

# Essex Package of Care Strategy Document

Delivering humanitarian assistance in Essex – a people  
focused approach

Version 4.0 – 23<sup>rd</sup> June 2009

## Foreword

The Essex Resilience Forum views this document as a useful awareness raising tool for sharing information about our multi-agency plans and arrangements for providing humanitarian support to people affected by emergencies. It is called, 'Package of Care' to reflect the diverse methods and types of support services we can put in place if and when required.

This document was produced by our Humanitarian Assistance Working Group which has Terms of Reference to ensure that the Essex Resilience Forum has robust plans and procedures to meet the aftercare of people affected by emergencies, meeting requirements of the Civil Contingencies Act (2004) and other relevant guidance

I am pleased that Essex has such a comprehensive Package of Care and that we concentrate on this important aspect of emergency planning, making it as people centred as possible. On behalf of the Essex Resilience Forum, I endorse this document and encourage you to use it to familiarise yourself with our plans and arrangements for humanitarian assistance.

**Signed:**



Gordon Hunter  
(Chair of the Essex Resilience Forum)

Date: 23<sup>rd</sup> June 2009

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**Available:** [www.essexresilience.info](http://www.essexresilience.info) and Emergency Planning & Business Continuity Service, Essex County Council, County Hall, Chelmsford, Essex CM1 1YS.

**Queries/Comments:** Comments or queries regarding this document should go to [emplans@essexcc.gov.uk](mailto:emplans@essexcc.gov.uk)

**Review date:** This document will be reviewed annually or in light of emerging guidance/lessons learnt, and re-issued when changes are made.

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# Package of Care for Essex

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## 1. Introduction

All emergencies will affect people and the Civil Contingencies Act guidance states *“the care and assistance given to meet the needs of those affected lies at the heart of emergency response and recovery. This brings together a wide range of agencies ...”* Emergency Response and Recovery 2005 Chapter 5, section 5.2.

Essex takes this seriously and has put together a comprehensive Package of Care.

This document will be of interest to any individual or agency with an interest in emergency planning, in particular humanitarian assistance. It also applies to members of the public that may wish to be informed of the humanitarian arrangements in place in Essex.

This document outlines the ‘Package of Care’, or methods of humanitarian assistance that the Essex Resilience Forum has developed to meet the diverse needs of people affected by emergencies. These people may be residents of Essex, visitors or workers of the County. All members of the community should have the opportunity to access support through the package of care, whether it

be face to face, over the telephone, through the written word in a leaflet or website and by a number of different means whether it's a voluntary agency, statutory agency, charity or private organisation. Options, availability and accessibility are key themes through the 'Package of Care' to meet the potential range of people that may require support.

## 2. Essex Resilience Forum and Resources

The Civil Contingencies Act 2004 requires local responder bodies to co-operate in preparing for a responding to emergencies through a Local Resilience Forum. The Essex Resilience Forum (ERF) sits at the apex of Essex's local emergency planning arrangements. Its overall purpose is to ensure that there is an appropriate level of preparedness to enable an effective multi-agency response to emergencies which may have a significant impact on the communities of Essex.

A number of working groups and sub-groups have been formed to focus on particular areas of emergency planning and details are on the website [www.essexresilience.info](http://www.essexresilience.info)

### Working Groups

A multi-agency **Humanitarian Assistance working group**, chaired by Essex County Council's Social Care, has been set up under the Essex Resilience Forum to further develop, review and monitor the Package of Care. Its first meeting was held on 10<sup>th</sup> October, 2006 and it meets four times a year.

The work of the Humanitarian Assistance working group is often relevant to other workstreams of the Essex Resilience Forum. The Chair of the working group attends regular meetings of the Essex Resilience Forum support-group (comprising Chairs of all ERF working groups) to ensure consistency across the different Essex working groups, joint working, and inclusiveness in planning.

A sub-group of the Humanitarian Assistance working group called the **Crisis Support Team for Essex working/co-ordination group**, chaired by Essex County Council's Emergency Plans Unit (planning phase – working group) and Social Care (response phase – co-ordination group), plans for and responds to providing immediate practical and emotional support for people affected by emergencies – the first few hours, days and weeks.

