

Hazard

American Planning Association Hazard Mitigation & Disaster Recovery Planning Division

Building planners' knowledge base to make communities safer before, during, and after disasters.

- 767 members
- 12 countries
- All 50 states and 2 territories
- Public, private, non-governmental, and academic sectors

For more information or to join, visit <u>https://hazards.planning.org/</u> or contact us at <u>apa.hmdr@gmail.com</u>

Designing for Wildfires

Information for Planners





Today's Speakers

Stacy Wright, FAICP, PMP, CFM



- Senior Technical Manager at AtkinsRéalis (STARR II JV)
- Post-disaster response/recovery support for over 130 federally declared disaster events since 1997



Daniel Bass, RA, CFM



- FEMA Building Science Disaster Support Program Manager
- 18 years of experience in disaster resistant design, construction and resilience
- 25+ years practicing Architect in the private sector prior to joining FEMA

Darlene Rini, PE



- Leads the wildfire risk mitigation service line at Jensen Hughes (STARR II JV)
- 23 years of experience in fire engineering and wildfire risk mitigation

Outline

- Introduction
- Marshall Fire Mitigation Assessment Team (MAT)
- Guidance and Recommendations
 - Community-Scale Wildfire Planning
 - Neighborhood-Scale Wildfire Planning
- Additional Resources



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Acronyms

- AHJ Authority Having Jurisdiction
- APA American Planning Association
- BSDS Building Science Disaster Support
- CBC California Building Code
- CWPC Community Wildfire Planning Center
- IBHS Insurance Institute for Business & Home Safety
- ICC International Code Council
- IWUIC International Wildland Urban Interface
 Code

- MAT Mitigation Assessment Team
- NFPA National Fire Protection Association
- NIST National Institute of Standards and Technology
- NWCG National Wildfire Coordinating Group
- SME Subject Matter Expert
- UCNAR University of California Agriculture and Natural Resources
- WUI Wildland Urban Interface

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Introduction



Building Science Disaster Support Program (BSDS)

- Provide building science technical support to Federal,
 State and Local disaster recovery operations
- The Mitigation Assessment Team (MAT)
 - Perform the work of the BSDS
 - Consist of building performance assessment SMEs
 - Study building performance through a forensic A/E lens following natural disaster events
 - Evaluate what worked and what failed in the built environment to inform recovery, rebuilding and hazard mitigation
- Reinforce what works and develop improved design and construction techniques for what didn't





Typical Outcomes of FEMA BSDS / MATs

- Recovery Advisories specific to the disaster
- Recommendation to improve codes and standards, guidance documents, and programs
- Recommendation to Code adoption and enforcement
- Regulatory guidance and support
- Disaster Risk Reduction Minimum Codes and Standards policy implementation support
- Public education and awareness
- Technical Report
- Mitigation guidance and best practices





What is the WUI?

The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetation fuels. An area where mitigation actions can assist in preventing damage or loss from wildfire.

National Wildfire Coordinating Group (NWCG)



Source: Community Wildfire Planning Center





- Weather Temperature, relative humidity, precipitation, wind, and atmospheric stability
- Vegetation Fuel type (timber, shrubs, grasses), amount, arrangement, moisture
- Topography Slope, aspect, terrain features, elevation
- Interaction with Built Environment People, building typology, interface/intermix, urban fuels





The Marshall Fire



Image from NOAA Marshall Fire Story Map



Marshall Fire

- Event Date: December 30, 2021
- Affected Areas: Louisville, Superior and unincorporated Boulder County, CO
- Most destructive fire in CO
 - ~6,219 acres burned
 - ~1,084 buildings destroyed (~98% residential,
 ~2% commercial)
 - ~ 127 buildings damaged
 - Primarily residential
 - Multiple wildfire incidents simultaneously





Images from Boulder County

Marshall Fire





Key Factors for Impacts and Motives for MAT

- Extreme winds (100mph+ gusts)
- Long-term drought
- Unseasonably high temperatures (60-70°F)
- Primarily a fast-moving grassland fire
- Limitations in WUI code adoption
- Limitations in WUI planning



Motives 1st FEMA wildfire MAT:

- Better understand wildfire-built environment interactions
- Better inform wildfire resiliency planning and implementation for planners, developers, government officials, and the public-at-large



MAT Partners

- FEMA Headquarters
- FEMA Region VIII
- U.S. Fire Administration
- State of Colorado
- STARR II
- IBHS
- ICC
- Oregon State University
- University of Colorado Boulder





Key Observations by the Marshall Fire MAT

- 1. Structure/House Density and Separations (structure-to-structure fire spread)
- 2. Competing multi-hazard mitigations
- 3. Unmanaged or poorly maintained common and public open spaces





