



Evacuation Scheme Model for Recreation Parks

With a view to a wildfire scenario

Explanation

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Foreword

An evacuation scheme contains the agreements made with regard to the measures taken and arrangements made in preparation for an evacuation in the case of calamities. The evaluation scheme specifies the responsibilities and tasks of the officials providing assistance and the instructions for the persons present. The evacuation scheme furthermore also includes the alarm procedures, the evacuation method, and evacuation exercises. In addition, the scheme contains maps indicating the escape routes, the assembly points, and the fire-extinguishing equipment.

This explanation provides information about drawing up an evacuation scheme for a recreation park, specifically with a view to a wildfire scenario.

This explanation is to be seen in conjunction with the accompanying "***Evacuation Scheme Model, with a view to a wildfire scenario***", FORMAT, which, together with this explanation, will assist the owner/proprietor in drawing up an evacuation scheme for the wildfire scenario and in tailoring it specifically to his/her own recreation park.

1. Subject, Scope of Application, and Statutory Framework

This explanation provides a framework for drawing up an evacuation scheme for a recreation park, with a view to a wildfire scenario. This explanation is to be seen in conjunction with the *evacuation scheme model* format. The application of this explanation and the format contribute to a proper preparation for – and proper implementation of – an evacuation in the case of a wildfire.

The tasks for those charged with the evacuation are specified in the *evacuation scheme model* format. Please refer to NEN 4000 for the description of the evacuation process as a part of the provision of emergency response.

NEN 8112 "Guidance on evacuation schemes for buildings" is the standard that has been formulated for drawing up an evacuation scheme for buildings. This standard is not suitable for drawing up an evacuation scheme for a recreation park with a view to a wildfire scenario. There are several reasons for this, of which the two most important reasons are 1) that the nature of a recreation park has characteristics that are so entirely different than those of a building that these characteristics must specifically be taken into consideration; and 2) that the same reasoning applies to the fact that the wildfire scenario requires complete evacuation.

Statutory framework

The evacuation of buildings is one of the requirements of the Working Conditions Act. The Building Occupants (Fire Safety) Decree requires an evacuation scheme if a fire alarm system is present. In addition, an evacuation scheme may be required in applications for an environmental permit or occupancy permit on the basis of the municipal fire safety bylaw.¹

Normative references

The following documents referred to may be used for application to this document:

- NEN 1414, *Symbols for safety precautions on escape and rescue plans*
- NEN 4000, *In-company emergency services*

2. Terms and Definitions

For the purpose of this explanation, the following terms and definitions apply.

2.1. *Emergency Response (ER)*

Expert and organised provision of assistance, as referred to in Section 15(2) of the Working Conditions Act, if necessary, in cooperation with external emergency services [NEN 4000, definition 3.4]

2.2. *Emergency Response Scheme (ERS)*²

Action plan containing the procedures and working instructions for the suppression of incidents and calamities by the ER organisation (ER Team), and listing the required equipment, materials, and arrangement, tailored to the residual risks and normative factors, in any case before the tasks are performed as laid down in Section 15(2) of the Working Conditions Act (NEN 4000, definition 3.5).

2.3. *Calamity*

A sudden undesired event that causes extensive damage to environment, people and/or business

¹ This bylaw is based on Section 3(3) of the Safety Regions Act; a national decree is currently being formulated that will replace this bylaw.

² Also referred to as contingency plan.

processes and that requires immediate and professional intervention. For the purpose of this explanation, this definition is tailored to the calamity of 'wildfire'.

2.4. *Phased evacuation*

Evacuation in which, at the first stage, the area threatened directly by the fire is evacuated, followed by the second stage, with the evacuation of the other areas that are not directly threatened by the fire.

2.5. *Instruction card*

Card which contains a description of the actions to be undertaken in the case of an accident, fire and/or evacuation.

2.6. *Ground plan*

The ground plan shows the position of the business (in this case, the recreation park) in relation to its surroundings, assistance from the surroundings, and accessibility.

2.7. *Evacuation*

The urgent departure from the recreation park, for example to a reception facility designated for this purpose (assembly point) or the public road, or another part of the recreation park where it is safe to go to.

2.8. *Evacuation scheme*

Description of measures to be taken and arrangements to be made in order to evacuate a recreation park in the case of an incident or calamity (and in this case a wildfire).

2.9. *Assistance provided by persons on call*

Assistance provided by persons who are actively called upon by telephone or otherwise. These persons may be staff members who are off duty or people from companies, or otherwise, from the immediate surroundings and with whom it has been agreed beforehand, in the preparation plan/action plan/evacuation scheme, that they will come and provide assistance in the case of a calamity.

2.10. *Preventive measure*

A measure that is taken to prevent or limit risks, such as division of the terrain into compartments/ grid squares/ grid areas, instruction of guests, or a measure to improve documentation in order to manage the consequences of incidents and calamities better.

