

JESIP - Joint Organisational Learning
Learning Interoperability Lessons
Guidance Document



JESIP

JOINT EMERGENCY SERVICES
INTEROPERABILITY PRINCIPLES

Working Together – Saving Lives

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JESIP - Joint Organisational Learning

Introduction

This document provides guidance and information for Emergency Services and wider responders about the JESIP Joint Organisational Learning (JOL) process and application.

It includes information on why it is needed and guidance about how it will work.

The Joint Emergency Services Interoperability Programme (JESIP) was successful in producing a clear set of principles for joint working which are explained in detail within the [Joint Doctrine: The Interoperability Framework](#). JOL has been developed to ensure that lessons are learned by the emergency services in accordance with those principles.

A significant challenge in the past for both emergency services and other Category 1 and 2 responders has been the ability to identify issues when working with other agencies that, if addressed, could improve multi-agency response - interoperability. Lessons may come from incidents, training and testing & exercising.

Why has JOL been developed?

Following a review of major incident public inquiries and reviews by the Cabinet Office in 2013, a number of common failures which impacted on multi-agency interoperability were identified and documented in the Pollock report¹. 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 105 emergency services and other Category 1 and Category 2 responders².

In addition, the Civil Contingencies Act 2004 states a number of requirements and through Local Resilience Forums, Category 1 responders must collectively:

- *Exercise plans - 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, applicable to all levels of command, to ensure lessons learnt progress to procedural change was identified as a key objective for JESIP. JOL has been developed as part of the overall JESIP output and in response to report findings and recommendations. It relates specifically to the learning of **interoperability** lessons from emergencies.

¹ Review of Persistent Lessons Identified Relating to Interoperability from Emergencies and Major Incidents since 1986

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

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What will JOL Achieve?

JOL will provide a consistent and accountable mechanism to ensure lessons from incidents, training and exercising are identified and acted upon to continually improve interoperability.

Learning will be gathered from emergency services and LRFs, monitored and analysed by the central JESIP team and, where required, recommendations for action may be made. For issues of national impact and importance, we will propose actions and seek approval from the Interoperability Board and if approved, will then cascade any actions to the services affected to implement locally.

The use of JOL by emergency services and LRFs will mitigate the potential failure to convert “lessons identified” into “lessons learned” during the planning and response phase of incidents.

JOL will provide assurance to Ministers, and ultimately to the general public, that the emergency services and UK resilience community can demonstrate true progress in Joint Organisational Learning and demonstrate that we learn from the past and continually improve our multi-agency response to incidents and emergencies.

How will JOL work?

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

1. **JOL Application** – the database on Resilience Direct that records lessons identified
2. **JOL Process** – Inputs, Analysis, Implementation & Assurance
3. **JOL Structure** – The interrelationship between end users, JESIP team, Interoperability Board and delivery agents.

Each service or LRF will have a named individual at strategic level who holds the responsibility within their service for sharing information via the JOL application. They will also be accountable for the response of their service when any recommendations/actions are produced from JOL.

JOL will be underpinned by constant monitoring and evaluation procedures to ensure recommendations issued are implemented by services leading to lessons being learned.

Scope

The current scope of JOL is limited to two categories:

Lessons Identified:

- issues that negatively impact on emergency services interoperability;
- are based around the five core JESIP principles; and,
- have a negative impact on the activities of two or more of the emergency services (Police, Fire and Rescue and Ambulance services) and may also relate to wider responders.

Notable Practice

- activities that positively improve emergency services interoperability;
- are based around the five core JESIP principles; and,
- have a positive impact on the activities of two or more of the emergency services (Police, Fire and Rescue and Ambulance services) and may also relate to wider responders.

Lessons identified or notable practice may also be identified by Category 1 and 2 responders which should be raised initially through their respective LRF and, if agreed as within scope, should be logged by that LRF single point of contact for JOL.