A task and finish project group of the Humanitarian Assistance working group, called the **Emergency Assistance Centres Project Group**, chaired by a District/Borough Council, plans for emergency assistance centres which includes Rest Centres, Survivor Reception Centres, Family and Friends Reception Centres and Humanitarian Assistance Centres.

Terms of Reference for Essex Resilience Forum working groups are available from Essex County Council's Emergency Planning and Business Continuity Service and the Essex Resilience Forum Business Plan.

These three groups have links with the following regional and national workstreams: Eastern Regional Humanitarian Assistance working group, chaired by Go-East; the Human Aspects Group of the Emergency Planning Society; Association of Train Operating Companies; and Department of Culture, Media and Sport led national working groups. This ensures cross border and national issues are taken into consideration and incorporated into local plans.

Information about the Voluntary Sector working group is under Section 4(iii).

### **Local Authorities**

Guidance indicates that top tier Local Authorities and those with Social Care functions, lead on humanitarian assistance.

*“Top tier and unitary Local Authorities are responsible for co-ordinating welfare support to affected communities in the event of an emergency ... social services departments ... are best placed to fulfil the humanitarian assistance function, taking into account the provisions of the Local Government Act 2000, Children’s Act 2004 and the Civil Contingencies Act 2004”. HM Government 2006, Humanitarian Assistance in Emergencies, page 20 section 5.1*

This means, in Essex, responsibility falls to Essex County Council, Southend Unitary Council and Thurrock Unitary Council.

A Senior Emergency Planning Officer from Essex County Council has full time remit for leading on planning for humanitarian assistance at a countywide strategic level and leading on the Package of Care on behalf of the Local Authorities in Essex. Two Emergency Planning Officers from this Emergency Planning Unit also have responsibilities in this area at county level.

District/Borough and Unitary Councils in Essex prepare plans and operational procedures for providing humanitarian support at the local level.

### **3. Command and Control**

In the event of an emergency, it would be the decision of the Gold Command Group or Strategic Co-ordination Group to determine the parts of the Package of Care that would be implemented. This would be done in close consultation with the relevant Local Authority and would depend on: the nature of the emergency; people affected; resources available; and community impact assessment.

Authority may be delegated to a relevant co-ordinating group as to the implementation of the Package of Care, which may be the Crisis Support Team for Essex Co-ordination Group; County Emergency Planning Liaison Group or a recovery working group set up under Gold Command.

Details about Command and Control are in the Essex Resilience Plan available from the Emergency Planning and Business Continuity Service and the Combined Operational Procedures for Essex available on the Essex Police website and Essex Resilience Forum website [www.essexresilience.info](http://www.essexresilience.info)

## 4. Package of Care

The Package of Care comprises different areas of support.

### (i) Emergency Assistance Centres

In Essex, District, Borough and Unitary Councils have well planned and rehearsed operational plans and procedures for opening and running rest centres. The Emergency Plans and Core Resilience Team produced a **strategic guidance document** called 'Emergency Assistance Centres' for Category 1 and 2 responders, and voluntary agencies to encourage consistency in operational plans and procedures for opening and running **Rest Centres; Survivor Reception Centres; Family and Friends Reception Centres and Humanitarian Assistance Centres** available on [www.essexresilience.info](http://www.essexresilience.info)

Essex agencies would open and run reception centres in response to a request from Essex Police as part of a Gold Command strategy.

#### *Key issues:*

- *Immediate safe environment for people affected by disasters*
- *Early provision of crisis support*
- *Speedy recording of details of those involved in a disaster (for Casualty Bureau procedures and access to future support)*
- *Access to support services*
- *Provision of medium and longer term social and psychological support*
- *One-stop shop*
- *Multi-agency approach*

### (ii) Crisis Support Team for Essex

The Crisis Support Team for Essex is a **multi-agency support service** for people affected by emergencies occurring within Essex, or for those Essex residents affected by an emergency that occurs abroad or in another area of the UK. It was launched in April 2005 and is multi-agency funded (Essex Police,

Essex County Council, Southend unitary Council, Thurrock Unitary Council, Essex Primary Care Trusts). Its objectives are to:

