



Crisis Resilience Improvement Plan

July 2023

Foreword

Jersey has had its resilience tested in recent years. Reviewing our response to these challenges, learning from them and building that learning into our future planning arrangements is essential. This Improvement Plan has been developed following the independent review of the Island's response to Covid 19, but also includes some early learning from more recent incidents.

The Independent Covid Review¹ recommended that I develop a Crisis Resilience Improvement Plan to ensure the recommendations of the Review are integrated into our response planning and executed. I am pleased that the report highlights *that 'the Government has shown its maturity by commissioning this external review. Together with reports from the Jersey Audit Office, scrutiny panels and staff self-assessments there is a treasure trove of ideas to improve the resilience of Government and its confidence if and when the next crisis arrives'*.

The report was published in October 2022, when the Independent Panel did presentation sessions with the current and former Council of Ministers, States Members, and the Executive Leadership Team, which enabled us to fully explore and discuss each of the recommendations.

Since then, we have carefully considered each of the recommendations and have taken appropriate action to embed them in our working practices. This plan sets out our work so far including next steps for each recommendation where work is still underway. We have, during this time, had the unfortunate experience of three significant incidents (the maritime collision, Haut du Mont explosion, and the Grand Vaux flooding) and have led response and recovery activity in relation to each of them. We have been able to reflect on that experience and learning in the development of this plan and have captured that initial learning.

Specifically in relation to the development of a new Civil Contingences Law, we have commissioned a detailed study from experts in the field, which will report this summer, and which I anticipate will significantly advance the development of the new Law. This plan provides some further details on the development of our wider resilience approach and provides some accompanying background information to assist with setting and defining the context.

We will continue to work on each of the recommendations, working together across Government and with wider resilience partners through the Jersey Resilience Forum, which will oversee the plan and its timescales. We are committed to ensuring that the improvements set out in this plan are delivered for the benefit of us all.

Suzanne Wylie, Chief Executive Officer and Head of Public Service

31 July 2023

¹ Full report: [final-cr-panel-report.pdf \(c5-covidreview-web.azurewebsites.net\)](#)

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Introduction

This document provides relevant background information which was considered when producing the plan. The Emergency Planning and Public Health teams have worked together, drawing on activity underway and completed in their areas which is relevant to ‘crisis resilience improvement’. This includes analysis of the recommendations of the Independent Covid Review, and other recommendations, along with reflections on the recent major incidents, and information on the development of the new Community Risk Register.

There is a detailed response to each Independent Covid Review recommendation, setting out what has been achieved so far and what is planned for each action.

Background

In seeking to understand exactly what this plan should cover we have considered the plain and professional meanings of the words ‘crisis’ and ‘resilience’.

Crisis

“A time of intense difficulty or danger”

In general terms, in the civil contingencies community, a crisis is considered the point at which, depending on a range of factors, the outcome of a situation may improve, or may deteriorate.

Resilience

The United Nations Office for Disaster Risk Reduction² defines resilience as: *‘The ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.’*

The SENDAI Framework³ provides the United Nations roadmap for how we make our communities safer and more resilient.

The UK position

The recently published UK National Resilience Framework⁴ explains that the core of the framework is built around three fundamental principles:

- 1 – that we need a shared understanding of the risks we face
- 2 – that we must focus on prevention and preparation
- 3 – and that resilience requires a whole of society approach

These core principles are explained in more detail in the Framework document Executive Summary (point 9, page 5):

² [United Nations Office for Disaster Risk Reduction \(UNDRR\)](#)

³ [What is the Sendai Framework? | UNDRR](#)

⁴ [Resilience Framework \(publishing.service.gov.uk\)](#)

- **A developed and shared understanding of the civil contingencies risks we face is fundamental:** it must underpin everything that we do to prepare for and recover from crises. The risks that impact our prosperity and stability are complex and dynamic, and they pose more profound structural and societal questions. We need to adapt the resilience system to face these and incentivise risk-based decision making around our new understanding. This will start with the actions outlined in this document around practical steps to improve our risk system;
- **Prevention rather than cure wherever possible:** resilience-building spans the whole risk cycle so we must make sure we focus effort across the cycle, particularly before crises happen. It is more cost effective to invest in risk prevention and building resilient systems that can withstand crises rather than to rely solely on having the world's best crisis response systems. Accomplishing this means putting resilience at the heart of our decision making and investment, well beyond areas that are explicitly focused on emergencies. This framework sets the direction for actions we are already taking to improve the system, with the new standing resilience function in the UK Government taking forward sustained work to identify issues that require action to prevent or mitigate risk; and
- **Resilience is a 'whole of society' endeavour,** so we must be more transparent and empower everyone to make a contribution. We need to prepare and respond to emergencies on a whole of system, whole of society scale. This means organising society in a coherent, resilience-focused way, but also taking a much broader focus on resilience. This includes how we structure the centre of the UK Government, what we expect of businesses, the local tier, voluntary organisations, community groups, and the public.

Building resilience, therefore, is a “whole of society” endeavour that requires effective leadership to help develop, support and embed that resilience in society. Jersey has well established foundations for this through the Emergency Powers and Planning Law (Jersey) 1990⁵, but the Law is limited in its nature and does not fully reflect the resilience concepts briefly set out above. One of the recommendations of the Independent Covid Review is to make provision for a new Civil Contingencies Law, which will have a much broader outlook in relation to resilience. Whilst this is being developed, we will continue to rely on the provisions of the current Law, supplemented by our learning in relation to Covid and the major incidents the Island experienced in December 2022 and January 2023.

We have developed this plan in the context of the Jersey Performance Framework, which has sustainable wellbeing at its heart. Sustainable wellbeing is a holistic concept and uses different tools to measure how well society is doing across the key areas that are contributing to human wellbeing. It focuses on long-term progress rather than short-term intervention, and measures:

- Community wellbeing – the quality of people’s lives
- Environmental wellbeing – the quality of the natural world around us
- Economic wellbeing – how well the economy is performing.

⁵ [Emergency Powers and Planning \(Jersey\) Law 1990 \(jerseylaw.je\)](http://jerseylaw.je)



Ensuring resilience and a successful response to crisis or potential crisis will contribute to improving and delivering sustainable wellbeing outcomes and goals. Some indicators of how well the island is performing against these wider outcomes and long-term goals are explicit about the need to avoid or minimise harm; other outcomes are dependent on us living in a safe, stable environment.

