



LONDON FIRE BRIGADE

Report title

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## Major Incident Procedure - PN263

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Report to	Date
Operational Resilience & Control Department Board	12 August 2020
Operations Directorate Board	2 December 2020
Commissioner's Board	17 December 2020
Deputy Mayor's Fire and Resilience Board	19 January 2021
London Fire Commissioner	

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### Executive Summary

This covering note explains details regarding the submission of Policy Note 263 - Major Incident Procedure for agreement prior to implementation.

### Recommended decisions

#### That the London Fire Commissioner

1. Approves 'Policy Note 263 – Major Incident Procedure' as attached to this report for adoption and implementation.
2. Delegates authority to the Assistant Director Strategy & Risk to adapt 'Policy 699 – Strategic Response Arrangements' as required to align with this policy.

### Introduction and Background

1. Following recommendations from the Grenfell Tower Inquiry regarding the declaration of a Major Incident, a fundamental review of Policy Note 263 – Major Incident Procedure has taken place.
2. This policy has been rewritten in full, now incorporating the Joint Emergency Services Interoperability Principles (JESIP) Doctrine.
3. The Grenfell Tower Inquiry Phase 1 report makes a number of recommendations about the joint doctrine stating:

- a. That the joint doctrine be amended to make it clear that each emergency service must communicate the declaration of a Major Incident to all other Cat 1 responders as soon as possible.
  - b. That the joint doctrine be amended to make it clear that on the declaration of a Major Incident clear lines of communication must be established as soon as possible between the Control rooms of the individual emergency services.
  - c. That the joint doctrine makes it clear that a single point of contact should be designated within each Control room to facilitate such communication.
  - d. That the joint doctrine be amended to make it clear that a METHANE message should be sent as soon as possible by the emergency services declaring a Major Incident.
4. The single service major incident policy has been written to reflect and implement these recommendations so that the Brigade is able to support changes to the joint doctrine via procedures outlined within the policy.
  5. Following the inspection carried out by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in 2019, it stated in areas for improvement that 'the Brigade should make sure it puts in place and delivers a plan to adopt National Operational Guidance'.
  6. This policy is in line with National Operational Guidance, supporting the corporate transformation plan to meet this HMICFRS recommendation.
  7. In order to align with the Metropolitan Police Service and London Ambulance Service, the Brigade will now 'declare a major incident', in place of 'initiating major incident procedure'.
  8. The policy makes reference to the 'Tri-Service' call; it is important to be aware that whilst this can be formed of up to six agencies (LFB, MPS, LAS, CoLP, BTP and HM Coastguard), it is nationally identified in this way and to modify this within the policy would create organisational risk.
  9. As part of the re-write of this policy, the section on Inner Cordon Control has been removed and will be amalgamated into Policy 415 – Cordons.
  10. The Metropolitan Police Service, London Ambulance Service and the London Resilience Group were consulted to ensure interoperability across the services in line with JESIP. Agreement from these agencies was not required as this is not a multi-agency document, however, their consultation represents good practice.

## **Objectives and Expected Outcomes**

11. This policy will aid incident commanders at all levels in their decision making when deciding whether to declare major incident procedure. Further, it will support London Fire Brigade in ensuring an appropriate and proportionate operational response to incidents where other Category 1 & 2 responders have declared a major incident.

## **Equality Impact**

12. The London Fire Commissioner and decision takers are required to have due regard to the Public Sector Equality Duty (s149 of the Equality Act 2010) when exercising our functions and taking decisions.
13. It is important to note that consideration of the Public Sector Equality Duty is not a one-off task. The duty must be fulfilled before taking a decision, at the time of taking a decision, and after the decision has been taken.

14. The protected characteristics are: Age, Disability, Gender reassignment, Pregnancy and maternity, Marriage and civil partnership (but only in respect of the requirements to have due regard to the need to eliminate discrimination), Race (ethnic or national origins, colour or nationality), Religion or belief (including lack of belief), Sex, and Sexual orientation.
15. The Public Sector Equality Duty requires us, in the exercise of all LFC functions (i.e. everything the LFC does), to have due regard to the need to:
  - (a) Eliminate discrimination, harassment and victimisation and other prohibited conduct.
  - (b) Advance equality of opportunity between people who share a relevant protected characteristic and persons who do not share it.
  - (c) Foster good relations between people who share a relevant protected characteristic and persons who do not share it.
16. Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic where those disadvantages are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
17. The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
18. Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to—
  - (a) tackle prejudice, and
  - (b) promote understanding.
19. An Equality Impact Assessment (EIA) was undertaken on 21 August 2020. The impact assessment found the contents of the policy would have a neutral equalities impact.

### **Workforce Impact**

20. The policy was submitted representative bodies via BJCHSW on 21 August 2020 to be negotiated at September's meeting, but was not heard at that, and subsequent meetings due to the amount of other papers that were given priority. Comments were received back from the Fire Brigades Union on 1 December 2020, containing mostly comments on writing style and expression. Minor changes have been made to the policy following these comments.
21. Additional consultation has taken place with level one and two Incident Commanders via the Operational Sounding Board.

## Finance comments

22. There is an estimated cost of £9k expected for training and it is envisaged that this cost will be contained within existing budgets.