Key Observations by the Marshall Fire MAT

- 4. Insufficient parcel-level vegetation management (e.g., mulch, trees, hedges)
- 5. Non-structural combustible attachments or "wicks" (e.g., decks, fences, outbuildings, vegetation)
- 6. Lack of ember protection for vents (attics, crawl space/basement, soffits)





Guidance and Recommendations



Sample Resources for Planners

APA

- Planning the Wildland-Urban Interface (594, 2019)
- Limiting Wildfire Risk Through Land-Use Controls (2012)
- Planning the WUI in Hillsborough County, FL (2020)
- Multi-hazard Planning Framework for Communities in the Wildland-Urban Interface (2018)
- Zoning and Land-Use Tools in the Wildland-Urban Interface (2018)
- Models for Mitigating Wildfire Hazards Through Zoning (2005)
- NFPA
 - Community Wildfire Safety Through Regulation (2013)





Sample Resources for Planners

- National Wildfire Coordinating Group
 - NWCG Standards for Mitigation in the Wildland Urban Interface, PMS 052 (2023)
- Community Wildfire Planning Center (CWPC)
 - Land Use Planning Approaches in the Wildland-Urban Interface (2021)
 - Introduction to Land Use Planning for Wildfires in California (CAL FIRE and CWPC, 2023) – Free Training
- California Governor's Office of Planning and Research
 - Fire Hazard Planning Technical Advisory (2022)
 - Wildland-Urban Interface Planning Guide (2022)





Existing WUI Codes, Standards and Guidance

- Building codes and standards (e.g., IWUIC, CBC Chapter 7A, NFPA 1140)
- Guidance documents (e.g., NIST Hazard Mitigation Methodology)
- Research (e.g., IBHS)

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- Academic institutions (e.g., UCANR)
- Programs = Firewise, Ready-Set-Go
- Planning and policies documents (e.g., APA)
- Local ordinances, guidance, and tools



Planning Elements – Where Wildfire Resiliency Fits?

- Comprehensive, General or Master Plans
- Local Hazard Mitigation Plans
- Open Space Management Plans
- Urban Forestry Management Plans
- Capital Improvement Plans (CIPs)
- Community Development Plans
- Housing
- Infrastructure
- Transportation Plans
- Zoning and Land Use Planning

- Environmental Impact Reports (EIRs)
- Regional Planning
- Climate Action Plans
- Sustainability Plans





Wildfire Planning and Mitigation at Scales



Note: Regional scale not explicitly addressed, but many concepts for other scales may be relevant



Community Wildfire Planning



Image adapted from Wildfire Planning International, 2016



Hazard & Risk Assessment

- Evaluate all relevant state and local wildfire hazard maps (e.g., FRAP, Colorado Forest Atlas).
 Note: Typical hazard and "risk" maps do not identify community assets at risk or vulnerabilities.
- (For EIRs) Consult with wildfire/fire safety and environmental specialists to balance fire public safety and environmental concerns.
- Evaluate all relevant local level community planning documents (e.g., General plans, zoning, CWPPs, LHMPs, Emergency operations, Unit Strategic plans, Evacuation plans)





Coping Capacity

Wildfire Risk Public Viewer

Federal Emergency Management Agency

Business

Darlene Rini

Hazard & Risk Assessment

- Consult state and local wildfire building and fire codes. Otherwise, IWUI Code and NFPA 1140
- Consult with the local fire department for:
 - Any local requirements,
 - Additional guidance documents
 - Wildfire planning processes and reviews,
 - Pre-approved alternative mitigation measures





Multi-Hazard Considerations







https://www.fema.gov/sites/default/files/documents/fema_marshall-fire-matmitigation-strategies-address-multi-hazard-events.pdf

Subdivision Wildfire Planning



Image adapted from Wildfire Planning International, 2016

General Topographic Fire Hazards

General siting guidance:

- Avoid selecting a construction site along a gully or in a narrow canyon
- Avoid selecting a construction site in or adjacent to a saddle or narrow mountain pass
- Avoid constructing a new development adjacent to or on a steep slope.