2.11. *Recreation park*

Site for recreational use. In this explanation, a site that is characterised by recreational accommodation, such as camping sites and holiday parks. The preparations and arrangements for evacuation depend partly on the characteristic nature of a recreation park. This nature is determined by the following factors: types of accommodation (tents, caravans, chalets); types of guests (number, less self-reliant/mobile, non-native); and location (in or near a nature reserve).

2.12. *Risk identification and assessment (RI&A)*

Methodology to identify the possible risks of the existing hazards, on the basis of Section 5 of the Working Conditions Act, on the basis of which it is possible to determine to what extent the existing risks are controlled and to draw up a plan of action which states how the risks can be eliminated or limited.

2.13. *Less mobile persons*

Persons who depend on the assistance of others in order to be able to escape a dangerous situation caused by a wildfire.

2.14. Non-natives

Persons whose mother tongue is not Dutch. Non-natives may constitute a considerable proportion of the guests of the recreation park. This should be taken into consideration in the preparations and communications.

2.15. Specific building

Building that has been built or equipped to fulfil a specific function in the recreation park, for example the reception, restaurant, or swimming pool. This explanation and the format to which this explanation pertains are explicitly not aimed at an incident in a building in the recreation park.

3. Preparations for an emergency situation

3.1. Basic principles

An evacuation scheme may be part of the company Emergency Response scheme. It must be possible to remove The evacuation scheme must be a separate part of from the company Emergency Response scheme document, that can be removed for portability (as a separate brochure).

The evacuation scheme is a dynamic document and needs to be tested in practice on a regular basis

An evacuation exercise must be held at least once a year.
In any case, this must take place with the staff members.
It is preferable that the evacuation is also practised with the guests.

The owner and/or user of a recreation park are responsible for taking an inventory of identification of the risks in and around the park. Specific attention must be paid to the hazards of a wildfire.

The owner and/or user of a recreation park (if so desired, in consultation with the competent authority and insurance companies) will subsequently choose a package of security measures and arrangements pertaining to evacuation, i.e. preparation, communication, formulation of a plan, and conducting evacuation exercises.

Ideally, account is taken in this context of any costs incurred by the business because it has not been able to operate at all or only partially as a result of the calamity of a wildfire.

3.2. Results of the RI&A / normative factors

The information from the RI&A that is relevant to the evacuation will be included and elaborated further in the evacuation scheme. Important points requiring attention include the maximum number of persons that is expected to be present at the same time, the mobility of these persons, and nationalities/languages, etc.

The normative factors are determined on the basis of NEN 4000, in accordance with section 4.3.2:

- a) The nature, size, and location of the business (including environmental risks);
- b) The hazards present in the business and in the immediate surroundings of the business, and the fire scenarios considered normative for the business in the determination, in which context account is taken of the basic principles of fire protection that have been declared applicable to the business by the de competent authority;
- c) The number of staff members and third parties that is reasonably expected to be present, as well as the hours at which these people will or may be present;
- d) The number of persons that is reasonably expected not to be able to ensure their own safety in case of a calamity, such as children and senior citizens;
- e) The presence of an infrastructure in the area of working conditions;
- f) The possibility to cooperate with other organisations (evacuation schemes, risk information, preparation for incidents and calamity scenarios, joint exercises, and the actual cooperation);
- g) The demonstrable presence of expertise;
- h) The familiarity of those present with the emergency procedures and, in particular, with the escape routes.

The arrival time and possibilities for the fire service and other emergency services have deliberately not been copied from the NEN 4000. The reason for this is that the suppression of a – usually uncontrollable –

wildfire may demand all attention and capacity from the fire service and **a recreation park will, in principle, have to rely on itself in order to realise the evacuation.**

3.3. Mobility

In the case of an evacuation, attention must be paid to less mobile persons, in particular if the target group include senior citizens, people with a handicap, or children (0 – 4 years of age). In the description of the evacuation procedure, these target groups must specifically be taken into account.

3.4. Preventive or acute evacuation

Dependent on how acute the threat of an uncontrollable wildfire is, the evacuation can either be preventive or acute. The big difference is that in the case of preventive evacuation, the guests have more time to leave the park. This will make it easier, for example, to leave the park by car. Taking the car takes more time and increases the chance of traffic jams, certainly in the chaos of an emergency situation. However, once the guests have arrived on a through road from the recreation park, the escape by car will proceed more efficiently: it will be possible to leave the threatened area more quickly, and even if the threatened area is large, it will be possible to leave the area.

In an acute emergency situation, it will have to be considered whether the loss of time will compensate for increased self-reliance associated with transport by car (as opposed to escaping by bicycle or on foot). The owner/user of the recreation park must absolutely pay attention to this aspect in the preparation of the evacuation scheme. An important precondition in this context is that it must be clear to guests and the own organisation whether the evacuation is preventive or acute.

3.5. Complete/Total evacuation

A threat (uncontrollable wildfire) means that, in general, the entire recreation park will have to be evacuated, but this depends on the circumstances.

Complete/Total evacuation is realised by dividing the park into evacuation squares/areas on a grid and to organise the evacuation square by square/ area by area.

This evacuation is led to a predetermined assembly point in a safe zone inside and/or outside the recreation park.