- (i) Provide a multi-agency Co-ordination Group which, on behalf of the Essex Resilience Forum, can: **co-ordinate the crisis support response** to those affected by an emergency; offer advice and guidance in terms of social and psychological effects of emergencies; and identify and promote good practice and joint working across the public sector, private sector and voluntary agencies.
- (ii) Provide a voluntary system of **trained individuals** with diverse competencies and skills who are able to offer various types and levels of crisis support to those affected by a disaster, including suitable individuals who can work in partnership with Police Family Liaison Officers. It currently has 56 crisis support workers trained and prepared to respond (as at June 2009) and will have over 80 by Autumn 2009.
- (iii) Offer corporate and multi-agency awareness raising training and specialist training to ensure diversity of skills and competencies among members of the Crisis Support Team for Essex (CSTE) and other agencies across Essex.
- (iv) Establish and maintain links with academic and professional groups to access specialist services and keep up to date with local and national developments in crisis support work.
- (v) Establish and maintain links with neighbouring Counties, offering support services on a mutual aid basis if necessary.

Protocols have been developed for the CSTE to enhance partnership working with the following organisations:

- Essex Police (Family Liaison) – *supporting people who's friends/relatives are missing, killed or seriously injured*
- Essex Acute Trusts – *supporting injured survivors and their families and people searching hospitals*
- Local Authorities – *supporting people affected*
- Train Operating Companies and Essex Police (Family Liaison) – *supporting people affected by rail emergencies*

Operational details and associated arrangements are contained in the Crisis Support Team for Essex Framework document available on [www.crisissupportessex.org](http://www.crisissupportessex.org)

*Key issues:*

- *Multi-agency, seamless response*

- *Trained, skilled volunteers*
- *Flexibility in approach*
- *Meeting individual needs – people focused*
- *Provision of appropriate, timely face to face practical and emotional support (first few hours, days and weeks of a disaster)*
- *Preventative health and social care*
- *Providing support in the home, reception centres, hospital, transport hubs.*
- *Pooling crisis support resources and utilising existing professional skills base*

### **(iii) Voluntary Forum**

In Essex, voluntary agencies work as an effective and integrated part of emergency response. The **Voluntary Sector working group**, which is a sub-group of the Local Authorities Working Group under the Essex Resilience Forum, ensures key voluntary agencies are able to plan in partnership with other agencies particularly Local Authorities who have the lead role in co-ordinating the voluntary sector response.

A number of voluntary agencies such as the British Red Cross, Samaritans and Salvation Army provide valuable humanitarian assistance to people affected by emergencies.

A Voluntary Forum Directory is available on the Essex Resilience Forum website [www.essexresilience.info](http://www.essexresilience.info)

#### *Key Issues*

- *Early provision of practical and emotional support*
- *Joined up working*
- *Skilled, trained volunteers*
- *Utilising existing skills and resources in the community*
- *Increased resilience for humanitarian response*

### **(iv) Other Humanitarian Responders**

#### **Rail Incident Care Teams**

Essex County Council's Senior Emergency Planning Officer with the lead on humanitarian assistance, attends regular meetings of the Association of Train Operating Companies (ATOC) Incident Care Team Managers Meetings. National Express East Anglia is a member of the Crisis Support Team for Essex working/co-ordination group and represents the four Train Operating Companies that operate in Essex (National Express East Anglia, c2c, and London Underground – Transport for London, and Southeastern).

Train Operating Companies in Essex have teams of specially selected volunteers who have been trained in how to respond to the needs of people affected by rail emergencies.

Information on Incident Care Teams is available on [www.cabinetoffice.gov.uk/media/132907/rail.pdf](http://www.cabinetoffice.gov.uk/media/132907/rail.pdf)

### **Stansted Airport**

Stansted Airport has set up a Reception Centres working group to address humanitarian issues for emergencies affecting people affected by those linked to the Airport. Plans for opening a Survivor Reception Centre and Family and Friends Reception Centre at the airport are part of the Airport's Terminal Emergency Orders. Essex County Council's lead officer on humanitarian assistance attends these meetings of the working group to facilitate joint working. The airport trains staff that would be called to assist in supporting passengers and their families/friends.