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Definitions

The definitions below are used throughout this document and should be understood before reading further:

- **Joint Organisational Learning (JOL)** – the arrangements instigated by JESIP to allow the emergency response sector to have a coordinated way of learning lessons from incidents, training or testing & exercising and, where required, ensuring positive changes are made to emergency response procedures.
- **JESIP** – Joint Emergency Services Interoperability Principles (*formerly “Programme” from 2012 – 2014*)
- **Interoperability Board** – a national strategic level board which will provide oversight and strategic direction as part of an ongoing tri-service governance structure for interoperability. They will provide assurance to Ministers that issues affecting effective interoperability are being addressed by the emergency services.
- **End Users** – the organisations who will use the JOL Application and process to input Lessons Identified or Notable Practice
- **Lesson Identified** - A lesson identified is an issue captured by an emergency service and/or LRF that negatively impacts on emergency services interoperability
- **Issue** – The details of what caused the lesson to be identified
- **Lessons analysis** - Activities carried out by the JESIP team once inputs have been received before publishing inputs on the JOL application.
- **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 that may be issued by JESIP as recommendations to end users.
- **Lesson learned** - A lesson learned is a lesson that has been resolved through the implementation of necessary change which has a positive impact on emergency services interoperability.
- **Notable Practice** - Notable practice is where a service has identified an issue but found a workable solution which is proven to be an effective and useful way of doing something. Notable practice does not always necessitate essential change throughout a sector, but it is something which services may wish to adopt as it has been shown to have a positive impact on emergency services interoperability in another area of the country.
- **Single Point of Contact (SPoC)** - Fire, Police, Ambulance and wider responder personnel who will input lessons identified on behalf of their organisations onto the JOL application. SPoCs must have Resilience Direct accounts.
- **Delivery Agent** – Those bodies who have national responsibility for related work areas on behalf of their sector such as doctrine. For example, the College of Policing (CoP) Authorised Professional Practice (APP) for police, the National Operational Guidance Programme (NOGP) for Fire & Rescue Services and the National Ambulance Resilience Unit (NARU) for Ambulance Services.

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- **Recommendation owners** - Where recommendations have been identified through the analysis of lessons identified, recommendation owners will be responsible and accountable for the implementation within their service or organisation. At service level this is the Service JESIP Strategic Lead. Recommendation owners will be required to report back to JESIP on the progress of implementing the JOL recommendation.

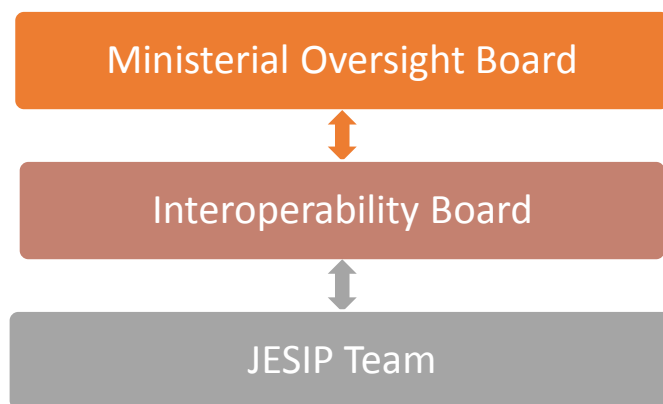
Governance

Ministerial Oversight remains in place for the JESIP team and Interoperability Board during 2015 – 2016. This includes Ministers from the relevant Government Departments holding responsibility for the emergency services and civil contingencies.

The JOL process is supported by the JOL strategy document which has been approved by each of the emergency services' strategic leads³, Government departments and respective Ministers. The JESIP team will oversee the JOL application, including the management and analysis of inputs. The team will provide an update report to the Interoperability Board along with requesting approval for any recommendations for action. The team will provide an update to the Ministerial Oversight Board approximately every 6 months.

A diagram showing the Governance structure is shown below:

Figure 1 - JESIP Governance Structure



³ National Strategic Leads from each emergency responder sector with responsibility for interoperability

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The JOL Application

The purpose of the JOL application is to be a single repository for the **capture and collation** of multi-agency lessons arising from incidents, training, testing and exercising and other external sources. These may include public inquiries and Prevention of Future Death reports.

It will allow the JESIP team to **monitor** lessons identified and notable practice and **analyse** them to identify any issues which may need to be addressed. This may then lead to **recommendations** for change to policies or procedures to enhance resilience capabilities.

