

**KENSINGTON FIRE PROTECTION DISTRICT  
AGENDA OF A SPECIAL MEETING OF THE  
BOARD OF DIRECTORS**

Date of Meeting: December 11, 2019  
Time of Meeting: 7:00 p.m.  
Place of Meeting: **Building E in Kensington Park**  
59 Arlington Avenue, Kensington, CA 94707

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Please Note: Copies of the agenda bills and other written documentation relating to each item of business referred to on the agenda are on file in the office of the Kensington Fire Protection District Administration Office, 217 Arlington Avenue, Kensington, and are available for public inspection. A copy of the Board of Directors packet can be viewed on the internet at [www.kensingtonfire.org/meetings](http://www.kensingtonfire.org/meetings)

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Manager, 510/527-8395. Notification 48 hours prior to the meeting will enable the Kensington Fire Protection District to make reasonable arrangements to ensure accessibility to this meeting (28 CFR 35.102-35.104 ADA Title 1)

7:00 p.m.        **CALL TO ORDER**  
Directors: Dom Dommer, Janice Kosel, Laurence Nagel, Kevin Padian and Julie Stein

1. Consideration to authorize the Emergency Preparedness Committee to send a letter and report to the East Bay Regional Park District on the behalf of the Board of Directors. (ACTION)

IF YOU CHALLENGE A DECISION OF THE BOARD OF DIRECTORS IN COURT, YOU MAY BE LIMITED TO RAISING ONLY THOSE ISSUES YOU OR SOMEONE ELSE RAISED AT THE BOARD MEETING OR IN WRITTEN CORRESPONDENCE DELIVERED AT, OR PRIOR TO, THE BOARD MEETING

## KFPD Letterhead

December 4, 2019

The Honorable Beverly Lane  
Director, Ward 6  
East Bay Regional Parks District  
2950 Peralta Oaks Court  
Oakland, CA 94605-0381

Dear Ms. Lane:

At a few EBRPD Board Meetings ago, I spoke, on behalf of the Kensington Fire Protection District, at the Public Comment session of the meeting about the need to upgrade the EBRPD Fuel Reduction Plan. Cortis Cooper, a member of the KFPD Emergency Preparedness Committee, also spoke about the need for a more aggressive Fuel Reduction Plan. Of course, in the three minutes allotted to each of us for public comment, we couldn't really get into details. During a break at that Board meeting, you asked me for more information on where we thought the plan was lacking and what steps we thought was needed to improve the plan. I have attached a much more comprehensive report written by Cortis Cooper for your perusal.

The entire eastern border of Kensington resides on the boundary of Tilden Park, along the Wildland Urban Interface (WUI), and is designated by Cal Fire as an extreme the highest fire danger area. Understandably, the Kensington Fire Protection District and the residents of Kensington are concerned about the dangers of wildfire in our community. As detailed in the report by Cortis, the fuel load in Tilden Park, specifically, and Wildcat Canyon, in general, has increased dramatically in the last 100 years. Moreover, climate change has ushered in much more severe weather, and specifically severe wind storms, which has created severe risks of wind-driven ember fires that cannot be contained merely by fire breaks. A fire in the middle of Tilden Park, for example, could ignite wind-driven ember fires miles from the fire. We have seen this in the Tubbs fire in Sonoma County, the Camp Fire in Butte County, and the Carr Fire in Shasta and Trinity Counties. This is the world that we live in now.

The only solution to the exponentially increasing risk of ember-driven fire is to reduce the fuel load everywhere. I understand how massive a project this is, and how limited the EBRPD resources are, but it is our hope that EBRPD can undertake a much more aggressive program to reduce the fuel load in all of the EBRPD parks.

Please feel free to contact me if you have any questions or want to talk further.

Sincerely yours,

Laurence W. Nagel  
Director  
Kensington Fire Protection District

## The Case for an Updated Fuel Reduction Plan for EBRPD Parks

Cortis Cooper  
3 December 2019

**Background.** In 2009, EBRPD issued a plan for fuel reduction in its parks in the East Bay Hills<sup>1</sup>. At over 400 pages, the report provides a review of historical fires, the relevant ecological setting, and possible treatment scenarios. Most importantly, it provides a detailed treatment plan that consists largely of cutting shaded fire breaks roughly 100 feet wide along the interface between the Park and neighboring cities. After a number of legal challenges and permitting delays, EBRPD began executing the plan in 2018 and rapidly accelerated the process in 2019.