### **Harwich International Port**

Through HARWICHCAP, humanitarian arrangements are made for people affected by maritime emergencies.

### **Other Private responders**

The Essex Resilience Forum also maintains links with utility companies and private responders such as Kenyon Worldwide Disaster Management that may have a role to play in planning and delivering humanitarian assistance.

## **(v) Telephone Support**

The Essex Emergency Planning and Business Continuity Service have developed a plan to set up and run a telephone support line which can provide information and emotional support. A dedicated telephone number, can be linked to a mailbox, with a number of phone lines that can be set up within 24 hours in partnership with BT and Essex partner agencies.

This plan is available through Essex County Council's Emergency Planning and Business Continuity Service and is the responsibility of the Humanitarian Assistance working group under the Essex Resilience Forum.

If a Casualty Bureau is set up, the plan would be considered for implementation. If considered appropriate, the telephone support line would be set up and run as part of a Gold Command strategy.

### *Key Issues*

- *Meeting individual needs – diversity within community*
- *Provision of information*
- *Provision of emotional support (a listening ear)*
- *Access to other support services*
- *Multi-agency response*
- *One- stop shop*

## **(vi) Public Information**

A Warning and Informing working group has been set up under the Local Resilience Forum that has a key responsibility in planning for public information.

In the event of an emergency, a lead agency would be nominated to lead on this response and any public information that would be issued as part of humanitarian assistance, may be part of an overall multi-agency strategy.

### **(a) Website**

The Essex Resilience Forum has a public website [www.essexresilience.info](http://www.essexresilience.info) which may be used to provide information in the event of an emergency.

The Crisis Support Team for Essex has a public website [www.crisissupportessex.org](http://www.crisissupportessex.org) which contains information about dealing with crisis, together with links to support services and a ‘sleeping’ page which may be used to provide up to date emergency information. This website has reached **AA accessibility standards**.

In 2008, the Crisis Support Team for Essex embarked on a consultation with Disaster Action [www.disasteraction.org](http://www.disasteraction.org) and partner agencies and reviewed the website, also producing child friendly information.

### **(b) Information leaflets**

The Crisis Support Team for Essex has a number of leaflets about coping with crisis which can be tailored in the event of a disaster. These leaflets contain information about normal reactions, when to seek further help, tips on dealing with crisis, and useful contact details. There are also leaflets for parents of children who may be affected by emergencies. These leaflets are available on [www.crisissupportessex.org](http://www.crisissupportessex.org)

A **Coping with an Emergency folder** has been prepared by the Crisis Support Team for Essex which contains information and support for people affected by sudden loss and crisis.

Information leaflets have also been prepared for partner agencies to increase knowledge and preparedness.

### **(c) Communicating with Vulnerable Groups in Essex**

Essex County Council's Emergency Planning and Business Continuity Service, on behalf of the Warning and Informing Working Group of the Essex Resilience Forum has produced a strategy document for reaching the **vulnerable communities** in Essex from which plans can be produced to ensure vulnerable people can be informed about the risk of emergencies and understand how to prepare and react when they occur.

#### *Key Issues:*

- *Provision of timely information*
- *Explaining normal crisis reactions and avoiding them being medicalised unnecessarily*
- *Facilitating access to other support services*
- *Meeting individual needs – diversity in the community*
- *Multi-agency response*
- *Wide reaching means of communication*

### **(vii) Promoting resilience – individual and community**

The means to empower people affected by emergencies to take control over their recovery will be taken as part of a response and recovery strategy. This will involve using Crisis Support Workers, website, leaflets and telephone support line to signpost people to relevant agencies and existing support services at a local and national level; facilitating self-help within the community through support networks and groups.

#### *Key Issues:*

- *Facilitating self-help*
- *Providing/facilitating the means to be self-sufficient*
- *Putting people in touch with support services*
- *Encouraging resilience among individuals, families and the community*

### **(vii) Equality and Diversity**

The Essex Emergency Planning and Business Continuity Service are producing a **multi-cultural faith plan** to identify and meet the diverse needs of people that may be affected by emergencies including faith; religion; and culture. This plan is the responsibility of the Humanitarian Assistance working group under the Essex Resilience Forum.