As services then **implement** any recommendations, the application will provide the ability to **report** on progress with implementation ultimately providing the assurance required by Ministers and JESIP stakeholders.

The JOL application will support the embedding of the Joint Emergency Services Interoperability Principles. It will be the mechanism to facilitate and promote the sharing of interoperability lessons and learning in the emergency response sector to achieve the JESIP aim of continually improving emergency services interoperability.

The JOL application will be accessible via Resilience Direct and by default will be afforded the security classification of Official-Sensitive.

JOL process

The steps below make up the JOL process. Behind each step are a number of activities to be completed by either the JESIP team or by the services and wider responders. The process is supported by the JOL application.

Figure 2 - JOL process: Steps 1 - 3



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

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Step 1 - Inputs

Inputs are the Lessons Identified or Notable Practice which may come from the emergency services and / or Local Resilience Forums (LRFs) through their existing de-brief processes. Lessons Identified may also come from other external sources such as national exercise de-briefs, public enquiries, Prevention of Future Death reports or HSE recommendations.

Inputs will be entered onto the JOL application 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 emergency services and wider responders to utilise this template to help identify interoperability Lessons Identified as part of their de-brief procedures. It can be used for every de-brief where two or more emergency services have attended an incident, exercise or training event and also where wider responders may have also been involved. It is designed to enhance existing de-brief procedures / templates.

By using this template, organisations will find it much more efficient to transfer information relating to JESIP, captured during debriefs, onto the JOL application.

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 the JOL application on behalf of their service or LRF.

ALL lessons identified or notable practice from wider responders MUST be agreed and authorised within their LRF before being inputted onto JOL on behalf of their LRF.

Person Specification

Those taking the role of the JOL SPoC will be required:

- To be in a role within their host service, trust or LRF that has responsibility for capturing lessons from single service or multi agency debriefs from incidents, exercises and training
- To have an awareness and understanding of the JESIP Joint Doctrine and be able to identify relevant lessons or notable practice from de-briefs that fall within the scope of JOL
- To have basic IT ability and confidence in using web based applications
- To input Lessons Identified and Notable Practice on behalf of their service, trust or LRF
- To have access to Resilience Direct and an active account

Where a service changes their JOL SPoC, it is the responsibility of the service to inform the JESIP team with their contact details. This will ensure the JESIP contact database remains current.

Sharing information via JOL

The concept of JOL is to learn lessons from the past. Through JOL 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 protective marking policy.

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

Consent to Publish Response

The JOL application provides the facility for organisations to decide how much of their information is shared with other organisations. Once interpreted, risk assessed and moderated, in order for JESIP to be able to publish your input so that it is visible to other site users, we must first gain your consent to do so. Therefore, as part of inputting a Lesson Identified, you will be asked to select one of the three consent to publish options below for each input:

Yes - this will mean all of the answers you provide will be published and visible to other site visitors

No - none of the answers you provide will be published or visible to other site visitors

Yes, but without identifying information - your answers, aside from those with identifying information in, will be published and visible to other site visitors

NB: If the lessons identified / notable practice originate from counter-terrorism incidents, exercises, or training then the 'No' button for consent to publish must be checked.

Before information is published through the JOL application, JESIP may redact any personal or 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.

Accessing Lessons Identified from Incidents / Exercising/ Training where NO to “consent to publish response” has been checked

Where “No” to consent to publish response has been checked by the person inputting the information, by default the input will not be published for others to see. However, it is likely that some learning may be drawn from certain events, for example, Counter Terrorism (CT), CBRN that will be useful to share. In addition, Individual services may also request information from Lessons Identified / Notable Practice relating to a CT/CBRN type event.

In these cases, we will liaise with both the originator and the respective capability leads to agree what can be shared. These bodies may include all or any of the following:

- CT Organisational Development Unit (ODU)
- Police National (Chemical Biological Radiological and Nuclear) Centre Organisational Learning and Development Board
- National firearms Lead

Once approved, any information of this nature will be shared with the appropriate security classification and via secure email.

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Step 2 – Monitoring, Analysis & Development

The JESIP team will monitor and analyse the Lessons Identified received on the JOL application to identify where issues raised may have an impact nationally.