## Legal comments

23. Under section 9 of the Policing and Crime Act 2017, the London Fire Commissioner (the "Commissioner") is established as a corporation sole with the Mayor appointing the occupant of that office. Under section 327D of the GLA Act 1999, as amended by the Policing and Crime Act 2017, the Mayor may issue to the Commissioner specific or general directions as to the manner in which the holder of that office is to exercise his or her functions.
24. Section 1 of the Fire and Rescue Services Act 2004 states that the Commissioner is the fire and rescue authority for Greater London.
25. This report seeks approval for changes to Policy Number 263 (PN263) Major Incident Procedure.
26. The statutory basis for the actions proposed in this report is provided by section 7 of the Fire and Rescue Services Act 2004, under which the Commissioner must secure the provision of personnel, services and equipment necessary to efficiently meet all normal requirements for firefighting.
27. Part 4 (Delegation to Officers) of the London Fire Commissioner's Scheme of Governance delegates to Heads of Service the power to approve changes to policies and procedures of which they are the designated custodian, but where a policy change is considered to be a matter "that have a significant impact on the organisation or service delivery, as determined by a Director" that policy may be placed before the Commissioner for a decision. Heads of Service may therefore make any subsequent changes to other policies consequent to a decision by the Commissioner to approve the policy that is the subject of this report.
28. In approving this policy the Commissioner should bear the following matters in mind:
  - As an employer, the Commissioner must comply with the Health and Safety at Work etc. Act 1974 (1974 Act).

Section 2 of the 1974 Act imposes a general duty on the employer to 'ensure, so as is reasonably practicable, the health, safety and welfare at work of all of his employees.' This general duty extends (amongst other things) to the plant and systems of work, the provision of information, instruction, training and supervision and to the provision and maintenance of a working environment that is, so far as reasonably practicable, without risks to health and adequate as regards facilities and arrangements for welfare at work.
  - Section 3 of the 1974 Act imposes a general duty to 'ensure, so far as is reasonably practicable, that persons not in his employment who may be affected thereby are not thereby exposed to risks to their health or safety.'
  - When carrying out its functions, the Commissioner, as the fire and rescue authority for Greater London, is required to 'have regard to the Fire and Rescue National Framework prepared by the Secretary of State (Fire and Rescue Service Act 2004, section 21).
  - To consider, in developing its operational policies, any relevant national guidance or reports from the HMICFRS or findings of any relevant Inquest or Inquiry.
29. By direction dated 1 April 2018, the Mayor set out those matters, for which the Commissioner would require the prior approval of either the Mayor or the Deputy Mayor for Fire and Resilience (the "Deputy Mayor").
30. Paragraph 3.1 of Part 3 of that direction requires the Commissioner to consult with the Deputy Mayor as far as practicable in the circumstances before a decision is taken on (inter alia) any "[c] decision that

can be reasonably considered to be novel, contentious or repercussive in nature, irrespective of the monetary value of the decision involved (which may be nil)". This report has been identified as meeting this criterion for consultation with the Deputy Mayor.

### List of Appendices

<b>Appendix</b>	<b>Title</b>	<b>Protective Marking</b>
1.	Policy 263 – Major Incident Procedure	Official
2.	Equality Assessment Impact	Official

# Major Incident Procedure

**Official** – Ops Security | **Official** – Health & Safety

New policy number: **263**  
 Old instruction number: **ON264**  
 Issue date: **17 December 1999**  
 Reviewed as current: **22 July 2020**  
 Owner: **Assistant Commissioner, Operational Resilience and Control**  
 Responsible work team: **Contingency Planning Team**

## Contents

<b>1</b>	<b>Introduction:</b> .....	<b>3</b>
<b>2</b>	<b>Major Incident</b> .....	<b>3</b>
<b>3</b>	<b>Declaring a Major Incident</b> .....	<b>4</b>
<b>4</b>	<b>JESIP Joint Doctrine</b> .....	<b>5</b>
<b>5</b>	<b>Communication with other Emergency Responders</b> .....	<b>5</b>
<b>6</b>	<b>Communications Systems at Capacity</b> .....	<b>6</b>
<b>7</b>	<b>Informing Category 1 Responders</b> .....	<b>7</b>
<b>8</b>	<b>London Fire Brigade Responsibilities at a Major Incident</b> .....	<b>8</b>
<b>9</b>	<b>Strategic Response Arrangements (SRA)</b> .....	<b>8</b>
	Strategic Co-ordinating Group (SCG) .....	8
	Tactical Co-ordinating Group (TCG).....	8
<b>10</b>	<b>Major Incident Declared by Other Responder Agency</b> .....	<b>9</b>
<b>11</b>	<b>Warning and Informing</b> .....	<b>9</b>
<b>12</b>	<b>Major Resource Requirements</b> .....	<b>10</b>
<b>13</b>	<b>Standing down a Major Incident</b> .....	<b>10</b>

Cat 1 Responders .....13

Cat 2 Responders .....13

**Document history ..... 16**

**Assessments..... 16**

**Audit trail ..... 16**

**Subject list ..... 16**

**Freedom of Information Act exemptions ..... 17**

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# 1 Introduction:

- 1.1 [The Civil Contingencies Act 2004](#) places a duty on fire and rescue services as Category 1 responders to prepare for and respond to major incidents; London Fire Brigade will comply with the requirements set out within this act.
- 1.2 The [London Emergency Services Liaison Panel](#) (LESLP) manual (Version 10.1 July 2019) sets out the agreed major incident procedure of the emergency services in London. LESLP incorporates the [Joint Emergency Services Interoperability Principles](#) (JESIP) which focuses on police, fire and ambulance interoperability in the early stages of the response to a major or complex incident. The primary functions of the emergency services and other organisations are explained within the manual, and its aim is to achieve an effective and co-ordinated response to a major incident.
- 1.3 In the event of a major incident, incident commanders will be expected to deliver actions outlined within the manual, as well as within this policy.
- 1.4 This policy sets out the procedure for the declaration, management & coordination and stand down of London Fire Brigade (LFB) major incident procedure.

