

# **Crisis Resilience Improvement Plan**

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## Foreword

I am pleased to present the updated Crisis Resilience Improvement Plan, which was first published on 31 July 2023. The full version of the 2023 Plan can be found [here](#).

There has been detailed work undertaken to ensure that the Plan is up to date and clear, with several updated actions captured in it.

In addition, the Jersey Health Protection Review was published on 28 July 2023, and can be found [here](#). It is referred to in some of the action updates.

Producing a Crisis Resilience Improvement Plan was one of the recommendations of the Independent Covid Review for Jersey, which can be found [here](#).

It is essential that as a government, we are able to demonstrate our preparedness when crisis happens.

We have, as an island, experienced many major incidents over the last few years. We must always learn from them and enhance our continued commitment to always working together for the good of islanders, whether that is with other Government of Jersey departments or other expert agencies in Jersey and beyond.

This action update to the Crisis Resilience Improvement Plan provides further content and information on actions on each of the 16 recommendations of the Covid Review, and their progress, either to conclusion, or moving them on to action owners to take forward as part of other programmes of work, or business as usual.

This will therefore be the last update to the Crisis Resilience Improvement Plan.

I would like to take this opportunity to thank the many colleagues who have contributed to the updating of the Crisis Resilience Improvement Plan.



**Andrew McLaughlin**

**Chief Executive Officer, and Head of the Public Service**

**Government of Jersey**

**May 2025**

## Introduction:

The update is set out using the themes of the Independent Covid Review, and the same recommendation numbering as the original report. The information on each recommendation includes:

- The specific wording of the original recommendation
- The action update on 31 July 2023
- The future actions envisaged on 31 July 2023
- The update on those actions as of 28 February 2025
- Any relevant notes on future actions as of 28 February 2025
- The future action owner

## Prepare for Threats:

### Recommendation 1:

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 and 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.

#### Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

Since 2020, the Government of Jersey 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 record their risks, a Corporate Risk Register, and the Island-wide Community Risk Register. The Strategy and Registers are embedding, and Government 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.

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.

#### Future actions as of 31 July 2023:

Continued development and review of the Corporate Risk Register will bring improvement in the management of risk, with a dedicated senior office overseeing the improvement programme.

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.

#### Update as of February 2025:

The Corporate Risk Register is regularly reviewed by the Executive Leadership Team (ELT) and risk owners. The register includes those risks and issues that can or are materially

threatening Government of Jersey's Strategic Objectives. ELT receive quarterly report updates.

The Risk and Audit Committee and the Departmental Risk Group (departmental risk leads) also review the Corporate Risk Register on a quarterly basis through reports from Risk and Assurance.

As part of this the Risk and Assurance team also issues updates to ELT and the Departmental Risk Group in terms of the Global Risk Landscape and key Global Risks which can materially impact to a greater or lesser extent the Island's resilience and threats at a strategic level, including also the Jersey Emergency Risk Register.

The Corporate Risk Register is owned by ELT and where appropriate Crisis Resilience is considered. There is currently one Crisis Resilience related risk on the Corporate Risk Register which relates to Major Incident Impact on Resourcing and Recovery. This is owned by Justice and Home Affairs. Others include Telecoms Security and Resilience, Supply Chain (Economy Department), and Cyber and Failure of Frontline IT Services (Digital Services).

Following the C&AG's report of June 2025 into Energy Resilience potential Corporate Risk around Critical National Infrastructure in the private sector are also being considered in terms of their potential to impact Government. This is being reviewed by the Cabinet Office.

### **Community Risk Register**

As part of the ongoing focus on assessing emergency risks, this has now been renamed the Jersey Emergency Risk Register (JERR). The rationale for this is to more accurately reflect the content and purpose of the document, and to avoid confusion.

The new version of the JERR is being developed.

A Jersey Resilience Forum (JRF) Emergency Risk Working Group has been established consisting of lead risk assessors from within the JRF. UK National Strategic Risk Assessment risks have been assessed as part of Phase 1 of the JERR.