Whilst JESIP will continually monitor and analyse the inputs received, it is important that consideration at a national level shouldn't replace local analysis and plans to implement lessons learned.

Lessons Identified will be reviewed (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.

How will the Analysis of Lessons Identified happen?

As part of the analysis, the JESIP team will adopt a risk 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. commissioning further detailed analysis whereby actions and/or recommendations may be submitted to the JESIP Interoperability Board for consideration and approval.

Assessment Stage 1 - Initial Assessment

The JESIP team will use a risk based assessment process to categorise the seriousness of the issue raised in the Lesson Identified and help inform any further actions we may need to take.

(See APPENDIX A

Joint Organisational Learning – Risk Based Assessment Process for more details).

The risk based assessment process is broken down into two main areas:

Likelihood

The first assessment is to ascertain 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 on the JOL application 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 the emergency services and /or the wider emergency responder organisations 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 our analysis we may identify national trends, in these cases we will automatically trigger stage 2 of the analysis process.

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Assessment Stage 2 - Further Analysis

Once an overall assessment rating has been achieved, if the rating is medium or above, a more thorough analysis of the Lesson(s) Identified will be carried out. In this instance the JESIP team will:

- Facilitate additional in depth discussions and outcomes from the initial assessment with subject matter advisors 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 JESIP 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 through this method, information may then be shared with other services as notable practice.

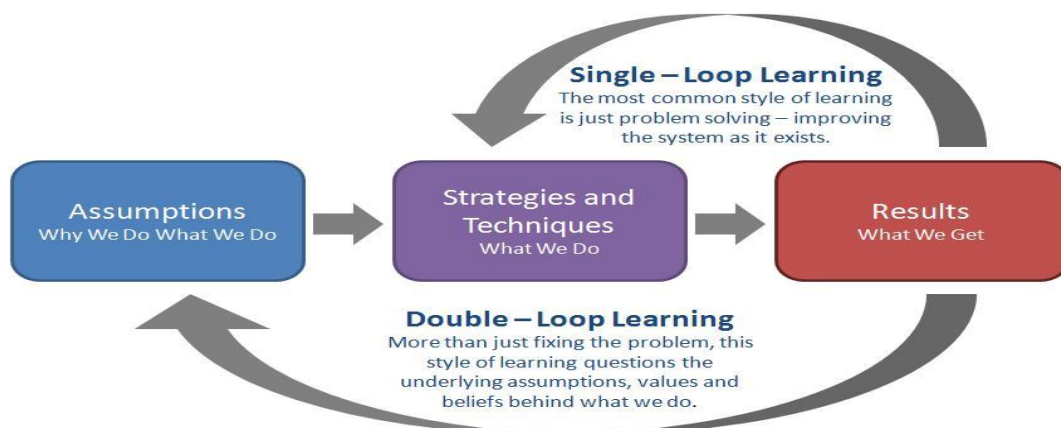
Alternatively, the outcome of further analysis may dictate the commissioning of a task and finish group to further analyse the lesson identified and develop recommendations for action.

A result of further analysis 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, JESIP 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.

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



Single loop learning is to improve efficiency – “doing things better”

or

Double loop learning to improve effectiveness – “doing better things”

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Assessment Stage 3 - Development of Recommendations

Following Stage 2, if it is decided that a lesson identified requires action to be taken, work will be done to consider the results of the analysis and to formulate potential actions to address the issue raised.

The recommendations developed may impact both nationally and locally and may involve a number of activities such as doctrine review, multi-agency training, testing & exercising, or a combination of these.

Dependant on the nature of the lesson identified, work to develop actions will either be carried out by the JESIP team alone or by the Task and Finish group that was established.

The results of any work to address the issue will be produced in a report which will be reviewed by the JESIP Team before being taken to Interoperability Board for approval and dissemination.

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Step 3 - Implementation & Assurance

Implementation

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

- Doctrine
- Training
- Testing & Exercising

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

National Implementation

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

Organisational Interoperability Leads

For the emergency services the **Organisational Interoperability Leads** are those holding the national portfolio for interoperability for their sector (*Organisational 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:

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

This list is not exhaustive and may involve organisations not identified in this section.