Public information leaflets have been produced for children and parents to meet the particular needs of younger people. Public information, whether through the website or leaflets, can be provided in different texts, formats and means.

**Translation and interpretation services** (written, spoken, sign language) are available through Essex County Council's contracted services CINTRA and Tongue Tied and some District/Borough Councils have carried out a skills audit on their staff to identify those with language skills.

Through the Humanitarian Assistance Working Group, Adult Social Care and Children and Young People's services are linked to ensure a joined up response for meeting the needs of vulnerable people and also for providing social and psychological support in the medium and longer term.

Crisis Support Workers, through the Crisis Support Team for Essex respond to individual needs and are trained in diversity.

*Key Issues:*

- *Meeting individual needs – people focused*
- *Meeting diverse needs*
- *Joined up working*
- *Options, availability and accessibility*

### **(viii) Medium and Longer-term social and psychological support**

As stated in government guidance, the Local Authority is the lead agency for humanitarian assistance, particularly those that have responsibility for social care services.

Social Care services at Essex County Council, Southend-on-Sea Borough Council and Thurrock Borough Council have emergency plans and procedures for social and psychological support. For example, Essex County Council's Schools, Children and Families and Adult Social Care have responsibility for:

- Jointly establish a Critical Service Assessment Team between the two services
- Provide resources to contribute towards the needs of people relocated to emergency accommodation with regard for those with particularly high levels of social care needs
- Co-ordinate the provision of social and psychological support to alleviate some of the longer-term impacts of an incident
- Jointly Chair the Co-ordinating Group of the Crisis Support Team for Essex (Head of Adults, Health and Community Wellbeing and Deputy Director, Vulnerable Children and Young People)

In the first instance, the Crisis Support Team for Essex multi-agency Co-ordination Group, chaired by Social Care, would identify needs of people affected by disasters, including anticipating those that may arise in the medium and longer term. These would be fed to the Recovery Working Group that would be set up by Gold Command or other relevant workstreams.

The Essex Recovery Strategy, which contains details about setting up a sub-group of the Recovery Working Group to address humanitarian assistance issues, is available on [www.essexresilience.info](http://www.essexresilience.info)

A **community impact assessment** would help identify the diverse needs of people. This is detailed in the Crisis Support Team for Essex Framework document.

The Humanitarian Assistance working group is developing a **strategic humanitarian framework document** identifying the issues that may need to be considered by the Recovery Working Group which will include: floral tributes and gifts; book of condolences; visiting the scene of the disaster; community newsletters and public meetings; Inquests and Public Inquiries; anniversaries; memorials; social and psychological support; Essex Disaster Relief Fund; self-help groups and support networks; links to statutory agencies; screening for post traumatic stress disorder.

The Emergency Assistance Centres working group is also developing a **Humanitarian Assistance Centre plan**, taking into account the Government guidance 2006 'Humanitarian Assistance in Emergencies: Non-statutory guidance on establishing Humanitarian Assistance Centres'.

Essex County Council's Emergency Planning and Business Continuity Service, through its officers and the County Emergency Planning Liaison Group contributed towards helping to integrate the two social care services into emergency planning, share information and provide updates, assist with service plans and be a point of contact for queries. As of June 2009, a manual and leaflet for social care staff about their role in emergencies is being developed and posted on Essex County Council's intranet. Training is also being scheduled for Essex County Council's social care staff.

#### *Key Issues:*

- *Working with multi-agency partners to achieve a joined up, seamless approach*
- *Reviewing and monitoring the impact of disasters on people affected*
- *Utilising existing skills and resources in the community and across multi-agency partnerships*
- *Commitment from partner agencies from all levels*
- *Promoting resilience across communities*

#### **(iv) Staff Support**

The Crisis Support Team for Essex has implemented a welfare support service called **Trauma Risk Management** which is aimed to support crisis support workers and members of the co-ordination group. This has arisen due to the identified stressors of planning and responding to the needs of people affected by disasters whether directly providing support, or organising logistics and decision making. A number of leaflets have been produced about responders' welfare for crisis support workers and their employers, families and friends.