# 2 Major Incident

- 2.1 The LESLP Major Incident manual defines a major incident as "An event or situation with a range of serious consequences, which requires special arrangements to be implemented by one or more emergency responder agencies".
- 2.2 For the Fire & Rescue service, examples could be, but are not limited to:
  - The initial rescue of a large number of casualties
  - The involvement, either directly or indirectly, of large numbers of people
  - The need for large scale combined resources of the Emergency Services
  - The mobilisation and organising of the Emergency Services and supporting agencies to cater for the threat of death, serious injury or homelessness to a large number of people
  - The incident necessitates a recall of specialist staff groups
  - The incident, event or situation requires an enhanced level of management coordination
  - The incident, event or situation threatens the organisation's ability to perform its critical functions
  - The handling of a large number of enquiries likely to be generated, both from the public and the news media, normally to the Police
- 2.3 A major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security.
- 2.4 A major incident may involve a Brigade only response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to Brigade as a lead responder.
- 2.5 The severity of the consequences associated with a major incident are likely to constrain or complicate the ability of Brigade to resource and manage the incident, although a major incident is unlikely to affect all other responders equally.
- 2.6 Incident commanders should:
  - Ensure that they are aware of the type and level of support that an ongoing major incident will receive and how [Policy 699 - strategic response arrangements](#) works.

- Plan ahead at the incident to predict and request resource requirements as far in advance as practicable

### 3 Declaring a Major Incident

- 3.1 The decision to declare a major incident will always be a judgement made in a specific and operational context, and as such, there are no precise and universal thresholds or triggers.
- 3.2 It is important that incident commanders at all levels are able to recognise and declare major incident procedure where the activities required are likely to be beyond business as usual operations and is likely to involve serious harm, damage, disruption or risk to human life, welfare, essential services, environment or national security. Incident commanders should understand what happens once major incident procedure is declared.
- 3.3 To declare a major incident, the incident commander should send the following assistance message to Brigade Control: ***"This is a Major Incident, {Tactical Mode}..."***
- 3.4 To facilitate the functional major incident responsibilities on scene, on receipt of the message to declare a major incident, Brigade control must mobilise the following predetermined attendance as per [Policy 412 – Mobilising Policy](#):
- 6 x Pumping Appliances (incl. 1 x 135, 2 x SubO/StnO)
  - 1 x Fire Rescue Unit
  - 2 x Command Units
  - 2 x Station Commander
  - 1 x Group Commander
  - 1 x Press Liaison Officer (exclusive)
- 3.5 The pre-determined attendance may be downgraded by the incident commander if all resources are not required to safely resolve the incident.
- 3.6 These officers and staff groups must be informed:
- |                                      |                                     |
|--------------------------------------|-------------------------------------|
| • Duty AC                            | RPELO                               |
| • Duty DAC                           | AT                                  |
| • DAC (as remote monitoring officer) | Duty Radio Officer                  |
| • OOD                                | Duty Non-Uniformed Press Officer    |
| • ORT                                | Duty Brigade Control Senior Manager |
| • Duty Staff Officer                 | CBA                                 |
| • Duty NILO                          | Deputy Mayors Office                |
| • Counselling & Trauma Service       | London Resilience Group             |
- 3.7 Declaring major incident procedure as soon as possible means that pre-determined arrangements can quickly be established, as it can take time for all operational structures, resources and protocols to be put in place. declaration of a major incident triggers a strategic and tactical response from each affected emergency service and other responder agencies. A tri-service between the Brigade, Metropolitan Police Service (MPS) City of London Police (CoLP) British Transport Police (BTP) and London Ambulance Service (LAS) call will ensure that other emergency services are informed at the earliest opportunity.
- 3.8 Following the declaration of a major incident, a **METHANE** (Appendix 1) message must be sent to Brigade control as soon as possible; where possible, this should be an agreed tri-service message. The METHANE mnemonic should also be used as a structure to pass information to other emergency responder agencies via the relevant control rooms.

- 3.9 The information sent within the METHANE message will be used to establish situational awareness at Brigade Control and for oncoming or remote monitoring officers. The message will be shared with the Police, Ambulance service and London Resilience.

## 4 JESIP Joint Doctrine

- 4.1 The Joint Doctrine sets out five principles to be applied by responders when they are determining an appropriate course of action in coordinating the response to an emergency. These principles will often, but not always, be followed in the order in which they are presented.



- 4.2 The five principles are equally relevant from a major incident perspective and relate to decision making at the strategic, tactical and operational levels at the scene, as well as at remote locations.
- 4.3 Incident commanders should establish communications channels with scene commanders from other agencies as soon as possible, in order to work through the principles.
- 4.4 Incident commanders must complete a risk assessment, this can be in the form of a tactical mode and share with other agencies, when appropriate.
- 4.5 Incident commanders should act to ensure that objectives set at the Strategic Coordinating Group (SCG) are met.

## 5 Communication with other Emergency Responders

- 5.1 Meaningful and effective communication between responders and responder agencies underpins effective joint working.