Depending on the nature of the actions required, the Organisational 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)
- National Operational Guidance Programme (Fire & Rescue)
- National Ambulance Resilience Unit (Ambulance)

Again, this list is not exhaustive and may depend on the nature of the actions required.

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Local Implementation

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

Service JESIP Strategic Lead

Within each emergency service, a Service JESIP Strategic Lead has been identified. This person is 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 or trust.

Each Service JESIP Strategic Lead will be required to report activity to the JESIP team as and when required. This feedback will be regularly monitored to assess how recommendations are being implemented. Progress reports on implementation will be provided to both Interoperability and Ministerial Oversight Boards.

Service JOL Single Point of Contact (JOL SPoC)

It is the responsibility of each Service JESIP Strategic Lead to nominate one or more Single Point of Contact(s) for JOL. These people will have access to the JOL application, be trained in its use and be responsible for inputting lessons identified or notable practice from their service. Each SPoC will require a Resilience Direct account to access the JOL application.

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

Each of the 42 Local Resilience Forums in England and Wales is able to nominate a JOL SPoC(s). This person / people will have access to the JOL application, be trained in its use and be responsible for inputting lessons identified or notable practice on behalf of their LRF. Any wider responder organisation wishing to input a lesson identified that is within the Emergency Services JOL scope (*See Scope for details*) should liaise with their LRF partners and agree the submission before it is entered onto JOL.

Should any recommended actions affect LRFs, the JESIP team 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 to the JESIP team.

The JESIP team will regularly update RED Resilience Advisors on the implementation and embedding activity of LRF's. Progress reports on implementation will be provided to both Interoperability and Ministerial Oversight Boards.

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Assurance

To continually support the implementation of recommendations from lessons identified, an evaluation of how successful those recommendations have been is pivotal in the achievement of lessons learned.

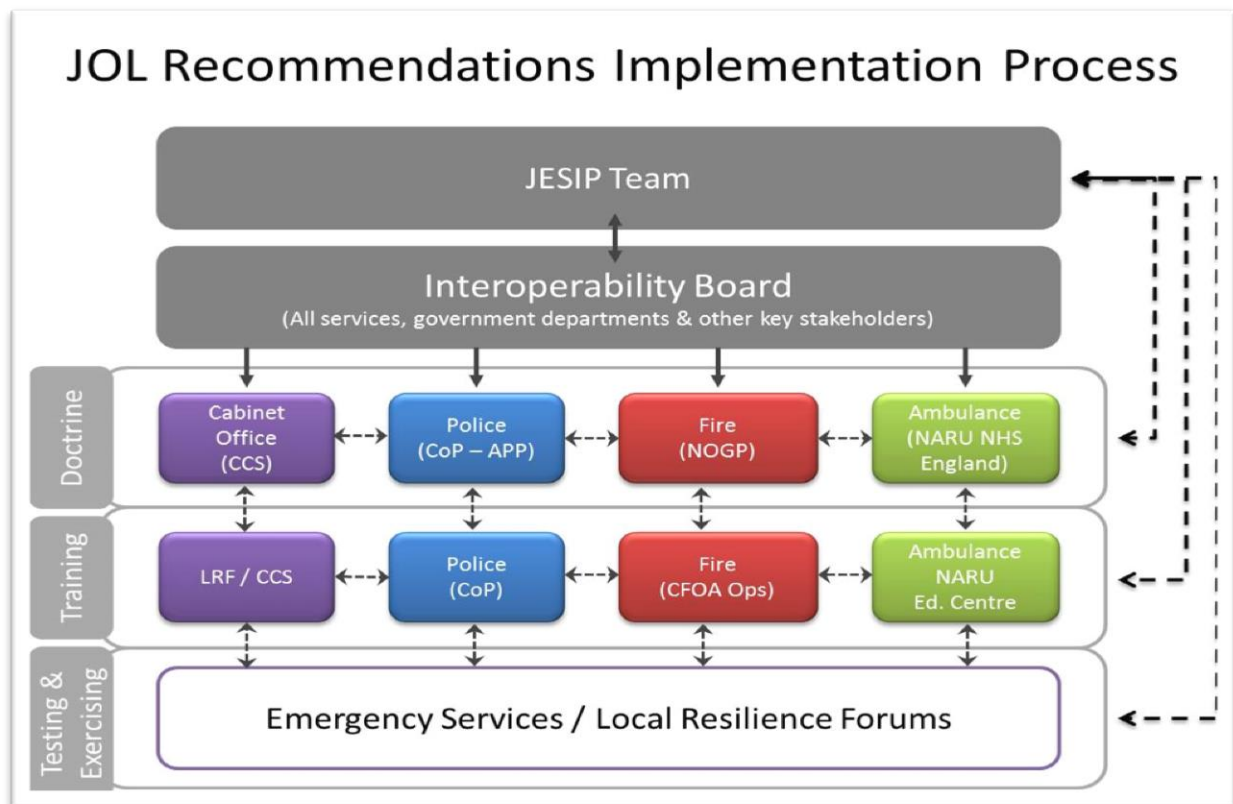
As part of the assessment of how well JESIP is embedded locally, JESIP will distribute a self-assessment questionnaire to all organisations starting in 2015. It is envisaged this JESIP self-assessment will then be distributed annually and will allow organisations to report how effective they have been in implementing recommended actions from JOL and whether the actions taken have resulted in positive change.