It is possible to designate several assembly points, in order to continue the evacuation from these points at a later stage, in order to escape the threatened area.

Cooperation with the municipality is essential in the preparation phase, as the mayor of the municipality is responsible for public order and security.

It is therefore necessary to coordinate the preparation for an uncontrollable wildfire with the municipal authority.

Dependent on the nature of the guests, some guests may be assigned specific roles, for example, if they are, in their daily working life, an ER Team member or member of an organisation for emergency service provision. In this context, it must be considered that in the case of an actual wildfire, these guests will probably have loved ones who are threatened by the wildfire and that the first impulse will be the natural inclination to help them, as first priority. It is therefore advisable to make clear agreements about this and to lay down these rules in the evacuation scheme.

Phased evacuation is a possibility, but – as stated above – an uncontrollable wildfire will often make it necessary to evacuate the entire recreation park.

3.6. Alarm

Legislation or the relevant standard (NEN 2575) stipulates whether a loud or a silent alarm must be chosen. Such legislation or standard is not available with regard to recreation parks. The presence of an alarm system is not required.

Dependent on the circumstances and possibilities, there are various solutions, including the following:

- The use of the existing PA system;
- Fixing a megaphone or siren to a car and driving around the park
- Ensuring that ER Team members/own staff members inform everybody personally.

TIP:

It is important that guests know the meaning of a specific alarm. Explain this to guests or let them hear the alarm upon arrival.

3.7. The presence of hazardous substances hazardous substances and special installations

In those parks where hazardous substances and special installations are present³, procedures must be written for the following:

- The shutting off of the engines in the case of an evacuation alarm for a wildfire;
- The communication with third parties in the immediate surroundings;
- The planning of alternative escape routes if the storage of any hazardous substances gives cause for this.

3.8. Buildings

With regard to some buildings in the recreation park, an individual evacuation scheme may be required. It will then be necessary to harmonise this with the evacuation scheme with a view to a wildfire. Certainly if one or more buildings on the recreation park are run by a third party.

3.9. Communication to staff members and guests

Staff members

All staff members must receive the evacuation instructions. These instructions will, of course, be discussed during the annual evacuation exercise.

Means of communication, such as telephones and mobile telephones, will be overloaded during an uncontrollable wildfire, and these connections will, in all probability, break down. It is therefore preferable to equip staff members with walkie-talkies to enable them to communicate together.

Guests

The owner/proprietor of the recreation park is also responsible for the provision of information to the guests. This may, for example, be done upon arrival of the guests by also providing information on the location of the emergency exits, the escape routes, and how to act in the case of an evacuation, in addition to the general information provided to the guests.

In addition, it is important to communicate with the guests about the actual wildfire hazard. For this purpose, the owner/proprietor can use the information provided through www.natuurbrandgevaar.nl.

Communication to the guests is, of course, also necessary after the 'all clear' sign has been given and

³ In the case of recreation parks, the substances concerned will be those for use in the swimming pool or the storage of gas or gas cylinders.

the guests return to the recreation park, for the purpose of providing proper aftercare.

Example of text about how to act in the case of an evacuation

- *First of all: stay quiet and calm!*
- *Follow the instructions issued by our staff members, who can be recognised by their yellow ER Team jackets/helmets, which they will always be wearing in the case of an evacuation.*
- *Collect all family members/fellow guests at the assembly point indicated below; check that nobody is left behind.*
- *Leave your belongings behind; these are replaceable, your life is not!*
- *Please try to stay as calm as possible also at the assembly point. In this way, our staff members/emergency service providers will be able to focus on their tasks and will not be distracted.*
- *Never return to the evacuated area without permission from our staff members!*
- *You will be informed of the situation as well as possible.*
- *Once the 'all clear' sign has been given, you will be allowed to return to your own place in peace and quiet. The 'all clear' sign will be given by our staff members on the instruction of the emergency services!*

The general assembly point in the case of evacuation is at the restaurant. If this is necessitated by the calamity, the assembly point will be at the car park at the entrance. If necessary, you will receive further instructions from our staff members.

You will be warned by means of the megaphone or the mobile PA system.

3.10. Evacuation exercises

The evacuation scheme, the evacuation card, and the evacuation map must be tested in practice on a regular basis and **if necessary, adjusted**. The responsibility rests with the owner and/or the user himself/herself.

The skills with respect to the organisation of the evacuation must be tested at least once a year on the basis of an exercise that is as realistic as possible. The results from the RI&A may indicate that the normative factors necessitate a higher frequency of the exercises.

3.11. Aftercare

Once the 'all clear' sign has been given, the guests will be allowed to return to the recreation park. Before this can be effected, the owner/proprietor will ensure that the business (installations, facilities) are started up in a secure manner.

For the purpose of aftercare, the owner/proprietor will ensure that the guests are properly informed about the wildfire, and will provide an opportunity to share their stories about their own experiences.

3.12. Arrangement of the evacuation scheme

The evacuation scheme is arranged in chapters in accordance with the lay-out applied in the accompanying Evacuation Scheme Model for Recreation Parks: FORMAT.