Analysis

There are three key themes emerging from the Independent Covid Review:

- prepare better
- lead better
- collaborate better

The report refers to the '*treasure trove*' of information and recommendations which the Government of Jersey and the wider resilience community now has, because of the Independent Review report itself, the self-assessments from Government departments provided to the panel, the Comptroller and Auditor General's suite of reports on Covid, and the reports of the Public Accounts Committee on Covid. We have analysed all those sources and pull the recommendations together into one internal 'tracker' document to ensure that capture and review all these valuable insights. As would be expected, there are common themes which can be summarised as follows:

Governance	Standardised documentation
	Risk register
	Reporting structures
	Action logs
	Decision logs
	Audit
Working together	Cross government
Use of digital	IT systems
Use of data	Data sharing agreements
Strategy and planning	Forward planning
Workforce	Training <ul style="list-style-type: none"> • Main workforce • Ministers
	On-call out of hours
	Capacity <ul style="list-style-type: none"> • Reserve capacity when required
	Secretariat
	Skill mix
Legislation	Civil contingencies
External support	Other islands <ul style="list-style-type: none"> • Reciprocal agreements • Mutual aid agreements • UK
Budgets in a time of crisis	
Community impact in a crisis	Psychological support
	Health monitoring
Immediate response to crisis	
Communications	Public communications <ul style="list-style-type: none"> • Website • Media
	Political engagement
	Stakeholder engagement
	Parish and voluntary sector engagement
	Maintaining communications with individuals impacted
Debrief and lessons learnt	Implementation
	Expert involvement
Learning from other experiences when we are not in crisis	
Emergency plans	Accessibility to plans
Emergency planning	Exercises
Non-visible hazard identification	Substances hazardous to health
Command and control structures	
Inequalities and vulnerabilities	
Legal advice	
Essential services	

We have used this information and the themes throughout our response to the Independent Review recommendations.

Health Protection Review

The internal health protection review, conducted in 2022, will be published within the next month. It is directly relevant to the Independent Covid Review recommendations in several

areas, although it also covers a wider range of health protection matters. The findings identify the significant strengths in Jersey in health protection system, and also identifies that there are some areas for improvement.

The review makes 30 recommendations for improvement, including establishing a Health Protection Partnership to enable easier cross-Government working, and provide strategic direction to the Departments that have a role in health protection.

Implementation of the recommendations made in the review will help improve the Government of Jersey's response to all elements of health protection and support the Crisis Resilience Improvement Plan.

Future pandemic planning

Several recommendations within the Health Protection Review support resilience, including an annual health protection emergency exercise, the development of a robust nuclear incident framework, and creating a sustainable workforce, across disciplines, that has capacity to respond to routine, emergency and exceptional circumstances.

Relevant incidents/ operations

We have reviewed the context and activity in response to a range of other more recent incidents, summarised below:

Operation Calcite

Operation Calcite aimed to mitigate and minimise the impact that the Russian invasion of Ukraine in February 2022 could have on Jersey. Emergency Planning and other colleagues had been meeting in advance and as tensions rose, and the first meeting of the Strategic Coordinating Group was held on 21 February 2022, three days before the invasion.

Arrangements, including the establishment of a Cyber-Technical Advice Cell, were activated quickly, using standard doctrinal processes to consider and manage the risks of disruption and challenge to Jersey across a range of domains, from cyber, through to Jersey's international reputation. The purpose of Op Calcite was to mitigate the key risks identified through an assessment process involving a wide range of partners, especially those providing our critical infrastructure.

Throughout, we maintained close relations with the UK Government at diplomatic level as well as operationally in relation to defence intelligence and contingency planning.

Major incidents

Jersey is currently in the recovery process from three declared Major Incidents:

- The sinking of L'Ecume II on 8th December 2022 (Operation Nectar)
- The explosion at Pier Road on 10th December 2022 (Operation Spire)
- The flooding incident at Grand Vaux (Operation Barn) and other locations on 17th January 2023

The Jersey Resilience Forum's (JRF) Jersey Multi-Agency Emergency Measures Plan Response Guide provides strategic guidance and a framework for how Jersey responds to Major Incidents and Emergencies. This describes the processes and structures involved and has been developed to reflect modern response arrangements that are familiar to all responders, both local and off-island.

This plan is supported by the Strategic Leaders Guide and the Tactical Commanders Response Guide, which gives guidance and support from those involved in this process.

Good governance dictates that any learning from incidents must drive improvement. The JRF has a Debrief Protocol which was developed for such events.

To assist with this, the following arrangements have been made:

Operation Spire

Colleagues from the Hampshire and Isle of Wight Local Resilience Forum were commissioned to carry out a debrief on the operational response phase of this major incident. To assist with this, a question set was sent out to all responders (including those who supplied mutual assistance from the UK) requesting their feedback. We received 115 replies, and a formal debrief event was held on 3 March 2023. The final report has been issued by the facilitators to the JRF and shared with the Emergencies Council. Ongoing recovery programme and JRF activity will ensure that all recommendations are considered and actioned as appropriate.

Operation Barn

The debrief for the operational response phase of Operation Barn was carried out 'in house' on 23 March. A question set was sent for completion to all responders, and completion and analysis drove this debrief event. The final report has been issued by the facilitators to the JRF and shared with the Emergencies Council. Ongoing recovery programme and JRF activity will ensure that all recommendations are considered and actioned as appropriate.

Operation Nectar

The debrief for the operational response phase of Operation Nectar has as yet not been arranged, though it is intended that this will happen in the very near future, and established debrief procedures will be followed to ensure that all relevant improvement points will be captured and acted upon.

Jersey Resilience Framework

The recovery processes and impact of the events of late 2022 and early 2023 will be long lasting. These incidents which have been tragic and enormously challenging. It has highlighted that alongside global issues we have local issues that we need to respond in a way that reflects Jersey's uniqueness. The impact of 'macro crises' - a future global pandemic, global conflict or issues of a similar scale – must also be considered and accommodated within overarching frameworks. Jersey must be a competent jurisdiction but our capacity will always be limited and so the frameworks, structures and processes must be reliable, familiar, simple and flexible, and ensure we can access the support of others when needed.

Jersey's current Resilience Standards have been developed from the UK National Resilience Standards (Version 3.0 August 2020) for Local Resilience Forums. The UK Standards were made in collaboration with relevant UK Government Departments and Agencies, the Devolved Administrations, the Emergency Planning College, the JESIP (Joint Emergency Services Interoperability Principles) team and professional institutions. The UK standards were developed as part of the statutory and non-statutory guidance that resulted from the introduction of the UK Civil Contingencies Act 2004. There is no provision under the current relevant Jersey legislation (The Emergency Powers and Planning (Jersey) Law, 1990) for Resilience Standards relating to Jersey, but the Jersey Resilience Standards have been developed as best practise for contingency planning purposes.