Results from the JESIP self-assessment will be collated by the JESIP team and findings reported to the Interoperability Board to provide assurance that JOL recommendations have been implemented and lessons identified have been converted into lessons learnt.

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, Testing & Exercising) and the organisations that may be involved in either developing recommendations for action or implementing recommendations.

Figure 4 - The JOL Delivery Structure



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

The JESIP team will facilitate activity between the Interoperability Board and other organisations (represented by the various dotted lines).

Progress Reporting on JOL

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

Progress with implementation of recommendations will be indicated on the JOL application by three status statements:

- **Recommendation Open** - these recommendations are considered to still require action/implementation to move to completed. (regular updates will be required from recommendation owners)
- **Recommendation Closed** - these recommendations have been completed and implemented.
- **Awaiting Allocation** – Recommendation has been identified and allocation of owner not yet identified

The JESIP team will collate updates from Emergency Services and Local Resilience Forums and submit a quarterly summary review of recommendations to Interoperability Board. This summary will provide Interoperability Board with information extracted from the JOL Application with regards to the number of lessons identified for each of the JESIP Principles, new recommendations proposed since last quarter, current recommendations and their activity status and any recommendations proposed for closure.

This information will provide key data to Interoperability Board members to review and assess how JOL is impacting services and benefiting Joint working 'on the ground'

Additionally, a quarterly update of notable practice will be provided to Interoperability Board.

Communication with stakeholders

The JESIP team will produce regular communication to the emergency services and wider stakeholders about the progress with JOL, specifically where we have made recommendations for action.

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

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Notable Practice

As part of the JOL, application, services and LRFs can also input any Notable Practice with regards to interoperability they feel would be beneficial to share nationally.

This may include how they have adopted and embedded JESIP and the principles of co-location, coordination, communication, joint assessment of risk and shared situational awareness.

Notable practice is considered to be where a service has observed an effective and useful way of doing something to improve interoperability resulting in a positive outcome. It may not necessitate change throughout an organisation, but provides a recognised and tangible benefit.

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, a service 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.
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 Joint Emergency Services Interoperability. 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 services or LRFs will be available to other SPoCs via the JOL Application. 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.

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APPENDIX A

Joint Organisational Learning – Risk Based Assessment Process

Introduction

JESIP has selected a comprehensive assessment methodology to enable 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.

The methodology and tools JESIP will use for this process are detailed in this appendix.

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

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 Risk Based 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 to the Interoperability Board for approval.

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

Assessment Criteria

- Lessons Identified will be categorised on the Joint Emergency Service Interoperability Principles set out in the [Joint Doctrine: The Interoperability Framework](#)
- 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

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Protocols for Risk Based Assessment Process

In carrying out the risk based assessment process, we will adhere by the protocols below:

- **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.