Gully / Narrow Canyon

FEMA

Saddle

Site Specific Hazards and Risks

Recommend undertaking a site-specific wildfire hazard and risk assessment

- Provide a higher level of granularity of anticipated wildfire behavior (intensity, rate of spread)
- Highlight potential fire flow paths from neighborhoodor community-level features such as greenbelts, open spaces, or drainages
- Highlight areas of higher localized fire intensity due to local topographic conditions (e.g., hilltops, ridges, steep slopes) and influence of built environment design on vulnerability (e.g., perimeter structures, structures perpendicular to flow)

Detailed WUI Planning for Challenging Sites

1. Ridgetop Developments:

- Provide minimum 30–100 feet setback from downslope side
- Increase the setback at sites with steep slopes and high hazard fuel types (e.g., > 30% slope, forested environment, dense chaparral). Consult with local fire and other WUI fire experts.
- Provide defensible space and long-term vegetation management plan per NFPA Firewise and other local WUI fire ordinances

Detailed WUI Planning for Challenging Sites

If 30-100 feet setbacks are not feasible:

- Provide 30-100 feet of fuel modification on proximate slopes
- Consult local fire department or other AHJ for sitespecific guidance and local requirements
 - Can be as much as 200+ feet (e.g., Los Angeles County, Orange County in CA)
 - Implement all structural hardening measures in WUI codes plus additional provisions (e.g., 1-hour fire resistant exterior walls). See "Higher Density" Slides

Detailed WUI Planning for Challenging Sites

2. Sites along interface of large wildlands / unmanaged open space (Recall Slide 30):

- Provide "fire resistant" fuel breaks (e.g., fruit orchards, irrigated landscaping, golf course)
- Provide 6-foot, solid, noncombustible property line wall or fence (e.g., brick, masonry, or CMU). Note: More effective for grass and shrubland landscapes
- Prioritize localized structural-hardening measures for building(s) fronting the wildlands. Will need to coordinate with design team. See next slide for examples.

WUI Planning for Challenging Sites

Sample structural hardening upgrades

- Exterior walls, windows, vents, etc. of the home to be non-combustible, fire resistance rated (e.g., 1-hr)
- 5-10 feet of noncombustible landscaping (e.g., pavers, gravel) around home. Must also integrate drainage and flooding mitigations

3. Proximate to non-WUI development (i.e., < 30ft):

- Oftentimes gets overlooked as a fire threat to new developments
- Similar rules to Condition #2. Evaluate specific hazards and proximity of existing developments and potential source of causing urban conflagration
- Recommend:
 - Install a six-foot, solid, noncombustible property line wall
 - Prioritize structural-hardening perimeter buildings with < 30 feet of setback (e.g., provide 1-hour fire-resistance rating of exterior building envelop, reduce # of windows)

Building Wildfire Resiliency – Two Key Concepts

- Structural Hardening Fire resistive construction materials, details and systems that help limit ignition and fire spread
 - Top of roof down to foundation
 - <u>Examples</u>: Class A roof covering, vent protection, non-combustible facade materials
 - Refer to existing WUI codes and guidance documents for details. (MAT guidance highlighted new considerations such as joint detailing.)

Building Wildfire Resiliency

- 2) Defensible Space Area around building where the location, selection, and maintenance of vegetation and other man-made fuels are restricted to <u>limit fire spread to building.</u>
 - Several resources available, but local guidance can be limited:
 - Fuel modification zones (e.g., Zone 0-2)
 - Prohibited and approved plant lists
 - Landscape strategies (e.g., mosaic)
 - Best management practices

Credit: WILL MCDONALD / Yakima Herald-Republic

Housing Density Considerations for Fire Safety

- A. "Traditional" or Lower-Density <u>Building Footprint</u>
- Sub-urban style housing
- More than 30 feet of separation to building
- B. "Clustered" or Higher-Density <u>Building Footprint</u>
- Less than 30 feet of separation to buildings
- Can be single family residences that are close together

Source: Martin Dreiling Smart Code Module

A. Lower Density Housing Footprint

- Current WUI codes and standards are designed to provide guidance for the "ideal" parcel
- "Ideal" Parcel = 100 feet of space around building; 60 feet separation to other buildings
- However:
 - Not all yards provide 100 feet of defensible space
 - Not all aspects provide 30 feet of separation to property line or 60 feet to proximate buildings

Source: IBHS

A. Lower Density Housing Footprint – Defensible Space < 100 feet

If a building(s) does not have 100 feet of defensible space within its property lines, use **communal defensible space concept**:

- Proximate buildings must share a "common" defensible space zone
- Ensure communal plants and landscape design meets fire-resistance guidance of local area
- Design long-term maintenance plans to require minimal upkeep

Source: NFPA Firewise

A. Lower Density Housing Footprint – Building Setback < 30 feet

- Less than 30' setback to property line or 60 feet between structures
- Key vulnerability in WUI fires = structure-tostructure fire spread
- Mitigations:
 - Structural-hardening (e.g., 1-hour fireresistance rating of exterior building envelop, reduced # of windows, 5-10 feet of non-combustible landscaping, 6-foot tall solid non-combustible wall)

Example of single-family-residences with 5–8 feet to property lines and significant overgrown vegetation. Both homes are vulnerable to spot fires from embers or structure-to-structure fire spread

B. Higher Density Housing Footprint

- Design Strategy Treat entire development as "one building" for defensible space. Provide a minimum 100-feet around the entire development.
- Integrate "fire resistant" land-uses, such as:
 - Fruit orchards
 - Irrigated landscaping and greenbelts
 - Golf courses
 - Roads

Source: Klaus Leidorf and BN-Archive.