Critically, the UK Standards were drafted and developed by emergency responders, and as a result they reflect a broadly-based and consensus view of 'what good looks like'. The adapted

Jersey version of these Standards are what the JRF should be looking to implement, achieve and demonstrate.

These standards introduce new duties on emergency responders. They set out expectations of good and leading practice, which build on and will complement the proposed new statutory duties included in the new Jersey Civil Contingencies Legislation. Whilst the new Law is in development, these new standards have been developed to complement the legislation and the strategy of the JRF.

The Resilience Standards are intended to establish a consistent and progressive means for the JRF and their constituent local responder organisations to self-assure their capabilities and overall level of readiness, and to guide continuous improvement against new mandatory requirements, good, and leading practice.

Although duties under the proposed Jersey Civil Contingencies Legislation apply to individual responder organisations rather than the JRF as a collective, success in emergency preparedness, response and recovery is a combined effort of organisations working together. It is for this reason, and with the objective of enhancing joint working, that these standards principally define expectations of good and leading practice. The standards are complementary to sector-specific standards and expectations sets (e.g. Health Emergency Preparedness, Resilience and Response (EPRR) Standards).

The standards define expectations at three levels:

1. **Mandatory, legal requirements, (expressed in terms of ‘must’)**: Obligations under the proposed Jersey Civil Contingencies Legislation and other existing relevant legislation.
2. **Good practice (expressed in terms of ‘should’)**: The consensus expectation of what the JRF and responder organisations should, as the norm, have in place, be able to do, and be able to demonstrate.
3. **Leading practice (expressed as ‘could / may’)**: Approaches which enable the achievement of results superior to those achieved by other means, or in a manner that achieves the same effect with greater efficiency, but without compromising coherence and interoperability with multi-agency partners.

Community Risk Register

Jersey has had a Community Risk Register since 2006. Under the relevant Jersey legislation (The Emergency Powers and Planning (Jersey) Law 1990) there has been no legal obligation for this, but best practice (driven by the UK Civil Contingencies Act 2004 and its associated statutory and non-statutory guidance) dictates that Jersey should have a list of risks that if realised, could meet the definition of an emergency in the Law. The current Community Risk Register (V3.8) was last updated in August 2021.

In 2019, the Cabinet Office published the National Security Risk Assessment, a tool for Local Resilience Forums to plan for the risks in their own unique geographical and demographic circumstances. In 2021, the Jersey Resilience Forum adopted this publication as the basis on which to determine the risks that Jersey faced, that if realised, could meet the definition of an emergency in the Law. The 2019 Cabinet Office document has subsequently been superseded by a 2022 version, which has taken the learning from the following:

- The Covid-19 pandemic
- The Russian invasion of Ukraine
- Supply chain issues

The new draft version of the Jersey Community Risk Register is currently under development and will adopt the same methodology and approach as the National Security Risk Assessment

2022 in its assessment of the risks that Jersey faces, now and in the future. These will be classified in the following categories:

1. Terrorism
2. Cyber
3. Serious and Organised Crime
4. Hostile State Activity
5. Geopolitical and Diplomatic Risks
6. Accidents and System Failures
7. Natural and Environmental Hazards
8. Human and Animal Disease
9. Societal
10. Conflict and Instability
11. Local Risks (those unique to Jersey not captured in the NSRA 2022)

The risks for inclusion will be determined by the Risk Working Group (of the JRF Delivery Group), made up of local subject matter experts. These risks will also be influenced by the following:

- The current Community Risk Register V3.8
- Guernsey's Bailiwick Risk Register (current version V17, developed as mandated under their Civil Contingencies (Bailiwick of Guernsey) Law 2012, and based on the NSRA 2019)
- An assessment of local risks unique to Jersey
- Horizon scanning for local, national and global risks using publications such as the World Economic Forum Global Risks Report 2023⁶ and the Business Continuity Institute Horizon Scan Report 2022⁷

The new Community Risk Register will give an accurate picture of the risks that Jersey faces that could meet the criteria of an emergency, if realised. This will allow the Jersey Resilience Forum to do the following:

1. Understand the risk landscape that it occupies
2. Prioritise the development of new plans, and the updating of current plans
3. Develop a logical and robust training and exercising plan for all responders
4. Have a quantifiable 'Reasonable Worse-Case Scenario for all these risks
5. Develop associated Planning Assumptions for these risks
6. Carry out a gap analysis between current capabilities and expected capabilities
7. Review the risk appetite for these risks

The new Community Risk Register will also be presented in a format that will be familiar to external responders that Jersey may call upon in times of need, such as when mutual assistance agreements are invoked, or UK government department assistance is requested. This work will be complete by the end of 2023.

Prioritising risks using the Community Risk Register

The Community Risk Register under development will result in the risks that Jersey faces being displayed in a risk heat map similar to below (taken from the NSRA 2022):