- 5.2 The Airwave radio network is used by all three emergency services, as well other Category 1 & 2 responder organisations. It provides a range of features including interoperable voice communications and wide area communications as per [Policy 786 – Interagency voice communications](#).
- 5.3 Digital main scheme radios also provide access to a national inter-agency communications infrastructure, allowing communications with other services that provide an emergency response.
- 5.4 To support multi agency communication, incident commanders, via Brigade Control may ask for a multi-agency talk group via Metropolitan Police Service (MPS) control, who have the authority to agree and implement multi agency channels.
- 5.5 It is acknowledged that there are some limitations to the Airwave service because:
- It is an external commercial network that, although resilient, can experience network issues that the Brigade have little control over
  - Masts have limited capacity so may have insufficient capacity to deal with the load being produced by local responders
  - Airwave handsets are only issued to senior officers so frontline responders on the incident ground only have access to the network via the two Airwave handsets available on Command Units.
- 5.6 There are a number of ways any issues with Airwave can be addressed to improve communications.
- 5.7 All three emergency services have trained operational communications advisers who are able to assist in managing digital network communications by providing incident commanders with advice and, if necessary, producing a communications plan which takes into account the needs of the incident as well as the capacity of the local digital network.
- 5.8 Operational Review Team officers are the Brigades trained operational communications advisors and one will attend the incident in this capacity.
- Incident commanders should obtain advice from an operational communications adviser to avoid radio and mobile communications becoming congested at an incident. All personnel should follow standard communication protocols and keep radio and mobile communication to a minimum
- 5.9 The Airwave network monitoring centre (NMC) can also assist in managing capacity and will provide appropriate advice and information throughout the duration of a major incident.

## **6 Communications Systems at Capacity**

- 6.1 Due to the impact of a major incident, Brigade Control may consider evacuating to the fallback control or could experience disruption to the telephone links from the local telephone exchange, resulting in a loss of 999 calls.
- 6.2 There is also the possibility that the control room may reach capacity due to the number of 999 calls being received.
- 6.3 The Brigade has a memorandum of understanding with North West Fire Control and Staffordshire & West Midlands Fire Control for the provision of emergency call management and mobilising of fire appliances during the initial stages of an evacuation to the fallback control or in the event of capacity being reached.
- 6.4 As part of these support arrangements, NWFC will:

- Answer all diverted 999 calls
- Mobilise attendances to life/property risk only
- Communicate with Brigade resources on national talkgroup channel 22
- Record all calls received on a form and email to Brigade Control

## 7 Informing Category 1 Responders

- 7.1 Upon declaration of major incident procedure by the Brigade, Brigade Control must request to establish the tri-service call via the MPS.
- 7.2 On receipt of the request the MPS will contact the City of London police, British Transport Police, London Ambulance Service and Brigade Control on the dedicated lines to establish the Tri Service call.
- 7.3 The MPS will Chair the Tri Service call and all attendees must be noted for recording purposes; for the Brigade, this will be a supervisor at Brigade Control. The call must take place on a recorded line and all subsequent decisions and actions should be recorded in a log by each agency.
- 7.4 The Tri Service call must continue until situational awareness is shared across all agencies and should not be terminated before a METHANE message is transmitted and shared.
- 7.5 If the Tri Service call is complete but the situation changes so as to require reconvening of the Tri Service call, then the requirements of paragraph 7.2 apply. Where possible, the same person should attend the reconvened call to ensure as much consistency as possible. Where this is not possible then there must be a thorough handover of information using the incident log.
- 7.6 All other Category 1 (Appendix 2) responders should be informed through arrangements with the London Resilience Group (LRG).
- 7.7 The LRG is the secretariat to the London Resilience Partnership and delivers services on behalf of the Greater London Authority, London's Local Authorities and London Fire Brigade to coordinate and support resilience in London.
- 7.8 When a major incident is declared, Brigade Control undertake a number of notifications to other agencies, including notification to the Duty London Resilience Manager. They play an important role in coordinating the partnership response to major incidents through:
- coordinating the development of situational awareness via LSAS
  - providing strategic advice on London's plans to the Mayor of London
  - Informing partners and Brigade senior officers;
  - Supporting delivery of the various pan London Frameworks (Appendix 3)
  - providing the administrative support for the Strategic Coordinating Group .
- 7.9 Upon notification of a major incident being declared, the LRG Duty Manager will note the contents of the METHANE message and create an incident on LSAS. The will contain incident information that is currently known and enable it to be shared with other Cat 1 responder agencies. To facilitate this, LRG will page the Cat 1 responder group advising that LFB have declared a major incident with full details available to view on LSAS.
- The incident commander should share situational awareness with the strategic commander to inform a common operating picture (COP). Other responder agencies will be able to add updates of their involvement to the incident on LSAS, assisting the generation of a London COP that can be used to inform strategic direction.

## 8 London Fire Brigade Responsibilities at a Major Incident

8.1 The primary areas of LFB responsibility at a major incident are:

- The saving of life through search and rescue
- Firefighting and fire prevention
- Rendering humanitarian services
- Detection, identification, monitoring and management of hazardous materials and protecting the environment
- Provision of qualified scientific advice in relation to hazardous materials (HAZMAT) incidents via our scientific advisors
- Salvage and damage control
- Safety management within the inner cordon
- To maintain emergency service cover throughout the LFB area and return to a state of normality at the earliest time

## 9 Strategic Response Arrangements (SRA)

9.1 The Brigade's SRA arrangements are designed to provide a strategic level of co-ordination, communication and command & control during a major incident. This will ensure effective joint working to properly minimise the risk to the public and responders and to contribute to the successful resolution of the incident.

9.2 Brigade [Policy 699 - strategic response arrangements](#) is designed to support and compliment tactical and operational command, not replace them. Strategic co-ordinating groups should always operate at the appropriate level and degree of detail to be effective.