The Humanitarian Assistance working group will carry out a Training Needs Analysis of staff that would be involved in dealing with people affected by disasters that may include social workers, emergency planners and other Local Authority personnel. This will take into account self awareness of stress and training needs for dealing with the emotions and stressors of the response.

Organisations have a means to provide welfare to their staff in the event of an emergency. For example, support is available for all Essex County Council staff and crisis support workers via a confidential listening service and a counselling service.

Following every disaster, a structured debrief will be carried out and lessons learnt will be implemented.

#### *Key Issues:*

- *Identifying needs of emergency responders*
- *Health and safety in the workplace*
- *Promoting resilience and emotional health across staff and emergency responders*
- *Promoting teamwork and peer support*
- *Utilising existing coping strategies*
- *Education, training, assessment and monitoring*

#### **(v) International Emergencies and Cross Border Issues**

Areas of the Package of Care may be relevant for Essex residents affected by emergencies abroad or people coming into the UK via any of the Essex travel hubs such as Harwich International Port and Stansted Airport.

Implementation of the Package of Care would be through a request by Gold Command or any other Strategic Co-ordinating Group set up to manage the response.

If necessary, liaison will be made with the Foreign and Commonwealth Office for international emergencies.

In 2007, the Crisis Support Team for Essex held a multi-agency one day seminar on International Disasters which involved the Foreign and Commonwealth Office.

For any emergency involving cross border issues, care will be taken to ensure consistency in approach and a seamless approach, with liaison made with relevant authorities from areas outside of Essex.

**Mutual aid** from other areas of the UK, particularly cross border Counties, may be a considered response to increase resilience in Essex and should an emergency occur in another area of the UK, mutual aid may be offered.

The Eastern Regional Humanitarian Assistance working group is a useful forum to discuss and plan for mutual aid and encourage consistency of approach to planning for humanitarian assistance at a regional level.

Go-East may provide a means to facilitate informational sharing on a regional basis in the event of an emergency involving more than one Essex Resilience Forum. If the incident is on such a scale that it is required GO-East will set up the Regional Civil Contingencies Committee (RCCC) to improve co-ordination of the response across the region. Its function will be:

- Maintaining a strategic picture of the evolving situation within the region;
- Assessing whether there are any issues that cannot be resolved at a local level;
- Facilitating mutual aid arrangements within or between the regions;
- Ensuring an effective flow of communication between local, regional and national levels; raising, to a national level, any issues that cannot be resolved at a local or regional level;
- Advising on the deployment of scarce resources across the region by identifying regional priorities; and
- Providing a regional spokesperson where appropriate.

Therefore, Go-East may become involved if people affected are from several Counties in the Eastern region (eg Essex, Cambridge, Suffolk, Hertfordshire) and co-ordination is required.

Essex County Council's Senior Emergency Planning Officer, with the lead for Humanitarian Assistance, maintains regular contact on an informal basis with relevant cross border authorities.

*Key Issues:*

- *Consistency in approach*
- *Liaison with other cross border authorities*

- *Humanitarian Assistance for people entering the UK via Essex*
- *Access to support services*
- *Utilising cross border, regional and national contacts*
- *Mutual aid*

## **(v) Relevant Plans and Community Risk Register**

The human aspects of disasters cuts across every aspect of emergency planning and the Package of Care should be considered as a humanitarian response in the event of any type of emergency and incorporated as such in emergency plans. The phrase 'Humanitarian Assistance Plans, Procedures and Response Capability' is placed in the column of the **Essex Community Risk Register** 'Controls Currently in Place' for every identified risk to ensure it is considered by all working groups of the Essex Resilience Forum.

The Community Risk Register is available on the Essex Resilience Forum website [www.essexresilience.info](http://www.essexresilience.info)

The Package of Care does not operate in isolation and is relevant to other Category 1 and 2 emergency plans and procedures involving voluntary organisations.

### *Key Issues:*

- *Joint working across the Essex Resilience Forum*
- *Humanitarian Assistance – relevant for all emergencies*
- *Community Risk Register – control measures*
- *Links to plans and procedures*