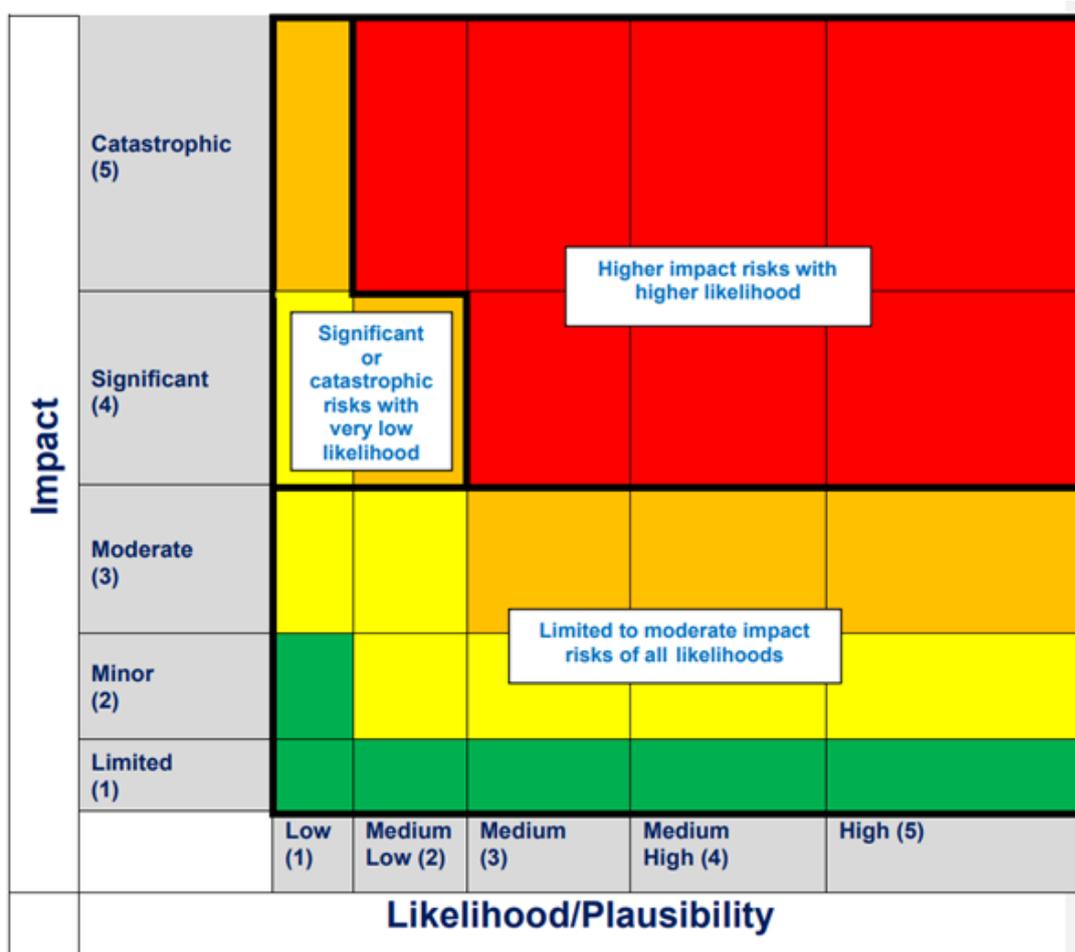
⁶ [Global Risks Report 2023 | World Economic Forum | World Economic Forum \(weforum.org\)](https://www.weforum.org/reports/global-risks-report-2023)

⁷ [BCI Horizon Scan Report 2022: Non-occupational disease remains a primary risk to organizations | BCI \(thebci.org\)](https://www.thebci.org/horizon-scan-report-2022)

The 2022 NSRA Matrix

Impact	Catastrophic 5	52,53	12,22a,22b,89,95	50a	14,21b,78,96	
	Significant 4	45	48,62,80a	19,23a,51,73,75a,75b,75c,88	5b,26,31,71,74,79,97	2,4b,93
	Moderate 3	41,56,57,58,59,60,80c,94	8,35,46,47,76	17,20a,21a,49,50b,55a,69,77,80b,86	5a,6a,9,13,16a,16b,20b,23b,27,64,67,72,87	4a,4c,4d,7,25,28b,33,55b,70,90,92
	Limited 2	42,43,54,61	10,40,65,66	37,44,80d,82,83	15,36,81b,84	3,6b,11,24,28a,29a,29b,30a,30b,34,39
	Minor 1	68	63,85,91		18,38	1,32,81a
		1 <0.2%	2 0.2-1%	3 1-5%	4 5-25%	5 >25%
Likelihood						

This will clearly indicate which risks will need prioritisation in terms of plan development, exercising, and training. Guidance relating to this is given below in the new draft Community Risk Register:



a. High Impact Risks

Any risk that falls within the red parts of the matrix is classed as a high impact ‘RED’ risk. These risks are likely to require specific planning and possibly unique capabilities, to respond to them effectively. Planning and mitigation measures are likely to require multi-agency, cross-government input and are likely to have significant plans, coordinated by a lead government department, in place. Training and exercising the response to these risks should be put in place, with the risks monitored on a regular basis. It must be recognised that due to the catastrophic nature of some of these risks, it may not be possible to mitigate the risk enough that it moves out of the red risk category.

b. Significant/Catastrophic Risks with Very Low Likelihood

Risks that fall into the top left corner of the matrix, those with low likelihoods but very high and/or catastrophic impacts, can be managed in a range of ways. Using evidence-based judgement, the JRF may decide whether specific planning is required, or whether generic capability development against common consequences will suffice. As with red risks, multi-agency, cross-government input and coordination may be required, alongside regular training and exercising of response plans.

c. Limited to Moderate Impact Risks of all Likelihoods

Risks sitting in the bottom half of the matrix, those with a range of likelihoods but impacts ranging from low to moderate, can be managed with generic planning only. The JRF should use a model such as the National Resilience Planning Assumptions, scaled for the local area, to identify the most severe common consequences of these risks, and subsequently planning and prioritising capability development against these consequences. Those risks falling into

the green area will require only minimal monitoring and control, unless a change in local circumstances or a future risk assessment shows a substantial shift, prompting a move to another risk category. Long term trends, such as climate change, could see a gradual movement of risks from the moderate to severe areas on the matrix.

All planning related to the Community Risk Register must be underpinned by valid and robust generic plans, and the Jersey Resilience Standards and capabilities assessments.

The future

In producing proposals for a new Civil Contingencies Law, the Government wants to ensure that:

- It covers all experience gained in the response to the COVID-19 pandemic, including explicitly addressing the areas identified for improvement by the COVID-19 Review and the Comptroller and Auditor General
- It covers fully the respective roles of the Council of Ministers and of the Emergencies Council in circumstances where a State of Emergency has not been declared, one of the key areas identified by the Comptroller and Auditor General
- The conclusions are soundly based; it gathers evidence from a wide range of organisations and individuals, not only within the public sector but also in businesses, in the voluntary and community sector, and in Parishes and communities
- It draws on international leading practice on the legislative arrangements that best support the building of resilience and preparedness across an island state like Jersey.

Officers have been working on the development of a resilience agenda for some time. COVID-19 was an example of a macro level event, the likelihood and overall impact of which could not be controlled or influenced at an Island level, and it is recognised that there are many other potential events, in the health sphere and others, that require a thoroughgoing review of the entirety of the legislative and other arrangements for managing their impact locally. The Government asked Bruce Mann and Kathy Settle to facilitate the development of proposals for this new legislation. Bruce and Kathy are highly experienced resilience experts who previously led the Civil Contingencies Secretariat in the Cabinet Office in the UK Government as Director and Deputy Director, including in the introduction and amendment of the UK's civil contingencies legislation. They have also supported a range of international governments in improving their emergency preparedness, and several Local Resilience Forums in England. In March 2022, they published an Independent Review of the UK Civil Contingencies Act 2004 and its Supporting Arrangements⁸ which drew on international best practice in making recommendations on how UK resilience could be improved, which was cited by the UK Government as influencing their thinking in the recently published UK Government Resilience Framework.