### Strategic Co-ordinating Group (SCG)

9.3 The SCG will be established at a pre-agreed strategic coordination centre (SCC) and comprise strategic leaders from all of the response and recovery agencies that are, or may have the potential to become involved; for the Brigade, this will be a DAC or AC.

9.4 Operating with JESIP at the centre of their thinking and actions, the group will ensure the best possible response to, and recovery from the incident, enhancing public and responder safety and improving the outcomes.

9.5 An SCG will usually be chaired and managed by a police commander, but may be led by the Brigade's nominated Strategic/Gold Commander (Fire) as appropriate, depending on the nature of the incident.

9.6 As well as co-ordinating any requests for national assets, including military assistance, they will also ensure that both the response and recovery phases of the incident are given equal importance and the transition between the two is effectively managed.

9.7 Objectives agreed at the SCG will be delegated to tactical commanders to be delivered in the most appropriate way.

### Tactical Co-ordinating Group (TCG)

9.8 At a major incident, a co-ordinating group at the tactical level should be established to ensure tactical commanders effectively communicate and co-ordinate with each other, and with strategic and operational functions.

9.9 Although each of the most senior officers at the tactical level will have specific service or agency responsibilities, they should jointly deliver tactical multi-agency management of the incident.

- 9.10 The TCG should ensure that operational commanders have the means, direction and co-ordination required to deliver successful outcomes. Unless there is an obvious and urgent need for intervention, they should not become directly involved in the detailed operational tasks being discharged on the incident ground.
- 9.11 The chair of the group must create time for regular briefing, consultation and tasking meetings with counterparts and key liaison officers.
- 9.12 At the tactical co-ordinating group, tactical commanders should:
- Assess significant risks and use this to inform tasking of operational commanders
  - Plan and co-ordinate how and when tasks will be undertaken
  - Obtain additional resources if required
  - Establish effective communications with both operational/on-scene commanders and any strategic coordinating group
  - Determine priorities for allocating available resources

## 10 Major Incident Declared by Other Responder Agency

- 10.1 A major incident may be declared by a single blue light service, jointly or by other Category 1 & 2 responder organisations. It is feasible that only one service may determine an emergency as a major incident based on the type of incident and scale of their resources required. This may not necessarily mean it is a major incident for all other services.
- 10.2 As a major incident declared by one emergency responder agency may not constitute a major incident for the Brigade, in this case, the incident commander will assess the level of response required by the Brigade.
- 10.3 In the event of another agency declaring a major incident the LFB incident commander must inform brigade control via an informative message detailing the agency declaring the major incident as per [Policy 518 Messages from incidents](#).
- 10.4 Where another agency informs the Brigade that they have declared a major incident and the Brigade are not in attendance, Brigade Control must notify the following officers:
- Duty AC
  - Duty DAC
  - Duty NILO
  - OOD
  - NILO Monitoring group
- 10.5 The duty NILO will be responsible for gathering further information from the relevant agency and making an assessment as to whether an attendance is appropriate. The duty NILO should discuss the circumstances with the duty DAC, where the decision whether to mobilise will be made.

## 11 Warning and Informing

- 11.1 The Civil Contingencies Act requires Category 1 responders to warn and inform the public of emergencies and possible actions they may take to minimise the impact.

- 11.2 Electronic media is generally the fastest way to broadcast a message and it is a useful way to get out very detailed information, in particular for those at work or who have no immediate access to television or radio during the day. It will need to be regularly updated during a major incident.
- 11.3 The release of sensitive information (such as the number and details of those involved or allegations of criminal activity) must be strictly controlled and should follow the established multi-agency process between the relevant organisations such as the police, disaster victim identification (DVI) and the coroner.
- 11.4 Protocols for the sharing of relevant information should be agreed at the SCG and briefed to relevant personnel.
- Incident Commanders should liaise with Press Liaison Officers and strategic commanders on coordinating ongoing media interaction.
- 11.5 Where London's strategic coordination arrangements are activated, the London Resilience Communication Group (LRCG) can be activated to coordinate public communications.
- 11.6 The Brigade will support the LRCG in ensuring a consistent message is available to the public.

## 12 Major Resource Requirements

- 12.1 Most major incidents will be dealt with at a local level or with mutual aid by emergency services, local authorities and local resilience partners.
- 12.2 In some instances, the scale or complexity of an emergency is such that it places significant demands on the service and may require the direct involvement by central government. Such incidents may occur over a protracted period of time and require extensive use of:
- Resources
  - Logistical support
  - Specialist advice and guidance
- 12.3 The National Coordination and Advisory Framework (NCAF) co-ordinates fire and rescue service National Resilience assets.
- 12.4 Home Office National Resilience and Fire Directorate and the Office of Security and Counter Terrorism work with other government departments, partner organisations and devolved administrations during no notice and rising tide major incidents to provide policy advice, ministerial briefings, co-ordination across government and management of communications
- 12.5 NCAF enables decision makers, both locally and nationally, to receive clear and unambiguous advice on how best to co-ordinate the fire and rescue service response to relevant emergencies.