Phase 2 is considering local specific risks to be assessed and included in the JERR.

This has been achieved with the support of extra Assistant Emergency Planning Officers, with a dedicated role focussing on the JERR. Phase 3 will be creating a public-facing version for wider circulation. Phase 2 is nearly complete, and Phase 3 is due to be completed at the end of Quarter 1 2025.

Any relevant notes on future actions as of February 2025:

#### **Future action owner(s)**

- Head of Risk (Corporate Risk)
- Emergency Planning (Community/ Emergency Risk)

<b>Recommendation 2:</b>
Jersey should swap ideas with other comparable jurisdictions with which it likely faces threats in common.
<b>Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:</b>
<p>Jersey already participates in several inter-jurisdictional forums for collaboration on common threats. They include:</p> <ul style="list-style-type: none"> <li>• Emergency planning networks</li> <li>• Links with the UK Government via the Ministry of Justice</li> <li>• Direct, routine liaison with UK Ministry of Defence</li> <li>• Emergency planners in Jersey regularly speak with and exchange ideas and information in Guernsey, the Isle of Man, and Gibraltar</li> <li>• Chiefs of Emergency Services have 'Small Island Forums' with Guernsey, the Isle of Man and Gibraltar (Ambulance includes the Isle of Wight too)</li> <li>• Local Resilience Forum liaison, in particular with Hampshire and the Isle of Wight</li> <li>• 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</li> <li>• Mutual support for specialist public health emergencies can be accessed through the UK</li> <li>• The Directors of Public Health in Guernsey, the Isle of Man, and Jersey meet regularly. These meetings include discussions on public health emergencies, for example pandemic plans have been shared and discussed</li> </ul>
<b>Future actions as of 31 July 2023:</b>
<p><b>Ongoing:</b></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>
<b>Update as of February 2025:</b>
<p>Public Health in Jersey have a formal public health alliance with Guernsey and are now represented in the UK Health Protection Committee and relevant sub-committees. Additionally, Jersey are an invited member to the Guernsey Health Protection Forum to share learning in both directions.</p> <p>Public Health are currently scoping the potential for a Memorandum of Understanding with the UK Health Security Agency to access specialist advice in relation to specific public health threats.</p> <p>Local Resilience Forums in the UK operate independently, but collaborate on common areas of business, and share good practice through a regional model. GoJ Emergency</p>

<p>Planning are engaged with Southwest Local Resilience Forums (SWLRF) and attend a SWLRF Co-ordinators meeting every two weeks and every three months attend a SWLRF Chairs meeting.</p> <p>The reciprocal benefit of this engagement includes the strengthening of the relationship, through the sharing of experience, guidance, and ability to call on support at the time of crisis.</p> <p>An example of this occurred in Jersey last July 2024 where the SWLRF Chairs were invited to hold their meeting during which they received several briefings by those officers who were involved in responses to major incidents in Jersey and the lessons learned.</p>
Any relevant notes on future actions as of February 2025:
Future action owner
<ul style="list-style-type: none"> <li>• Chief Officer, Justice and Home Affairs (JHA)</li> <li>• Director of Public Health</li> <li>• Emergency Planning Team</li> </ul>



### Recommendation 3:

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.

#### Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

A coordinated programme of exercises is conducted and planned through the 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 Emergencies Council).

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.

#### Future actions as of 31 July 2023:

Ongoing training, learning, and debriefing, coordinated and overseen by the Jersey Resilience Forum, with support from its members and the Emergency Planning team

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.

The intention is to accompany this with a series on inputs from those involved in the response to the December 2022 and January 2023 major incidents, as an opportunity to learn from their experiences. This approach has been endorsed by the JRF.

#### Update as of February 2025:

Multi-agency training and exercising is prioritised by the JRF, and the schedule is delivered by the JRF Training, Exercising, and Learning Working Group. The development of the new version of the Jersey Emergency Risk Register (JERR – formerly the Community Risk Register) will direct training activity in a formalised and structured way.