The Government of Jersey has asked that their study will deliver a report on the current civil contingencies and strategic resilience arrangements in the Island of Jersey, including identification of areas for improvement. This study has been underway since January 2023 and will be completed by September 2023 and will involve engagement with various stakeholders. It will not only shape the law but also the future planning and response arrangements and any required further mitigations as we continue to respond to global challenges. We will also work on building resilience in collaboration with Guernsey as these issues extend beyond our shores.

⁸ [NPC-IndependentReviewoftheCCA_ExecutiveSummary_MARCH2022_Published-Version.pdf \(nationalpreparednesscommission.uk\)](#) (Executive Summary) and [NPC-CCA-Report-FINAL-FOR-PUBLICATION-ON-24-MARCH-2022.pdf \(nationalpreparednesscommission.uk\)](#) (Full report)

To that end, the actions and future plans set out in the table below, remain largely limited to the recommendations arising from the independent COVID-19 review, as well as some early leanings from the localised major incidents in December and January. The outcomes of the civil contingencies and resilience review will therefore be additional to this plan.

Governance

The Crisis Resilience Improvement Plan will be overseen by the Jersey Resilience Forum Executive and reviewed on a regular basis. Specific actions will be owned and delivered by the Jersey Resilience Forum Delivery Group.

Detailed update on each Independent Covid Review Report recommendation

Recommendations	Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023	Future actions	Responsible Officer(s)
Prepare for threats			
<p>(i) The Jersey Government has an underdeveloped risk identification and mitigation system at both operational departmental level and at a strategic government level. Though risk identification cannot reduce risk, it raises awareness and usually prompts thoughtfulness about resilience, that is the ability to adapt quickly including to sudden and unexpected change. A good risk and mitigation system galvanises politicians and officers and is applicable in both strategy and operational delivery. The Chief Executive should initiate an improvement programme for Risk Management across the Government.</p>	<p>Since 2020 GoJ has developed a Risk Management Strategy which is reviewed annually. This was recognised in a recent C&AG Review as compliant with international standards. In addition, the Strategy provides a framework for departments to records their risks, a Corporate Risk Register and the island-wide Community Risk Register. The Strategy and Registers are embedding and GoJ has reflected the importance of good management in its prioritisation and restructuring under the new Cabinet Office by Council of Ministers and the Chief Executive.</p> <p>While the recommendation is understood to relate to the Government’s risk management arrangements, it is of note that, having maintained a Community Risk Register set against the principles and standards of Local Risk Assessment Guidance contained within the non-statutory guidance to Part 1 of the UK’s Civil Contingencies Act 2004, the Emergency Planning Service has, for some time, been developing a revised Community Risk Register, based upon the principles and standards (and risks) of the UK’s National Security Risk Assessment (now 2022 version) to reflect Jersey’s need to consider and manage risk through a ‘national’ as well as local lens.</p>	<p>Continued development and review of the Corporate Risk Register will bring improvement in the management of risk, with a dedicated senior officer overseeing the improvement programme</p> <p>Further development and review of the Community Risk Register, including a summary version for publication for wider community awareness. This work is due for completion by the end of 2023, and until then the current Community Risk Register (V3.8, last updated August 2021) remains valid.</p>	<p>Strategic Director for Assurance and Risk, Head of Risk (Corporate Risk)</p> <p>Emergency Planning Officer (Community Risk)</p>

Recommendations	Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023	Future actions	Responsible Officer(s)
<p>(ii) Jersey should swap ideas with other comparable jurisdictions with which it likely faces threats in common.</p>	<p>Jersey already participates in several inter-jurisdictional forums for collaboration on common threats. They include:</p> <ul style="list-style-type: none"> ▪ Emergency Planning networks ▪ Links with the UK Government via the Ministry of Justice ▪ Direct, routine liaison with UK Ministry of Defence ▪ Emergency planners in Jersey regularly speak with and exchange ideas and information in Guernsey, the Isle of Man, and Gibraltar. ▪ Chiefs of Emergency Services have ‘Small Islands Forums’ with Guernsey, Isle of Man and Gibraltar (Ambulance includes the Isle of Wight too) ▪ Local Resilience Forum liaison, in particular with Hampshire and the Isle of Wight ▪ Policy development work for the new Civil Contingencies Law has included research of and reference to similar legislation in other jurisdictions notably, Guernsey, Bermuda and New Zealand among others. ▪ Mutual support for specialist public health emergencies can be accessed through the UK ▪ The Directors of Public Health in Guernsey, Isle of Man, and Jersey meet regularly. These meetings include discussions on public health emergencies; for example, 	<p>Ongoing.</p> <p>Build on relationships with comparable jurisdictions on health protection matters when implementing the Health Protection Review work programme from 2023 onwards.</p> <p>Further develop the Channel Islands Public Health Alliance launched in March 2023.</p> <p>Continue to develop the potential for a Channel Island’s Resilience Forum (at political level).</p>	<p>Chief Officer (CO), Justice and Home Affairs (JHA); Director Public Health; Emergency Planning team</p>

Recommendations	Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023	Future actions	Responsible Officer(s)
	<p>pandemic plans have been shared and discussed.</p>		
<p>(iii) Good emergency planning, including crisis communications, requires regular rehearsal, including Ministers. This takes time, effort, and planning but is a wise investment. Many jurisdictions find it worth doing annually, including Ministers and Chief Executives with their senior officers.</p>	<p>A coordinated programme of exercises is conducted and planned through Jersey Resilience Forum (JRF). It is envisaged that the Emergencies Council will do a series of case studies and then an exercise in the next year (subject to this recommendation being accepted at a meeting of the EC).</p> <p>The Jersey Resilience Forum Delivery Group (JRFDG) Training and Exercising Sub-Group has delivered Joint Emergency Services Interoperability Principles (JESIP) training to JRFDG members. The JESIP principles underpin multi-agency response arrangements and provide a framework for all responders to collaborate and respond in an agreed resilient framework. The JRF has an annual training programme for the JESIP principles, and in 2022 this product was delivered to 96 responders.</p>	<p>Ongoing training, learning and debriefing, coordinated and overseen by the Jersey Resilience Forum, with support from its members and the Emergency Planning team.</p> <p>A delivery group for JESIP is already established and the focus for Autumn 2023 will be the delivery of a one-day training programme to run over a period of one week (5 sessions) to include wider responder package for all JRF Resilience Partners.</p> <p>The intention is to accompany this with a series on inputs from those involved in the response to Op Nectar, Spire and Barn, as an opportunity to learn lessons from their experiences. This approach has been endorsed by the JRF.</p>	<p>CO JHA; Emergency Planning team</p>
<p>Understand the Jersey population in depth</p>			
<p>(iv) In an emergency there is a high expectation that the Government will both protect its most</p>	<p>A Statistics Jersey project to join up administrative data sets across government has</p>	<p>Ongoing programme of work 2022-2024</p>	<p>Chief Statistician; Director Public</p>