## 13 Standing down a Major Incident

- 13.1 The declaration of a major incident will trigger one or more elements of the Brigades strategic response arrangements.
- 13.2 It is recognised that on rare occasions, the information available at the time may lead to the declaration of major incident procedure, which may prove to be unnecessary upon receipt of further information.
- 13.3 Should major incident procedure need to be stood down, an officer of Group Commander or above, should transmit the Following message, as part of an informative, to Brigade Control:  
***"Stand down Major Incident Procedure...{Tactical Mode}"***

13.4 Following the stand down of a major incident, Brigade Control must advise the following officers/groups.

- Duty AC
- Duty DAC
- OOD
- Duty Staff Officer
- SOG Resilience Paging Group
- Counselling & Trauma Service
- London Resilience Group
- Deputy Mayors Office

13.5 It will be the responsibility of the duty AC to make an assessment of whether to continue with strategic response arrangements, or to return to business as usual.

DRAFT

## Appendix 1

<b>M</b>	<b>MAJOR INCIDENT</b>	Has a major incident or standby been declared? (yes / No - if no, then complete ETHANE message)	Include the date and time of any declaration.
<b>E</b>	<b>EXACT LOCATION</b>	What is the exact location or geographical area of the incident?	Be as precise as possible, using a system that will be understood by all responders.
<b>T</b>	<b>TYPE OF INCIDENT</b>	What kind of incident is it?	For example, flooding, fire, utility failure or disease outbreak.
<b>H</b>	<b>HAZARDS</b>	What hazards or potential hazards can be identified?	Consider the likelihood of a hazard and the potential severity of any impact.
<b>A</b>	<b>ACCESS</b>	What are the best routes for access and egress?	Include information on inaccessible routes and rendezvous points (RVPs). Remember that services need to be able to leave the scene as well as access it.
<b>N</b>	<b>NUMBER OF CASUALTIES</b>	How many casualties are there, and what condition are they in?	Use an agreed classification system such as 'P1', 'P2', 'P3' and 'dead' See Annex A.
<b>E</b>	<b>EMERGENCY SERVICES</b>	Which, and how many, emergency responder assets and personnel are required or are already on-scene?	Consider whether the assets of wider emergency responders, such as local authorities or the voluntary sector, may be required.

## Appendix 2 - Category 1 & 2 Responders

The Civil Contingencies Act divides local responders into two categories depending on the extent of their involvement in civil protection work, and places a proportionate set of duties on each.

Category 1 responders are those organisations at the core of emergency response. Category 1 responders are subject to the full set of civil protection duties under the Act.

Category 2 responders are 'co-operating bodies' who, whilst less likely to be involved in the heart of planning work, will be heavily involved in incidents that affect their sector.

### **Cat 1 Responders**

- British Transport Police - BTP
- City of London Police - CoLP
- Environment Agency - EA
- Greater London Authority - GLA
- NHS London
- Public Health England - PHE
- London Ambulance Service - LAS
- London Fire Brigade - LFB
- Local Authorities - LA
- London Port Health Authority - LPHA
- Maritime and Coastguard Agency - MCA (HM Coastguard)
- Metropolitan Police Service - MPS
- NHS England & NHS Improvement (London)
- Public Health England - PHE

### **Cat 2 Responders**

#### Utilities

- Electricity distributors and transmitters
- Gas distributors
- Telephone service providers (fixed and mobile)
- Water and sewerage undertakers

#### Transport

- Airport operators
- Harbour authorities
- Highways England
- Transport for London (TfL) and London Underground Ltd (LUL)
- Network Rail
- Train operating companies (passenger and freight)

#### Other organisations

- Health and Safety Executive - HSE
- Clinical Commissioning Groups – CCG

In addition to Category 1 and 2 responders, voluntary organisations often provide a significant role in the response to a major incident.

The military may also provide assistance to the civil authorities in responding to a major incident.

## Appendix 3 – London's Emergency Plans

The response to most emergencies involves multiple organisations, so the Brigade work with partner organisations to produce multi-agency plans like those below. They provide a single agreed set of procedures across different agencies.

The emergency plans in London can be grouped into those which are applicable to all emergencies and those which are designed specifically for particular types of emergency.

Generic emergency plans are designed to be used irrespective of the type of incident that has occurred. For example, all emergencies require coordination of responding agencies and the ability to provide information to the public.

- [Strategic Coordination Protocol](#) - this sets out how all emergency responders work together in the event of an emergency in London
- [London Emergency Services Liaison Panel Manual](#) - provides information on the multi-agency initial response, aligned JESIP
- [London Recovery Management Protocol](#) - outlines how the recovery from a major emergency is coordinated
- [London Voluntary Sector Capabilities Document](#) - provides information on the services available from pan-London voluntary organisations, which can support the response

All of the specific plans are designed to complement the generic plans, and can be simultaneously activated. For example, it might be necessary to undertake an evacuation during an adverse weather event, in which case multiple emergency plans would be activated.

- [London Strategic Flood Response Framework](#) - information for local responders to assist in decision making and planning for a flood incident
- [London Pandemic Influenza Framework](#) - response to an outbreak of pandemic flu
- [London Humanitarian Assistance Framework](#) - planned support for those affected by emergencies
- [London Mass Casualty Framework](#) – response arrangements in the event of an incident involving many casualties
- [London Mass Fatality Framework](#) – how London will respond to an incident involving a significant number of deaths in a short space of time
- [London Structural Collapse Response and Recovery Framework](#) - guidance for planning for and responding to a large scale structural collapse
- [London Severe Weather and Natural Hazards Framework](#) - actions to be taken in the case of heat waves, snow and other adverse weather
- [London Mass Evacuation Framework](#) – guidance for managing a mass evacuation of displaced persons
- [London Mass Shelter Framework](#) – guidance for sheltering large numbers of people affected by emergencies
- [London Power Disruption Framework](#) - guidance for planning for and responding to a large scale power outage

- [London Water Supply Disruption Plan](#) - guidance for planning and responding to a disruption to London's water supply
- [London Drought Response Framework](#) - explains the arrangements in place for a coordinated approach to managing drought.

