contact via JOL Online regarding implementation and assurance of JOL recommendations
JOL Action Note	A JOL action note will be issued to all respective responder agencies/LRFs from the Interoperability Board where there is a specific recommendation to be implemented. JOL action notes may be for action or information. Where for action, then the relevant JESIP Strategic Lead has responsibility and accountability to ensure the action is **implemented** across their organisation/LRF.
	When for information, then the Strategic Lead has the responsibility and accountability to ensure respective staff are made aware of the relevant JOL action note. The JESIP strategic lead will also provide assurances to the Organisational Points of Contact that any recommendations or information shared has been completed.

APPENDIX B - JESIP - Multi Agency Debrief Template

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: (Exercise, Live Incident, Other)		
OBJECTIVES	**LEARNING/RECOMMENDATIONS**	

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: **(Exercise, Live Incident, Other)**		

OBJECTIVES	LEARNING/RECOMMENDATIONS
Co-location issues: Were commanders easily identifiable? (Tabards) What command structures where in place? Did Commanders meet face to face? Was a FCP established? Did Commanders identify timely on-scene briefings?	Details:
Communication Was common terminology used? Was an Airwave interoperability talk group used? Was relevant information shared across all services and control rooms throughout the incident? Was METHANE used to pass information to control? Was effective communications established between: Operational & tactical Commanders; Commanders and control rooms; **Communication Continued** Emergency service Commanders and other responding organisations;	Details:

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: (Exercise, Live Incident, Other)		
OBJECTIVES	**LEARNING/RECOMMENDATIONS**	
Local emergency service control rooms; Emergency service control rooms and national co-ordinating centres.		
Co-ordination issues: Did Commanders use the JDM as single decision model Were Capabilities identified Responsibilities identified Were joint decisions on priorities made and if so, how were the priorities arrived at and agreed? Were actions joined up and therefore efficient and effective? Were ALL on scene resources used appropriately? Was there an understanding the capability, capacity and limitations of each other's assets? Did someone take the lead co-ordinators role during Multi-Agency meetings?	Details:	

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: **(Exercise, Live Incident, Other)**		
OBJECTIVES	**LEARNING/RECOMMENDATIONS**	

OBJECTIVES	LEARNING/RECOMMENDATIONS
Jointly Understanding Risk: Were threats and hazards identified, understood and treated different by each emergency service? Were limitations and capabilities of people and equipment identified? Was a joint understanding of risk achieved by sharing information about the likelihood and potential impacts of threats and hazards? e.g. sharing of risk assessments	Details:

DEBRIEF TEAM NAMES:	LOCATION:	DATE:

INCIDENT TYPE: (Exercise, Live Incident, Other)	

OBJECTIVES	LEARNING/RECOMMENDATIONS
Shared Situational Awareness Did Commanders have a common understanding of what has happened, what is happening now and the consequences of events? Did each of the emergency services understand their roles in resolving the emergency? Was the Joint Decision Model utilised identifying: **Situation:** What is happening? What are the impacts and risks? What might happen and what is being done about it? **Direction:** What end state is desired? What is the aim and objective of the emergency response? What priorities will inform and guide direction? **Action:** Were actions decided? What needed to be done to achieve a positive end state? Was METHANE regularly used to provide a Common Operating Picture (CoP)	Details:

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: **(Exercise, Live Incident, Other)**		
OBJECTIVES	**LEARNING/RECOMMENDATIONS**	
Other information/issues:	Details:	

APPENDIX C –Notable Practice Aide Memoire

This aide memoire may be helpful as an aide to gather information prior to submitting Notable Practice onto the JOL Application.

Summary of issue

The main title or heading of the issue including a brief summary of the issue

Background

These may include issues related to interoperability or improvement of national resilience capabilities and encompass any or all of the JESIP Principles for joint working

Key Issues

Detail the key issues and any initial problems around ways of joint working prior to the identification of this notable practice

What you did/what should be done

Taking into consideration the issue, background and key issues – what did you actually do (or should be done) to successfully implement this notable practice?

Outcomes/expected outcomes

Detail the outcomes of the implementation of this notable practice. Identify the real benefits 'on the ground' for beneficial and improved interoperability between services involved.

Resource requirements

Provide details of resources require to identify and implement this notable practice. This includes time, people, cost, consultation etc.

Other services where involved

Provide details of how and what other services had on the design, development and implementation of this notable practice

Where there any barriers and if so how were they overcome

Where there any barriers to the implementation of this notable practice. This may include culture, current working practices, finance, capacity and/or capability to implement

Critical success factors

The main critical success factors may include getting organisational 'buy in', continuous engagement with partners, sharing of information/intelligence protocols, joint local doctrine, consistently training and exercising with partners and measuring effectiveness 'on the ground'

Document Control

Active date	Review date	Author	Role	Publisher
30/03/15	1/12/2015	Brian Welsh	JESIP Senior User	JESIP

Amendment History

Version	Date	Reason for change	Amended by
V1.0	30/03/2015	Guidance Document approved and signed off at Interoperability Board 23/03/2015	B Welsh
V1.1	17/04/15	Applied JESIP branding and standard formatting	J Flanagan
V1.2	24/4/15	Minor amendments based on feedback from JOL workshops	J Flanagan
V1.3	10/06/15	Amendments based on feedback from JOL launch. Addition of process for sharing information of sensitive nature on request. Minor amendments to De-Brief Template.	B Welsh
V2.0	30/10/17	Version 2 produced due to new JOL Online database and alignment of JOL and lessons Direct	B Welsh