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Likelihood

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

Lessons Identified will be classified by the Joint Emergency Service Interoperability Principles (Co-Location, Communication, Co-ordination, Joint Understanding of Risk and Shared Situational Awareness) to ascertain the nature of the issue which is being raised.

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 joint organisational learning is that unlike traditional risk assessment where you are **preparing** to mitigate the risk. With JOL, we 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 of the issue occurring **again**.

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

Likelihood Scoring Matrix

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

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Impact

The second part of the assessment is the relative impact that an event had on the emergency services and /or the wider emergency responder organisations.

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 our capability was 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 we 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 and staff) – this relates to the impact of an issue occurring in terms of our ability to protect the public and our staff.

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

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Impact Assessment Matrix

	1	2	3	4	5
Descriptor	Tolerable	Minor	Moderate	Major	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 breach/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 and Staff)	No health, safety or welfare issues apparent	Minor injury 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 ⁴ is probable if no or limited action is taken	Fatality of responder or public 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

⁴ As defined under the Health & safety at Work Act 1974

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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.

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 (4)
3. The figure identified will be the overall impact rating.

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

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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.

Overall Assessment Rating Matrix

Impact Rating	Critical (5)					
	Major (4)					
	Moderate (3)					
	Minor (2)					
	Tolerable (1)					
		Tolerable (1)	Rare (2)	Unlikely (3)	Possible (4)	Probable (5)
	Likelihood					

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
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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. The categories will help us decide whether work should be undertaken centrally to identify and implement control measures which will mitigate the issue.

Within the JESIP team there is no explicit stated policy in relation to appetite and tolerance of issues. However the JESIP team are using this methodology to help prioritise issues against national impact.

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 JESIP team.

The JESIP team will act on any issue rated at medium or above as described in the section: *“How will the Analysis of Lessons Identified happen?”*

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APPENDIX B - JESIP - Multi Agency Debrief Template⁵

DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: (Exercise, Live Incident, Other)		
OBJECTIVES	LEARNING/RECOMMENDATIONS	
<p><u>Co-location issues:</u></p> <p>Were commanders easily identifiable? (Tabards)</p> <p>What command structures were in place?</p> <p>Did Commanders meet face to face?</p> <p>Was a FCP established?</p> <p>Did Commanders identify timely on-scene briefings?</p>	<p>Details:</p>	
<p><u>Communication</u></p> <p>Was common terminology used?</p> <p>Was an Airwave interoperability talk group used?</p> <p>Was relevant information shared across all services and control rooms throughout the incident?</p> <p>Was METHANE used to pass information to control?</p> <p>Was effective communications established between:</p> <p>Operational & tactical Commanders; Commanders and control rooms;</p>	<p>Details:</p>	

⁵ This template is available as a separate template on the JESIP website

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

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DEBRIEF TEAM NAMES:	LOCATION:	DATE:
INCIDENT TYPE: (Exercise, Live Incident, Other)		
OBJECTIVES	LEARNING/RECOMMENDATIONS	
<p><u>Jointly Understanding Risk:</u></p> <p>Were threats and hazards identified, understood and treated different by each emergency service?</p> <p>Were limitations and capabilities of people and equipment identified?</p> <p>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</p>	<p>Details:</p>	

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

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

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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	<i>The main title or heading of the issue including a brief summary of the issue</i>
Background	<i>These may include issues related to interoperability and encompass any of all of the JESI principles</i>
Key Issues	<i>Detail the key issues and any initial problems around ways of joint working prior to the identification of this notable practice</i>
What you did/what should be done	<i>Taking into consideration the issue, background and key issues – what did you actually do (or should be done) to successfully implement this notable practice?</i>
Outcomes/expected outcomes	<i>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.</i>
Resource requirements	<i>Provide details of resources require to identify and implement this notable practice. This includes time, people, cost, consultation etc.</i>
Other services where involved	<i>Provide details of how and what other services had on the design, development and implementation of this notable practice</i>
Where there any barriers and if so how were they overcome	<i>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</i>
Critical success factors	<i>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’</i>

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30/03/15	1/12/2015	Brian Welsh	JESIP Senior User	JESIP

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Version	Date	Reason for change	Amended by
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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

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