DRAFT

## Document history

### Assessments

An equality, sustainability or health, safety and welfare impact assessment and/or a risk assessment was last completed on:

EIA	21/08/2020	SDIA	21/08/2020	HSWIA	21/08/2020	RA	5/11/2020
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### Audit trail

Listed below is a brief audit trail, detailing amendments made to this policy/procedure.

Page/para nos.	Brief description of change	Date
Throughout	Reviewed as current and new review date added. No amendments needed.	25/08/2009
Throughout	This policy has been protectively marked.	20/06/2011
	The owner and responsible work team have been updated as requested, the next review has also been extended to give them time to review the policy.	06/09/2012
Page 2 Sec 2 1 to 2.5 Page 3	Update to terminology and references. Clarification of responsibilities regarding cordons. National Fatality Identification System removed as obsolete.	18/12/2012
Page 8 and 9 Appendix 3	National Fatality Identification labels removed as obsolete.	21/01/2013
Page 7	An SIA date has been added to this policy.	10/01/2014
Page 1 & 7	'Protect' mark changed to 'Official' in line with the new security classifications system.	26/09/2014
Page 7	Subject list and FOIA exemptions tables updated.	18/11/2014
Page 2, para 1.2 Page 4, para 5.1	New sentence added. New entry added to Bibliography list. Reviewed as current.	05/08/2015
Throughout Page 1	Rank to role changes made throughout. Owner title changed to reflect the organisational structure due to the abolition of the London Fire and Emergency Planning Authority now replaced with the London Fire Commissioner.	15/10/2019
Throughout	This policy has undergone major changes throughout. FOIA exemptions updated. Please read in full.	03/12/2020

### Subject list

You can find this policy under the following subjects.

Incident command procedures	CBRN
Explosives and dangerous substances	Major incident procedure
Terrorism	Biological incidents
Hazardous materials incidents	Major incidents investigation
Mobilising	Strategic response arrangements
Messages from incidents	Airwave

## Freedom of Information Act exemptions

The reason this policy has been securely marked:

<b>Considered by:</b> (responsible work team)	<b>FOIA exemption</b>	<b>Security marking classification</b>
Shaun Coltress (Contingency Planning) & Andy Mobbs (ICT Business Intelligence)	Para's: 3.5, 3.7, 5.5, 5.6, 6, 6.1, 6.2, 6.3, 6.4, 10.4, 13.4. Exemption 24 – National Security	Ops - Security

## Standard Equality Impact Assessment Form

Question 1: Which Team, Department, or Project Board is responsible for carrying out the Standard Equality Impact Assessment?	
Name	Operational Resilience – Special Operations Group

Question 2: Lead assessor's contact details			
Name	Shaun Coltress	Mobile No	07785 345 957
Job title	Station Commander	Extension	31130
Department	SOG	Email	Shaun.coltress2@london-fire.gov.uk

Question 3: Title of / policy (please include the policy number) / project / report / proposed change / initiative / decision
PN263 – Major Incident Procedure

Question 4: Is the work...			
New		A complete redesign	The Policy has been rewritten in full with wholesale changes to the content.
A small change or policy review		Other (e.g. reviewed as current)	

Question 5: Briefly outline the aim and the purpose of the work	
Aim	To revise PN263 to reflect the wider scope of major incident procedure
Purpose	To give guidance to operational incident commanders on when to consider initiating major incident procedure. To also align with national operational guidance on major incident procedure and further compliment PN699 – Strategic Response Arrangements.

Question 6: Has an EIA been conducted previously? (please tick)			
Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If yes, attach a copy. If no, state the reason.	Historic completed 6/9/2012, unable to locate.		

Question 7: Who is it intended to benefit / Who does the change affect?					
Staff	<input checked="" type="checkbox"/>	Wider public	<input type="checkbox"/>	Service users	<input type="checkbox"/>

Other (please state)	
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### Initial Equality Impact Assessment – Screening Stage

Complete the table below to see whether you need to complete a full Equality Impact Assessment.

Only positive impacts identified: <b>No full EIA required</b>	Only neutral impacts identified <b>No full EIA required</b>	One or more adverse impacts identified <b>Full EIA required</b>
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<b>Question 8: Identifying the impacts</b>	
Consider the relevance of the policy / project / decision on each group below and describe any impacts identified.	
NB: Some characteristics may attract multiple impacts e.g. age: positive impact on older people, adverse impact on younger people.	
Protected Characteristic	Level of Impact ( Positive impact, neutral impact, adverse impact)
<b>Age</b> (younger, older or particular age group)	Neutral - This policy will be applied equally to all employees regardless of their age and there will be a neutral impact on this group.
<b>Disability</b> (physical, sensory, mental health, learning disability, long term illness, hidden)	Neutral – Operational staff who have a disability and are fit to carry out full duties will be able to use current support arrangements to meet the standards of this policy. We have taken steps to ensure a neutral impact on staff with learning needs or dyslexia who need to access this policy, through the use of clear headings, flow charts and coloured diagrams where appropriate (e.g. the METHANE model).
<b>Gender reassignment</b> (someone proposing to/undergoing/ undergone a transition from one gender to another)	Neutral - This policy will be applied equally to all employees regardless of their gender identity or reassignment and we do not anticipate any impact on transgender staff. We will ensure that language is inclusive when communicating about the implementation of the policy and avoid unnecessarily gendered terms to ensure staff identifying outside of a binary gender are not excluded. I have also used the gender decoder on the policy and attached this as an appendix to the email.
<b>Marriage / Civil Partnership</b> (married as well as same-sex couples)	Neutral - This policy will apply equally to all partner agency members we engage with regardless of their marital or civil partner status, there will be a neutral impact on this group.
<b>Pregnancy and Maternity</b>	Neutral - This is an operational policy, as such, those who are pregnant should not be on full operational duties and not affected.
<b>Race</b> (including nationality, colour, national and/or ethnic origins)	Neutral - Around 15.41% of the workforce are BAME, which is an underrepresentation when compared to the wider London population demographic of 40.1%. Although the policy itself