B. Higher Density Housing – Structural Hardening

To limit structure-to-structure fire spread, provide:

- Class A roofing, bird-stopping, metal drip edge
- Vent covers with 1/16" wire mesh or an approved and flame-resistant vent throughout

- 1-hour fire resistant exterior wall assemblies, where separation < 30 ft to property line. Otherwise, noncombustible or ignition-resistant siding materials (e.g., fiber cement, stucco) with use of non-combustible insulation.
- Minimize openings (e.g., windows, glazed doors) in aspects with < 30 feet separation</p>

B. Higher Density Housing – Structural Hardening

- Double-paned or tempered-laminated glazing
- Noncombustible decking, patios and balconies

Refer to Marshall Fire MAT document "Homeowner's Guide to Reducing Risk of Structure Ignition from Wildfire."

- 5-10 feet ember-resistant zone around structures (e.g., pavers, gravel). Must also integrate drainage design
- Noncombustible fences (e.g., concrete, masonry, metal), particularly where attached to adjacent homes or structures. Provide 6-foot, solid, noncombustible party wall
- Noncombustible construction for outbuildings (e.g., sheds, pergolas, gazebos); otherwise, locate more than 30 feet away from homes, provide noncombustible enclosure (e.g., CMU, masonry)

Access, Egress and Evacuation

Key Issues:

- Most road networks not designed for
 - Total evacuation
 - Simultaneous egress and first responder
- Typical vulnerabilities
 - # of exits from development or neighborhood
 - Separation or independency of exits
 - Travel distance or time to Primary Routes
 - Capacity of exits or roads

Wildfire Evacuation Challenges

Source: 2023 Maui Wildfires

2018 Woosley Fire

Planning for Access, Egress and Evacuation

Access/Egress Planning Needed at Different Scales:

Neighborhood Scale – Planning for Access/Egress

Some prescriptive guidance exists:

- Number of access/egress points (IFC Appendix D)
 - Two exits where # of dwelling units > 30
- Separation of access/egress points (IFC Appendix D)
 - Not less than ¹/₂ the length of the max. overall diagonal dimension of the area

Neighborhood Scale – Planning for Access / Egress

Dead End Travel Distances:

- How far to travel from subdivision to a primary road?
 - If > 60 dwelling units = 800 ft.
 - If 40- 60 dwelling units = 2,640 ft.
 - If < 40 dwelling units = 5,280 ft.
 - All others < 800 ft

- Where two or more routes are needed, space sufficiently so that both routes are not blocked simultaneously by a single fire (e.g., min. 1000ft separation)
- Will depend on wildfire settings, surrounding terrain. Consult with the local fire authority.

Community-Scale – Capacity of Transit Network for Evacuation

- Currently there is no Prescriptive Guidance (at any scale)
- Wildfire evacuation modelling typically needed to evaluate:
 - Impact of total- and phased-evacuation scenarios
 - Various wildfire scenarios (intensity, duration, wind direction)
 - Impact on broader community road network and capacity
 - Social behaviors and vulnerable populations in models
 - Potential need for shelter-in-place or temporary evacuation points
- Crucial to prepare for sufficient evacuation capacity or alternative people management strategies.

Image: Smartsign

Typical Fire Department Access Guidance

Consult with local fire authorities for fire vehicle access requirements.

Sample requirements:

- Min. width = 20 feet
- Min. clear height = 13 feet 6 inches.
- Refer to Appendix D of the Local IFC Edition as amended for further requirements

Vegetation Management for Egress Routes

Road-side vegetation to reduce roadside fire intensity and limit "burn-over"

- Min. 10 feet horizontal buffer (upwards of 50 to 100 depending on fuel) on either side of all major access/egress routes
- Consult with a wildfire specialist for detailed guidance, best management practices and healthy landscapes

Sample Road-side Treatments

Depending on fire hazards, topography and ecological needs, one or a combination of treatments may be needed (e.g., canopy thinning, clearing of surface and ladder fuels)

Shrublands and grasslands in steep terrain

Treatment in timbered forest along ridgeline Federal Emergency Management Agency 53