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<p>vulnerable and be sensitive to the needs of different communities. This starts with a closer knowledge than Jersey has now, including a closer knowledge of those living on the margins of the community, of those with mental health issues, and of those overseas workers who have been in Jersey for less than 5 years. In a crisis these groups are likely to suffer more than most. All three have able and articulate champions willing to encourage a greater awareness of the groups' needs. An open mind to their advocacy should narrow the gap between these groups and the wider community. The Government should commission research on its population between censuses.</p>	<p>started as part of the Covid Recovery Understanding and Insights Project.</p> <p>Public Health is undertaking qualitative work in 2023 to understand Jersey's communities and their health needs.</p> <p>Specifically, this will include developing a better understanding of the health risks, protective factors and outcomes for Jersey, including a Jersey Strategic Needs Assessment; developing an ability to involve and engage Islanders aimed at improving health risks and outcomes; and developing a Health in All Policies framework to ensure health and health equity considerations form part of broader government policy and decision-making.</p> <p>More broadly, the Council of Ministers is committed to reducing health inequalities and promoting social inclusion, which is recognised in the proposed Common Strategic Policy 2023-2026.</p> <p>As part of the Council of Ministers' 100 Day Plan, there was an action to determine how Islanders can better engage with government. One of the key outcomes of this project was to develop a Policy Inclusion Framework, which consists of policy engagement good practice guidance and a policy engagement toolkit. The launch of the framework was supported by a package of</p>	<p>Ongoing work to establish the Cultural Centre will consider how we continue to engage with overseas workers with less than five years residency.</p> <p>The forthcoming Public Health Strategy will include initiating the development of a Jersey Strategic Needs Assessment, and will establish priorities for improving and protecting health, and for strengthening health equity amongst different population groups.</p>	<p>Health; Group Director Policy</p>

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	<p>resources and training for government officials, with the purpose of improving engagement with Islanders and ensuring that the Government's decisions are more sensitive and responsive to their concerns.</p> <p>A Participation Standards Framework was being co-developed with young people to enable them to shape how they will be involved in future decisions made by Government. In addition, an Older Persons Living Forum was launched to ensure that the views of older people are systematically considered as part of the development of all Government policy.</p> <p>An 'Engagement and Information Improvement' Report was published, analysing information communicated by Government and how it can be improved Engagement and Information Improvement Report.pdf (gov.ie)</p>		
Ensure the best advice is available			
(v) Jersey seems to be well equipped for Government to draw advice from other sectors of the economy, but their influence with Government is uneven. In a small jurisdiction such as Jersey, strongly motivated individuals among the middle and senior officials, among politicians and in	Existing structures such as the Jersey Resilience Forum Delivery Group enable Government to easily engage with critical national infrastructure partners and subject matter experts. Delivery Group members have well established wider stakeholder networks with whom they can engage, activating a joint response as needed. The Arm's Length Body Oversight Board also provides similar opportunities.	This will be further reviewed as part of the development of the new Law.	

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<p>the professions are likely to lead the quick adaptation to nasty surprises. Good horizontal relationships between all the non-government parts of Jersey life and the Government are realistic and will be beneficial when there is a need to pull together. This requires named officers to know whom they are responsible for liaising with outside of Government.</p>	<p>In light of their pivotal role in the response to the recent major incidents, Customer & Local Services colleagues have been added to the Delivery Group.</p> <p>Further opportunities or structures will be considered as part of the development of the new Civil Contingencies Law and associated input needed on resilience.</p>		
<p>(vi) Many future threats might have a scientific nature. We recommend the Government considers appointing a Chief Scientist who can co-ordinate advice necessary to mitigate threats or exploit opportunities. This individual could also devise stronger Scientific and Technical Advice 'Cells' or STACs, bespoke to each new crisis and ensuring a good balance of professional disciplines. Any such individual should carry a duty to report both to Government and States Assembly members to strengthen confidence.</p>	<p>Timely and high-quality scientific advice is important for many areas of government, providing an evidence-base to assist policy development and decision-making. The Scientific and Technical Advisory Cell (STAC) was instrumental in the Government's response to the Covid-19 pandemic. There is merit in considering whether our scientific structures need to be strengthened further – both in responding to emergencies and supporting the regular work of government.</p> <p>A Code of Practice for STAC has been devised and published Microsoft Word - T Code of Practice for the Jersey Scientific and Technical Advisory Cell STAC (gov.je)</p> <p>The Health Protection Review will recommend that we build on this Code of Practice for future</p>	<p>A Chief Scientist role has been proposed for Jersey & the options for this role are currently being developed. They will be presented to ministers in 2023. The proposal will outline the case for a Chief Scientist for Jersey and best practice in comparable jurisdictions; determine the potential scope, functions, benefits and resource requirements of any such role, whilst taking into account the already established Code of Practice for STAC</p> <p>The forthcoming proposal was acknowledged by the Emergencies Council on 26.06.23.</p>	<p>Director of Public Health</p>

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	<p>Scientific and Technical Advisory Committees (STACs), to further clarify principles and procedures to be followed in determining membership, relationship with the sponsor department within Government, independence and objectivity, working practices and communication and transparency.</p>		
Keep the Government in good repair			
<p>The States entered the pandemic with out-of-date legislation and a poor public health function.</p> <p>(vii) Part of the States apparatus ought to ensure legislation is not badly out of date.</p>	<p>The need for a revised, modern legal framework for the control of infectious disease, emergency planning and other public health measures is recognised. This framework will be improved by a new Public Health Law and Civil Contingencies Law. These pieces of legislation will be prioritised during the 2022-2026 parliamentary term. Government have already engaged external support both to provide challenge to policy development thus far on civil contingencies legislation, to assist and advise on the ongoing 'shift' toward resilience and support in the development of a 'roadmap'. This work will report back in 2023 and assist the final legislative development work. See also recommendation (x). The development of the Public Health Law is underway and is planned for debate in late 2024.</p>	<p>The development of both Laws will continue. We will consider further how we can best review our laws on a more systematic basis, taking into account developments in other jurisdictions</p> <p>The Health Protection Review will be published and implemented.</p>	<p>CO, JHA; Director Public Health; Group Director Policy; Emergency Planning</p>
<p>(viii) The Chief Executive should provide yearly advice to Ministers about minimum levels of provision for essential services.</p>	<p>This recommendation has been considered very carefully, and whilst the potential benefits of such advice have been considered, it has been determined that the Government Programme</p>	<p>We will develop an assurance approach in relation to this, to ensure that the Council of Ministers can be satisfied that the resources</p>	