Several training events and exercises have already been developed and/or delivered for 2024/25.

There has been some delay in the delivery of JESIP training due to attendees continued involvement in the investigation of, and recovery from, the major incidents. Online modules have been offered as a short term stop gap.

In April 2024, two 2-day Strategic Emergency Management courses were delivered to a total of 40 Strategic Leaders (including Duty Executive Officers). In May 2024, a week of JESIP training was delivered to 184 people (JRF members, Government officers, and voluntary sector partners).

This included sessions on lessons learned from key speakers from the Emergency Services and Government.

It is planned to schedule another week of one day JESIP training in Quarter 4 2025.

In November 2024, 50 Tactical Commanders from the JRF agencies attended Multi-Agency Tactical Incident Command training, and in September 2025, Strategic Commanders will complete Multi-Agency Strategic Incident Command training.

The future intention is to develop a rolling 5-year training and exercising programme within Emergency Planning, in support of JRF Training, Exercising and Learning Activity.

Any relevant notes on future actions as of February 2025:

Future action owner(s)

- Chief Officer, Justice and Home Affairs (JHA)
- Emergency Planning Team

## Understand the Jersey Population in Depth:

### Recommendation 4:

In an emergency there is a high expectation that the Government will both protect its most 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.

Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

A Statistics Jersey project to join up administrative data sets across Government has stated as part of the Covid Recovery Understanding and Insights Project. Public Health is undertaking qualitative work in 2023 to understand Jersey's communities and their health needs.

Specifically, this will include developing a better understanding of 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.

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.

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 the 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 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.

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.

<p>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, analysis information communicated by Government and how it can be improved <a href="#">Engagement and Information Improvement Report.pdf (gov.je)</a>.</p>
<p><b>Future actions as of 31 July 2023:</b></p> <p>Ongoing programme of work 2022-2024.</p> <p>Ongoing work to establish the International 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 (JSNA) and will establish priorities for improving and protecting health equity amongst different population groups.</p>
<p><b>Update as of February 2025:</b></p> <p>Statistics Jersey has completed the Covid Recovery Insights project with publication of <a href="#">Over the pandemic – insights from migration patterns, employment, and low income.pdf (gov.je)</a> and <a href="#">Insights from Jersey data on COVID19 vaccinations and positive PCR tests.pdf (gov.je)</a> in December 2023.</p> <p>In addition, the use of administrative data has enabled Statistics Jersey to produce more detailed population and migration data, including by residential status – see <a href="#">R PopulationAndMigrationStatisticsUpdate2022 20231124 SJ.pdf (gov.je)</a>.</p> <p>These reports all present aggregate data and could not be used to identify or target individuals during a crisis.</p> <p>The Government Engagement Framework remains the best practice guide for differing levels of engagement and consultation with Islanders, with an emphasis on accessible, inclusive engagement. It includes guidance for diversity monitoring of all consultation activity to improve equality in engagement.</p> <p>Training based on the Framework has been available to all staff on Connect People since Q4 2023.</p> <p>Population health needs will continue to be investigated by Public Health, but a cross-Government register of vulnerable people needs to be established and updated, to be available for use as required in emergency situations.</p> <p>The Public Health Strategy was published in 2023 and the first chapter of JSNA in December 2024, focusing on women's health.</p>
<p><b>Any relevant notes on future actions as of February 2025:</b></p> <p>There are plans to start a Health in All Policies approach in 2026 after the revision of the Public Health Law.</p>
<p><b>Future action owner(s):</b></p>