One of the most interesting figures in the 2009 Plan shows pictures of Wildcat Canyon (just east of Berkeley) circa 1900 and 2000 (see below). Trees and brush have proliferated during the 100-year period, much of it highly volatile pines and eucalyptus. The picture illustrates that the natural state of the Canyon was largely grassland. This grass land was maintained by fires occurring every few years which cleared brush and young trees. The larger trees survived in part because the grass fires burnt quickly with limited heat intensity. Frequent fires removed vegetation and kept a natural balance that avoided damaging conflagrations.



Figure taken from 2009 EBRPD Plan showing Wildcat Canyon in 2000 (left) and 1900 (right).

Once EBRPD took control of the land it began suppressing wildfire in accordance with accepted forestry practices of the time. This broke the natural balance so that the vegetation has increased the available fuel (tons of biomass/m<sup>2</sup>) by orders of magnitude in the ensuing years. All western forests have experienced a similar imbalance, and this the major contributing factor to the megafires seen in recent years. Of course, the warming climate is the other major contributor but the megafires could not have reached such intensity had the forests not been overgrown.

**Limitations of 2009 Plan.** While the 2009 EBMUD plan was laudable as far as it went, it primarily worked around the edges of the problem, both literally and figuratively. A look at the treatment map shows that treatment areas represent a small portion of the total acreage. Much of the proposed work focuses on forming narrow shaded fire breaks between the parks and the urban areas and thinning of eucalyptus groves. The firebreaks can stop small local fires, but they cannot stop a large fire starting in the interior of the parks fed by all the other fuels that have built up over the past 100 yrs.

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<sup>1</sup> <https://www.ebparks.org/about/stewardship/fuelsplan/plan.htm>

The total treatment area in 2019 represents about 1% of the total acreage of the park lands being treated<sup>2</sup>. In fact, the percentage of vegetation removed is far smaller because treatment leaves a lot of the larger trees in place including some of the invasive, incendiary species such as eucalyptus. Given this small number of 1%, it is very likely that the amount of fuel being removed in the present treatment effort is orders of magnitude less than the normal annual vegetation growth in the parks. In other words, the overall fuel load in the parks is still increasing. At 1% treatment, EBRPD will never reach any semblance of the balanced natural state that existed before EBRPD took over stewardship of the land. How bad is the imbalance? We don't really know because EBRPD does not routinely track the areal coverage of vegetation in the parks – a basic metric in any well managed forest.

### **What is needed?**

Taming this human-created Frankenstein is not easy. Removing fuel from overgrown forest is expensive and the methods have major limitations. Removing large amounts of vegetation by hand or machine over hundreds of acres would cost many millions of dollars. Controlled burns are cheaper but will face major objections from multiple stakeholders including the AQMD. Given all the constraints it is impractical to think that the parks can ever be returned to their natural state prior to fire suppression. On the other hand, *continuing the present imbalance where vegetation growth outstrips removal ensures that the risk of catastrophic fire worsens over time as the climate warms*. If the present, limited approach for fuel removal continues, it is only a matter of time before a fire erupts in the East Bay parks during Diablo wind conditions and kills dozens of people and consumes hundreds of homes. The recent megafires have clearly demonstrated that these fires will not only affect residents along the wildland interface but can reach deep within the city limits. *EBRPD would clearly hold considerable moral responsibility for such an event and probably substantial legal and financial liability*.

No easy answers exist to bringing the vegetation in the parks back to some semblance of balance and that further study is needed. An obvious vehicle for this is to update the 2009 fuel reduction plan. Many important things have occurred since 2009 and the update should consider the following:

1. *Account for the lesson's learned from the recent megafires*. Probably the most important take-away is that modern fires are far more intense and uncontrollable than in the past thanks to the overgrown forests and a warmer, drier climate. Another important lesson from the Napa fires is that a major wildfire in Tilden, Wildcat, etc. WILL reach far into the interior of the adjacent cities.
2. Develop a strategic plan to bring vegetation growth to some kind of steady state over a multi-decadal period, perhaps 50 years. The plan should consider the latest projections on the warming climate from regional climate models. It should also look closely at the practicality and cost of the various treatment options especially controlled burns. The plan should also establish a large-scale monitoring program that estimates the amount and type of vegetation being added on decadal time scales which is essential data that dictates how much vegetation must be removed in order to maintain a sustainable forest in a warming climate.

We believe that along with earthquakes, the threat of a megafire originating from the East Bay Parks represent the two most serious threats to our communities. Unlike earthquakes, much can be done to lessen the risk of a megafire, but it depends critically on EBRPD developing and implementing an updated, realistic, long-term strategic plan that addresses the overgrown state of its forests.

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<sup>2</sup> According to data provided to us the 2019 Plan will treat a total of 56 acres in Wildcat and Tilden which is 1.2% of the total in these parks (4500 acres). Similar numbers apply at the other EBRPD parks.