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	cycle (Government Plan, Ministerial Plan and Delivery Plan, and Departmental Business Planning) process provides effective information for Ministers to consider their priorities and determine funding allocations accordingly.	they have allocated will achieve their specified aims.	
Make decisions better			
<p>(ix) We have been sensitised to the need for politicians to check out mutual beliefs and convictions before making individual decisions. During the pandemic, individual Ministers made decisions but largely did so after consulting their colleagues, and sometimes other stakeholders. This realistic requirement is not always understood by others. What matters is a clear system, explicable to others where duplication is avoided, and roles and accountability are clear. Defining Ministerial, senior staff and interagency roles is complex but necessary. Jersey will want to set down its own system but there are recognised emergency planning procedures in other jurisdictions which can provide a draft template.</p>	<p>It is important to learn from the experience of Covid-19 to ensure that suitable legislative, governance and decision-making arrangements are in place to respond to any future pandemic or comparable disruptive event.</p> <p>Emergency Planning procedures do reflect the need for clear roles and accountabilities, and this is also a core element of the proposed new Civil Contingencies Law, which will govern emergency preparedness and response. This will provide effective governance structures and allocation of responsibilities in emergencies, including amongst the Council of Ministers and Emergencies Council.</p> <p>Use of Political Oversight Groups (POG) instead of the construct of ‘Competent Authorities Ministers’ meetings has worked well since Covid, for example we have a ‘Recovery from Major Incidents’ POG which has been meeting weekly since the end of December to oversee the recent maritime, explosion and flooding incidents.</p>	<p>For future review linked to the creation of the new Civil Contingencies/Resilience Law, as it will need to be considered what political and officer level groups, we must have to oversee planning, policy, and preparedness; and what we have (and how do they differ) for response.</p> <p>The new legislation is currently in development, in consultation with UK subject matter experts. Their consultation is due for completion by the end of June 2023, at which point they will provide their recommendations. A full set of policy proposals upon which the law will be based is due to be provided for Ministerial consideration by the end of 2023 and this is being monitored under the Minister for Justice and Home Affairs’ Delivery Plan for 2023. In 2024, attention</p>	<p>Chief Executive; CO JHA; Emergency Planning team; Director Public Health; Group Director Policy</p>

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		<p>will turn to law drafting, debate and the process to enact the legislation.</p> <p>Until this point, the current legislation (Emergency Powers and Planning (Jersey) Law 1990) remain valid and provides comfort. To assist the transition to the new legislation, the Emergency Planning team are working with planners and responders to ensure that current best practise (such as UK and Guernsey civil contingencies legislation), and response and recovery arrangements from other leading jurisdictions (such as New Zealand) are followed. This is in conjunction with leading practise as recommended by such bodies as the United Nations (for example, the Sendai Framework) being adopted, in anticipation of the spirit of this being incorporated in the proposed new legislation.</p>	
(x) We understand a new Civil Contingencies Law is anticipated for Jersey. We recommend this is prioritised to be completed within two years. Alongside the new law, Jersey needs a raft of	Work is underway on a new Public Health Law and a new Civil Contingencies Law. These pieces of legislation will be prioritised through the 2022-26 parliamentary term. Planning and preparedness work is underway, with external	It is envisaged that the new Civil Contingencies Law will be accompanied by appropriate guidance, learning and procedures which will ensure the Law is embedded and ad hoc	Chief Executive; CO, JHA; Emergency Planning team; Group Director

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<p>clear procedures to avoid the need to utilise ad hoc arrangements which fortunately got Jersey through the pandemic. Although they got the job done, they were not always properly understood by the public, allies, and some States members.</p>	<p>review and challenge being commissioned to aid this work.</p> <p>The Jersey Resilience Forum has adapted the Jersey Resilience Standards, against which all resilience activity will be conducted. Alongside generic and specific contingency plans and supported by an augmented training, exercising and assurance framework, the need to adopt or adapt ad hoc arrangements should be minimised.</p> <p>In addition, the Health Protection Review will recommend actions to strengthen the support, coordination and strategic direction provided by the Health Protection cross government function.</p>	<p>arrangements are not required. This work will be prioritised by the Emergency Planning team, working with others as appropriate.</p>	<p>Policy; Director Public Health</p>
Form alliances of assistance			
<p>Jersey has many talented and resourceful residents and recruits great staff, but it can be overwhelmed and needs to think about 'mutual aid' arrangements to provide resilience in prolonged emergencies.</p> <p>(xi) Offers of help need to be responded to firmly but fairly to avoid the Government appearing to be in a 'bunker mentality'.</p>	<p>The rapid expansion and flexibility of the public health response, and the level of commitment shown by actors across the community, is one of the positive aspects of the Covid-19 pandemic. It is important to maintain and build on these relationships and ensure that appropriate capacity and capabilities exist to respond to any future pandemic or comparable disruptive event.</p> <p>Mutual Aid arrangements are an important and beneficial feature of emergency response arrangements. These mutual aid arrangements were used to good effect for the responses to Operation Spire and Operation Nectar.</p>	<p>There is scope to develop further mutual aid arrangements for major incidents, in relation to other functions such as creating Multi Agency Information Cells.</p> <p>There is also scope to develop further 'in house' support for incidents, with staff release being pre agreed and 'on the bench', so that they are aware of local context and trained and ready to go, bringing their professional skills to assist with the incident. This will be</p>	<p>CO, JHA; Emergency Planning team Director Public Health</p>