- Chief Statistician
- Director of Public Health
- Group Director, Policy

## Ensure the best advice is available:

<b>Recommendation 5:</b>
<p>Jersey seems to be well equipped for Government to draw advice from other sectors of the economy, but their influence with Government is uneven.</p> <p>In a small jurisdiction such as Jersey, strongly motivated individuals among the middle and senior officials, among politicians and in the professions are likely to lead the quick adaptation to nasty surprises.</p> <p>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.</p> <p>This requires named officers to know whom they are responsible for liaising with outside of Government.</p>
<b>Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:</b>
<p>Existing structures such as the Jersey Resilience Forum Delivery Group enable Government to easily engage with critical national infrastructure partners and subject matter experts.</p> <p>Delivery Group members have well established wider stakeholder networks with whom they can engage, activating a joint response as needed.</p> <p>The Arm's Length Bodies Oversight Board also provides similar opportunities.</p> <p>In light of their pivotal role in the response to the recent major incidents, Customer and 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>
<b>Future actions as of 31 July 2023:</b>
This will be further reviewed as part of the development of the new Law.
<b>Update as of February 2025:</b>
This remains the case. Opportunities to work with, and consult with, the wider resilience community continue to arise through the work of the Jersey Resilience Forum Delivery Group, and in the response to various incidents.
<b>Any relevant notes on future actions as of February 2025:</b>
<b>Future action owner</b>
<ul style="list-style-type: none"> <li>• Chief Executive Officer</li> <li>• Emergency Planning team</li> </ul>

## Recommendation 6:

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.

### Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

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 to 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 support the regular work of Government.

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 \(gov.je\)](#).

The Health Protection Review will recommend that we build on this Code of Practice for future 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.

### Future actions as of 31 July 2023:

A Chief Scientist role has been proposed for Jersey and 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.

The forthcoming proposal was acknowledged by the Emergencies Council on 26.06.2023.

### Update as of February 2025:

There has not been capacity to take this forward because of the restrictions on recruitment and budget cuts for the Public Health team.

As previously noted, work has already been undertaken to strengthen the STAC Code of Practice.

The appointment of a Director of Public Health and a specialist Public Health Consultant

specialising in health protection brings scientific expertise to the Island that was not initially available in the Covid-19 response, and will support a more scientific approach to future threats.

Any relevant notes on future actions as of February 2025:

Future action owner

- Director of Public Health



## Keep the Government in good repair:

### Recommendation 7:

The States entered the pandemic with out-of-date legislation and a poor public health function.

Part of the States apparatus ought to ensure legislation is not badly out of date.

Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

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 2022-26 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' towards 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 10.

The development of the Public Health Law is underway and is planned for debate in late 2024.

Future actions as of 31 July 2023:

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.

The Health Protection Review will be published and implemented.

Update as of February 2025:

Following the commissioning of an expert review and proposed recommendations for the structure, content and breadth of a new Law and resilience framework (likely to be 'Resilience' rather than 'Civil Contingencies') at the beginning of 2024, the new Government was briefed on the recommended approach.

Recognising the need for further development of the concepts and policy to underpin the new Law and provide further time for the development of the extensive drafting instructions needed, as well as consideration of other priority projects in the legislative pipeline, the timeline for the completion of the new Law has been amended, with the aim of lodging in the second half of 2026.

Development work on the new Public Health Law continues and the revision of the primary law is anticipated in Q1/2 2026.

This is an ambitious timeline, so there is a risk of delay.
Any relevant notes on future actions as of February 2025:
<p>Officers continue to develop the policy proposals and then drafting instructions for the new Resilience Law, so that it is ready for lodging soon after the 2026 election.</p> <p>The Public Health Law is being revised and the revision expected by Q1/2 2026.</p>
Future action owner(s)
<ul style="list-style-type: none"> <li>• Chief Officer, Justice and Home Affairs</li> <li>• Director of Public Health</li> <li>• Group Director, Policy</li> <li>• Emergency Planning team</li> </ul>

<b>Recommendation 8:</b>
The Chief Executive should provide yearly advice to Ministers about minimum levels of provision for essential services.
Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:
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 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.
Future actions as of 31 July 2023:
We will develop an assurance approach in relation to this, to ensure that the Council of Ministers can be satisfied that the resources they have allocated will achieve their specified aims.
Update as of February 2025:
<p>This has been further considered by the Chief Executive and relevant Chief Officers and it has been determined that no further action on this recommendation is required.</p> <p>The Chief Executive attends Emergencies Council (as well as Council of Ministers) and so has regular opportunity to flag any concerns as needed.</p>
Any relevant notes on future actions as of February 2025:
Future action owner:
Not applicable

## Make decisions better:

### Recommendation 9:

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.

Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

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.

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.

Use of Political Oversight Groups (POGs) instead of the construct of 'Competent Authorities Ministers' meetings has worked well since Covid-19, 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.

Future actions as of 31 July 2023:

For future review linked to the creation of the new Civil Contingencies/ Resilience Law, as it will need to be considered what political and officers level groups we must have to oversee planning, policy, and preparedness; and what we have (and how do they differ) for response.

The new legislation is currently in development, in consultation with UK subject matter experts. Their consultation is due for completion at 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 will turn to law drafting, debate and the process to enact the legislation.

<p>Until this point, the current legislation (Emergency Powers and Planning (Jersey) Law 1990) remains valid and provides comfort.</p> <p>To assist the transition to the new legislation, the Emergency Planning team are working with planners and responders to ensure that current best practice (such as UK and Guernsey civil contingencies legislation), and response and recovery arrangements from other leading jurisdictions (such as New Zealand) are followed.</p> <p>This is in conjunction with leading practice 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>
Update as of February 2025:
<p>The expert report was received at the beginning of 2024. It provides a comprehensive approach to restructuring both the legislation and the resilience framework and crisis response apparatus.</p> <p>Briefings for the Chief Minister and Emergencies Council took place in Quarter 1 2024.</p> <p>The proposals include the creation of a Minister for Resilience (combined with an existing Ministerial portfolio), a Jersey Resilience Council (replacing the Emergencies Council), an officials committee to deal with Policy and Assurance, and the continuation of the Jersey Resilience Forum, to deal with planning, preparedness, capability (including training and learning), and response.</p> <p>The day-to-day management of these arrangements would fall to Emergency Planning, which would be enhanced with a slight increase in staff.</p> <p>The report also details proposals on crisis response, continuing Strategic and Tactical Coordination Group, and appropriate cell, arrangements, but allowing from a more appropriate, nuanced approach to whole Island crises.</p> <p>In relation to emergency powers, there would be an article enabling the States Assembly to make Regulations and on Ministers to make emergency orders.</p> <p>The aim is for the process to be transparent, and a 'triple lock':</p> <ol style="list-style-type: none"> <li>1. It is an emergency</li> <li>2. Use of powers is necessary</li> <li>3. An immediacy or urgency exists, making use of powers the proportionate option</li> </ol> <p>The use of powers would be time limited, but renewable and reviewable. At all times, the Jersey Resilience Council is accountable to the States Assembly.</p>
Any relevant notes on future actions as of February 2025:
<p>Officers continue to develop the policy proposals and then drafting instructions for the new Resilience Law, so that it is ready for lodging soon after the 2026 election.</p>
Future action owner(s)
<ul style="list-style-type: none"> <li>• Chief Executive Officer</li> </ul>

- Chief Officer, Justice and Home Affairs (JHA)
- Emergency Planning team
- Director of Public Health
- Group Director, Policy

<b>Recommendation 10:</b>
<p>We understand a new Civil Contingences Law is anticipated for Jersey. We recommend this is prioritised to be completed within two years.</p> <p>Alongside the new law, Jersey needs a raft of clear procedures to avoid the need to utilise ad hoc arrangements which fortunately got Jersey through the pandemic.</p> <p>Although they got the job done, they were not always properly understood by the public, allies, and some States Members.</p>
<b>Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:</b>
<p>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 review and challenge being commissioner to aid this work.</p> <p>The Jersey Resilience Forum has adapted the Jersey Resilience Standards, against which all resilience activity will be conducted.</p> <p>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>
<b>Future actions as of 31 July 2023:</b>
<p>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 arrangements are not required.</p> <p>This work will be prioritised by the Emergency Planning team, working with others as appropriate.</p>
<b>Update as of February 2025:</b>
<p>Following the commissioning of an expert review and proposed recommendations for the structure, content and breadth of a new Law and resilience framework (likely to be 'Resilience' rather than 'Civil Contingencies') at the beginning of 2024, the new Government was briefed on the recommended approach.</p> <p>Recognising the need for further development of the concepts and policy to underpin the new Law and provide further time for the development of the extensive drafting instructions needed, as well as consideration of other priority projects in the legislative pipeline, the timeline for the completion of the new Law has been amended, with the aim of lodging in the second half of 2026.</p>
<b>Any relevant notes on future actions as of February 2025:</b>