	will not have a disproportionate impact on BAME staff it should be noted that there is a lack of representation of BAME employees at senior tiers of the organisation.
<b>Religion or Belief</b> (people of any religion, or no religion, or people who follow a particular belief (not political))	Neutral – There is no impact on any religions, beliefs or cultures as a result of these policies.
<b>Sex</b> (men and women)	Neutral - The policy will be applied equally to all employees regardless of their sex. There is a lack of representation of women in the brigade which is centred mainly in the operational staff group. We will ensure language is inclusive throughout the policy to avoid excluding any groups, including the use of unnecessarily gendered language.
Sexual Orientation (straight, bi, gay and lesbian people)	Neutral – A persons sexual orientation does not affect their ability to meet the standards of this policy and likewise, the policy does not adversely affect people based on this characteristic.
Are there any other groups this work may affect? i.e. carers, non-binary people, people with learning difficulties, neurodiverse people, people with dyslexia, ADHD, care leavers, ex-offenders, people living in areas of disadvantage, homeless people, people on low income / poverty?	Neutral

**Question 9: Has your assessment been able to demonstrate the following?**

<b>Positive impact</b>	None
<b>Neutral impact</b>	All groups are assessed as being neutrally impacted
<b>Adverse impact</b>	None
Any other comments	

**Question 10: Meeting the [Public Sector Equality Duty](#) under s149 Equality Act 2010**

How have you considered whether this project / policy / decision does the following:

1. Eliminates unlawful discrimination, harassment and victimisation
2. Advances equality of opportunity between different groups, and
3. Fosters good relations between different groups.

What we must do under law	Provide a description or summary of how this will be achieved
Eliminate discrimination	When detailing London Fire Brigade objectives at a major incident, the saving of life is the number one objective. Rendering humanitarian assistance is number 3, this contributes to the elimination of discrimination.

Advance equality of opportunity	This is an operational response policy that does not create additional opportunity in the operational arena.
Foster good relations	This policy will be consulted on with staff side reps from the relevant unions, but also, heads of service. It has a neutral impact on different groups so it is not envisaged consultation will be required with the support groups.

**Question 11: What data has been used to inform the Impact Assessment? (E.g. GLA Datastore, Census Data, Staff Monitoring Data, Staff Survey Data, Local Borough Population Demographics).**

Data Source	How it has been used
2011 Census data on ethnicity	To compare representation of LFB workforce to London population data.
Workforce data	General workforce diversity monitoring to assess impact, including promotion data.

**Question 12: Have you consulted with staff, LFB support groups, trade unions, public / service users, and / or others to help assess for impacts? (please tick)**

Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If yes, who was involved and how were they involved? If not, why not?			
Who?	H&S, Sustainability, Operational Policy Department, SOG DMB, FBU		
How?	Via email		
If no consultation, why not?			

**Question 13: How have you ensured your policy, project or proposal uses inclusive language that doesn't unintentionally discriminate against certain groups?**

Used the gender decoder, this says it leans to the feminine side. Also ensured gender neutral language used throughout.	
Tools used to assess inclusive language e.g. <a href="#">gender bias screening tools</a> , Stonewall toolkit on inclusive policies, speaking with Inclusion Team, <a href="#">Comms Style Guide</a> , <a href="#">Policy 0370: Writing Policies and Procedures</a> .	<b>Outcome</b>
Gender Bias Tool	Feminine Policy, mainly due to repeated use of feminine words such as responder and response – report attached
Style Guide	Language adherence

## Full Equality Impact Assessment Form

If you have identified **any** potential or actual adverse impacts, you must complete a full equality impact assessment form.

A full assessment helps you to decide what steps need to be taken to mitigate or justify the adverse impacts you have identified.



For guidance and support, please contact the Inclusion Team (Second Floor, Union Street, or email [safertogether@london-fire.gov.uk](mailto:safertogether@london-fire.gov.uk)) or a relevant Equality Support Group [REDACTED]

## Full EIA Form and Action Plan

Lead person responsible:	
Date the Action Plan will be reviewed:	

Protected Characteristic Group	What impact did you identify (positive, neutral, adverse)?	Do you plan to mitigate or justify this impact?	How will you mitigate or justify the impact? Outline the steps that will be taken	Who will be responsible?	When will this be reviewed?
Age					
Disability					
Gender reassignment					
Marriage / Civil Partnership					
Pregnancy and Maternity					
Race					
Religion or Belief					
Sex					
Sexual Orientation					
Other group e.g. carers, non-binary people, people with learning difficulties, neurodiverse people, people with dyslexia, ADHD, care leavers, ex-offenders, people living in areas of					



LONDON FIRE BRIGADE

disadvantage, homeless people, people on low income / poverty.					
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## Document Control

Signed (lead for EIA / action plan)		Date	
Sign off by Inclusion Team		Date	
Stored by			
Links			

Dates for action plan to be reviewed	Comments