Protecting Critical Infrastructure

Issues:

- Short- and long-term wildfire impacts (operations, health, \$\$\$, livelihoods, economy)
- Vulnerable to wildfire and potential ignition sources
- Limited codes and standards for wildfire resiliency

Key Components:

- Electrical utilities and equipment
- Water resources
- Communication towers/systems

Electrical T&D and Equipment

Main Issues

- Main sources of wildfire ignitions
- Vulnerable to damage wildfire
- Limited codes and standards for wildfire resiliency (CA leading)

Many ways to increase resiliency:

- Grid hardening, Undergrounding
- Vegetation clearance and management
- Grid operations (e.g., fast-trips, monitoring faults)
- Planned power outages

FEMA

References: NFPA 1, CPUC, Energy Safety (CA)

Example of 10ft clearance around distribution pole

Image: Jensen Hughes

Water Supplies and Infrastructure

Main Issues:

- Oftentimes lost or incapacitated during a wildfire
- No water for firefighting
- Long-term recovery challenges

Ways to increase resiliency:

- Min. 30 feet of brush clearance (e.g., water tanks, water supply pumps, pump houses). NFPA 1
- Design independent water supplies and systems
- Coordinate with local fire department(s) to determine water supply requirements and hydrant placement (APA, 2018a).

Communication Towers/Systems

Main Issues:

- Typically lost early on in fires
- Main source for public communication in an event

Ways to increase resiliency:

- 30-100+ feet of hardscaping or brush clearance for communication towers and equipment (NFPA 1, NFPA 1140)
- Consult with local fire authorities for any local requirements, guidance, and best practices.

Example of ridgetop communication towers with no brush clearance

Image: Jensen Hughes

Additional Resources

MAT Products

Mitigation Assessment Team Report

Marshall Fire

Building Performance, Observations, Recommendations, and Technical Guidance

FEMA P-2320 / June 2023

Marshall Fire Mitigation Assessment Team: Best Practices for Wildfire-Resilient Subdivision Planning

June 2023

https://www.fema.gov/emergency-managers/riskmanagement/building-science/mitigationassessment-team

DR-4634

Marshall Fire Mitigation Assessment Team: Wildfire-Resilient Detailing, Joint Systems, and Interfaces of Residential Building Components

Marshall Fire Mitigation Assessment

Multi-Hazard Events

une 2023

🛞 FEMA

Team: Mitigation Strategies to Address

Marshall Fire Mitigation Assessment Team: Homeowner's Guide to Reducing Risk of Structure Ignition from Wildfire

June 2023		June 2023
Sema (1997) Fema	DR-4634	S FEMA

Marshall Fire Mitigation Assessment

Structure Fire Spread in a Wildfire

Team: Decreasing Risk of Structure-to-

Marshall Fire Mitigation Assessment Team: Homeowner's Guide to Risk Reduction and Remediation of Residential Smoke Damage

June 2023

Other Resources

- Insurance Institute for Business & Home Safety (IBHS) Full-Scale Fire Testing <u>https://ibhs.org/risk-research/wildfire/</u>
- Fire Safety Research Institute (FSRI) <u>https://fsri.org/about</u>
- National Institute of Standards and Testing (NIST) <u>https://www.nist.gov/fire</u>
- Quarles, S. et. al. "Home Survival in Wildfire-Prone Areas: Building Materials and Design Considerations". May 2010. <u>https://anrcatalog.ucanr.edu/pdf/8393.pdf</u>
- CAL FIRE Building Materials Listings <u>https://osfm.fire.ca.gov/divisions/fire-engineering-and-investigations/building-materials-listing/bml-search-building-materials-listing/</u>
- CAL FIRE Fire and Resource Assessment Program. <u>https://www.fire.ca.gov/what-we-do/fire-resource-assessment-program</u>
- NFPA Firewise <u>https://www.nfpa.org/Public-Education/Fire-causes-and-risks/Wildfire/Firewise-USA</u>
- University of California, Agriculture and Natural Resources. <u>https://ucanr.edu/sites/fire/</u>
- SFPE Foundation Virtual Handbook on WUI Risk Assessments <u>https://www.sfpe.org/wuihandbook/home</u>
- NFPA "Assessing Structure Ignition Potential from Wildfire" training. <u>https://nfpa.org</u>
- Fire Adapted Communities Learning Network. <u>https://fireadaptednetwork.org/</u>

Questions?

Building Science Disaster Support Program:

https://www.fema.gov/emergency-managers/risk-management/building-science/disaster-support

Building Science Branch:

https://www.fema.gov/emergency-managers/risk-management/building-science

Thank you