Officers continue to develop the policy proposals and then drafting instructions for the new Resilience Law, so that it is ready for lodging soon after the 2026 election.

Future action owner(s)

- Chief Executive Officer
- Chief Officer, Justice and Home Affairs (JHA)
- Emergency Planning Team
- Group Director, Policy
- Director of Public Health



## Form alliances of assistance:

### Recommendation 11:

Offers of help need to be responded to firmly but fairly to avoid the Government appearing to be in a 'bunker mentality'.

#### Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

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.

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 the December 2022 and January 2023 major incidents.

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 arrangements with the UK Health Security Agency through to local community organisations.

We now have:

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 Emergency Planning and Guernsey, from the UK Health Security Agency
5. Conducted our Health Protection Review with support from Public Health Wales

#### Future actions as of 31 July 2023:

There is scope to develop further mutual aid arrangements for major incidents, in relation to other functions such as creating Multi Agency Information Cells.

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 the local context and trained and ready to go, bringing their professional skills to assist with the incident. This will be further explored, and an appropriate protocol developed.

#### Update as of February 2025:

Emergency Planning will continue to develop the support structures needed for Major Incident Response (such as the Multi-Agency Information Cell arrangements).

A Jersey Resilience Forum Multi-Agency Information Cell Guidance document has been developed for consultation.

Work is ongoing on the Voluntary Sector Cell arrangements for Major Incident Response and Recovery, with Emergency Planning leading community asset mapping which aims to identify organisations which can assist in the event of a Major Incident.

To support this, a Humanitarian Assistance Working Group has been created, under the Jersey Resilience Forum arrangements, which includes partners from across the Resilience Community, especially the Parishes, as well as relevant Government Departments, working together to oversee and improve the development of Humanitarian Assistance frameworks and handbooks for use in future Major Incidents.

Any relevant notes on future actions as of February 2025:

Humanitarian Assistance documents are expected to be complete by 22 July 2025 following sign off by the JRF Executive.

Future action owner(s)

- Chief Officer, Justice and Home Affairs (JHA)
- Emergency Planning Team
- Director of Public Health
- Deputy Director, Public Health Transformation

## Sort out the sharing of data:

### Recommendation 12:

Data sharing is complicated.

The right to privacy and the duty to maintain the 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 argue about these issues and Government officers ought to set down in advance exceptional circumstances and suggest any amendments to legislation that seem necessary.

### Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

Early consideration of this point was underway when the December 2022 and January 2023 major incidents occurred.

On a broader point, a Statistics Jersey project to join up administrative data sets across Government has started and will be taken 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.

### Future actions as of 31 July 2023:

As a result of the December 2022 and January 2023 incidents in Jersey, a template Major Incident Data Protection Impact Assessment (DPIA) and data sharing protocol are in development, for use in any future similar situations. These should be available in Quarter 2, 2023.

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 data sharing between those working on infectious diseases.

Information Governance colleagues will identify gaps, decisions and actions, and will allocate leadership for completing agreed actions.

### Update as of February 2025:

The DPIA and Data Sharing Agreement for sharing data between Health Groups and Environmental Health in relation to notifiable diseases was completed in November 2023.

Public Health and Health and Social Services are now part of the new Health & Care Jersey Department, which has automatically made some sharing activities easier and simpler.

Establishing data sharing protocols for infectious diseases and vaccinations has previously presented significant challenges.