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	<p>As part of the Health Protection Review, further consideration has been given to how these arrangements can be enhanced with different sectors of the community. This includes, for example, formal relationships with the UK Health Security Agency through to local community organisations. We now have:</p> <ol style="list-style-type: none"> 1) A formal alliance with Guernsey on public health matters 2) observer status at the following UK committees: UK Health Protection Committee, Joint Committee on Vaccination and Immunisation, National Screening Committee (England) 3) a senior member of health protection staff that works part time for us and part time for the UK Health Security Agency 4) commissioned a review on nuclear incidents with EP and Guernsey from UKSHA 5) Conducted our health protection review with support from Public Health Wales. 	<p>further explored and an appropriate protocol developed.</p>	
Sort out the sharing of data			
<p>(xii) Data sharing is complicated. The right to privacy and the duty to maintain this right are very important but, in any emergency, there may be compelling reasons to share data, to preserve life or reduce significant risks. During a pandemic is the worst time to</p>	<p>Early consideration of this point was underway when the December 2022 and January 2023 incidents occurred.</p> <p>On a broader point, a Statistics Jersey project to join up administrative data sets across government has started and will be taken</p>	<p>As a result of the December and January 2023 incidents in Jersey, a template Major Incident Data Protection Impact Assessment and data sharing protocol are in development, for use in any future similar situations. These should be available in Quarter 3 2023.</p>	<p>Director Public Health; Chief Statistician</p>

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<p>argue about these issues and Government officers ought to set down in advance exceptional circumstances and suggest any amendments to legislation that seem necessary.</p>	<p>forward as part of the Covid Recovery Understanding and Insights Project. This will give better access and insight using already existing data, which could be beneficial in future incidents, depending on their nature.</p>	<p>The development of a DPIA for notifiable diseases between Public Health and Health and Community Services is underway to ensure there is a legal basis for sharing data between those working on infectious diseases.</p>	
<p>Building crisis communications</p>			
<p>(xiii) Any future crisis will bring further high expectations and the Government should build on its Crisis Communications Plan covering training for spokespeople, extra resources, mutually agreed expectations with media outlets, including broadcast facilities at weekends, and perhaps a shadow website/web- channel that can be switched on when necessary.</p>	<p>The Communications Directorate work extremely closely with Emergency Planning in the event of relevant incidents of any sort.</p> <p>Crisis Communications Strategy While the Communications Directorate stood up a successful strategy during the recent major incidents, the experience demonstrated the need to review the crisis communications strategy to ensure it remains robust, current, and fully embedded with the team for any future events.</p> <p>Upon the recommendation of Dr Lucy Easthope, meetings have taken place with UK expert and author in crisis and recovery communications (Amanda Coleman), to scope out development sessions for an updated crisis communications strategy.</p> <p>Work has started to review the existing Government Crisis Communications Strategy</p>	<p>Revised Crisis Communications Strategy to be developed and embedded with the Communications Directorate for any future major incidents.</p> <p>Stage 1 (Crisis Comms Strategy)</p> <p>Stage 1 of the Crisis Communications Strategy is already in process and should be completed by autumn 2023.</p> <p>Amanda Coleman is working with the Director of Communications on the following:</p> <p>1a. Desk review of the crisis communication strategy</p> <p>1b. Conduct a strategy setting session with key internal</p>	<p>Director of Communications</p>

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	<p>and support the development of a Recovery Communications Strategy.</p>	<p>stakeholders and/or the in-house communication team</p> <p>1c. Revise the strategy in consultation with the in-house team and input from Amanda Coleman</p> <p>1d. Embed the crisis communication framework and strategy</p> <p>Stage 2 (Recovery Communications Strategy)</p> <p>Also (given recent learning) it has been determined that a Recovery Communications Strategy (Stage 2) should be in place, and this is also being developed with the guidance of a crisis communication expert.</p> <p>Once the strategy has been developed, it will also be embedded within the wider Communications Directorate.</p> <p>Recovery Communications Strategy</p>	

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		<p>Amanda Coleman is working with the Director of Communications on the following:</p> <p>2a. Draft a recovery communication plan 2b. Provide additional ad hoc support in reviewing any outline plans or advising as the recovery is developed and implemented 2c. Run training on embedding crisis response into everyday communication and building for long term recovery 2d. Develop associated documentation to support the delivery of the crisis communication strategy and recovery communication plan. This will include aide memoires and checklists to assist in the management of situations</p>	
Keep up the good work			
(xiv) The Health Service must maintain effort on the [Covid] vaccination programme by setting targets for coverage of all booster and other vaccinations	<p>The vaccination programme is the cornerstone of Jersey's response to Covid-19 and our ongoing priority remains to ensure high levels of uptake amongst the priority groups in the community.</p> <p>Our COVID-19 vaccination strategy is regularly reviewed and updated based on the latest guidance from the Joint Committee on</p>	<p>High levels of population level immunity through vaccination for all vaccine-preventable disease will help ensure resilience against infectious disease. The Health Protection Review recommends that Public Health develop an Island-wide vaccination strategy.</p>	Director Public Health

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	<p>Vaccination and Immunisation (JCVI). The autumn booster was launched in September 2022 and, as part of this work, work continued to ensure that vaccinations are easily accessible, with more targeted campaigns to encourage uptake where necessary. This has been maintained for the (limited, in accordance with JCVI guidance) Spring 2023 booster programme.</p> <p>Since Autumn 2021 the Public Health Directorate have had responsibility for delivering the COVID-19 vaccination programme, as well as a centrally offered 'flu programme delivered in collaboration with external partners. This remit has expanded to also include MPX, Shingles and Childhood immunisations.</p>		
(xv) The Government must remain vigilant for the emergence of new variants.	The emergence of new variants of COVID-19 remains a possibility as we have seen through the course of the pandemic. We remain vigilant through ongoing monitoring of the latest data and evidence, both locally and internationally, and ensure that our contingency plans remain up to date and robust so that appropriate capacity and resources are available to respond rapidly and proportionately to any changes in the situation.	<p>Public health intelligence colleagues will continue to monitor national and international research and data to ensure early warning of any future threats from Covid or other infectious diseases.</p> <p>Relationships with other Crown dependencies, UKHSA and other UK networks will be developed and strengthened to ensure we have early intelligence of any future threats as well as support as necessary.</p>	Director Public Health

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(xvi) The Chief Executive should develop a Crisis Resilience Improvement Plan to ensure these recommendations are integrated and executed.	The plan has been developed and will be published	The recommendations and their actions must be built into government planning processes and the ongoing activity of the Jersey Resilience Forum and a wide range of responsible government Ministers and officers so that they are part of normal operations. This will be overseen by the Jersey Resilience Forum.	Chief Executive Officer; CO JHA, Emergency Planning team