<p>This is embedded in the lessons learned log, managed initially by the Recovery and Resilience Programme (which was established following the December 2022 and January 2023 Major Incidents and ran until October 2024), and then by Emergency Planning, who are proactively managing the recommendations to ensure they are driven forward and embedded as part of their core activity.</p> <p>A further data sharing agreement has now been developed to facilitate sharing of data between all entities that may be involved in a major incident.</p> <p>This has come about as a result of a significant meeting of a number of departmental Information Governance Officers in October 2024.</p> <p>A review of all data governance elements for Major Incident response and recovery was carried out, which identified gaps in information governance around data sharing, as well as the decisions that needed to be made, and actions that needed to be taken.</p> <p>As a result, the following documentation has now been drafted and is in the process of being reviewed, ahead of consultation and sign off by the Independent Government DPO.</p> <ul style="list-style-type: none"> <li>• Major Incident data collection form</li> <li>• DPIA major incident response and recovery</li> <li>• DSA major incident response and recovery (covering 37 organisations)</li> <li>• Data sharing guidance document</li> <li>• QR code major incident information request form</li> <li>• QR code major incident information response form</li> </ul>
Any relevant notes on future actions as of February 2025:
These data governance documents will be complete by June 2025.
Future action owner(s)
<ul style="list-style-type: none"> <li>• Director of Public Health</li> <li>• Chief Statistician</li> <li>• Information Governance team</li> </ul>

## Building crisis communications:

### Recommendation 13:

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/ channel that can be switched on when necessary.

Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:

The Communications Directorate work extremely closely with Emergency Planning in the event of relevant incidents of any sort.

#### **Crisis Communications Strategy:**

While the Communications Directorate (now called the Communications Service) 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.

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 our development sessions for an updated crisis communications strategy.

Work has started to review the existing Government Crisis Communications Strategy and support the development of a Recovery Communications Strategy.

Future actions as of 31 July 2023:

Revised Crisis Communications Strategy to be developed and embedded with the Communications Directorate for any future major incidents.

#### **Stage 1 – Crisis Communications Strategy:**

Stage 1 of the Crisis Communications Strategy is already in process and should be completed by Autumn 2023. Amanda Coleman is working with the Director of Communications on the following:

- 1a. Desk review of the crisis communications strategy
- 1b. Conduct a strategy setting session with key internal stakeholders and/or the in-house communications team
- 1c. Revise the strategy in consultation with the in-house team and input from Amanda Coleman
- 1d. Embed the crisis communication framework and strategy.

#### **Stage 2 – Recovery Communications Strategy:**

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. Once the strategy has been developed, it also be embedded within the wider Communications Directorate.

<p><b>Recovery Communications Strategy:</b></p> <p>Amanda Coleman is working with the Director of Communications on the following:</p> <p>2a. Draft a recovery communication plan</p> <p>2b. Provide additional ad hoc support in reviewing any outline plans or advising as the recovery is developed and implemented</p> <p>2c. Run training on embedding crisis response into everyday communication and building for long term recovery</p> <p>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>
<p><b>Update as of February 2025:</b></p> <p>The Crisis Communications Plan has been being revised and updated so it becomes a useable 'how-to' communications document to help a Duty Executive Officer and/or Communications Director or Manager operate in a crisis.</p> <p>The updated plan has been included into the Communications 'crisis grab bag' for anyone dealing with an incident. This was completed in November 2024 and will be updated and reviewed every six months.</p> <p>Alongside this, a Major Incident/Crisis Communications Strategy is being written and will act as an overarching document covering the Prepare, Respond and Recover elements of an incident.</p> <p>This is being done following advice and training sessions from Amanda Coleman and incorporates all our learnings from the major incidents we have dealt with in the last two and a half years.</p> <p>Once feedback and approval has been completed, the strategy will be adopted by the Communications Service.</p>
<p><b>Any relevant notes on future actions as of February 2025:</b></p> <p>The Major Incident Communications Strategy is expected to be complete by the end of Q2 2025.</p>
<p><b>Future action owner:</b></p> <p>Director of Communications</p>

## Keep up the good work:

### Recommendation 14:

The Health Service must maintain effort on the [Covid] vaccination programme by setting targets for coverage of all booster and other vaccinations.

Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023

The vaccination programme is the cornerstone of Jersey's response to Covid-19 and out ongoing priority remains to ensure high levels of uptake amongst the priority groups in the community.

Our Covid-19 vaccination strategy is regularly reviewed and update based on the latest guidance from the Joint Committee on Vaccination and Immunisations (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.

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 Mpox, shingles, and childhood immunisations.

Future actions as at 31 July 2023:

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.

The current vaccination programme is being reviewed, with the aim of increasing resilience.

Update as of February 2025:

Jersey continues to deliver Covid-19 vaccination in line with JCVI recommendations; delivery is through Primary Care from 2024.

Public Health is working with Primary Care to develop service standards and to monitor uptake. Data capture and sharing is a major challenge for this work.

There are on-going discussions with Primary Care to revise existing contracts and emphasise the importance of high-quality data to monitor uptake.

These should be in place by Autumn 2025. Patient Group Directives have already been developed for a number of vaccines delivered in Primary Care, which enables clinicians

<p>other than General Practitioners to administer the vaccination and provide appropriate clinical governance.</p> <p>New vaccinations were delivered in Autumn 2024, including changes to Shingles vaccination and a new RSV vaccination programme.</p>
Any relevant notes on future actions as of February 2025
Development of an Island-wide vaccination plan for the Autumn 2025 campaign is underway, and a decision already made in February 2025 to procure influenza vaccine.
Future action owner
<ul style="list-style-type: none"> <li>• Director of Public Health</li> </ul>



<b>Recommendation 15:</b>
The Government must remain vigilant for the emergence of new [Covid] variants.
Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:
<p>The emergence of new variant of Covid-19 remains a possibility as we have seen through the course of the pandemic.</p> <p>We remain vigilant through ongoing monitoring of the latest data and evidence, both locally and international, 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>
Future actions as of 31 July 2023:
<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, UK Health Security Agency, 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>
Update as of February 2025:
<p>Testing for Covid is no longer advised (in line with other jurisdictions), but variants can be identified from other information sources.</p> <p>Public Health intelligence continue to monitor cases in hospitals and care homes, and any deaths related to Covid-19.</p> <p>Public Health have established an infectious disease notification system, allowing doctors to notify when they have a suspected or confirmed case of a notifiable disease. This does not extend to infectious agents, or reporting from the laboratory, so data is incomplete and is not collected, stored or available to Public Health colleagues for surveillance purposes.</p>
Any relevant notes on future actions as of February 2025:
<p>The new Public Health Law is expected to come to the States Assembly for debate Q1/2 2026. Once the revised Public Health Law is agreed, it will be possible to use associated Regulations to mandate reporting for infectious disease surveillance.</p> <p>This will be implemented in 2026.</p>
Future action owner
Director of Public Health

<b>Recommendation 16:</b>
The Chief Executive should develop a Crisis Resilience Improvement Plan to ensure these recommendations are integrated and executed.
Action completed in advance of publication of Crisis Resilience Improvement Plan on 31 July 2023:
The plan has been developed and will be published.
Future actions as of 31 July 2023:
<p>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.</p> <p>This will be overseen by the Jersey Resilience Forum.</p>
Update as of February 2025:
<p>This action update furthers the work to ingrate and execute the recommendations in the Independent Covid Review.</p> <p>The Emergency Planning team has been increased, with the addition of three Assistant Emergency Planning Officers, to ensure that these lessons, and many others arising from major and significant incidents in Jersey, and learning from Inquiries elsewhere, are properly understood and actioned across the Resilience Community in Jersey.</p>
Any relevant notes on future actions as of February 2025:
Future action owner(s)
<ul style="list-style-type: none"> <li>• Chief Executive Office</li> <li>• Chief Officer, Justice and Home Affairs</li> <li>• Emergency Planning team</li> </ul>